

Bachelor Thesis

**Implementing UNSCR 1325:
International Security Actor NATO vs.
Gender Equality Promoter EU**

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Abstract

This Bachelor Thesis aims at answering the question how NATO and the EEAS differ in respect to implementing UNSCR 1325, the first international institution to recognize the special role of women in and around conflict situations. The focus of this research lies with the specific goal to increase women's participation in peace negotiations and post-conflict reconstruction. On the basis of nine EU documents, some more general like the Gender Action Plan and some more specific like a study on women in CSDP missions, and three NATO documents of strategic nature, the implementation of UNSCR 1325 on a policy basis is compared. The findings show that on most parts of the policies, NATO and the EEAS are on the same level. While on the agenda setting level, they mostly identify the same problems, most differences occur on the level of the actual implementation, which can be explained by the different structures of the two organizations.

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ANNEXES

I. Introduction

In 2000, the United Nations Security Council introduced an agenda regarding Women, Peace and Security (WPS). This agenda has been the first one to actively acknowledge the special role of women in conflicts. Even though prior resolutions did recognize women's roles in wars as victims, the WPS agenda is built on three pillars: preventing violations of women's rights in conflicts, protecting women and girls from sexual and gender-based violence and supporting women's participation in peace negotiations and post-conflict reconstruction (UN, 2000). The latter is especially new and important as peace negotiations and peacekeeping missions are often conducted by national states' military forces or security organizations that are also structured in a military fashion. The military, however, is to this day one of the employers that is least identified to promote gender equality.

The United Nations Security Council Resolution (UNSCR) 1325, which the WPS agenda is based upon, is widely recognized to be one of the leading documents in regard to recognizing women's specific role in conflicts. On one hand, women are affected by conflicts differently than men in that they are endangered by a wider variety of crimes. On the other hand, women can play very specific roles in the resolution of conflicts, as has been proven by their special role in communicating with the local society during US army missions in Afghanistan (Bratosin D'Almeida, Haffner, & Hörst, 2017). However, most actions taken by international security actors during or in the aftermath of conflicts, especially armed ones, were focused on men's experiences (Haastrup, 2018). A variety of succeeding resolutions have also been adopted, namely the resolutions 1820, 1888, 1889, 1960, 2106, 2122 and 2467, which was adopted just currently in April 2019.

Major protagonists in the area of international security have been acting towards an adoption and implementation of their own WPS agendas on the basis of UNSCR 1325 into their own policies on gender equality. Obviously, the most prominent actors to deal with conflicts and security issues are the national states that are involved. However, in a globalized world, there are more actors to security and peace than just national states, namely a broad variety of international organizations that are operated by states as well as non-governmental organizations (NGOs). Even though national states as well as NGOs are important players in the area of international security that have the ability to push forward certain specific topics, international organizations are the actors that hold the future in this field. Their actions can take a wider scope than those of national states as they are not primarily focused on the well-being

of their own state, but are more powerful than NGOs due to the backup of the participatory member states.

On the one hand, the first organization that comes to mind when talking about international security is certainly the North Atlantic Treaty Organization (NATO), an intergovernmental military alliance constituting a system of collective defense among its member states. What does not come to mind first when thinking about NATO is feminism and gender equality. Yet, the promotion of both of these has a long history within NATO, with the first NATO conference on women taking place in 1961 in order to “draw attention to the status, employment conditions and career opportunities for women within NATO forces” (Wright, 2016). Various developments have led to NATO adopting a policy for the implementation of UNSCR 1325 and finally creating the post of the Secretary General’s Special Representative for Women, Peace and Security in 2012 as the most significant symbol for NATO’s commitment to the WPS agenda.

On the other hand, the European Union (EU) is generally identified with working against inequalities in general, with the achievement of gender equality being one of the central aims since its foundation. Even though the EU also promotes global security and peace, it has not been viewed as an international security actor the same way NATO has. The focus of the EU towards the promotion of security, so far, has lain rather in civilian missions than in military ones, which already becomes apparent by just the numbers of the respective missions (EEAS, 2018c). Yet, the number of the latter has increased in the previous years. Both are conducted under the auspices of the European External Action Service (EEAS). It takes the role of the EU’s diplomatic service and is responsible for carrying out the EU’s Common Foreign and Security Policy (CFSP). Additionally, they also conduct the previously mentioned civil and military missions and operations within the context of the Common Security and Defense Policy (CSDP) as a matter of security, defense and crisis response in third countries across the globe. It emphasizes its strong support for women and gender equality as they are convinced of the effectiveness and positive impact the participation of women has on their civilian missions. According to the annual report of 2016, they were able to achieve a gender balance within their heads of missions, as five out of ten heads of missions were women (EEAS, 2016).

Even though the EU has also adopted a WPS agenda based on UNSCR 1325 and is widely recognized to be a leading actor in regard to women’s right and gender equality, this appears to be focused on employment and social affairs and does not pierce into the military operations. In fact, it is even asserted that when considering the external action of the EU, gender mainstreaming “has been lacking or altogether absent” (Guerrina, Chappell, & Wright, 2018).

To make this lack of gender equality in the military missions even more obvious, the EEAS appears to pride itself on its gender mainstreaming only in civilian missions (EEAS, 2018a). Yet, on the official web-appearance of the EEAS, there is no comparable entry about gender equality or mainstreaming in military missions to be found (last accessed: June 17, 2019). Explicit search finds results dealing with gender equality or mainstreaming within the missions conducted by the EEAS that are statements and reports about the respective topics within civilian missions.

Gender equality, generally and specifically in the context of peace and security, has not only been widely discussed in politics, but also in science. A fair amount of research has been conducted about the way a higher participation rate of women improves not only traditionally male structures in general, but also the military as one of the most prominently traditionally male structures in specific. These studies start out with women in national armed forces and additionally compare the situations in different states on the way towards analyzing the role women play for the alleged improvement of bigger military structures such as NATO or institutions that gather multiple national armed forces like the EU's CSDP.

Previously, practices of one or the other institution have been mentioned exemplary when studying the respective other organizations. So far, however, no extensive studies have been conducted that compare the measures taken by these two institutions. As the EU has been criticized for lacking gender mainstreaming within the external action while NATO has been praised for its engagement to integrate women in security politics, this study will focus on the different ways NATO and the EEAS aim to implement UNSCR 1325 or, more generally speaking, the WPS agenda. Hopefully, it will be possible to identify gaps in the actions taken by the organizations that can be filled and therefore enhance the way gender equality is promoted in both organizations. Therefore, the study will be guided by the following research question:

“How do NATO and EEAS differ with respect to implementing UNSCR 1325?”

In order to answer this question, the following sub-questions will be illuminated:

- 1) *“What aims does the EEAS establish based on UNSCR 1325 and what action does it take to achieve its implementation?”*
- 2) *“What aims does NATO establish based on UNSCR 1325 and what action does it take to achieve its implementation?”*

To answer the research question and the two sub-questions, I am firstly going to introduce UNSCR 1325 including its main goals, the ideas it is based upon and the principles it establishes. Afterwards, a theoretical background about the role of women in institutions in general and in security institutions specifically as well as gender mainstreaming and the role of women in military organizations will be provided. In the next step, I will illuminate the methods that were used to answer the research question, including the reasoning for data and case selection as well as the research approach. The major part will consist of analyzing the practices of NATO and EEAS and comparing the two organizations to each other on the basis of the previously established theory on one hand and on the other hand, how they overlap with the main goals and principles of UNSCR 1325. Finally, a conclusion will be drawn.

II. UNSCR 1325

Before October 31, 2000 the role of women in conflict and post-conflict situations had been generally seen to be the one of victims. In previous resolutions adopted by the UN Security Council, it had already been acknowledged that women experience a special form of victimhood which is shaped not only by sexual and gender-based violence being increasingly used as a weapon of war (Pratt & Richter-Devroe, 2011) but also by women and girls being subject to internal displacement and targeted by armed combatants (UN, 2000). A major step towards acknowledging that the role of women in conflict and post-conflict situations is broader than just being victims was the adoption of the Beijing Platform for Action in 1995 which “emphasized the importance of a gender perspective and women’s contributions for sustainable peacebuilding” (Pratt & Richter-Devroe, 2011). In the following, it was noted that despite the efforts made by the Beijing Platform for Action the role of women in armed conflicts and post-conflict situations had not been implemented in a sufficient way. This led to NGOs and individual states lobbying for a UNSCR that would properly address and implement the WPS agenda. Thus, on October 31, 2000 UNSCR 1325 was passed unanimously (Pratt & Richter-Devroe, 2011). Next to further explanations on the necessity to protect women in armed conflicts, it calls for an increased representation and participation “of women at all decision-making levels” and the appointment of women as special representatives (UN, 2000). Furthermore, it aims to “expand the role and contribution of women” and “include a gender component” in its field operations (UN, 2000). Additionally, it seeks appropriate training on the protection as well as the involvement of women “in all peacekeeping and peacebuilding measures” for military and civilian personnel (UN, 2000). Therefore, UNSCR1325 is generally acknowledged to be the first document of international relevance to recognize that women cannot only be victims of war, but also fight to abolish it.

III. Theory

a) Feminist Institutionalism

Since the end World War II, a variety of international organizations have been in the uprising. NATO and the UN are some of the first international organizations established after the end of war. The EU, and with it the EEAS, is younger, even though its history also dates back to the 1950s, when the European Coal and Steel Community, one of the predecessors of the EU, was founded. With the uprising of these and other international organizations there has also been an ever-increasing number of international institutions, formal and informal rules that structure politics. This ever-increasing number of institutions also lead to social scientists aiming to understand the relationship between institutions and politics and the exact ways the former influence the latter. In recent years, these institutionalists have advanced themselves from focusing on formal-legal institutions to the thought of a “(re)consideration of the enduring connectedness and independence of social and political institutions”, meaning that institutions are not only tools of formal politics, but political actors themselves (Curtin, 2019). In other words, this so-called New Institutionalism focuses on “formal and informal institutions, institutional creation, continuity and change, structure and agency, and power” (Mackay, Kenny, & Chappell, 2010).

As mentioned before, institutions are not just formal rules, such as laws or official international agreements, but can also be informal rules and norms. Defining formal institutions appears to be easier than drawing the line around informal institutions, which often leads to narrower rather than broader definitions of institutions. Still, institutionalists appear to agree that informal institutions are as important as formal ones. Even though the boundaries of informal institutions are not always clearly defined, but reaching from traditional culture over corruption up to bureaucratic norms, Helmke and Levitsky (2004) define them as “*socially shared rules, usually unwritten, that are created, communicated, and enforced outside of usually sanctioned channels*” (emphasis in original). Additionally, they describe various motivations for the creation of informal institutions. Overall, it appears that informal institutions are created when formal institutions cannot sufficiently serve their purpose. They further argue that informal institutions can be created purposefully or unintentionally through a “historically contingent process” or a “process of social learning” (Helmke & Levitsky, 2004).

It is also noted that informal institutions can lead to a change in formal institutions, with the relationship being generally more dynamic (Mackay et al., 2010). This dynamic relationship within the various institutions is mirrored by the “two mechanisms of institutional

transformation”: *institutional layering*, which describes a process of change in which some parts of an institution are renegotiated while others remain, and *institutional conversion*, where entire institutions are modified “to fulfil new purposes” (Kenny, 2007).

Starting in the 1970s, scientists started paying an increasing amount of attention to the role of women. Discussion went from treating *gender* as a dichotomous variable to “a consideration of how gender matters” with focus towards cultural norms identified as either masculine or feminine behavior, leading to *gender* not being studied as something individual, but as a social and political institution (Curtin, 2019; Kenny, 2007). Institutionalism is often accused of being *gender* blind, meaning it does not pay attention to these issues of gender, which led to the emergence of a new branch of institutionalism that explicitly studies these phenomena, Feminist Institutionalism (Kenny, 2007; Mackay et al., 2010). As Guerrina et al (2018) propose, institutions often serve as reflection of hierarchies in civil societies and show to what extent gender is in- or excluded in the policy process. Feminist institutionalists now argue that *gender* has a very individual aspect for every arena within the political system, ranging from party systems over cabinets and military to relationships the state is involved in (Curtin, 2019).

This Feminist Institutionalism aims at combining the previously described strengths of institutionalism with those of feminist scientific approaches that are aware of factors that lead to a gendering of institutions. An institution being *gendered* means “that constructions of masculinity and femininity are intertwined in the daily life or logic of political institutions” (Mackay et al., 2010). This awareness of the gendered nature of institutions is relevant as they constitute the setting for newly created institutions, which therefore might not be able to automatically fulfil their purpose but have to replace or remodel the gendered institutions. According to Curtin (2019), Feminist Institutionalism increasingly concentrates on factors that influence the changes in formal institutions that are either encouraged or restrained by informal norms.

An important point that is continuously mentioned in the literature describing the core values of Feminist Institutionalism is the interplay between structure and agency in institutions. Structure describes the (more or less) formal framework of the institution while agency is understood as the action taken by the involved individuals. It is argued that both, structure as well as agency, are gendered as “gendered institutions structure the context in which actors construct and deploy their gendered identities and interests” (Mackay et al., 2010). Feminist Institutionalism aims at generating an understanding about the relationship between the two and acknowledges that both play an important role in the development of institutions.

The military has a history of being one of the most gendered state bodies, and remains so until today. Therefore, as partly emerged from the traditional military, security institutions are “deeply gendered areas” as well (Guerrina et al., 2018). The frameworks both NATO and the EEAS are based upon are generally acknowledged as security institutions.

This work will be focused more on the formal and therefore more measurable features of institutions. Even though the importance of informal institutions along with the agency of individual actors in this area is acknowledged, it would go beyond the scope of this work to focus on both the formal as well as the informal institutions behind the WPS agendas both organizations designed on the basis of UNSCR 1325.

b) Feminist Triangles

Nevertheless, it is important to be aware of what kind of actors are involved in the policy-making process of feminist policies and taking the previously mentioned *agency* in process, including the WPS agenda. Feminist institutionalist scholars have identified an interplay between various actors to be the key to successful feminist policy-making. Even though there are various terms for this kind of interplay like “strategic partnerships”, “triangles of empowerment” and “velvet triangles”, they all revolve around the same central assumption: various individual women or alternatively a variety of groups of women cooperate “in a policy process to further their aims or achieve goals important to them” (Holli, 2008). In the relevant Feminist Institutional literature about security institutions, the network this co-operation is based on is most prominently described as *Feminist Triangles*.

With the differences among the denomination of this co-operation come differences about the three cornerstones of these triangles. Most scholars have the three cornerstones to consist of women’s movements, feminist politicians, and femocrats, who are “individuals positioned within a bureaucratic structure who are motivated to work towards transformative change in line with feminist goals” (Haastrup, 2018), or, more broadly, feminist civil servants (Holli, 2008). Yet, Holli (2008) also calls attention to arguments about whether these actors have to be explicitly feminist or if it is sufficient for them to simply be female in order to be sufficiently *gender-conscious*. Other scientists categorize civil servants and politicians as one, representing “the organization of the state”, leave women’s movements as representatives of civil society, and identify the third corner of the Feminist Triangle to consist of “gender experts in academia or consultancies” (Holli, 2008). This definition of Feminist Triangles is identified to be especially relevant in the context of policy-making on the European level, as it includes “the most *established* and *advanced* of feminist actors in Europe” (Holli, 2008) (emphasis in

original). Yet, as this paper analyzes not only European policies, but also policies introduced by NATO, the more prominent definition of the three cornerstones being women's movements, feminist politicians, and femocrats will be used.

As can be seen, these cornerstones mainly cover the aspect of agency within Feminist Institutionalism. It appears to be commonly acknowledged that even though all actors individually are important for the establishment of feminist policies, only a solid cooperation between the three different types of actors can lead to the common goal. These co-operations are said to open up the policy-making process to actors otherwise not involved and therefore increasing the effectiveness of action taken to achieve the goals. It is argued that the existence of these networks can also be used to encourage further feminist actors to engage with the issue and women affected by the policy to "promote a gender-sensitive agenda" (Guerrina & Wright, 2016). These networks are not only active in the process of policy-making, but are also able to engage in further processes that aim at affirming that organizations fulfil their obligations by the policy. Overall, it is argued that these feminist triangles promote the cooperation of actors from different backgrounds with the common goal to establish gender equality. Additionally, the presence of the cornerstones of the triangle is said to minimize gender blindness within the particular institutions (Guerrina & Wright, 2016).

c) Gender Mainstreaming

Generally speaking, the aim of UNSCR 1325 and its succeeding resolutions as well as its implementation by NATO and the EEAS is gender mainstreaming the relevant security institutions or, in other words, gender mainstreaming the previously mentioned *structure*, the second pillar of the institutions. But what exactly is gender mainstreaming? Very broadly speaking, gender mainstreaming aims to integrate gender equality in all relevant aspects of an organization and is based on the two frames "gender equality and the mainstream" (Joachim, Schneiker, & Jenichen, 2017). To go a little further into detail, gender mainstreaming is described as "a long-term approach to delivering gender equality which implies that the whole policy process, including its organization, decision making, implementation and evaluation stages, is mobilized for the purpose of achieving gender equality." (Woodward, 2008). To further clarify this definition, gender equality is described to embrace men as well as women and to question traditional power relationships between them.

Gender equality acknowledges the "unequal relations between the sexes as a matter of social construction and structural barriers which affect both men and women" and that both perspectives have to be taken into account on the matter of policy-making (Woodward, 2008).

This also implies that gender is not simply a matter of biological sexes, but puts emphasis on gender as being a socially constructed concept. This concept affects men as well as women, or, to adhere to the previously established definition, rather all genders in various ways. Gender mainstreaming, now, has the potential to transform these relations between the sexes through public policy (Woodward, 2008). The emphasis on public policy is relevant as an approach to establish gender equality is more effective when implemented by a state or, as in this case, an international organization. Even though the willingness of individuals or companies to achieve gender equality in their environment is laudable, it cannot achieve full gender equality like a systematic state-controlled approach can. Yet, it is argued that “[the] state, rather than being a neutral provider of security, endorses and sustains policy and practices primarily in the interests of men” (Willett, 2010), which closes the circle towards a need of an institutionalized approach to gender mainstreaming.

It is further noted that two other approaches also aim to promote gender equality next to gender mainstreaming, which are *equal treatment* and *positive action*. On the one hand, equal treatment is described to focus on equal rights and opportunities for all human beings, in the gender context for men and women. In the EU, this approach has led to the promotion of equal pay and treatment of men and women in the workplace. However, this approach is depicted as flawed for its lack of addressing the causes of gender inequality “in the ‘informal gender contracts’ among women and men” (Pollack & Hafner-Burton, 2000). Positive action, on the other hand, focuses on the unequal starting positions of men and women and aims at creating conditions that lead to more equal outcomes. In other words, positive action does not focus on eliminating the symptoms of gender inequality, like unequal pay, but intends to fight the roots of gender inequality. Yet, both of these approaches focus only on one part of the issues of gender inequality. Gender mainstreaming, now, combines the two approaches, as it demands the “systematic incorporation of gender issues throughout *all* government institutions and policies” and therefore an approach at all levels (Pollack & Hafner-Burton, 2000) (emphasis in original). It calls for new perspectives and expertise as well as a change in the political operating procedures (Pollack & Hafner-Burton, 2000).

Scholars that have already done research on gender mainstreaming within security organizations have noted that it is especially difficult to mainstream gender in these organizations. Joachim et al. (2017) describe the CSDP to be “the most state-centric policy field within the EU to date” while “[most] of the NATO member states have developed their own cross-government national action plans with military components for the implementation of UNSCR 1325” (Prescott, 2013). These two statements both imply that gender mainstreaming

within security institutions cannot be done simply by introducing some sort of gender action plan or something comparable. Both NATO and the EEAS do not hold their own armies, but are rather dependent on the will and capability of their respective member states to have their own militaries involved in the projects of the organizations. The actors that not only have to support the process of gender mainstreaming, but actually have to stand behind it and push it forward are therefore the member states of the respective organization, making gender mainstreaming a security organization, or rather any international organization, even more difficult, as the mainstreaming process has to be conducted at even more levels. This gets additionally hardened as gender mainstreaming has become “diluted and bureaucratized” since states and international organizations have been implementing it (Prescott, 2013).

The traditional hierarchical nature of gender relations within the military and its institutions makes it additionally challenging to mainstream gender within security organizations. Reflecting a variety of dichotomies within societal perceptions, men are assumed to be “strong, powerful and authoritative and women to be weak, vulnerable and passive”, with this assumption also influencing their perceived roles in war and peace as being “protector/warrior/policymaker” and “victims of war” respectively (Willett, 2010). This dominance of men in social institutions has been outlined as *hegemonic masculinity*. It has led to new norms and practices following a certain agenda “associated with masculinity and heterosexuality” in institutions that are mostly led by men (Kronsell, 2005). Kronsell (2005) notes that the phenomenon of military as well as security organizations to have “historically been ‘owned’ by men” is not exclusive to Europe, but can be observed in a variety of cultures. Even though not explicitly describing hegemonic masculinity, Willett (2010) states that “[the] natural peacekeeper/protectors not only have the collective physical resources to exercise definite military power, but also assume they are most capable of thinking in strategic and rational ways.” She further argues that in order to achieve gender mainstreaming within these security organizations, “the relationships between masculinized protectors and the feminized protected” have to be changed (Willett, 2010).

d) Regendered Military

Duncanson and Woodward (2016) extensively discuss the best ways to enhance women’s participation in military and security organizations. They identify two major strategies: *inclusion* and *reversal*. On the one hand, inclusion refers to the women’s right to participate in the military as equals to men and usually “[requires] women to assimilate to the dominant

gender norm of masculinity” (Duncanson & Woodward, 2016). Therefore, even though this strategy makes it possible for women to participate in the military, it usually does not lead to women being treated as equals and therefore it does not contest masculine norms within, but rather risks reinforcing them. Additionally, it is noted that even when women assimilate to the masculine military norms, they are still looked upon as a threat to the status quo (Wilén & Heinecken, 2018).

Reversal, on the other hand, stresses gender difference rather than sameness and is based on the assumption that women contribute to the military because of their femininity. This approach is based on the realization that men and women are affected differently by war and notes women’s ability to “engage with the local population and NGOs more easily” (Wilén & Heinecken, 2018). Yet, this strategy also holds a certain amount of risks. It is emphasized that the reversal strategy risks to reinforce gender stereotypes by identifying women with the more peaceful actions taken by security organizations, which ultimately threatens their credibility as authorities in security and political matters (Duncanson & Woodward, 2016; Wilén & Heinecken, 2018).

Based on the notion that both strategies impose risks towards an actual integration of women in military and security organizations, Duncanson and Woodward (2016) have introduced a new concept that aims at achieving this integration: a *regendered military*. They describe this vision to be the outcome of gender mainstreaming in an institution “in a transformative sense” (Duncanson & Woodward, 2016). Rather than focusing on the binary of sameness vs. difference that is imposed by the two earlier introduced strategies, it emphasizes diversity. With the presumption that “[a] regendered soldier assumes peacebuilder identity that is equally open to women and men, that equally values ‘masculine’ and ‘feminine’ traits, so much that they cease to be masculine and feminine”, they make the regendered military more about the structure of security organizations than about individual soldiers (Duncanson & Woodward, 2016). This also aims at making the integration of women in military and security organizations about diversity, rather than the previously introduced binary of sameness vs. difference, and therefore “to displace gender binaries”, like the current socially constructed ones (Wilén & Heinecken, 2018).

According to Duncanson and Woodward (2016), to achieve this regendered military, one needs to combine the previously established approaches. Firstly, inclusion is necessary in order to destabilize the definition that some activities are inherently masculine. Secondly, reversal is needed to revalue activities that are identified to be feminine and by that definition currently not seen as suitable values for a soldier (Wilén & Heinecken, 2018). Lastly, displacing gendered

binaries to abolish the notion of gender “as a hierarchical structure of power” is necessary (Duncanson & Woodward, 2016). This combination of all three strategies would not only promote the integration of women in the military, but would also “enhance the skill sets of soldiers irrespective of sex”, as feminine and masculine traits would be valued equally and the military culture would become more androgynous (Wilén & Heinecken, 2018).

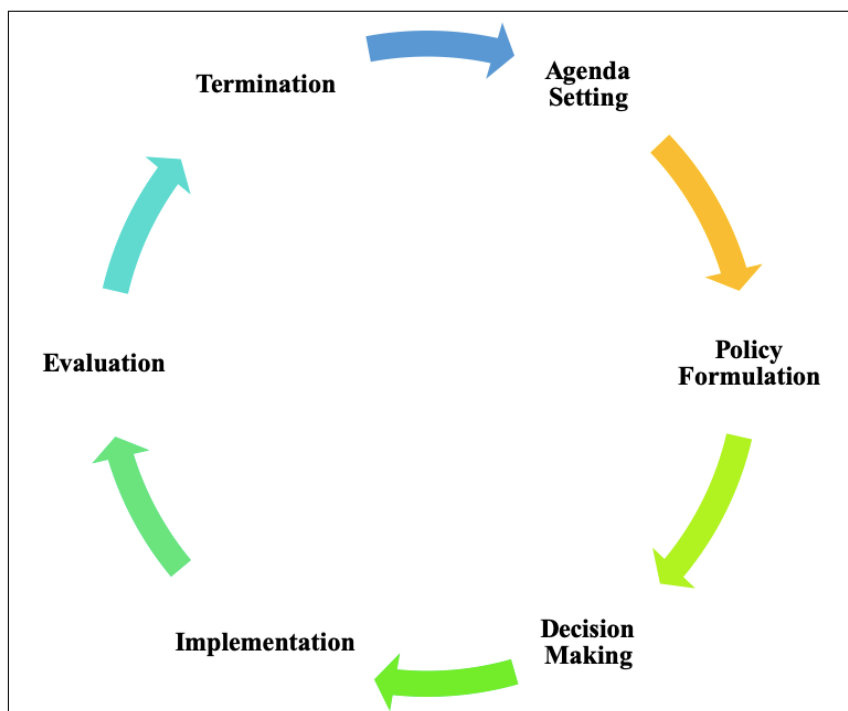
NATO and EEAS, however, are not traditionally national military organizations. As stated previously, both can be classified as security organizations, which implies a notion beyond the military action. It can be argued that security means rather “human security” with a focus on being secure from structural as well as physical violence rather than only the traditional security of a state protecting itself, with structural violence being linked to inequality and poverty. This also implies that not all actions taken to enhance security necessitate a military response, but a more civilian response could be more effective to increase security (Duncanson & Woodward, 2016). Both NATO and the EEAS conduct not only military missions, but also civilian ones. However, these two types of missions are clearly divided. It is in question whether this division is the most effective way to integrate women within security and peacekeeping, as it focuses on the strengths of the respective genders, or if it rather reinforces the binary between traditionally feminine and masculine traits in peacekeeping.

e) Policy Cycle

All of the previously discussed theory deals either with the basis and preconditions for or the aim of a policy to be implemented. As two of the sub-questions of this research ask for a comparison between the aims of the two organizations in regard to implementing the goals of UNSCR 1325, the final theoretical approach will shortly establish a model that assumes policy-making to be a process happening in various stages: the *policy cycle*.

The first systematic approach to describing various stages in the policy-making process was made in 1956. Since then, a variety of changes has been applied. The most current and most widely adopted version includes five stages. The first stage, *agenda setting*, describes the recognition of problems and selection of issues that require public action in the form of a policy. The second and third stages, *policy formulation* and *decision making*, are often mentioned together, as here the aims of the policy are defined and various alternatives are discussed. Finally, in these stages, the government action is decided upon. The fourth stage, *implementation*, describes the enforcement or execution of the policy in question. Usually, in this stage program details will be specified, e.g. what organization, or in this case rather which

part of the two organizations, is responsible for the execution. The fifth stage, *evaluation*, can be taken quite literally. Here, it is assessed how well the impacts meet the aims defined at the beginning. The evaluation of the policy can either lead to the sixth and last stage, *termination*, if the formulated aims were reached, or it can lead back to the first stage, *agenda setting*, if the problems could not be resolved or new problems were created, hence the description of the various stages in the policy-making process as a *cycle* (Jann & Wegrich, 2007). The whole policy cycle is displayed below.



Img. 1: Policy Cycle

f) Expectations

Assuming the correctness of the presumptions made by the previously introduced literature, one can expect the following from the analysis of the implementation of UNSCR 1325 by EEAS and NATO.

1) On Feminist Institutionalism and Feminist Triangles:

In order to effectively implement the goals introduced by UNSCR 1325, EEAS and NATO need the cooperation of feminist politicians, femocrats, and women's movements or other feminist civil society actors that support the aims of the WPS agenda. All three groups should be involved in the process. Firstly, feminist politicians are the ones that passed the formal plans to implement the agenda, therefore they played their part. Accordingly, their role will not be studied further in this research.

Additionally, both organizations are expected to appoint some sort of femocrats at the core of the implementation, namely within the missions and operations. Lastly, the aim to cooperate with women's movements and feminist civil society in order to implement the agenda should become obvious. One of the organizations lacking the involvement of one of these actors will probably result in a less effective implementation.

2) On gender mainstreaming and a regendered military:

In a nutshell, UNSCR 1325 aims to create gender equality in and around conflicts. In the sense of gender mainstreaming and a *regendered military* as previously described, it is expected that not only the participation of women in conflict resolution and peace negotiations is promoted, but also that men are involved in creating gender equality in that they dissociate from the traditional gender binary and engage in traditionally feminine actions and accept women as equals and equally able to engage in traditionally masculine actions. An indicator for the EEAS and NATO failing to create such a regendered military might be women being more extensively encouraged and promoted to partake in civilian missions than in military missions.

3) On the policy cycle:

With the adoption of UNSCR 1325 and on its basis the introduction of the respective WPS agendas of the two institutions, the aims of the policy in question have been clearly formulated. As this first step of the policy cycle happened nearly twenty years ago, it can be assumed that various policies have been formulated, implemented and evaluated in the meantime. Therefore, it is expected that the documents to be analyzed will not be limited to one of the stages of the policy cycle, but that aspects of nearly all stages can be identified. Excluded will be *termination*, as the policy-making is still in process and the formulated aims have not been reached yet. Furthermore, it is expected that the majority of the content of the analyzed documents will range within the stages of *policy formulation* and *implementation*.

IV. Methods

a) Case Selection

The cases that have been selected for this research are NATO and the EEAS. Both organizations are prominently known for a major focus on one of the aspects of UNSCR 1325, which is the overarching policy in the area of promoting gender equality within peacekeeping and security. The follow-up resolutions of UNSCR 1325 will not be taken into account, as they focus rather on sexual violence in conflict or reaffirm the importance of various parts of the original resolution, but do not explicitly exhibit new content in regard to women's participation in international security and peacekeeping. (Thomson, 2018).

NATO, on the one hand, is probably the most prominent international security actor. Starting out as a defense collective, it nowadays operates internationally not only in the security area, but also as a peacekeeping actor. It is based on military structures which have historically been predominated by men. However, NATO also has a history of promoting gender equality starting in 1961 (Wright, 2016) and pushes its member states to promote gender equality within their national armed forces which NATO consists of, as can be seen by the request for annual reports about the implementation of gender equality policies (NATO, 2016b).

On the other hand, the EU, which the EEAS represents in its external relations and therefore towards the rest of the world, has been perceived as one of the major actors regarding the promotion of gender equality with a long history and a broad spectrum of gender equality policies. However, the area of security and defense is comparably new for the EU and is therefore not as established as other policy fields. However, with the EU's record of promoting gender equality in social and employment policies, the assumption that the EU is about to establish itself as a key player of promoting gender equality across the globe via its EEAS seems likely.

Only the measures taken by the organizations themselves will be studied, excluding actions to be taken by the member states. As the majority of member states of the two organizations overlap, it could be unclear on behalf of which organization they took what measure or if measures were taken without any connection to either of the organizations. Including measures taken by the member states would probably not develop sufficient evidence on the measures taken by either organizations, and will therefore be left out of this study.

b) Data Collection

The data that will be used for the analysis consists of the content of openly accessible documents published by the two organizations on implementing the goals introduced by UNSCR 1325. This limits the scope of the research, but has been decided upon due to significant time constraints that do not allow for the collection of classified documents. The documents are found by searching the online data bases of EEAS and NATO with the combination of the parameters “policy plan/action plan”, “women, peace and security” and “UNSCR 1325”. The last two of these parameters clearly indicate a reference to this study, as they are terms, especially “women, peace and security”, that do not appear in the context of other policies.

For the analysis of the EEAS’s implementation of the WPS agenda, nine documents have been identified to be usable for this study. They include, but are not limited to, official statements made by the EU on the topic of UNSCR 1325 in general or, more specifically, the EEAS’s WPS agenda; documents on the EU’s current Gender Action Plan (GAP); strategic documents on the WPS agenda; as well as a study about women in CSDP missions requested by the European Parliament. A complete list of the documents can be found in Annex II. The documents have been published between 2015 and 2018. The statements have been chosen as they describe some actions successfully taken by the EEAS, but also gaps that have been identified and have to be worked on more extensively. The GAP describes the overall framework on matters on women and girls, including their role in conflicts, and has therefore been chosen along with two reports on the GAP assessing the first year after it entered into force. Documents that focus more on the implementation of the goals of UNSCR 1325 are the “EU Strategic Approach to Women, Peace and Security” published by the EEAS itself and the previously mentioned study on women in CSDP missions.

In regard to NATO implementing the WPS agenda, three documents have been identified, the Bi-Strategic Command Directive 40-1 on Integrating UNSCR 1325 into the NATO Command Structure and a Policy and Action Plan on the WPS agenda as well as the responding Action Plan for the Implementation. The Bi-Strategic Command Directive 40-1 was first published in 2009¹ and aims to implement the policies introduced by UNSCR 1325 at a variety of levels within NATO, including the peacekeeping missions and operations. The Policy and Action Plan describes further into detail and on a more current basis the actions to be taken that are introduced in the Bi-Strategic Command Directive 40-1. Lastly, the Action Plan for the Implementation describes to the point what is to be done in order to achieve the desired

¹ In this study, the updated 2012 version is used

outcomes and what indicates if the implementation has been successful. The three documents have been published between 2012 and 2018.

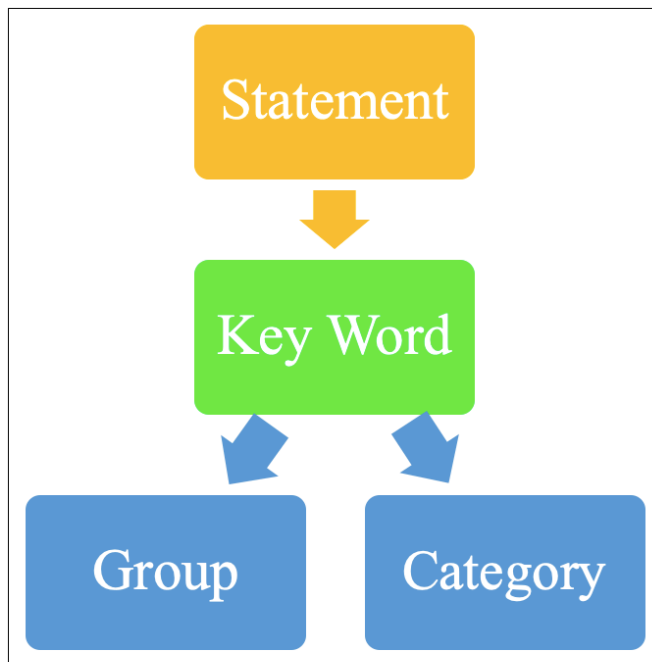
For analyzing the EEAS's implementation of the WPS agenda on the one hand, such a variety of documents have been chosen as some documents are very short and cover only small portions of the WPS agenda, namely the statements, while other documents cover not only issues regarding the implementation of the WPS agenda, but a broader variety of topics regarding gender, such as the documents revolving around the Gender Action Plan. On the other hand, for the analysis of NATO's way of implementing the WPS agenda only three documents have been chosen as they appear to cover everything that is necessary for this study, from a broader policy-based approach to a more specific action plan on how to implement the agenda and are generally focused on the implementation of the goals introduced by UNSCR 1325. Overall, all documents chosen contain content dealing with various stages of the process of making policies with the aim to promote the participation of women in the respective peace-keeping missions and operations.

c) Operationalization

The content of the various documents will be divided into statements about the implementation of the WPS agenda. Only content that is actually dealing with the WPS agenda will be paid attention to. Exemplary, the EU's gender action plan deals with the role of gender in a broad variety of contexts. In this case, only content that clearly touches upon the subject will be included in the analysis. The identified statements will in a first step be summed up into key words that describe the most central topic or aim of the respective statement. These key words will be developed inductively on the basis of the central message of the statements.

As it is expected that there will be a high number of different key words, these will be summed up even further into groups that even more broadly describe the overall topic or aim of the statements. These groups might include, but will not be limited to *Civil Society Participation*, *Leadership*, *National Action* or *Countering Violence*. These groups will, again, be developed inductively. However, it is expected that at least some of these groups will overlap either with topics discussed in the previously introduced literature or with the aims introduced by UNSCR 1325. Exemplary, the previously mentioned *Civil Society Participation* shows a strong connection to the cornerstone *feminist civil society* of the feminist triangle while *Countering Violence* clearly adheres to the goal of UNSCR 1325 to protect women and girls from sexual and gender-based violence. A complete list of the 23 groups and which keywords are connected

to which groups will be provided in Annex IV. How the statements are categorized is visualized below in image no. 2.



Img. 2: Categorization of Statements

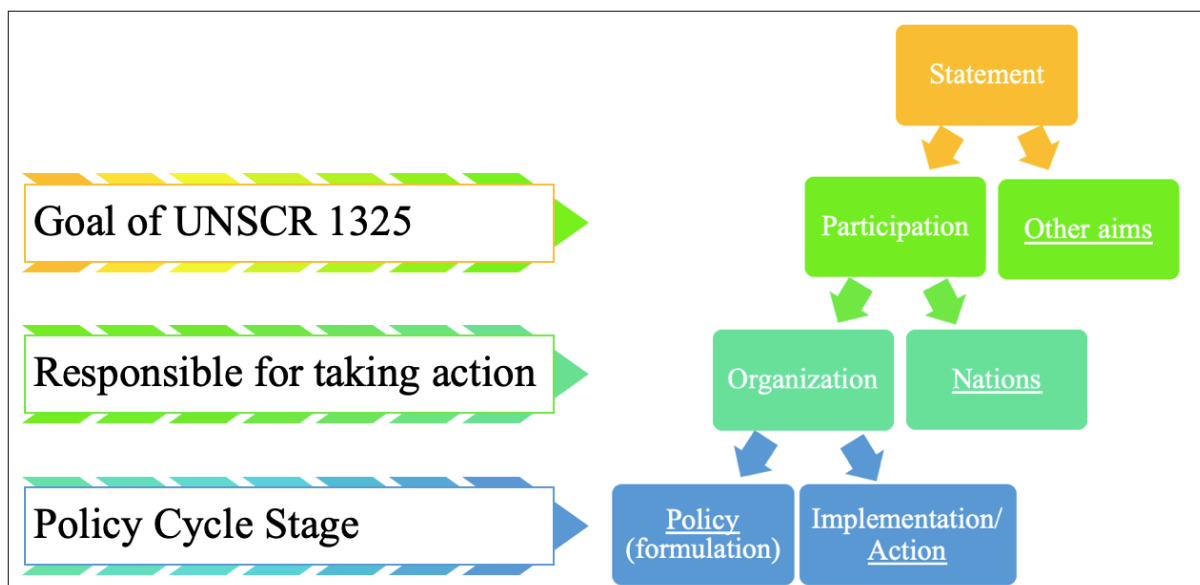
Furthermore, it is assumed that on the basis of the initial keywords, the statements can be arranged into four broad categories that might be able to show differences between the aims the organizations have and the actual actions taken. They will be differentiated on the basis of various factors. The first line will be drawn on the basis of the aims of UNSCR 1325, namely between action taken to achieve participation of women within peacekeeping operations and missions according to the aims of UNSCR 1325 and action taken to achieve other aims of UNSCR 1325. The latter will be found under *other aims*, while the former will be differentiated further.

This time, the line will be drawn on the basis of responsibility for the implementation of the goals. NATO and the EEAS are not able to implement the goals of UNSCR 1325 themselves, but due to the nature of the two organizations, some actions have to be taken by the member states. Statements in the documents about such actions will be categorized as *nations*, even though they will not be studied extensively because of the previously described reasons that many nations are member states of both organizations.

Statements that describe actions that lie within the responsibilities of the organizations will be differentiated once more based on the stage of the policy cycle they can be identified with. On the one hand, statements that mainly describe general aims of the policy based on UNSCR 1325

and therefore deal with *policy formulation* will be categorized under *policy*. Additionally, statements that are not clearly limited to the sole objective of promoting women’s participation in the respective organization’s peacekeeping missions will also be categorized as *policy*. On the other hand, statements that describe actual action either already taken or to be taken within the scope of the *implementation* stage will be categorized under *action*, such as working mechanisms, gender-mainstreamed job descriptions or the establishment of networks. These two stages of the policy-cycle have been chosen as they, as previously mentioned, are expected to be the most prominent within the documents.

If a statement fits more than one category, it will either be split up into two statements with each one then being classified in the respective category, or it will be classified as the category which is more prominent within the statement. Exemplary, if it is stated that “The organization will encourage member states to do X”, this statement will be categorized under *nations* instead of *action*, as the more relevant action is the one that is supposed to be done by the member state. How the statements are categorized is pictured in image no. 3.



Img. 3: Development of Categories

d) Quantitative Data Analysis

Firstly, for each of the organizations, a short quantitative assessment of the identified statements will be done. Even though the main analysis will be qualitatively, this quantitative opening has been decided upon in order to establish a sense of what is being dealt with and to identify where to focus in the qualitative analysis. It will be counted how many statements can be found per group in each category.

For each of the respective organizations, a comparison between how many statements are identified to refer to *policy* and to *action* will be conducted, as the main focus of this work is to identify how much the organizations actually do in order to achieve the self-set aims to implement the WPS agenda. Under the assumption that all relevant actors identified in the feminist triangle participate in the policy-making process, it is questionable at what stage of the policy-process the two organizations mostly range. This will serve as an indicator for where the biggest challenges in fully implementing the goals set by UNSCR 1325 lie. It is expected that the number of statements referring to *policy* will be higher than the number of statements referring to *action*, as defining the aims of a policy is easier than enforcing measures that challenge values deeply rooted within the societal structure, such as the values regarding gender roles.

e) Qualitative Data Analysis

The qualitative analysis will be focused more on the content of the two categories *policy* and *action*. It will rest upon various meaningful statements taken from the documents. These statements will be assessed on the basis of their informative value in respect to the previously discussed theory. The focus will hereby be divided into three steps.

Firstly, the two organizations will be assessed on the basis of how intensively they include the relevant actors as identified by the discussed theory, namely feminist politicians, femocrats and women's movements from civil society. The inclusion of feminist politicians will be disregarded as it is assumed that they played their part in introducing and adopting the respective legislation and strategies for their respective organization. Femocrats will probably be found in the form of mission or operation members that have specific tasks to promote the participation of women and to raise awareness about gender issues within that mission or operation. The inclusion of women's movements in their role to represent civil society will be identified on the basis of how intensively the organizations promote and encourage cooperation with civil society organizations in general like Non-Governmental Organizations (NGOs) and, more specifically, how intensively they plan to engage the local population.

Secondly, the two organizations will be assessed on the basis of how intensively they promote and work to achieve not only a mainstreamed, but also a regendered military. In this respect, it will be analyzed to what extent the organizations promote gender equality, gender mainstreaming, gender balance and how they aim to reduce barriers women in the military and security organizations still face. Especially in this case, it will be paid attention to if and how much is actually done in order to achieve these goals or if it is mainly talking about aims to be

achieved. It will also be focused on what further instruments the two organizations use to create a regenerated military.

Lastly, an assessment of the statements found under *policy* and *action* will be made to figure out in what areas exactly the issues to advance the process within the stages of the policy cycle lie and where the implementation of the policy is rather promising. This assessment will be especially based on groups of statements where the numbers of the quantitative assessment differ greatly among the two categories.

V. Analysis

a) EEAS

1) Quantitative Assessment

Within the nine documents dealing with the aims of and action taken by the EEAS in order to implement the goals of UNSCR 1325, a total number of 188 statements could be identified. 88 or 46,8% of these could be categorized under *policy*, 50 or 26,6% under *action*, 31 or 16,5% under *other aims* and 19 or 10,1% under *nations*. These numbers already give a broad overview over the relations between the four categories.

As expected, the number of statements categorized under *policy* is by far the highest, making up nearly half of all statements. Statements categorized under *action* make up another quarter of all statements. This shows that about three quarters of all statements deal with the willingness and responsibility of the EEAS to promote the participation of women in post-conflict situations and peacekeeping missions. While on three of the total twenty-three statement groups there is an equal number of statements referring to *policy* and *action* and on twelve statements groups, there is a higher number of statements referring to *policy* than to *action*, this means that on eight statement groups, the number of statements referring to *action* is the higher one. It is notable what kind of statement groups these are, as they indicate in what areas the EEAS appears successful in taking action to implement the goals of the resolution. The first of these groups is *Analysis/Research*, implying that the EEAS focuses on using knowledge acquired within the missions to improve their way of promoting the participation of women. Additionally, multiple groups dealing with special positions and recruitment strategies also show more statements on *action* than on *policy*, showing that action is taken to encourage women to work within the civilian or military missions by creating a more comfortable workplace for them. This also applies to the groups *information sharing* and *task force*, with the latter implying the importance of the task force on WPS for its implementation for the EEAS. Tables with all numbers can be found in Annex V.

2) Qualitative Assessment

By numbers, it appears that the EEAS is conducting a variety of action to promote the participation of women in post-conflict situations and peace negotiations. To provide an assessment of the measures taken by the EEAS, statements made by the EEAS itself as well as other EU institutions on the implementation of the EU's WPS agenda will be analyzed under the light of the previously discussed theory. Firstly, it will be shed light upon to what extent the

EEAS conforms to the necessity of a Feminist Triangle in order to effectively implement the goals of UNSCR 1325. As stated previously, only the involvement of femocrats and civil society will be studied here. Secondly, it will be examined to what extent the EEAS implements a policy of gender mainstreaming within their missions and if their measures have the ability to contribute to the establishment of a regenerated military. Lastly, it will be assessed in what areas the stage *implementation* of the policy cycle has been reached as an indicator for more effective areas of the overall policy. These assessments will serve towards answering the first sub-question of this research:

“What aims does the EEAS establish based on UNSCR 1325 and what action does it take to achieve its implementation?”

As previously established, femocrats are thought to be a necessary factor for the implementation of feminist policies. Yet, when agreeing with Haastrup’s (2018) definition of a femocrat being an “[individual] positioned within a bureaucratic structure who [is] motivated to work towards transformative change in line with feminist goals”, on the first sight it appears hard to identify these femocrats within the missions and operations of the EEAS, as the internal structure of these missions can hardly be described as bureaucratic. But where and who are the femocrats within the missions and operations of EEAS? They are still individuals who aim or in this case rather whose task it is to implement the feminist goals of UNSCR 1325. They are called Gender Advisors (GENAD) and Gender Focal Points (GFP) and can additionally be found in leaders who are urged to support the implementation.

At a high level, in 2015 on the 15th anniversary of the adoption of UNSCR 1325, the EEAS established the position of the “EEAS Principal Advisor on Gender and implementing UNSCR 1325” “to mark EU's engagement with international, regional and national actors on gender- and WPS-related policies and actions” (EEAS, 2015) as well as to internally “increase the visibility and importance of the gender issues within EU’s external policy and action” (EU, 2018b). This position serves to put gender issues overall and specifically for the implementation of UNSCR 1325 in the center of attention for policy-makers within the EU as well as for co-operation partners of the EU and to emphasize the importance this topic holds for the EU. Yet, the Principal Gender Advisor barely serves the purpose of an on-site GENAD for the missions. The position of the GENAD, identified in statements grouped under *Gender Advisor*, is supposed to exist “in all common security and defence missions and operations, EU delegations and EU special representatives” (EU, 2018b), which ought to guarantee the presence of a femocrat in the EEAS’ missions and operations and beyond. This position is explicitly

encouraged to not only be taken on by women but to represent diversity and a gender balance. This will be discussed more detailed later on. The tasks of the GENAD include to “provide strategic advice on gender mainstreaming when it comes to the implementation of the mandate of the mission in question” (WIIS, 2017). Yet, even though these positions are scheduled in all of the military missions and operations, they are not yet filled (EU, 2018b), creating a hole in the feminist triangle in the military missions and operations and hindering an effective implementation of the WPS agenda. As the position is staffed in all civilian missions at least double-hatted² (EU, 2018b), the gap in the possibility to mainstream gender between the military and the civilian missions is reinforced.

The GENADs are supported in their work by GFPs, who are addressed in statements grouped under *Gender Focal Points*. These Gender Focal Points are “appointed staff members in the mission’s units and offices, whose aim it is ‘to facilitate gender mainstreaming (both internally and externally) and integrate a gender perspective in the work of their respective offices” (WIIS, 2017). Therefore, GFPs work towards the implementation of the goals of UNSCR 1325 additionally to their primary duty. It is emphasized that GFP structures have been established in civilian missions (EU, 2018b), yet, no specific mention is made about GFPs within military missions and operations. From the lack of the position of GENADs being staffed within military missions, it can be assumed that this is not the case here, either. Again, this illustrates the gap in mainstreaming gender and implementing the WPS agenda between civilian and military missions.

To ensure the efficiency of the work of the GENADs and GFPs, networking and exchanging ideas between the persons holding these positions is highly encouraged. On the one hand, virtual or physical meetings are encouraged to “take stock of the existing knowledge and experiences”, learn from each other and share developments on the Gender Action Plans (EU, 2018b). On the other hand, a web-based platform specifically for the connection of GENADs and GFPs has been created to enable the sharing of information apart from these scheduled meetings (EU, 2018b). The importance of the awareness of leaders about the work of GENADs and GFPs is also highlighted (EU, 2018b), as the heads of missions are supposed to work together closely with the respective staff.

Additional to the importance of femocrats to implementing the goals of UNSCR 1325 is the relevance of the participation of feminist civil society actors, reflected in statements grouped under *Civil Society Participation*. The EEAS appears to agree with this assessment, as the importance of engagement with “local, regional and international civil society organizations,

² Double-hatted means the person filling this position is also in charge of another position

grassroot activists and women's rights organisations" throughout the entire policy cycle is emphasized (EU, 2018b). Also highlighted is the willingness to support organizations like "local women's groups, movements and initiatives whose aim is peacebuilding" (EU, 2018b). Those two statements are evidence that the EU is willing to build bi-directional relationships with these civil society actors, as they aim to involve them in the EU's own policy processes on the one hand and declare to support the organizations' own work on the other hand.

So far, the analysis shows that the EEAS appears aware of the importance of femocrats to effectively implement its WPS agenda in its civilian and military missions and aims to satisfy this importance by deploying Gender Advisors and Gender Focal Persons to all missions. Yet, especially when it comes to military missions, many of these positions are still unfilled, hindering the implementation of the WPS agenda in the area that probably needs it most due to the naturally gendered structure of the military and security organizations. However, the view of the EEAS on the importance of cooperation with civil society actors appear to accord with its importance established within feminist triangles. In the following step, it is going to be analyzed if the EEAS still appears willing and able to establish gender-mainstreaming and maybe even a regendered military in their missions despite the unfulfilled preconditions as established in the theory.

Even though it is not explicitly labeled as such, it appears that the ultimate goal of UNSCR 1325 is gender equality in and around conflict situations. Therefore, it will be analyzed to what extent the EEAS uses the gender mainstreaming approach to establish such a gender equality and, in a second step, how close the EEAS is to establishing a regendered military.

The first step towards gender equality within the EEAS's civilian and military missions is the participation of women in these missions, which has especially not extensively been the case in military missions and operations. Yet, within the analyzed documents, the importance of the participation of women is stated multiple times within statements grouped under *Female Participation*. It is highlighted that this participation is not limited to the overall troops, but is especially encouraged for decision-making roles (EU, 2017). Furthermore, it is emphasized that the participation of women is not only relevant for the implementation of UNSCR 1325 and further Security Council Resolutions, but also "to improving the EU's internal gender balance" (EU, 2018b). The EU additionally clearly commits to "[achieving] gender equality and [engaging] women" and notes that the participation of women is important not only on specifically gender-related matters, but "in all forms of conflict prevention" (EU, 2018b). Additionally emphasized is the need for meaningful participation of women instead of women

just being engaged to fulfill quotas, which is aimed to be achieved by avoiding stereotyping tasks, for men as well as for women. There are further statements made about this with special focus on military missions, showing the clear necessity to establish this mindset within the male-dominated military structures (EU, 2018b).

Overall, increased female participation and with it gender equality appear to be supposed to be achieved via three strands of action, namely conducting *analysis*, procuring *structural changes* and an enhanced *recruitment* strategy.

Firstly, found in statements grouped under *Analysis/Research*, the EEAS calls for a thorough gender analysis by collecting disaggregated data from the missions and operations, meaning the data is separated by factors like sex, age and disability. Partly, this aims at proving if the participation of women is actually “meaningful and equitable” and an “actual influence” (EU, 2018b). On the basis of this data, the EEAS seeks to be able to improve their action plans for the implementation of UNSCR 1325 as well as change the on-site situation towards the more meaningful participation of women (EU, 2017). However, it is criticized that this collection of disaggregated data is not “systematic across missions and operations” (WIIS, 2017), decreasing the possibility to effectively compare the participation of women across those missions and operations, as different ways of data collection make it impossible to adequately compare it.

Secondly, there is a call, found in statements grouped under *Structural Changes*, to firstly create awareness for structural inequality to enable adequately addressing it. This includes, as previously touched upon, challenging and ultimately avoiding gender stereotypes, and promoting an image of *positive masculinity*, meaning “behaviours and models that broaden the stereotypical image of masculinity as e.g. hard, violent or non-emotional” (EU, 2018b). Furthermore, another contributing factor identified is the active engagement of men (EU, 2018b) in fighting the typical gender stereotypes that lead to a hindrance of women actively and meaningfully participating in the military as well as the EEAS’s security structures. It can be assumed that these measures are especially aimed at the military missions, which are influenced by masculine military traditions, rather than civilian ones, which appear to implement gender mainstreaming in a more effective way.

Lastly, the EEAS seeks to establish a higher degree of gender awareness in their missions and operations by choosing staff with gender awareness already in the recruitment process, identified in statements grouped under *Recruitment* (WIIS, 2017). Especially for staff that are interested in becoming a GFP, job descriptions are meant to include “explicit gender-related responsibilities” (EU, 2018a) as well as “tasks for the promotion of gender equality” (EU, 2015).

Even though all these actions are a step in the right direction, gender mainstreaming demands more, namely a “systematic incorporation of gender issues throughout *all* government institutions and policies” (emphasis in original) (Pollack & Hafner-Burton, 2000), which is accomplished by the EEAS by seeking to create *Awareness* of gender issues and adding a *Gender Perspective* to all actions in the context of its missions and operations. The importance of gender awareness throughout all levels of staff for an effective implementation of the WPS agenda is continuously described within the EU documents. Once more highlighted in this context is an understanding of the “role of women in conflict resolution and prevention” (EEAS, 2015). Gender perspectives are promoted to be increasingly included within training programs (EU, 2018a) and in the planning and conduction as well as crisis management of missions and operations (EU, 2018b). Even though the EU continuously highlights the importance of integrating a gender perspective at all policy levels, only one mission is known to having established a gender strategy “which attempted to provide a collective answer to the question of how to make the mission more gender sensitive” (WIIS, 2017). This disproportion implies that the EU is aware of the importance of a gender perspective for the effective implementation of UNSCR 1325, but appears to struggle to identify ways to actually do so and then act accordingly.

All of the measures previously described fall under the strategies of *inclusion* and *reversal* identified by Duncanson and Woodward (2016) to create a regendered military. Yet, the ultimate goal of displacing gender binaries is not yet achieved. A further look will be taken into how the EEAS aims to create a *Gender Balance*, as with a concerted amount of men and women working together, the chance to abolish gender stereotypes and to establish the so-far lacking gender perspective increases.

Statements grouped under *Gender Balance* illustrate that the EEAS makes a point of creating a gender balance not only by numbers of men and women within the missions and operations, but also in continuously promoting the aims of UNSCR 1325 by engaging men as “positive agents for change” (EU, 2018b). The equal and therefore gender balanced participation of men and women in various levels during the policy process is also mentioned. This gender balance is especially encouraged in GENADs and GFPs, as these positions that promote the goals of the resolution are often identified to be feminine tasks and in the responsibility of women (EU, 2018b). Even though encouraging the participation of women is the primary strategy to achieve a gender balance within the EEAS’s missions and operations, the importance of also engaging men within the connected processes in order to not having it be only a women’s issue is not to be neglected.

As established in the quantitative analysis, most statements on the policies that lie within the responsibility of the EEAS itself are located within the stage of *policy formulation* of the policy cycle. However, on a few statement groups, more statements could be identified to be located within the *implementation* stage. These will be taken a closer look at as a farther advancement within the cycle has the opportunity to imply an effective way to enhance the participation of women within the civilian and military missions. As some of the respective statements were already discussed in more detail in the previous analysis, at this point they will only be discussed in the context of the policy cycle.

The first identified group of statements was *Analysis/Research*. Generally, these statements claim that research on the topic of female participation within the various missions is conducted and that the results serve as an indicator for identifying problems and improving already existing practices. From this emerges that this research is not directly used to improve the situation of women within the missions, but rather that it is used as a tool within the stages of *agenda setting* and *policy formulation*, where problems that need to be addressed are identified and useful measures are discussed.

Secondly, groups dealing with positions entrusted with special tasks in respect to promoting the participation of women like *Gender Advisor*, *Gender Focal Point* and *Further Positions* were identified to be centered within the stage of *implementation*. GENADs and GFPs have been previously discussed, further positions refer to Equal Opportunities Advisors and the combined position of Human Rights and Gender Advisors. It can be assumed that these statements are mostly located under *action* due to the feasibility of creating these positions as a means to promote the participation of women from within the missions. However, at this point it is also to be noted that the EEAS reflects on the issue that these positions are not staffed within the military missions, therefor resuming to the *agenda setting* stage. As solutions for this issue were not addressed within the documents, in this area the policy cycle has just started and firstly calls for ideas on how to address this issue.

Next, the group of statements dealing with *Recruitment* was identified to be most prominent within *action*. This appears pretty obvious, as without recruitment strategies aimed specifically at women or for the special positions to enhance the participation of women, women will hardly apply for the respective positions and therefore cannot participate. Notable, however, is the missing notion of a reflection on the recruitment strategies, implying that this has only currently been implemented and therefore cannot be evaluated yet.

The last group of statements identified to range mostly under *action* was *Task Force*. The informal Task Force on UNSCR 1325 was established in 2009 to coordinate member state action on the implementation of the resolution and serve as a sharing point for all relevant information on the topic (WIIS, 2017). Most of these statements, however, were categorized as *action* with the background of the set-up of the task force rather than its actions. At this point, the task force also appears to rather be a tool for the *agenda setting* and *policy formulation* stages than policy itself.

Concluding this chapter, it appears that the EEAS is aware on the one hand of the actors it needs to engage in the process of implementing UNSCR 1325 and of the necessary steps to ultimately create a *regendered military* on the other hand. While the inclusion of and cooperation with the necessary actors is on a good way in the civilian missions, lacks of e.g. engaging femocrats in the military missions have been identified. The EEAS also appears unsure of what measures actually to take in order to increase gender mainstreaming and ultimately create a regendered military. Naturally, to be certain about these findings, one should conduct studies within the actual missions and operations, as e.g. establishing gender awareness might also be self-propelled without explicit requirements on policy-level. At this point, however, conducting such research would go beyond the scope of this thesis.

b) NATO

1) Quantitative Assessment

Within the three documents dealing with NATO's aims and actions taken on the resolution, a total number of 212 statements could be identified. 87 or 41,0% of these statements were categorized as *policy*, 62 or 29,2% as *action*, 40 or 18,9% as *other aims* and 23 or 10,9% as *nations*.

For NATO, the expectations that the most statements would be found under *policy* also became true, closely followed by the number of statements made on *action*. In total, they make up about 70% of all statements made on the implementation of UNSCR 1325 by NATO. On six statement groups, the number of statements made on *policy* and *action* is the same. While in ten statement groups, more statements have been made on *policy* than on *action*, the opposite is true for seven statement groups, too. These include statements made on *Gender Advisors* and *Gender Focal Points* as well as on *Leadership*, implying that the aspect of leadership and role-models plays a central role for NATO in promoting women in conflict and post-conflict situations as well as peacekeeping operations. Additionally, statements made on *Civil Society*

Participation were more often categorized as *action*, showing that a strong cooperation with and participation of civil society and local actors is an important aspect for NATO in implementing the resolution.

2) Qualitative Assessment

The second sub-question of this study was focused on NATO's way to implement UNSCR 1325:

“What aims does NATO establish based on UNSCR 1325 and what action does it take to achieve its implementation?”

The qualitative assessment of this sub-question will be conducted similarly to the one on the EEAS's implementation of the resolution.

On the basis of the previous quantitative assessment of NATO's actions, it appears that NATO is especially interested in the importance of GENADs, therefore including femocrats within its missions. Within NATO missions, the GENAD is supposed to “ensure the participation of women on tactical and operational level” (NATO, 2012) thus making sure that women are engaged not only in “softer” administrative tasks, but also in the operations themselves. The GENADs are further supposed to directly communicate with the Commander or Command Group, ensuring that gender matters are always in the attention field of the leaders. They are also to be engaged within the planning of operations as well as logistical matters to assure a gender perspective being paid attention to e.g. in the execution of operations and in facility building. They are furthermore responsible for the inclusion of gender content in the operation's training measures and exercises and legal issues. The only indication about the requirements to occupy the position is “adequate training, education and experience” (NATO, 2012). Additional to the positive relationship to the leadership of the missions, they are also obliged to engage with staff from all units and advise them on how to integrate a gender perspective in their work and to lead the cooperation with other international organizations and NGOs on gender matters (NATO, 2012). To ensure and improve the effectiveness of the GENAD, the operational impact of the position is analyzed, researched and evaluated (NATO, 2016a, 2018).

GFPs are also created by NATO to support the work of GENADs. They are regular staff from various units of the missions who receive specific gender training to induce an implementation of the goals of UNSCR 1325 in the daily work of the mission's staff members (NATO, 2016a). They are to be found within “NATO bodies, civilian and military staffs and national representations to these bodies” and encouraged to build networks and exchange experiences among each other (NATO, 2018).

The second important cornerstone for a feminist triangle that implements a feminist policy is the cooperation with and inclusion of feminist civil society actors. For this purpose, NATO has created a Civil Society Advisory Panel (CSAP). The CSAP's main task next to the integration of a gender perspective is the cooperation with "women's organisations in national settings" (NATO, 2018). Additional to the work of the CSAP, the NATO missions are encouraged to "[Involve] civil society in education, training and exercises, as appropriate" (NATO, 2016a), which indicates a will to not only cooperate with civil society actors in their scope of action, but to also have them profit from otherwise NATO-internal education structures. Engaging civil society in NATO education and training also proves that NATO is willing to learn and profit from the experiences made by civil society. The NATO missions are also encouraged to establish "consultative mechanisms with women's rights groups, key leaders and other representatives from civil society" (NATO, 2016a). Highlighting all these efforts creates the impression that NATO has for itself identified the important role civil society actors play in implementing UNSCR 1325.

Overall, in its engagement of femocrats as well as civil society, NATO does not distinguish between civilian and military missions. This could either mean that there is no difference between the two kinds of missions in integrating these two factors in their work, or that there is no awareness of the possibly existing differences. Yet, studying that would go beyond the scope of this thesis. Therefore, the results on this point are limited to the finding that on policy terms, NATO does not discriminate between civilian and military missions. Femocrats in the form of GENADs and GFs are positioned in both kinds of missions and operations. The cooperation with civil society also appears in accordance with the theoretical assumptions on the necessary cornerstones of the cooperation of feminist triangles. On the basis on this apparently successfully established feminist triangle, the next step is to analyze NATO's efforts to establish gender mainstreaming and eventually emerging from that a regendered military.

Even though participation of women within the NATO missions in general is highly encouraged, the only more detailed approach to promote this identified in the analyzed documents on NATO's practices on implementing UNSCR 1325 is that women need to be included in planning processes. Other than that, it is only highlighted that the number of women within the missions and among NATO staff needs to be increased (NATO, 2018). As the number of explicit statements on female participation is rather marginal, it is going to be interesting to what extent measures to increase this participation like *structural changes* and

recruitment strategies are discussed in context apart from the sole purpose of female participation.

NATO appears aware of the existence of systemic inequality within its ranks. They aim to address those barriers to create gender equality in all its missions and operations (NATO, 2018). According to the findings of the quantitative assessment, NATO uses two areas to abolish those barriers, namely *analysis/research* and *training*. Emphasis is put onto integrating a gender perspective and awareness of the content of UNSCR 1325 into training at all levels, pre-deployment as well as in garrison (NATO, 2012, 2018). To ensure this integration of a gender perspective in training, all training activities on WPS are to be mapped and controlled on their level of appropriateness. What is furthermore highlighted is training gender-sensitive reporting, to ensure that no gender-related issues are neglected and sub rooted (NATO, 2012, 2018).

Adequate reporting on WPS-topics furthermore result in sex-disaggregated data being available for analyzing the effectiveness of the measures taken. On the basis of this and other data that is collected NATO wide, the WPS agenda is assessed and evaluated in order to identify progress made and challenges that still persist to an adequate implementation of the WPS agenda. Especially evaluated are also NATO's training efforts to enable improvement in training and education, especially with respect to gender issues. Yet, NATO's research efforts are not limited to studying solely their own measures taken to implement the resolution. Exemplary, NATO conducts research of "women's perception of defence and security" as to understand more external societal factors that might hinder women from joining security organizations like NATO (NATO, 2018). Unfortunately, that is the only action taken to increase the number of women joining NATO missions due to the structure that personnel are deployed by the member states and not hired by NATO directly. However, NATO encourages its member states to submit female candidates especially for decision-making positions in order to increase the number of women at that level (NATO, 2016a).

Additionally, NATO makes a point of adding a gender perspective to its actions where applicable. These actions include, but are not limited to, "planning and execution of operations, training, exercises and policies as well as dialogue and partnerships" (NATO, 2018). Adding a gender perspective to its operations is perceived to improve the operational effectiveness, implying that women are not only aimed to be included for quota reasons, but because they have unique skills that can contribute positively to the operations. Gender perspectives are also not only included in on-site actions at the missions, but in the overall NATO standards and guidelines, emphasizing the importance of female participation at an even higher level. It is especially notable how NATO explicitly mentions the inclusion of a gender perspective in the

branches of cyber defense, hybrid warfare, countering terrorism and capacity building as well as arms control and Small Arms and Light Weapons and Mine Action (SALW/MA), such as to ensure that no branch can feel excluded from the responsibility to integrate a gender perspective. Also to diminish the possibility that a gender perspective is excluded, the types of documents where it has to be included are also listed. Furthermore, NATO aims at gender equality being a central point of its “policies, programmes and projects” by “effective gender mainstreaming practices” (NATO, 2018).

Overall, it seems that NATO is aware of the necessity of gender mainstreaming their policies and action to appropriately implement UNSCR 1325. NATO appears keen that gender mainstreaming is practiced at all levels and in all forms of policy and action implemented and conducted, as a great variety of actors, units and documents is explicitly stated where gender mainstreaming should be applied, or at least a gender perspective has to be included. However, apart from the inclusion of gender perspectives and the contents of UNSCR 1325 in training and education sessions, NATO appears unsure of what actions to actually take to integrate this gender perspective, as barely any concrete measures are mentioned. Concluding so far, gender mainstreaming in NATO appears to be conducted more at a theoretical than at a practical level. In the next step, it will be analyzed whether NATO is on its way to establish a regenerated military despite the previously identified lacks in on-site gender mainstreaming practices.

Indicators on Duncanson’s and Woodward’s (2016) *inclusion* and *reversal* as strategies towards the establishment of a regenerated military have been previously discussed. The right to female participation described by *inclusion* is discussed, albeit shortly. However negative the numbers established in the quantitative assessment on this appear to be, it is doubtful that this is due to a neglect of female participation by NATO policy makers. It is more probable that women’s right to participation in the missions and operations of NATO is at this point perceived to be self-evident, making a high number of statements towards its necessity gratuitous. NATO’s statement on the increased operational effectiveness with an increased number of women participating in the operations is a primary indicator on *reversal*. In the following, NATO’s approach to displacing gender binaries will be discussed.

Generally, NATO embraces a higher gender balance in its workforce. To achieve this gender balance, not only the increased participation of women is promoted, but also the expansion of the roles women play within the missions and operations (NATO, 2012). Linked to an improved gender balance is also an improved performance. The number of women at all staff levels is to be increased by the implementation of gender balance practice, which unfortunately are not described in more detail (NATO, 2018). As previously discussed under the point of GENADs,

NATO also aims to create a gender balance not only in the traditionally male roles by increasing the number of women, but also in the positions that are usually staffed by women, namely by filling the positions of GENADs and GFPs partly with men.

In the NATO documents, the first group of statements that is mostly located within the *implementation* stage is *Civil Society Participation*. For the cooperation with civil society actors, it specifically created a panel entrusted with the task, avoiding this task to play a secondary role next to other tasks a panel would be entrusted with. The creation of this panel and its entrustment with UNSCR 1325 related matters indicates previous policy processes in the frame of the policy circle on the cooperation with feminist civil society actors, leading up to this solution that this specific entity is needed to conduct this task. That the participation of civil society actors as well as mutual visits are planned with also shows a clear focus of this task within the *implementation* stage.

The second group that is mostly categorized as *action* is *Analysis/Research*. NATO emphasizes its systematic collection of data regarding the implementation of UNSCR 1325 of various levels and uses this research to identify potential issues in regard to the implementation of the resolution. Additionally to the internal research, NATO also studies the general perception of women towards defense and security, probably as a basis for establishing strategies on how to make NATO in general and the peacekeeping missions and operations specifically more attractive towards women. Overall, while the conduction of research itself can be located within the *implementation* stage, it is rather used as a tool within the first two stages, as it serves to identify potential problems as well as possible solutions. Complementing the research done are reports that have to be delivered by the missions and operations as well as member states on the implementation of the goals of UNSCR 1325. These statements on *Reporting* were also mostly categorized under *action*, and are primarily meant to be used as tools for the *evaluation* stage of the policy cycle.

The majority of statements were also categorized as *action* in the groups *Gender Advisor* and *Gender Focal Point*. The creation of these positions is clearly the solution to a previously identified issue, namely the lack of training of commanders to integrate a gender perspective in operations (NATO, 2012) and therefore sets an excellent example for the application of the policy cycle, where a problem has been identified (lack of integration of a gender perspective in operations) and possible solutions were thought about and finally implemented, namely a position specifically entrusted with integrating a gender perspective in operations. Dealing with the same issue, namely the lack of training of commanders, is the next group of statements that

is categorized as *action*, namely *Leadership*. Statements dealing with the role of leadership staff in integrating a gender perspective mostly call for an adequate training on gender matters, again showing that a solution to the identified problem has been found. As not one, but two approaches to this issue have been chosen, one primarily aimed as the short-term and one at the long-term solution, implies that in the stages of *policy formulation* and *decision making*, alternatives do not necessarily have to be balanced against each other, but can also be applied complementarily.

Lastly, statements grouped under *Awareness* were also categorized as *action*. The identified goal to increase awareness is aimed to be reached by the inclusion of gender perspectives and WPS topics in staff meetings, working groups and further events (NATO, 2016a). Even though this is clearly located in the *implementation* stage, outcomes of an evaluation would also be highly interesting to see if the instruction to include gender-related matters in these meetings is sufficient or if the tools to increase the awareness have to be further specified.

By the statements made by NATO in the analyzed documents, it appears as if NATO does not take sufficient member to gender mainstream their missions and operations or to create a regenerated military. Even though they continuously emphasize the necessity of gender mainstreaming and the participation of women, barely any actual action has been identified that will lead to the adequate implementation of UNSCR 1325 through gender mainstreaming.

To conclude this chapter, NATO has identified the need for participation of and cooperation with femocrats and civil society. On these two points, NATO has identified plenty of measures that can be taken to achieve participation of and cooperation with these actors. However, on terms of gender mainstreaming, it has barely implemented any measures to gender mainstreaming their missions and operations, even though recognizing its importance. There can be no talk of a regenerated military in NATO's missions and operations on the basis of these documents. However, the importance of field-studies for assured declarations on this matter is pointed out again.

c) Comparison

1) Quantitative Assessment

Fortunately, similar numbers of relevant statements could be found in the documents by the EU and NATO. Yet, the numbers of statements per category could barely differ more, indicating that the two organizations prioritize rather differently.

As expected, more statements on *policy* could be found in the EU than in the NATO documents, with 88 on the former and 87 on the latter, yet the difference is marginal. On three statement groups, in the documents of both organizations the same number of statements could be found. While on eleven statement groups, more statements could be found in the EU documents than in the NATO documents, the opposite was true for nine statement groups. For the majority of the statement groups, the numbers varied only by one or two and are therefore, at this point, to be disregarded. However, about twice as many statements with a respective numerical difference of six and four-teen could be found in the NATO documents on *Gender Advisor* and *Gender Perspective*. Vice versa, with a respective numerical difference of seven and ten, more statements were found in the EU documents on the statement groups *Female Participation* and *General Aims/Tools*. To properly identify the reasons for these different emphases, the corresponding statements will be taken a closer look at in the qualitative assessment.

In the category *action*, more statements could overall be identified in the NATO documents, where 62 statements were found, than in the EU documents, where 50 statements on *action* were made. These findings accord with the expectations mentioned previously. On five statement groups, the same number of statements was made by both organizations, on eleven statement groups, the number was higher in the NATO documents and on seven statement groups, the opposite was true. There were not as many big differences as there were with statements on *policy*. The biggest numerical difference was eight statements more made by NATO on *Gender Advisor*, followed by a numerical difference of four statements more made by the EU on *Gender Focal Point* and *Task Force* and by NATO on *Civil Society Participation*. As three of these statement groups deal with some sort of leadership on promoting the participation of women within the respective missions, it appears that the emphases do not differ enormously, only the quantity of action taken varies among the two different organizations. However, the qualitative analysis will show if NATO is actually more engaged in cooperation with civil society actors.

2) Qualitative Assessment

With regards to content, there are various points where the EEAS and NATO hold the same opinion and take similar measures to implement the goals of UNSCR 1325. Even though there are no points where the two organizations clearly contradict each other, there are some cases where one of them introduces concepts or measures that are not explicitly sported by the other one. This qualitative assessment of the comparison between the two organizations aims to enable an answer to the primary research question:

“How do NATO and EEAS differ with respect to implementing UNSCR 1325?”

It will follow the structure of the qualitative assessments of the two single organizations and draw a picture on the similarities and differences of the particular topics.

On the point of integrating femocrats in the process of implementing the goals of UNSCR 1325, both the EEAS and NATO rely on GENADs and GFPs to implement the agenda within the missions and operations. In both cases, the position of the GENAD is created with the aim to provide advice on how to ensure the participation of women on all levels within the missions and operations. GFPs hold this position additionally to their primary duty. Their goal is to implement the resolution into the daily work of the staff members. Both organizations encourage both men and women to take these positions, and both organizations emphasize the importance of good communication and relationships between the GENAD and the heads of missions and further leadership staff. Furthermore, both organizations promote networking between the GENADs and GFPs of the various missions.

On the terms of differences between GENADs and GFPs of the two organizations, in NATO missions, GENADs themselves are obliged to not only establish relationships with leadership personnel of the missions, but with all personnel. They additionally have the task to coordinate the cooperation with other organizations on gender matters, and are explicitly evaluated regularly. Within NATO missions, GFPs receive specific gender training while they are chosen with respect to already existing gender awareness for the EEAS's missions. The EEAS has a web-based platform specifically established for the networks of GENADs and GFPs. Lastly, the occupation of the positions varies across the organizations. While NATO emphasizes that the positions is found within all NATO bodies, the EEAS admits to not having the position of the GENAD staffed within the military missions.

Both organizations further admit to the importance of engaging civil society actors in relationships that are profitable for both parties. Yet, the EEAS focuses more on integrating civil society actors at various points of the policy-making process while NATO primarily aims to integrate them within education, training and exercises. In other terms, it appears that the

EEAS makes a point of integrating civil society in decision making processes and therefore aims at profiting from the perspectives of the respective civil society actors, while NATO aims more at sharing their own experience with the members of civil society and therefor appears to locate itself more on the giving end of this relationship. Furthermore, NATO specifically created the Civil Society Advisory Panel, an overarching agency for matters on cooperation with civil society actors and therefor enabling the responsible staff members to focus on this topic only and not being distracted by having to deal with various issues of integrating women and various gender perspectives in the missions and operations. The EEAS, on the other hand, stresses its willingness to support civil society organizations politically and financially.

Overall on the two identifiable cornerstones of the feminist triangle, two major differences attract attention. Firstly, on the matter of GENADs and GFPs, it becomes clear that NATO does not distinguish between civilian and military missions while the EEAS apparently has separate data on the two kinds of missions. Not only that, but while all GENAD positions in civilian missions are staffed, this is not the case for any of the military missions. Secondly, the approaches of NATO and the EEAS in regard to cooperation with civil society actors go in two different directions, with the EEAS focusing on receiving information from and NATO focusing on giving information to civil society actors.

On the matter of gender mainstreaming to increase the participation of women within the structures of the missions and operations, both organizations agree to the importance that women are included at all levels, but especially in decision-making roles. Both are aware that structural inequalities that hinder women from participating have to be addressed and stereotypes that support these structural inequalities have to be avoided. On their analysis of the situation within the missions, both organizations collect sex-disaggregated data to improve their action plans. They also add gender perspective within planning and conduction as well as overall standards and guidelines.

In terms of differences on this matter, the EEAS admits to the collected data not being systematic, impeding the comparability of the missions and operations. Only the EEAS, however, openly recognizes the responsibility of men to promote the participation of women in its missions and not only aims to decrease the number of stereotypes on women, but also on men. It also admits to the special necessity of the structural inequality having to be addressed within the military missions. In contrast to the EEAS, NATO highlights the variety of units and types of documents where notions on the aims of UNSCR 1325 have to be included. Additionally, it sets focus on how to integrate a gender perspective mainly in its training

measures at all levels and on various matters. They also highlight that they not only analyze and conduct research on internal matters, but also the general perception of women on defense and security as part of their aims to recruit more women to their missions.

In this research, one can only speculate over the reasons of these differences. However, it seems likely that NATO focuses its actions on adding a gender perspective mainly on its training activities as the staff of the missions does not get recruited by NATO itself, but deployed by its member states. Overall, both organizations appear certain of the importance of an added gender perspective into most, if not all aspects of their respective missions and organizations. Just as similar, however, seems their uncertainty on the approach to integrating this gender perspective. On creating a gender balance, the two organizations are mostly on equal terms. Both welcome a generally increased gender balance at all levels, but again especially at the decision-making level. They also both promote the gender balance to not only be improved within the traditionally male positions, but also aim to create a gender balance among the positions of GENADs and GFPs. The only difference identified is that the EEAS puts more responsibility on men by increasingly engaging them in the matter.

On gender mainstreaming in general, both organizations show clear differences in how to achieve it. Overall, the EEAS appears to have a less systematic approach to integrating gender perspectives than NATO. Both organizations have yet to take major steps forwards to establishing a regendered military. However, at the current state, the EEAS seems closer to achieving this goal, as it recognizes the necessity to not lay the sole responsibility on the women, but also to engage men in creating a gender balanced and therefore more suitable atmosphere for men and women in its missions and operations.

Three groups of statements in both organizations have been located within the *implementation* stage, with reasons that differ only slightly. *Analysis/Research* is conducted by both organizations as a tool to identify challenges and successes as a basis for further policies to promote the participation of women in peacekeeping missions and operations. NATO, however, seems to have a broader understanding of useful experiences for the development of policies for this promotion, as their research is not limited to data collected within the missions, like it is the case for the research of the EEAS. Instead, NATO also researches how women perceive security and defense in general and requires specific reports on UNSCR 1325 by the missions and the member states. Especially these reports from the member states have a potential that appears to be disregarded by the EEAS, as it enables an improved overview of the complete

amount of action taken as well as increase the ability to coordinate action among all relevant actors.

The other two groups located within the *implementation* stage are *Gender Advisor* and *Gender Focal Point* and will be examined combined as previously done. In both organizations, these positions have been created as a support to further leadership personnel to promote the participation of women from within the missions. What varies are two points. Firstly, the EEAS was able to identify the lacking implementation of this policy part within the military missions and currently aims to fill this gap by determining possible reasons. Unfortunately, no similar mentions about the employment of GENADs was made by NATO and the possible reasons for this are too wide-ranging to speculate about the matter. Secondly, the reason for the deployment of GENADs and GFPs as identified by NATO, namely the lack of training of leadership personnel on gender-related matters, is addressed with two tracks by NATO. On the one hand, the deployment of GENADs and GFPs serves to address the matter on a short-term basis by bringing already educated personnel into the missions. On the other hand, leadership personnel is trained and educated on gender-related matters to ensure the presence of a gender perspective on a long-term basis. As the EEAS struggles to fill the GENAD positions within the military missions, training the leadership staff on gender-related matters intensively, possibly even on a mandatory basis, could possibly compensate for the current lack of expertise on gender matters within these missions.

Civil Society Participation has only been located within the *implementation* stage in the context of NATO's approach to this matter. Their main action in this context can be broken down to two main points, the creation of the CSAP and the participation of civil society actors in training and education measures on gender-related matters by NATO. In the EEAS documents, one statement could be located within the *implementation* stage dealing with the participation of civil society actors. The EEAS created a network of women involved in the peace process in Syria of actors that focus on various goals of UNSCR 1325 (EEAS, 2018b). Even though this network only focuses on one specific conflict, the general idea is on a par with NATO's CSAP. The reason for the lack of such a panel on EEAS ground might be that the EU as a whole and with it the EEAS is generally more oriented towards matters that concern civil society actors. However, an instance that is specifically responsible for the communication and coordination with civil society in conflicts, maybe even more specifically on gender-related matters, might enhance the EEAS's promotion of women to participate in peacekeeping missions and operations.

Only in the context of the EEAS's measures, *Recruitment* was located within the *implementation* stage. Recruitment appears to be a crucial factor, as nobody, neither women nor men, can participate in the missions if they are not recruited first. NATO, however, does not make statements about recruitment strategies in this context at all, which is probably caused by the responsibility for deployment to the missions lying under the auspices of the member states. Therefore, recruitment strategies to employ and deploy more women have to be established by the member states. If those act on this matter has to be examined in a different frame.

To conclude this chapter, it is noteworthy that in most cases, the two organizations take at least similar measures to implement the goals introduced by UNSCR 1325. Where this is not the case, however, it appears that the actions taken by one organization would also be well suited to complement the actions taken by the respective other organization and is usually not too far located from what has already been done.

VI. Conclusion

Nearly twenty years ago, the first international document recognizing the special role that women play within the context of conflicts was created. UNSCR 1325, adopted on October 31, 2000, noticed that three areas in conflict needed an increased amount of attention: firstly, the protection of women and girls from sexual and gender-based violence, secondly, the prevention of women's rights being violated, and thirdly, the participation of women in peace negotiations and post-conflict reconstruction. While the first two were paid an appropriate amount of attention to, as they prove rather obvious on a closer look, the last one has often been prominently overlooked. Peace negotiations are usually conducted by typically male politicians, and post-conflict reconstruction is often conducted by various national and international military forces, that are hardly known for the great share of women in their troops. As two of the biggest international organizations, the EU and NATO are known to often take pioneering roles in various political areas. While NATO is especially known as probably the most prominent international security actor, the EU often scores with the promotion of rights of all kinds and is praised for its gender equality policies in the areas of employment and social affairs. The two organizations, however, are usually not identified with the promotion of gender equality and international security, respectively. The aim of this study, now, was to compare how the two organizations implement the third goal of UNSCR 1325, which combines their two emphases: promoting gender equality within their peacekeeping missions and operations in conflicted areas. To guide this research, the following research question was asked:

“How do NATO and EEAS differ with respect to implementing UNSCR 1325?”

Overall, this study has shown that both the EEAS and NATO are on the right track to gender mainstreaming their civilian and military peacekeeping missions across the globe. Both meet the challenges of the feminist triangles, that all feminist actors necessary for implementing a feminist policy are integrated in the gender mainstreaming process. Even though the tasks and positions of femocrats in the two organizations differ slightly and the approaches to integrating civil society actors appear to be based on varying assumptions, no serious differences could be identified.

On the actual gender mainstreaming, however, it seems that the EEAS and NATO set different approaches. The EEAS clearly emphasizes the importance not only women, but men play in taking responsibility for diminishing the stereotypes that might detain women from partaking in the peacekeeping actions. On the same matter, it is noted that the integration of women is easier and progressed further within the civilian missions than in the military ones. Even though the EEAS aims to promote the participation of women also in the military missions, this

development ought to be examined critically, as it has the potential to further broaden gender binaries instead of abolishing them. However, to go as far as Guerrina et al. (2018) to say that gender mainstreaming is “lacking or altogether absent” in the external action of the EU would be exaggerated, as the EEAS is well aware of this issue and works against it.

By emphasizing the importance of the participation of women within the civilian and the military missions, the EEAS implies that the most important step is to have women participate in the missions. Women that already partake can always serve as role models and lead to more gender sensitive approaches being developed in the missions. NATO, on the other hand, appears to sport a more systemic approach, as the integration of notions on gender equality and the participation of women is stated to be mandatory in all kind of documents adopted by a variety of different units. This implies an approach that focuses on first leveling the ground for potential women that might be interested in joining NATO’s peacekeeping missions.

Unfortunately, on the basis of this study, one can only speculate about the reasons for these different approaches to integrating women in the civilian and military missions. However, it can be assumed that this is at least partly due to the different recruiting structures. While NATO has to rely on the deployment strategies of the states and basically has to “take what it gets”, the EEAS can, especially for its civilian missions, more actively recruit and employ women. On the difference of the EEAS recognizing the responsibility of men to promote gender equality, it can be assumed that the reason for this can be found in the experiences the EU overall has made with gender mainstreaming in other policy fields.

The major strength of this research is its straightforwardness provided by the narrow focus. This allowed for a very clear approach without having to take a lot of side notions into account. However, in this strength also lies the major weakness. This study is solely based on policies and can hardly give evidence about the actual situation within the various peacekeeping missions of the two organizations. Further on-site field studies would be needed to complement the findings of this research. As words are hollow, a comparison to the actual situation within the missions and operations on the basis of the findings of this study would grant further insights, and interviews with deployed staff-members could indicate how the policy-process on UNSCR 1325 is perceived internally.

However, this research nicely shows that even though the EEAS and NATO are both reliant on their member states, there are different approaches that can be taken to implement a WPS agenda on the basis of UNSCR 1325. As both organizations show some deficits and both provide ideas where the other might show uncertainty on how to act, an even stronger cooperation between the two actors on this matter is highly encouraged, as both bring

experiences the other one is lacking. This appears especially true as both organizations seem to sport the right goals and basic ideas and the only open question left at this point appears to be what measures to actually take.

VII. References

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List of Acronyms

CFSP	Common Foreign and Security Policy
CSAP	Civil Society Advisory Panel
CSDP	Common Security and Defense Policy
EEAS	European External Action Service
EU	European Union
GENAD	Gender Advisor
GFP	Gender Focal Point
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
SALW/MA	Small Arms and Light Weapons and Mine Action
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

ANNEX II

List of Documents Analyzed

On EEAS:

Council Conclusion on WPS:

EU. (2018). *Women, Peace and Security - Council conclusions (10 December 2018)*. (15086/18). Brussels: Council of the European Union

EEAS on WPS:

EU. (2018). *Women, Peace and Security - Council conclusions (10 December 2018)*. (15086/18). Brussels: Council of the European Union

EU GAP Assessment 2017:

Ioannides, I. (2017). *EU Gender Action Plan 2016 - 2020 at year one - European Implementation Assessment*. Brussels: European Parliament

EU GAP Report 2017:

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EU Statement 13.10.15:

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Women in CSDP missions:

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On NATO:

Bi-SCD 40-1:

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NATO WPS IP:

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NATO WPS PAP 2018:

NATO. (2018). *NATO/EAPC Women, Peace and Security Policy and Action Plan 2018*. Retrieved from https://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2018_09/20180920_180920-WPS-Action-Plan-2018.pdf

ANNEX III

Policy EEAS

Document	page	Key Word	quote
EU Statement 25.10.18	3	gender equality	The EU, in its capacity as a global leader and UN partner in the full implementation of the Women Peace and Security agenda, consistently promotes gender equality, women's empowerment and women's rights in our external action, as they are at the core of our European values
	5	standards of behavior	revised Generic Standards of Behaviour, applicable to both our civilian missions and military operations, were approved in 2018
EU Statement 13.10.15	2	awareness	With this in mind, it is all the more important that we understand and embrace the role of women in conflict resolution and prevention
		general aims	promote and protect the human rights of women and their participation as positive agents of change, agents of peace and development
EU GAP Assessment 2017	49	general aims	'EU and its Member States will address all aspects of preventing and responding to sexual and gender-based violence in conflict and post-conflict situations, and will support women as positive agents for conflict prevention, conflict resolution, relief and recovery, and building sustainable peace.
EU GAP Report 2017	125	promotion WPS	In light of the EU's policy aim to promote gender equality, women's empowerment and the WPS agenda, many members of senior management and Heads of Missions have systematically and proactively promoted this within their MDs/departments/units/missions
	126	training/gender perspectives	Gender perspectives and human rights have become integral parts of the overall European Security and Defence College (ESDC) training programme, for example, the CSDP orientation course and high-level course, as well as courses on conflict prevention, peacebuilding, the integrated approach and security sector reform
	127	cooperation NATO	Moreover, regarding the EU - NATO partnership, the new set of proposals (Political Security Committee and North Atlantic Council) from December 2017 includes areas of cooperation related to WPS in the areas of situational awareness, early warning and capacity-building for third countries
		cooperation UN	Furthermore, during 2017 the strategic partnership with the UN, in particular with UN Women, has been further reinforced in the areas of gender equality and WPS.
	128	general policy adoption	In September 2017, Service for Foreign Policy Instruments adopted its results framework and manual, which incorporates a clear gender perspective, informed by GAP II commitments and inspired by the SDG 5 – achieve gender equality and empower all women and girls
		gender perspective/operations	Gender also featured as an important consideration in Common Foreign and Security Policy (CFSP) operations and continued to be an integral part of planning and implementation of EU electoral observation missions (EOM) under the European Instrument for Democracy and Human Rights
EU Statement 13.09.17	1	importance female participation	UNSCR 1325 clearly sets out the importance of women in the maintenance and promotion of international peace and security and seeks to ensure, <i>inter alia</i> , the equal participation of women - including in decision-making roles - in conflict prevention and resolution
	2	general aims	In word and deed we firmly believe that a gender perspective, encompassing the equal participation of men and women, is an essential goal and a means to help prevent and resolve conflicts, and promote a culture of inclusive and sustainable peace.
	3	voluntary reporting	We also continue to support voluntary reporting on topics related to women, peace and security within the annual information exchange on the Code of Conduct.
		general aims	The areas that must be tackled are wide-ranging, from policy to training, providing inclusive participation and, by way of practical example, ensuring appropriate responses to Sexual and Gender-Based Violence and sexual abuse
JSD 21.09.15	4	importance female participation	Strengthening women's voice and participation at all levels of society can have significant positive impacts. It can facilitate peace, reconstruction and state building processes.
	5	female participation	Strengthening girls' and women's voice and participation
	18	reporting	Systematic reporting by all EU actors on the institutional culture shift against the relevant indicators set out in this Annex
	19	reporting/gender analysis	Systematic gender analysis for all new external actions (e.g. bilateral, regional, and thematic).
	21	leadership	Identify political and management level champions from amongst relevant EU actors.
		female participation	Improve the participation of women in decision-making positions within the EU.
		gender equality	Develop incentives for managers to improve transparency and to ensure delivery of results on gender equality, including through resource and staff allocation, systems of reward and redress and minimum standards
	22	reporting	Management to review and report results on gender equality and girls and women's empowerment and set new ambitious objectives
		training	EU staff in relevant positions (including Heads of Missions) receive training on gender equality
	35	legislation	Support enabling legislation and policy that remove obstacles for women and girls' participation in line with CEDAW, the Beijing Plan of Action, UNSCR 1325 and SDGs.
promotion women		Promote the role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace making.	

Women in CSDP missions	9	mainstream WPS	In 2015 the Council stressed its commitment to gender equality in its Council conclusions on CSDP by encouraging 'efforts to mainstream and strengthen the implementation of UNSCR 1325 on women, peace and security, its follow-up resolutions and a gender perspective in CSDP planning, implementation and review
	10	general policy adoption	a Comprehensive Approach to the implementation of United Nations Security Council Resolutions 1325 and 1820 on women, peace and security
	21	general policy adoption	With support from the Civilian Planning and Conduct Capability (CPCC) and commitment by some member states, the general dynamic towards the appointment of more women in CSDP structures overall, but particularly in leadership positions, is positive.
	25	code of conduct	So far, the focus has been on strengthening the code of conduct, which sets the standards of behaviour for the mission members, on the implementation of the code of conduct and on the protection of whistle blowers
	27	recruitment/gender awareness gender advisor/gfp	For example, it is important to pay attention in the recruitment process to the candidate's and the hiring team's gender awareness. Already in 2009 gender advisors and focal points concluded that double hatting human rights and gender should be avoided in the future as it hinders efficiency of the role of the advisor or focal point
Council conclusion on WPS	2	general policy adoption	The Council recalls the commitments of the European Union and its Member States to the full implementation of the Women, Peace and Security (WPS) agenda, which consists of United Nations Security Council Resolution (UNSCR) 1325 and its follow-up resolutions, ensuring that it is fully integrated into all EU efforts in support of sustainable peace, security, human rights, justice and development, in the context of EU cooperation with other regional and international organizations as envisaged by the EU Global Strategy
	3	analysis/data	The Council recalls the commitment of the European Union and its Member States to continue to use gender analysis, collect disaggregated data (including but not necessarily limited to sex, age and disability) and mainstream gender perspectives as a key strategy, together with gender balance and specific actions to achieve gender equality and women's empowerment, throughout all relevant policy frameworks including in the areas of foreign and security policy, development, trade, finance, humanitarian aid, migration, justice and education, as well as preventing and countering violent extremism and terrorism.
		gender perspectives/balance/equality	The Council recalls the commitment of the European Union and its Member States to continue to use gender analysis, collect disaggregated data (including but not necessarily limited to sex, age and disability) and mainstream gender perspectives as a key strategy, together with gender balance and specific actions to achieve gender equality and women's empowerment, throughout all relevant policy frameworks including in the areas of foreign and security policy, development, trade, finance, humanitarian aid, migration, justice and education, as well as preventing and countering violent extremism and terrorism.
		engaging men	In this context, it is important to continue to engage men and boys as positive agents for change.
	4	general policy adoption	This will be achieved by integrating a gender perspective and women's participation in all contexts, from conflict analysis to subsequent actions, including dialogue facilitation, mediation, peace negotiations and other conflict prevention and resolution tools
		training	It will also be achieved by implementing specific measures, including training of military and police forces, aimed at gender equality and the empowerment of women and girls.
		identification relevant actors	The Council recalls that the responsibility for the implementation of the WPS Agenda lies with the Member States as well as all other European Union actors, including the European External Action Service (EEAS), EU Delegations, the EEAS Principal Advisor on Gender and WPS, the Commission services, EU Special Representatives, and Common Security and Defence Policy (CSDP) missions and operations, which is crucial in the promotion and implementation of the EU Strategic Approach to WPS
	5	establishment action plan	The Council further looks forward to the establishment of a concise, specific, measurable and achievable Action Plan by the first quarter of 2019 for the effective implementation and promotion of the EU Strategic Approach to WPS
		cooperation platforms	The Council welcomes the prospect of strengthening and establishing partnerships and alliances with other international, multilateral and regional organisations, and in particular, the proposal to establish formalised platforms for cooperation at all levels
		cooperation platforms	These should include the setting-up of appropriate fora to exchange experiences, best practices and foster interaction amongst practitioners, including gender advisors and WPS focal points, as well as supporting existing networks of women mediators for the effective and sustainable implementation of the EU Strategic Approach to WPS.
		cooperation third parties	The Council underlines the importance of the close engagement and cooperation with third countries, partners, and civil society, including local, regional and international civil society organisations, grassroots activists and women's rights organisations, at all stages of implementation of the EU Strategic Approach to WPS and throughout the policy cycle, from design to evaluation
		importance female participation	The EU Strategic Approach emphasises the importance of women's leadership and agency in all areas of policy and programming related to peace and security

7	importance female participation	It aims to ensure that women and girls from diverse and variable backgrounds are entitled to participate equitably and substantially in preventing and resolving conflicts, and in preventing conflict-related violence, including all forms of sexual and gender-based violence
	engaging men	Furthermore, the EU Strategic Approach engages men and boys as positive agents for change, addressing the need to address and transform gender stereotypes and societal exclusion mechanisms.
10	accordance w/ other instruments	The EU's policy on the global, regional and national implementation of the 'women, peace and security' agenda (WPS Agendas) is fully consistent with the values and obligations set out in these instruments.
11	importance female participation	The global strategy for the EU's foreign and security policy (Global Strategy ⁶) reaffirms that the EU recognises and will promote the role of women in peace efforts, including the need for women's leadership, from implementing the UN Security Council resolutions on WPS to improving the EU's internal gender balance
12	importance female participation	In the European Consensus on Developments, the EU and its Member States recognise women and girls as key agents of development and change, including their roles in peacebuilding, conflict resolution and humanitarian response
	importance female participation	Furthermore, the Consensus on Development ¹⁰ commits the EU and its Member States to addressing all aspects of preventing and responding to sexual and gender-based violence in conflict and post-conflict situations, and to supporting women as positive agents for conflict prevention, conflict resolution, relief and recovery and building sustainable peace
	gender perspective	Finally, the Consensus on Development asserts that the EU and its Member States will ensure that a gender perspective is systematically integrated into all policies
14	female participation	Based on all these commitments, the EU will accelerate its efforts to achieve gender equality and empower women for example by ensuring and enabling the influential and active participation of women and women's organisations in decision-making.
	gender equality/perspectives	The WPS Agenda stresses that gender equality is embedded in peace and security issues, and that gender perspectives are integral to peace and security.
15	gender perspective	The WPS Agenda calls for systematically incorporating gender considerations into peace and security-related matters
	importance female participation	It addresses the importance of women's meaningful and equitable participation in all forms of conflict prevention, not just those directly related to women or gender-related matters.
16	importance female participation	While it is important to acknowledge and address women's and girls' differentiated experiences of conflict, including sexual and gender-based violence, it is imperative to support their peacebuilding work and engage them as actors and agents for peace.
	differentiated approach women's roles	However, women should not automatically be assumed to be peacemakers, as they play diverse roles in conflict and can also be combatants and perpetrators of violence
17	importance female participation	The EU Strategic Approach to WPS emphasises the importance of women's leadership and agency in all areas of policy and programming related to peace and security
	engaging men	Furthermore, the EU Strategic Approach to WPS also engages men and boys as positive agents for change, addressing the need to address and transform gender stereotypes and societal exclusion mechanisms.
18	female participation	Emphasising that gender equality, human rights and women's meaningful and equitable participation is a central objective of all EU external action
	awareness structural inequality	This includes understanding and addressing structural inequalities in programming and engaging men and boys as well as women and girls in programming design, decision-making, implementation, monitoring and evaluation.
	engaging men	This includes understanding and addressing structural inequalities in programming and engaging men and boys as well as women and girls in programming design, decision-making, implementation, monitoring and evaluation.
19	meaningful female participation	Guaranteeing women's meaningful and equitable participation in peace and decision-making processes in the context of all EU external instruments, as well as in EU common security and defence policy missions and operations, while avoiding gender-stereotypical expectations of male and female roles.
	avoidance stereotypes	Guaranteeing women's meaningful and equitable participation in peace and decision-making processes in the context of all EU external instruments, as well as in EU common security and defence policy missions and operations, while avoiding gender-stereotypical expectations of male and female roles.
	common understanding	Establishing a common EU understanding and plan for WPS priorities and focus areas based on the main opportunities and challenges in implementation, ownership and leadership
	principle gender advisor	Supporting and enabling the EEAS Principal Advisor on Gender and United Nations Security Council Resolution 1325 to effectively contribute to and coordinate the implementation of the EU Strategic Approach to WPS.
	avoidance stereotypes	Promoting engagement on positive masculinity ¹⁹ and supporting activities that challenge gender stereotypes.

EEAS on WPS

	gender sensitive youth peacebuilding	Investing in gender-sensitive youth peacebuilding ²⁰ work focused on both young women and young men
20	support civil society organizations	Providing transparent and inclusive political and financial support to local grassroots civil society organisations, including local women's groups, movements and initiatives whose aim is peacebuilding, and challenging those gender norms which favour violence in a way that is adapted to the needs of the civil society actors and beneficiaries concerned.
	engaging civil society organizations	Actively engaging civil society organisations, including women's rights organisations and local and international women's groups, throughout the policy cycle (from design to evaluation) as opposed to a 'tick-the-box' exercise for consultation or implementation only.
24	gender analysis/perspective	In line with the EU comprehensive policy framework and primarily the 2016-2019 Strategic Engagement on gender equality ²⁴ and the EU Gender Action Plan II, gender analysis and a gender perspective should be systematically integrated into all EU action aiming to prevent conflict and respond to threats faced by civilians before, during and after conflict
26	gender perspective	Systematically integrate a gender perspective into all aspects of conflict prevention and sustaining peace to reinforce context-specific, inclusive and participatory approaches to: conflict analysis, early warning, mediation, preventive diplomacy, crisis management, stabilisation and humanitarian interventions, peacemaking, peacebuilding and development cooperation, the promotion and protection of human rights as well as to strengthening community, state and societal level resilience
27	gender perspective/planning	Systematically integrate a gender perspective as a core element of planning and conducting common security and defence policy missions and operations and humanitarian response, including into (humanitarian) civil-military coordination.
29	female participation	The EU will strive to include and enable the participation of more women as mediators, chief negotiators and political representatives, including within its own structures
	female participation	Promote the meaningful and equitable participation of women security (military/police) personnel in security/military operations, including common security and defence policy missions and operations, without re-enforcing gender stereotypes of the expectations of women and men.
	avoidance stereotypes	Promote the meaningful and equitable participation of women security (military/police) personnel in security/military operations, including common security and defence policy missions and operations, without re-enforcing gender stereotypes of the expectations of women and men.
	family policy	Identify and remove barriers to women's and men's equal participation in EU delegations and common security and defence policy missions and operations, for example by promoting family duty stations and flexible working hours where applicable.
40	female participation	Promote women's participation and leadership in humanitarian action and development programmes, in both formal and informal decision-making and priority setting spaces.
41	female participation	Ensure, through adequate resourcing, that women are at the centre of humanitarian response, relief and recovery work and of development assistance and programming.
47	principle gender advisor	Promote and support implementation of the WPS Agenda through the mandate of the EEAS Principal Advisor on Gender and United Nations Security Council Resolution 1325.
48	female participation	Continue to consider peace processes as opportunities to promote women's empowerment, gender equality, gender mainstreaming, the meaningful and equitable participation of women and respect for women's rights in negotiations and the resulting peace agreements.
	gender advisor/expert	Ensure that all EU deployments to fragile and conflict-affected situations and humanitarian emergencies include sufficient capacity to implement the WPS Agenda, including via the participation of adequately resourced gender experts and advisors in all common security and defence missions and operations, EU delegations and EU Special Representatives
	training/gender perspective	Ensure that all EU-deployed military and civilian personnel, including personnel holding senior positions, are sufficiently trained on gender equality and WPS and more specifically on how to integrate a gender perspective into their respective activities.
51	gender awareness	Effective implementation of the WPS Agenda depends on the awareness and knowledge, skills, capacities and resources of women and men at all levels of decision-making processes.
	training	Targeted training is a key component of implementing the WPS Agenda
	training/gender perspective	Furthermore, gender-related components will continue to be integrated more systematically into internal CSDP training and seminars.
52	training/gender perspective	Ensure that the European Security and Defence College (ESDC) continues to advance on mainstreaming the gender perspective in all of its training activities, including all existing courses and training and those provided locally in Member States.
	gender perspective	Ensure that the gender perspective is integrated in all crisis management activities for CSDP operations and missions and humanitarian and development-related external action.

	training/gender perspective	Such training should include how to practically integrate a gender perspective into daily work.
54	training/gender equality	Ensure that people employed or deployed by the EU in leadership positions have received advanced training on gender equality and WPS prior to deployment
	awareness about genad/gfp	Also ensure that leaders and management staff are well informed about the multi-faceted work of the gender advisors and gender focal points.
56	gfp/tasks	In EU delegations, the gender focal persons are key stakeholders, responsible for advising on and coordinating all efforts and actions related to gender equality and women's empowerment
	gender balance gfp/genad (engaging men)	Encourage a gender balance among gender advisors and gender focal points by encouraging more men to take on these positions.
57	genad/gfp network	Further facilitate the exchange of ideas and interconnection between EU gender advisors, gender focal points and gender focal persons, through for example physical or virtual meetings and the further use of existing online platforms such as 'Together', the virtual platform of the European network for gender focal points.
	gender balance gfp/genad (engaging men)	Encourage diversity among gender advisors and gender focal points/persons, particularly by engaging more men.
	reporting	Improvement of the current monitoring, evaluation and reporting system are sought both in terms of substance and in terms of process
	reporting	The aim is to create the conditions for maximising quantitative and qualitative analysis and assessments, while minimising disruption for data providers and complexities for data processors
	analysis female participation	This will make it possible to develop a more thorough analysis of women's meaningful and equitable participation and actual influence in decision-making processes and positions.
60	gender mainstreaming CSDP	The importance of gender equality and gender mainstreaming in the context of the common security and defence policy (CSDP) at all levels has been repeatedly confirmed by the Council since 2006
61	genad/military missions	All EU military missions and one of the three military CSDP operations have full-time dedicated gender advisory positions and a double-hatted gender advisor in military planning and conduct capability (MPCC) / EU military staff (EUMS). However, none of these positions have yet been filled, which jeopardises the EU ability to achieve effective implementation.

Action EEAS

Document	page	Key word	quote	
EU Statement 25.10.18	3	women network	Furthermore, in March 2018 the EU launched the Gaziantep Women Platform, a network of women involved in the peace process taking place in Geneva, with activists and NGOs active in Syria on issues related to women's empowerment, women's rights and sexual and gender based violence together with women in local administrative structures	
EU Statement 13.10.15	3	analysis integration gender	We are in the process to complete a baseline study to measure how we have integrated gender into EU crisis management missions and operations	
		EU-intern gender balance	Promoting gender equality is also a priority for the EU internally , and we are committed to lead by example to improve the gender balance in decision-making positions in our own institutions, including through a better representation of qualified female candidates in middle and senior management positions and as Heads of the EU Delegations abroad	
		creation Gender Advisor	At the same time, the EU High Representative for Foreign Affairs and Security hPaolsicy already created last month the post of the EEAS Principal Advisor on Gender and on the implementation of R1325 on WPS, to mark EU's engagement with international, regional and national actors on gender- and WPS-related policies and actions and to contribute to the EU's internal coordination	
EU GAP Assessment 2017	49	reflection	Only a small number of EUD reports mention support to the development and review of National Action Plans on UNSCR 1325 (Women, Peace and Security)	
	50	participation local women	They include a project in Nigeria on 'Promoting Women's engagement in Peace and Security in Northern Nigeria' (for the period 2014-2017, funded by the EU with € 9 600 000 and implemented by UN Women); and a project in Ethiopia that aims to support the CSO interventions in the areas of women leadership	
EU GAP Report 2017	125	creation Gender Advisor	The Principal Advisor on Gender and UNSCR 1325/WPS was appointed by the HRVP in October 2015 with the mandate to lead on EU internal/ external coordination and coherence for effective mainstreaming of the gender and WPS agenda in EU external action.	
		awareness survey	EULEX senior management team conducted a survey among all staff members with questions about their experiences of bullying, harassment, sexual harassment and discrimination	
		advisor equal opportunities	establish a new staff position from March 1 2018 for an European External Action Service adviser for equal opportunities and careers.	
		women managers	A European External Action Service leadership development programme for women managers and the women managers mentoring programme were conducted, constituting actions to improve performance on gender equality through both gender balance and gender mainstreaming.	
		Gender focal persons (GFP)	A recognised method identified as effective both in order to strengthen the limited resources and to facilitate effective mainstreaming of gender perspectives, is to establish a system with gender focal persons (GFP), and in 2017, five CSDP Civilian Missions have established well-functioning GFP systems.	
	126	Gender courses	With 408, including 141 women, CSDP staff represents a significantly higher number of participants in gender training courses.	
		human rights & gender advisors	Of these, 51 were managers, 11 women and 40 men, while 11 women and 7 men were trained as human rights and gender advisors	
		GFP	A total of 80 GFPs were trained during the same year.	
		job descriptions/gender relations	However, certain job descriptions do contain explicit gender-related responsibilities	
			job description/supervision implementation	supervise the implementation of mechanisms in the mission for monitoring, implementing and evaluating EU and additional relevant international instruments for gender equality, mainstreaming and WPS.
	127	information sharing/cooperation UN	EULEX is part of a coordination mechanism called the security and gender group. The group consists of gender experts and advisors from different international and local agencies, as well as members from the local and international civil society. Apart from functioning as a coordination mechanism for activities, information and expertise is exchanged on different issues related to gender. The group is chaired by the UN Women and could serve as a good example for other countries.	
	128	gender facility	For both instruments, a gender facility (external technical services) has been created to advance work on gender mainstreaming as part of programming and action design in EU delegations, Service for Foreign Policy Instruments Regional Teams and headquarters	
gender facility/project managers		In addition, work on gender formed part of the core responsibilities of Service for Foreign Policy Instruments operational project managers, underpinned by the above-mentioned gender facility which provided project managers with direct access to external senior expertise on strategic and ad hoc issues related to gender equality, thereby contributing to ongoing improvement to action design and all subsequent phases of the project cycle.		
EU Statement 13.09.17	1	analysis	Last year the EEAS carried out a baseline study to take stock on how the policies had been put to practice and what more can be done to further enhance the implementation of the gender mainstreaming and UNSCR 1325 agendas in the CSDP	
	2	training/common standard	The EU Training Mission in Mali, for example, has developed common standards for International Humanitarian Law training that includes a specific gender component	
		training manual	and the Operation Sophia Headquarters has produced a training manual that emphasises a gender- sensitive approach	
		cooperation OSCE	The EU Instrument contributing to Stability and Peace provides support to the OSCE in undertaking a Survey on the Well-being and Security of Women in the OSCE region	
JSD 21.09.15	22	job descriptions	Job descriptions include responsibilities and tasks for the promotion of gender equality.	
	23	technical expertise	Provide technical expertise on gender to EU actors at headquarters and in partner country	
	9	supporting structures	Within the EU institutions, missions and operations there are several structures in place to support gender policies: the EEAS Principal Advisor on UNSCR 1325; the informal Task Force on UNSCR 1325• the network of gender advisors and gender focal points• the EEAS Women Network and the internal task force for gender equality and equal opportunities.	

Women in CSDP missions	10	principal gender advisor/external cooperation	The tasks of the EEAS Principal Gender Advisor –whose position was created in 2015- encompasses exchanges and coordination on EU policy and action regarding UNSCR externally with other international, regional and national actors and internally to increase the visibility and importance of the <u>gender issues within EU’s external policy and action</u>
		principal gender advisor/reporting	With regard to this last aim, the Principal Gender Advisor also regularly reports to the Political and Security Committee (PSC).
		task force/data	The EU informal Task Force – established in 2009- aims ‘to share information relevant for UNSCR 1325’ [11], and organises annual member state meetings on UNSCR 1325
		task force/cooperation ms	The EU informal Task Force – established in 2009- aims ‘to share information relevant for UNSCR 1325’ [11], and organises annual member state meetings on UNSCR 1325
		task force/composition	It includes Commission and member state officials who are regularly joined by invited representatives from NATO, UN Women, Organization for Security and Co-operation in Europe (OSCE) and civil society.
		gender advisor/strategy	Within the EU’s CSDP missions gender policy is enhanced by gender advisors who provide strategic advice on gender mainstreaming when it comes to the implementation of the mandate of the mission in question.
		GFP	Gender advisors are supported by gender focal points; appointed staff members in the mission’s units and offices, whose aim it is ‘to facilitate gender mainstreaming (both internally and externally) and integrate a gender perspective in the work of their respective offices
		task force for gender equality	More recently and also at the request of SG Schmid, an internal task force for gender equality and equal opportunities has been set-up
		task force for gender equality/data	The task force, formed of EEAS staff that volunteered to be part of it, has been looking to collect best practices from public and private organisations on policies and measures that contribute to increased gender diversity and equal opportunities within the organisation, including through the use of positive discrimination measures.
	27	gender strategy	EUAM Ukraine, has drafted a gender strategy for the mission, which attempted to provide a collective answer to the question of how to make the mission more gender sensitive
28	data	The Crisis Management and Planning Directorate and EU Military Staff, all in the European External Action Service (EEAS), collect sex-disaggregated data about their staff, but the practice is not systematic across missions and operations.	
	data	The missions that collect sex-disaggregated data do not always collect data that shows which positions in the organisation women occupy	
EEAS on WPS	53	task force WPS	The task force will meet four times a year, twice at a strategic level co-chaired by the EEAS and the rotating Presidency of the Council of the European Union, and twice at a technical/working level.
	54	job descriptions	Ensure that management staff actively promotes gender equality and WPS within their services by including this in the function descriptions of all leadership positions and by ensuring that these elements are part of the evaluation of management staff.
	55	gfp/civilian missions	In civilian CSDP missions, gender focal point structures have been successfully developed to function as an extension of the gender advisor, ensuring wider reach of gender mainstreaming efforts.
	56	meeting network gfp	The main focus of this event is to: (i) take stock of the existing knowledge and experiences; (ii) facilitate learning; and (iii) discuss progress on the GAP II, particularly in relation to the ‘institutional culture shift’ objective and to reporting.
	57	reporting system	The EU has a robust monitoring, evaluation and reporting system in place, not least as part of the EU gender action plan for 2016-2020 (GAP II) and the EU strategic engagement on gender equality
		reporting system	The WPS reporting system aims to focus not only on <i>what</i> to do, but also on <i>how</i> it is done.
	61	genad	CSDP missions and operations have progressively increased their gender advisory capacity to increase gender mainstreaming and accelerate the implementation of EU policy on WPS
		genad/civilian missions	At the time of the approval of the EU Strategic Approach to WPS [December 2018] all civilian CSDP missions have gender advisors deployed either as single- or double hatted
		genad/tasks	The main role of the gender advisors in CSDP missions and operations is to provide advice to senior management on gender analysis and the integration of gender perspectives when implementing the mission’s mandate
	62	gfp/tasks	Gender focal points have gender equality and WPS-related responsibilities as a complement to their primary function
gender mainstreaming/operational guidelines		To further close the gap between policy and practice, a set of operational guidelines on gender mainstreaming was developed and launched in 2018 for civilian CSDP missions	

Other aims EEAS

Document	page	Key word	quote
EU Statement 25.10.18	3	women's participation	First, we have put emphasis on our efforts on women's political participation and leadership. It is important to ensure that women and girls in conflict-affected, post-conflict and fragile situations can equally and equitably participate in all the political, economic, security and social facets of their societies, as a prerequisite for the creation of inclusive and peaceful societies, sustainable development and peace.
		training local women	in Afghanistan, the EU has promoted the efforts of the Afghan Government by providing training and coaching to female members of the High Peace Council, thus enabling them to play an active and critical role in the peace agreement between the Government of Afghanistan and Hizb-e-Islami
	4	fight against violence	In this context, the EU has taken a concrete action when it committed together with the United Nations to work to eliminate all forms of violence against women and girls through the SPOTLIGHT INITIATIVE worldwide
		making women more independent	In January 2018, the EU launched an action "WE EMP♀WER" together with UN Women and the ILO in close cooperation with relevant local, regional and international stakeholders. This programme aims to make progress towards the economic empowerment of women by creating an enabling environment where active engagement by the corporate sector flows together with public policy efforts.
EU Statement 13.10.15	2	protecting women	while we must also protect women in situations of conflict , and prevent them from becoming victims or perpetrators
		cooperation UN sexual violence	We will also continue to support the work of the Special Representative of the Secretary General on Sexual Violence in Conflict, Zainab Bangura , and all work aimed at an integrated approach to prevent and punish acts of sexual violence, as well as to bring justice, services and reparation to its victims.
EU GAP Assessment 2017	49	protecting women	'EU and its Member States will address all aspects of preventing and responding to sexual and gender-based violence in conflict and post-conflict situations, and will support women as positive agents for conflict prevention, conflict resolution, relief and recovery, and building sustainable peace.
	50	awareness	First, the acknowledgement that men and women are affected differently by state fragility in terms of human rights violations, access to justice, extreme poverty, and discriminatory politics/regimes.
EU GAP Report 2017	124	verification sexual violence survivors	a more gender sensitive reform of the local inheritance law and the operationalisation of the Commission for the Verification of the status of survivors of sexual and gender based violence during the conflict.
EU Statement 13.09.17	2	analysis violence	The EU Instrument contributing to Stability and Peace provides support to the OSCE in undertaking a Survey on the Well-being and Security of Women in the OSCE region
JSD 21.09.15	7	ending sexual violence	Ending sexual violence and gender-based violence in conflict and post-conflict situations, and in humanitarian crises
		protection/prosecution	Support comprehensive coverage for the protection of girls and women and the prosecution of perpetrators.
		prosecution/compensation	Improve the capacity of the judiciary and law enforcement to provide redress to VAWG victims, in line with international standards.
	26	data/analysis	Support collection, analysis and dissemination of VAWG data, including through National Statistical Offices.
		guidelines	Support accountability systems as per Inter Agency Standing Committee guidelines on Gender Based Violence; educate security, military and peacekeeping forces about sexual and gender-based violence.
education		Support accountability systems as per Inter Agency Standing Committee guidelines on Gender Based Violence; educate security, military and peacekeeping forces about sexual and gender-based violence.	
27	community inclusion	Prevent and decrease sexual and gender based violence in conflict, through community level redress systems, empowerment of women, and engagement of men and boys.	
	12	protection	The Consensus on Humanitarian Aid also states that protection strategies against sexual and gender-based violence must be incorporated into all aspects of humanitarian assistance.
		prevention/response sexual violence	Furthermore, the Consensus on Development ¹⁰ commits the EU and its Member States to addressing all aspects of preventing and responding to sexual and gender-based violence in conflict and post-conflict situations, and to supporting women as positive agents for conflict prevention, conflict resolution, relief and recovery and building sustainable peace
	15	prevention/protection sexual violence	The WPS Agenda also emphasises the need to prevent and protect women and girls from sexual and gender- based violence
		prosecution	Thus, the WPS Agenda focuses on victims' rights to justice and redress for sexual and gender-based violence and stresses the importance of ending impunity for such crimes.
	18	reasons for violence	Continuing efforts to understand the reasons underlying violence and discrimination against women and to reduce all forms of violence and discrimination against women and girls within and outside the EU, while emphasising women's agency over victimhood as a first step to engaging meaningfully and equitably with women from fragile settings
21	gender perspective/early warning system (internal implementation)	Other examples include integration of a gender perspective into early warning systems and structures to strengthen the link between the WPS Agenda and for example counterterrorism and countering violent extremism agendas and partnerships with domestic civil society actors, the private sector and academia	

EEAS on WPS	22	prevention violence/conflict	Preventing violence against women and girls, including but not limited to sexual and gender-based violence, is important in its own right but is also a critical component of conflict prevention, because understanding the root causes of this violence provides an evidence base from which to contribute both to women's rights and empowerment and to conflict prevention.
	31	gender perspective/early warning	Gender-responsive early warning and conflict analysis that pays greater attention to the gender-related root causes of violence make conflict prevention more effective
	32	prevention violence	Support efforts that address the root causes of violence, such as exclusion, discrimination, structural inequalities and sexual and gender-based violence including violence against women and girls.
	36	protection	Promote the protection of the physical and mental health and dignity of women, girls, men and boys, in particular in fragile and conflict-affected situations, humanitarian emergencies and post-conflict settings, including by putting in place mechanisms that implement and monitor protection commitments.
	37	healthcare	Support women, men, girls and boys who are survivors of sexual and gender-based violence, and their families, in accessing justice and due remedy, including healthcare information and services and psychosocial support to prevent their (re)stigmatisation and (re)victimisation and to facilitate their safety and reintegration.
		prosecution	Promote efforts that aim to end impunity for crimes of sexual and gender-based violence, including conflict-related sexual violence
	38	prevention	Enforce a prevention-based zero-tolerance policy for all forms of sexual and gender-based violence committed by EU staff or staff deployed in common security and defence missions and operations, as well as commanders/managers, contractors and partners
	41	healthcare	Ensure that every person who has suffered from sexual or gender-based violence has the right and access to comprehensive healthcare information and services, justice and reparations.
		compensation	Ensure that every person who has suffered from sexual or gender-based violence has the right and access to comprehensive healthcare information and services, justice and reparations.
		prosecution	This is to strengthen national criminal jurisdictions in line with the principle of complementarity with the International Criminal Court, for example gender-sensitive transitional justice mechanisms and processes.
43	prosecution	Continue to strongly support the International Criminal Court (ICC), especially in the domain of conflict-related sexual and gender-based violence, in order to foster accountability and combat impunity	

Nations EEAS

Document	page	key word	quote
EU Statement 25.10.18	3	gender advisor	Thus, the EU joins the UNSG in calling on Member States, in addition to the need to show leadership in the promotion of the WPS agenda in all fora, to build the necessary gender advisory capacity in order to systematically integrate a gender perspective in all analysis, planning, conduct and evaluation of UN activities including in peacekeeping missions.
	4	gender perspective	While the EU can point to success stories through the implementation of UNSCR 1325 and its subsequent Resolutions, and while 20 out of 28 EU MS have their own UNSCR 1325 National Action Plans, there is still much work to be done by all of us on gender budgeting to quantify how our policies affect women and men differently, and to establish as a generalised standard practice to look at every priority issue through a gender lens, and with proper parliamentary oversight.
EU GAP Assessment 2017	50	female participation (passive)	four countries (EUDs and/or Member States embassies) selected to work with female mediators, negotiators and technical experts under that priority
EU GAP Report 2017	126	technical expertise GFP	In a handful of situations, an EU Member State through the Swedish Folke Bernadotte Academy (FBA) provided external technical expertise for four civilian CSDP missions (EUPOL COPPS, EUBAM Rafah, EUMM Georgia and EUAM Ukraine) to support internal capacity building on gender in 2017. This included support for setting up and training of GFP systems
	126	gender training	In 2017, a new training policy was adopted for CSDP, establishing gender pre-deployment training as a mandatory requirement
EU Statement 13.09.17	3	implement general aims	Therefore it is essential that all participating States ensure full participation of women in crisis management and continue training and deploying men and women who are able to integrate the gender perspective into military activities.
JSD 21.09.15	26	data/analysis	Support collection, analysis and dissemination of VAWG data, including through National Statistical Offices.
Women in CSDP missions	11	nap unscr 1325	Eighteen member states have developed national action plans on the implementation of the UNSCR 1325 (NAP 1325) that are to guide the armed forces, the security sector agencies, ministries of foreign affairs and civilian agencies contributing to crisis management missions and operations.
		promotion female participation	Several member states have also developed specific action plans that promote women's participation in defence structures and have opened positions traditionally held by men to women
		recruitment civilian missions	The missions have used this opportunity to pro-actively recruit women
	26	recruitment military operations	In regards to military operations, the recruitment takes place based on member states' contributions to both the headquarters and the operations, thus leaving the personnel selection completely in the hands of member states.
		family policy	Despite attempts by some member states to have a discussion on different ways to support a better work-life balance and follow the family policy line of the EU Delegations on the ground, for the moment the only measure found is to offer generous leave conditions (for those missions under high security restrictions).
		family policy	Within the member states, some armed forces offer support to a spouse if both are in the military and one is sent to an international operation
EEAS on WPS	17	family policy	In Finland, there is an attempt by the civilian seconding agency to provide support to the family members by explaining what crisis management work is like, through guides and other publications.
		ultimate responsibility implementing WPS	While the ultimate responsibility for implementing the WPS Agenda rests with EU Member States, all EU actors, including delegations, play an important role, in line with the EU Strategic Approach to WPS.
	46	WPS national focal points	Promote and support the initiative of the WPS national focal points, which serve as a cross- regional forum and provide space to exchange experiences and best practices to advance implementation of the Security Council resolutions on WPS and to improve coordination of funding and assistance programmes.
	52	training	Request that Member States offer relevant training courses as part of the annual EU training programme to train their nationals, and encourage them to open these courses to participants from other Member States when possible.
	54	ultimate responsibility implementing WPS	In line with the overarching EU policy framework of gender equality, women's empowerment and WPS, responsibility for implementing the WPS Agenda rests with the Member States
59	parliamentary monitoring nap	Promote the institutionalisation of parliamentary monitoring of the implementation of national action plan	
	mutual support	Encourage EU Member States to mutually support each other's development and implementation of national action plans.	

Policy NATO

Document	page	key word	quote
BI SCD 40-1	3	general policy implementation	NATO has therefore adopted a policy of gender mainstreaming, integration of gender perspective and more adequate protection of women, girls and boys during armed conflict.
	6	security of population	In the framework of the Comprehensive Approach, make sure that risks and security for the entire population will be addressed and handled.
		training	Ensure that education and training, including pre-deployment training as outlined in Chapter 2 of this Directive, is conducted for all personnel in NATO-led operations.
	7	reporting	Ensure effective reporting and monitoring mechanisms regarding UNSCR 1325 and related resolutions.
		addressing sexual violence	Establish concepts, procedures and mechanisms to address and handle sexual violence in conflict as well as Human Security in general.
		gender balance	Strive for a more gender balanced composition of workforce and expand the roles of women in operations and missions at all levels.
		female representation	Endeavour to increase representation of women throughout the NCS, (PE and CE) and the NFS.
	8	gender equality	Strive for gender equality in the NFS in order to conduct credible and trustworthy external work and activities on women and gender in the Joint Operations Area (JOA).
		general policy implementation	At all levels of the NCS, integrate UNSCR 1325 and related resolutions, and gender perspective into ETEE programs;
	9	training/gender perspective	Incorporate gender perspective training into courses at NATO Education and Training Facilities (NETFs), NATO Centres of Excellence (CoEs), Partnership Training and Education Centres (PTECs) and National Training Institutions, and NATO in-theatre training centres related to capacity building, induction, mission and national training programs;
		analysis of training	Analyse education and training programs during periodic curriculum reviews to incorporate the most current related information and trends.
		training/gender perspective	Ensure that specifications, scenarios and objectives for NATO exercises and collective training includes gender perspective based on UNSCR 1325 and related resolutions.
		training/gender perspective	Ensure that the evaluations of NATO HQs, exercises and collective training events assess the integration and effects related to gender perspective and UNSCR 1325 and conducting training on UNSCR 1325 and gender perspective at all levels of the NCS.
	11	analysis/review of training	Monitor, review and analyse the effectiveness of UNSCR 1325, gender perspective and cultural awareness training programs (in garrison and deployed).
		general policy implementation	Integrating UNSCR 1325 and gender perspective at all levels of planning is imperative when developing strategies to address the full spectrum of crisis management scenarios in which NATO is involved.
	12	GENAD/general tasks	Must ensure the participation of women on tactical and operational positions in order to engage with the entire population at all times.
		GENAD/OPLANs	NATO Operational Plans (OPLANs) shall include a description of the NATO Standards of Behaviour (see Annex B), provisions on <i>Combating Trafficking in Human Beings</i> (Reference M), as well as a specific Gender Annex.
	13	reporting	Strong and effective monitoring and reporting mechanisms should always be in place, making sure that human rights violations, SGBV and indications of domestic or international trafficking of human beings are reported, addressed and handled.
	14	GENAD	Every revision of the NATO Peacetime Establishment (PE) and CE structure must include considerations to appoint GENADs and GFAs.
		GENAD/position	The GENAD should have direct access to the Commander/Command Group in order to be able to communicate timely and directly with decision makers.
		GENAD/reporting	Requirement that the GENAD/GFA reports directly to the Commander and provide support to ensure that planning, execution and evaluation properly integrate gender perspective.
	15	GENAD/investigation sexual violence	Support the Commander, J1 and LEGAD with any inquiry or investigation initiated by the Commander concerning a breach of NATO Standards of Behaviour, or an allegation of violence, rape, or other forms of sexual abuse.
		HRM/statistics	Human Resource Management (HRM) should share gender-related statistics.
information/gender perspective		Address gender perspectives which may impact information collection (i.e., HUMINT, risk assessments), knowledge development, analysis and production.	
16	GENAD/logistical planning	GENAD should support the planning and assessment of logistical activities impacting gender relations, for example, building facilities, communications, etc.	
	GENAD/operation	Support the campaign plan, operational design and long-term planning with the integration of gender perspective. Take part in the planning process, and provide subject-matter expertise. GENAD is responsible for drafting gender annexes and appendices. GENAD will support gender-related assessments and planning considerations.	
	GENAD/training	Provide guidance with reference to embedding UNSCR 1325 and gender awareness into collective training and exercises.	
		GENAD/judicial system	Advise on gender dimensions in the judicial system, according the relevant UNSCRs and beyond.

		GENAD/strategy	Advise on inclusion of gender appropriate content and gender specific messages as required.
NATO WPS PAP 2018	9	gender perspective	NATO, Allies and partner nations recognise that the integration of gender perspectives through- out the organization's three essential core tasks (collective defence, crisis management and cooperative security) contribute to a ready and responsive NATO.
		gender equality	Integration- making sure that gender equality is considered as an integral part of NATO policies, programmes and projects guided by effective gender mainstreaming practices
		female representation	Inclusiveness- promoting an increased representation of women across NATO and in national forces to enhance operational effectiveness and success;
		gender perspective	However, NATO as a political and military alliance contributes to the implementation by systematically integrating gender perspectives into planning and execution of operations, training, exercises, and policies, as well as dialogue and partnerships ⁴ .
	12	gender equality	Integration: gender equality must be considered as an integral part of NATO policies, programs and projects guided by effective gender mainstreaming practices
		female representation	Inclusiveness: representation of women across NATO and in national forces is necessary to enhance operational effectiveness and success
		fight against structural inequality	Integrity: systemic inequalities are addressed to ensure fair and equal treatment of women and men in the Alliance.
	13	communication	A robust communications approach is crucial for the full implementation of the WPS agenda.
		cooperation	Cooperation and enhanced engagement with other international organisations is essential to advance the overall agenda on WPS. Consultation and coordination with organisations such as the European Union, the United Nations, the Organization for Security and Co-operation in Europe, and the African Union are of critical importance to driving the collective agendas on WPS
		gender perspective	In such an instance, to enhance the operational effectiveness and to ensure implementation of WPS resolutions, NATO will ensure that a gender perspective continues to be included in NATO-led operations or missions.
	14	training/gender perspective	NATO will promote the use of mandatory training on gender perspectives/WPS priorities for troops and commanders to encourage that gender perspectives are integrated through NATO-led operations or missions.
		female participation/planning	Planning processes need to consult and draw on the perspectives of both women and men in order to paint a comprehensive picture of the operational environment
		destroy barriers to gender equality	NATO and its partners are committed to show the leadership required to dismantle existing barriers to the full implementation of WPS resolutions and gender equality.
		gender balance	A better gender balance within the institution is a goal in itself, and is also a means for improving performance
	15	importance female participation	NATO recognises the importance of increasing the number of women in the International Staff and International Military Staff, and will support efforts to increase the number of women at all levels, including in decision-making and leadership roles.
		training/gender perspective	Any reform efforts within security and defence institutions, as well as conflict analysis, planning and execution of operations and missions must be underpinned by education and training on gender perspectives
		training/gender perspective	NATO and its partners are committed to continue to develop appropriate education and training programmes and tools at the national level as well as under the auspices of NATO, and to integrate a gender perspective in their exercises and programmes.
	16	WPS task force/monitoring	The Women, Peace and Security Task Force, an internal task force with representatives from the International Staff, International Military Staff, the Strategic Commands and headed by the Secretary General's Special Representative for Women, Peace and Security, will monitor the implementation of the Action Plan.
	21	gender perspective/security framework	Include gender perspectives/WPS priorities in cooperative security frameworks and programmes, including Individual Partnership Action Plans/ Individual Partnership and Cooperation Programme/ Planning and Review Processes; as well as defence related capacity building efforts.
		research	Implement and develop research and capacity-building efforts within the NATO Science for Peace and Security (SPS) Programme in support of Women, Peace and Security, including on cross cutting topics such as countering violent extremism, counter-terrorism, and cyber defence
		gender perspective/early warning	Integrate gender perspectives into early warning analysis to enhance situational awareness and intelligence gathering.
gender perspective/NATO standards		Mainstream gender perspectives/WPS priorities into existing NATO standards and develop policy guidelines on topics where appropriate.	
best practice database		Provide support to Allies and partners on the development and revision of National Action Plans (NAPs) by developing a database of best practice to facilitate the establishment of comprehensive and accessible information.	
gender perspective/training		Map current NATO WPS training activities to ensure that gender perspectives/WPS priorities are included in relevant training activities	
22	training/gender sensitive reporting	Design and develop training and capacity-building activities on gender sensitive reporting to strengthen the knowledge and inclusion of sex-disaggregated data into NATO reporting, as appropriate.	
	cooperation EU	Cooperate with the European Union on a staff to staff level ¹⁴ , including on a) development of early warning indicators and a roadmap for future engagement b) fostering cooperation on gender and WPS related aspects in building partners' capacity in areas as appropriate, and c) development of capacity building efforts on gender analysis.	
	cooperation AU	Cooperate with the African Union on activities including a) development of gendered early warning indicators, b) support to the development and knowledge sharing on NAPs and c) sharing best practices for the development of a NATO Sexual Exploitation and Abuse Policy.	
23	cooperation intl organizations	Enhance cooperation with international organisations through the established Regional Acceleration of Resolution 1325 (RAR) framework as a platform for knowledge sharing ¹⁵ .	
	gender perspective	Integrate gender perspectives into political and military guidance, including operational directives, concepts of operations and operational plans.	
	GENAD	Ensure all efforts are made to support continued deployment of trained, full-time gender advisers with clearly defined roles and responsibilities ¹⁶ to operations and missions with regular engagement with the Commander or head of NATO body, and support from gender focal points.	
	gender perspective/training	Integrate gender perspectives/WPS principles into all training developed for NATO activities, operations and missions.	
		gender perspective/training	Ensure the inclusion of gender perspectives within the exercise objectives of the Crisis Management Exercise (CMX).

	gender perspective/civil emergency planning information exchange	Integrate gender perspectives in Civil Emergency Planning guide- lines. Provide opportunities for Nations to exchange information and share best practices on WPS.	
24	gender perspective/cyber defense	Integrate gender perspectives into Cyber Defence Pledge, in order to both enhance the number of women as stakeholders in cyber defence and to guarantee gender perspectives are taken into account when strengthening and enhancing the cyber defence of national infrastructures and networks.	
	gender perspective/hybrid warfare	Integrate gender perspectives into efforts to counter hybrid warfare, in order to both enhance the number of women as stakeholders and to encourage gender perspectives be taken into account in strate- gies to counter hybrid warfare.	
	gender perspective/countering terrorism	Reinforce NATO's efforts to implement all relevant UNSCRs on WPS and include gender perspectives in countering terrorism efforts for their long term sustainability, including by supporting gender-sensi- tive research conducted by the SPS programme aimed at identifying radicalisation and violent extremism and developing evidence- based responses, including the empowerment of women to safe- guard communities.	
	gender perspective	Continue to include gender perspectives in the NATO Defence Plan- ning Process through the Political Guidance 2019.	
25	activities to engage women	Map the obstacles and implement activities to increase the number of women in NATO, especially in leadership roles.	
	gender balance practices	Provide support to the Executive Management Division to implement gender balance practices based on existing policies to increase the number of women in the International Staff at all levels.	
	gender awareness training	Develop and implement a mandatory Gender Awareness training package for civilian and military NATO staff at all levels at HQ.	
27	gender perspective/capacity building communication	Include gender perspectives in the development of NATO's defence and security related capacity building efforts. Develop a NATO Communications Strategy on Women, Peace and Security, in coordination with Allies.	
	communication/gender perspective	Provide input and recommendations to strategic communications products to include gender perspectives.	
NATO WPS IP	1	reduce barriers/female participation	Reduced barriers for the active and meaningful participation of Women in NATO's, Allies' and partners' defence and security institutions, and within NATO-led operations, missions and crisis management.
		gender perspective	Women, Peace and Security priorities ² and a gender perspective are integrated in policies , activities and efforts under-taken by NATO, Allies and partners to prevent and resolve conflicts
	2	WPS task force	Strengthen the internal WPS Task Force resulting in improved coherence and coordination of NATO efforts.
	3	internal cooperation	Ensure recommendations of the NATO Committee on Gender Perspectives (NCGP) are considered by the Military Committee (MC) and continue to request updates on the implementation of the NCGP recommendations through national reports.
	4	gender equality diversity task force	Implementation of Gender Equality HR Policies across the employment lifecycle. Reconvene Council-mandated NATO-wide Diversity Task Force
		diversity action plan	Approval and implementation of the Diversity Action Plan.
	5	training	Integrate UNSCR 1325 and related Resolutions and gender perspectives into curricula of education and training activities and faculty development at all levels.
	6	public diplomacy	Develop a Strategy for Public Diplomacy for Women, Peace & Security at NATO.
	8	inclusion WPS	Include Women, Peace and Security priorities on the agenda of relevant high level political and military meetings and events, and in official declarations and statements.
		inclusion WPS in frameworks	Include WPS priorities in cooperative security frameworks (Individual Partnership Cooperation Programme, Individual Partnership Action Plan, Planning and Review Process, Annual National Programmes).
		gender perspective/capacity building	Encourage a gender perspective in all of NATO's defence capacity building initiatives and packages.
		gender perspective/arms control	Integrate gender perspectives in NATO's arms control approach, guidelines, training and outreach.
	11	gender perspective/SALW/MA	Integrate gender perspectives in NATO's policy, guidelines, training and outreach on Small Arms and Light Weapons and Mine Action (SALW/MA).
		gender perspective	Institutionalize the integration of gender perspectives into doctrines, operational documents, handbooks, directives etc. as well as in assessment tools through all phases of military operations and missions, adapted to the specific operational context.
gfp		Sustain the structure of Gender Focal Points appointed by leaderships to support the efforts of the Gender Advisors.	
gender balance genad/gfp		Ensure a gender mix of gender advisors and gender focal points and encourage the nations throughout the Alliance including partners to take an active part in this work.	
14	unscr 1325/civil emergency planning gender perspective/strategic assessment	Integrate UNSCR 1325 and related Resolutions into civil emergency planning, crisis management activities and exercises. NATO includes gender perspective in strategic assessments.	

Action NATO

Document	page	key word	quote
BI SCD 40-1	6	liaisons with others	Establish and maintain liaisons with the local population, Non-Governmental Organisations (NGOs), and International Organisations (IOs) at strategic, operational and tactical levels, using the appropriate civil-military co-ordination mechanisms.
	7	communication mechanisms	Provide effective reporting and information sharing mechanisms between NATO and civilian organisations at the international level, as well as at local levels within the Comprehensive Approach framework.
		expand women's roles	Strive for a more gender balanced composition of workforce and expand the roles of women in operations and missions at all levels.
	8	gender e&t conference	On behalf of ACT Joint Force Trainer (JFT), the OH invites all gender perspective stakeholders (RA, Subject Matter Experts, ETFs and affiliated organisations) to the annual Gender E&T Conference for the purpose of course and content updates, co-ordination of national support and participation, operational feedback and discussion of recommendations regarding gender training programme development, goals and standards. JFT holds the final authority within the E&T framework for all gender training programme initiatives, analyses, changes and approval.
	9	training content	Training should include gender and cultural/social awareness, overview of UNSCR 1325 and related resolutions and how they relate to operational effectiveness.
		training content	Training should also emphasise zero tolerance for breaches of the NATO Standards of Behaviour for operations abuse and misconduct.
		information sharing	Regularly disseminate information (e.g. studies, lessons learned, best practices) and training materials to staff. Hold seminars and invite experts to provide informative lectures on associated topics.
	12	role modeling	NATO personnel in any position should always act as a role model
	14	genad	Given that NATO commanders and their staffs are not yet trained and skilled in planning and execution of operations with an integrated gender perspective, Gender Advisors (GENADs) and Gender Field Advisors (GFAs) are needed to ensure that gender is an integrated part of planning operations. GENAD and GFA positions are full-time positions that require adequate training, education and experience.
		GENAD	The GENAD advises upon request, as well as when he/she considers it appropriate.
		GENAD/relationship w/ staff	As an integral part of an HO or deployed commander's staff, GENADs must establish, maintain relationships and liaise with all elements of the staff to facilitate the integration of UNSCR 1325 and gender perspective.
	15	GENAD/gender perspective	Support different staff functions on how to integrate gender perspective into their respective tasks and products.
		GENAD/cooperation w/ organizations	In the framework of Comprehensive Approach, co-operate by sharing information and co-ordinating activities with international community actors in-theatre, including IOs and NGOs.
		GENAD/cooperation w/ intl actors	The GENAD should also facilitate interaction between international community actors working on UNSCR 1325 and gender.
		GENAD/female participation	Support a gender balanced force, and in particular, ensure that women are part of the regular force structure.
		GENAD/policies	Advise on gender dimension in policy, standards of conduct and recruitment to ensure an improved gender-balance and the hiring of local employees in garrison and in- mission training.
GENAD/key leader engagement		Ensure a gender- balanced approach to efforts during Key Leader Engagement.	
14	GENAD	NATO and its operational partners will ensure that adequately trained full-time Gender Advis- ers are deployed as part of the Command Group	
	GFP	In addition, Gender Focal Points (GFPs) are nominated across branches to support the overarching gender equality/WPS mandate.	
	GFP/training	GFPs receive specific training on gender perspectives and the implementation of UNSCRs on WPS to facilitate gender mainstreaming into their daily work and processes in benefit of HQ activities, operations or missions.	
17	meeting leadership task force	A leadership task force at a managerial level shall meet bi-annually to support and guide the work of WPS and ensure accountability for all initiatives agreed in the Action Plan.	
	progress report	Allies, EAPC and partners associated or aligning with this Policy will receive a progress report every six months	
22	cooperation w/ organizations	Conduct targeted and coordinated efforts with relevant organisa- tions to incorporate WPS priorities through, inter alia: staff-to-staff talks, exchanges of information, lessons learned and best practices, joint initiatives, and training activities for participants, including in theatre.	
	cooperation CSAP	Conduct monthly consultations with members of CSAP.	
	CSAP annual meeting	Organise the CSAP's annual meeting in Brussels to promote better consultation and dialogue between civil society and NATO.	
	CSAP engagement	Identify entry points for CSAP engagement with NATO to enhance the inclusion of gender perspectives into NATO activities.	
23	research women's perception security	Research on women's perceptions of defence and security, with the engagement of CSAP, aiming to enhance understanding of societal factors shaping women's perceptions of security, their needs, and their views of NATO.	
	genad/operational effectiveness	Research and analyse the operational impact of Gender Advisors across NATO, to clarify what is needed to enhance operational effectiveness.	
	GENAD/key leader engagement	Ensure all efforts are made to support continued deployment of trained, full-time gender advisers with clearly defined roles and responsibilities ¹⁶ to operations and missions with regular engage- ment with the Commander or head of NATO body, and support from gender focal points.	

NATO WPS PAP 2018		data collection	Continue to collect and strengthen data to include in the annual 'Summary of National Reports of NATO Member and Partner Nations' to encourage the exchange of best practice on recruitment and retention efforts for women in the military.
	24	advise nations/training	Provide advice and recommendations to Nations, if requested, on the development of appropriate education and training programmes, and tools on gender perspectives/WPS principles, and to advise on methods to integrate gender perspectives in exercises and programmes17.
		gender sensitive research	Reinforce NATO's efforts to implement all relevant UNSCRs on WPS and include gender perspectives in countering terrorism efforts for their long term sustainability, including by supporting gender-sensitive research conducted by the SPS programme aimed at identifying radicalisation and violent extremism and developing evidence-based responses, including the empowerment of women to safe-guard communities.
	25	identify obstacles for women	Map the obstacles and implement activities to increase the number of women in NATO, especially in leadership roles.
		gfp network	Increase and further develop the network of Gender Focal Points across NATO bodies, civilian and military staffs and national representations to these bodies
		coaching senior/leadership staff	Design and implement a coaching and mentoring programme to senior staff and leadership on the implementation of WPS and gender equality.
	27	glossary on gender terms & concepts	Develop key messages on gender perspectives/WPS priorities through a glossary of terms and concepts to enhance awareness and promote consistency of gendered language across NATO.
		public diplomacy engagement	Ensure targeted public diplomacy engagements (visits, seminars, conferences, projects), including SGSR WPS outreach, aimed at promoting NATO's efforts and progress in meeting Allies' and partners commitments to implement UNSCRs on WPS.
		assessment	Engage in a NATO wide assessment and evaluation of the WPS mandate to understand the progress and persistent challenges to the implementation of WPS.
		data collection/reporting mechanism	Identify key data collection, analysis, monitoring and reporting mechanisms on WPS, in order to encourage that all NATO internal reports to include a reference to WPS and data provided can be disaggregated by sex.
WPS task force		Continue and reinforce the operation of the Women, Peace and Security Task Force, to monitor the implementation of the Action Plan.	
leadership task force		Institutionalise a leadership task force at managerial level to meet bi-annually to support and guide the work on WPS and ensure accountability for all initiatives foreseen in this Action Plan.	
progress report		Publish a public annual progress report on the implementation of this Action Plan.	
NATO WPS IP	2	coaching senior/leadership staff	Provide gender advice/coaching to staff in senior leadership positions to support the tailored integration of a gender perspective into their specific areas of work.
		WPS task force/meetings	High level meetings twice a year to focus on strategic issues.
		increase awareness	Increase awareness of gender perspectives and initiatives through regular presentations at staff meetings or other events.
		increase awareness	Inclusion of WPS topics and information in regularly scheduled staff meetings.
	3	GENAD	Ensure that Gender Advisor positions are filled (both Peace and Crisis Establishment) and ensure they have training, resources and access to their commander to fully perform their duties.
		evaluation GENAD	Evaluation of Gender Advisor functions, including training, resources and access to their commander.
		advertising to nations	Continue advertising to Nations for Voluntary National Contributions and funding for the WPS Financial Mechanism
	4	identify obstacles for women	Study to identify barriers for participation of women in NATO's establishment with emphasis on higher level posts.
	5	gender awareness training	Develop and implement mandatory Gender Awareness training package for civilian and military staff working at all levels NATO-wide.
		GENAD/exercises	Ensure the involvement of gender advisors in planning and execution of NATO-led exercises so that scenarios and supporting materials incorporate gender perspectives, and conflict-related SGBV (as decided by Allies).
		evaluation training	Evaluation of the impact of training, education and exercises in order to establish a cycle of improvement in gender training and education.
	6	involvement civil society	Involve civil society in education, training and exercises, as appropriate.
		public diplomacy engagement	Targeted PD Engagements (visits, seminars, conferences, projects), including SGSR WPS Outreach, aimed at promoting NATO's efforts and progress in meeting commitments set out in UNSCR 1325.
	7	monitoring/reporting	Develop, within military and civilian structures, monitoring and reporting templates, as practical tools supporting the achievement of the aims and outcomes of the NATO/EAPC Policy and Action Plan on Women, Peace and Security.
		reporting	Ensure adequate, accurate and systematic reporting from NATO's operations and missions to NATO Headquarters through the military chain of command, including reporting requirements for the Military Guidelines on Prevention and Response to CR-SGBV.
	9	research	Initiate projects under the Science for Peace and Security Programme to further research on WPS.
		cooperation w/ organizations	Conduct targeted and coordinated efforts to incorporate WPS priorities through, inter alia: staff-to-staff talks, exchanges of information, lessons learned and best practices, and joint initiatives, training activities for participants from across the relevant organisations.
		cooperation w/ organizations	Local coordinating mechanisms in areas where international organizations are present and where NATO, Allies and partners are carrying out activities.
	10	cooperation w/ civil society	Establish local consultative mechanisms with women's rights groups, key leaders and other representatives from civil society, as appropriate, in areas where NATO and its partners are carrying out activities, including operations and missions.

	11	GENAD	Deploy trained, full-time Gender Advisors to operations and missions at strategic, operational and tactical levels. Ensure that Gender Advisors are positioned in Command Groups with clearly defined roles and responsibilities set out in job description.
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Other aims NATO

Document	page	key word	quote	
BI SCD 40-1	7	analysis protection measures	For given operations, analyse measures available to protect against gender-based violence, particularly rape and other forms of sexual abuse and violence in situations of armed conflict.	
		standards of behavior	Ensure adherence to NATO Standards of Behaviour and United Nations' zero tolerance on Sexual Exploitation and Abuse (SEA) where applicable.	
	9	awareness	Ensure that entities working with local engagement (male or female) are well aware of the basics of UNSCR 1325 and related resolutions, as well as NATO policy and directives. All training curricula for female and male engagement capability should include paragraphs on these dimensions.	
	10	awareness/training content	Highlighting the importance of protection, rights and needs of women, girls and boys;	
		engagement w/ local women/training content	Providing information on how to engage with, and increase the participation of, local women and how to exchange information with women;	
		awareness/training content	Offering cultural awareness training based on an analysis of gender relations in the JOA;	
		force enabler/training content	Demonstrating how integrating gender perspective can serve as a force enabler, and support the effectiveness of NATO-led operations;	
			intl law/training content	Gaining an understanding of measures with respect to international law regarding the rights and protection of women and girls, especially civilians, during armed conflicts as well as NATO Standards of Behaviour
	11	operational environment/awareness	In order to achieve mission success and to reach the desired effects, NATO must fully understand its operational environment.	
	12	integration UNSCR 1325	Utilise GENAD expertise early and throughout the planning process to ensure the full integration of UNSCR 1325 and gender perspective.	
		engagement w/ population	Must ensure the participation of women on tactical and operational positions in order to engage with the entire population at all times.	
		expertise on protection	GENADs should provide subject matter expertise on procedures to protect civilians, with specific consideration given to women, girls and boys, from violence, rape and other forms of sexual abuse, including the trafficking of human beings.	
		gender perspective	Ensure a gender perspective in all capacity building efforts supporting, training and mentoring local security forces.	
	13	awareness/roles of women	For example, collecting water and firewood are highly gendered activities in many conflict affected areas. Women and girls often bear the primary responsibility for these outdoor activities. This is significant from a security perspective because while they conduct their outdoor activities, women and girls may be the first to observe actions that might affect the security environment. Their perspectives can enhance the mission's understanding of the security environment on a daily basis. In addition, collecting firewood, fetching water, and attending public markets to buy food, can expose women and girls to security risks such as rape, assault, and kidnapping.	
		engagement w/ others	Therefore, consultation with women and women's organisations is essential in the planning of patrol routes and schedules when trying to improve security. Such consultation is crucial, as measures taken to protect women and girls without consultation often result in ineffective or counterproductive effects.	
		awareness/legal situation	Strong and effective monitoring and reporting mechanisms should always be in place, making sure that human rights violations, SGBV and indications of domestic or international trafficking of human beings are reported, addressed and handled.	
		reporting	To the greatest extent possible, this reporting should be included/integrated with other standard JOA reporting procedures. Reports should include information about the situation of women, boys and girls; the impact of NATO interventions on women, men, girls and boys; and statistics disaggregated by sex. In addition to regular reporting procedures, reports may also include oral briefings, progress reports, or thematic reports. In Periodic Mission Reviews (PMRs), gender should be specifically addressed.	
	14	local security forces	Support operational objectives and activities in the respective JOA regarding local security forces e.g. recruitment of women, assisting national security forces, supporting creation of local structures retaining women, training as well as education.	
		security risks	Assess the different security risks of men and women in monitoring and evaluation activities.	
	15	gender analysis	Conduct and disseminate a Gender Analysis to ensure that gender dimensions are part of the on-going work to gain situational awareness.	
GENAD/local law		The GENAD should also facilitate interaction between international community actors working on UNSCR 1325 and gender.		
GENAD/engagement w/ local population		It is necessary to conduct frequent and flexible engagement with the male as well as female part of the local population.		
participation of local population		Advise on gender dimension in policy, standards of conduct and recruitment to ensure an improved gender-balance and the hiring of local employees in garrison and in-mission training.		
GENAD/assessment security		Assist assessments regarding women's security situations and gender analysis, supporting the planning and execution of operations.		
16	GENAD/engagement w/ local women	Support and provide guidance regarding engagement and liaison with the female part of the population as well as women's organisations.		
	GENAD/information rights violations	Provide relevant information where women, girls and boys legal rights are neglected and/or violated.		
	15	protection	In this context, both the participation and the protection needs of women and girls should also be taken into consideration.	
	16	prevention/response sexual violence	NATO and its partners will undertake measures to prevent and respond to sexual violence in all operations through undergoing mandatory training on identifying, preventing and responding to conflict-related sexual and gender based violence, and sexual exploitation and abuse.	

NATO WPS PAP 2018	10	prevention/response sexual violence	In line with international norms and standards, the Alliance should develop specific mechanisms to prevent and respond to sexual exploitation and abuse (SEA) as it causes disproportionate harm to women and girls and undermines NATO's credibility and operational effectiveness.
	25	sexual violence handbook	Develop a handbook on preventing, responding, monitoring, and reporting on conflict-related sexual and gender-based violence (CR-SGBV) in line with the Military Guidelines on the Prevention of and Response to CR-SGBV.
	26	fight SEA	Develop a NATO Policy on combatting sexual exploitation and abuse (SEA) in consultation with stakeholders, including relevant international organisations.
		handbook prevention/response SEA	Develop a handbook on the prevention of and response to SEA in line with an agreed NATO SEA Policy.
		training prevention/response SEA	Develop training for NATO on identifying, preventing and responding to SEA in NATO-led operations and missions.
		coc sexual harrassment	Promote the current policies and guidelines on sexual harassment and codes of conduct widely across NATO; and increase opportunities for dialogue and communication on the issues to civilian staff.
		prevention/response sexual harrassment	Promote awareness of procedures on prevention and response to sexual harassment, including support to the 'Persons of Confidence' network.
human trafficking/protecting victims	Update the ' <i>NATO Policy on Combatting Trafficking in Human Beings</i> ' in consultation with relevant stakeholders, which will better reflect the linkage between WPS and human security and reinforce efforts to protect civilians, in particular women and girls who are the primary victims of trafficking.		
NATO WPS IP	5	training SGBV	Develop or modify training on preventing, responding, monitoring and reporting on conflict-related SGBV in line with the Military Guidelines on Prevention and Response to conflict-related SGBV.
	12	protection/gender perspective	Integrate a gender perspective in the implementation of activities on protection of civilians and combating trafficking of human beings.
		prevention/response sexual violence	Ensure that mandates and plans for any future NATO-led operation and mission or exercise, provide direction and guidance on how to prevent and respond to conflict-related SGBV, and direct creation of systematic and robust monitoring and reporting mechanisms in order to follow trends.
		prevention/response sexual violence	Implement the Military Guidelines on Prevention and Response to conflict-related SGBV and integrate these aspects into the operational planning processes, as appropriate.
		protection	Develop appropriate measures that take the protection needs of the civilian population into account, in particular the needs of women and girls.
		data collection/protection	Development of mechanisms for data collection, monitoring trends and reporting on the protection of the civilian population.

Nations NATO

Document	page	key word	quote
BI SCD 40-1	6	gender training	National programs are strongly encouraged to incorporate NATO pre-deployment gender training objectives (see Chapter 2) based on this Directive to ensure Interoperability in exercises and operations.
		share best practices	Encourage NATO nations and partners to share best practices and support each others' efforts in national implementation of UNSCR 1325.
	8	gender perspective training	Incorporate gender perspective training into courses at NATO Education and Training Facilities (NETFs), NATO Centres of Excellence (CoEs), Partnership Training and Education Centres (PTECs) and National Training Institutions, and NATO in-theatre training centres related to capacity building, induction, mission and national training programs;
	9	training/awareness	Training should include gender and cultural/social awareness, overview of UNSCR 1325 and related resolutions and how they relate to operational effectiveness. Training should also emphasise zero tolerance for breaches of the NATO Standards of Behaviour for operations abuse and misconduct. For NATO-led operations, pre-deployment military training is the responsibility of the troop contributing nations. To assist in standardisation, it is requested that this training include the subjects listed above.
	16	GENAD/advise nations	Provide guidance with reference to embedding UNSCR 1325 and gender awareness into collective training and exercises. Advice should also extend to include all national pre-deployment training.
NATO WPS PAP 2018	9	female representation	Inclusiveness - promoting an increased representation of women across NATO and in national forces to enhance operational effectiveness and success;
	12	ultimate responsibility implementing WPS	The primary responsibility for the implementation of the WPS agenda rests with nations
	13	female representation	Inclusiveness: representation of women across NATO and in national forces is necessary to enhance operational effectiveness and success
	15	ultimate responsibility implementing WPS	Nations have the primary responsibility for ensuring the implementation of the UNSCRs on Women, Peace and Security and gender equality
		training/gender perspective	NATO and its partners are committed to continue to develop appropriate education and training programmes and tools at the national level as well as under the auspices of NATO, and to integrate a gender perspective in their exercises and programmes.
	17	NAPs/other initiatives	NAPs and other strategic national initiatives will support Nations' contributions to the implementation of the WPS agenda
		progress reporting	Nations are encouraged to report progress and to share best practice.
	19	NAPs	Provide support to Allies and partners on the development and revision of National Action Plans (NAPs) by developing a database of best practice to facilitate the establishment of comprehensive and accessible information.
24	share best practices	Provide opportunities for Nations to exchange information and share best practices on WPS.	
	training	Provide advice and recommendations to Nations, if requested, on the development of appropriate education and training programmes, and tools on gender perspectives/WPS principles, and to advise on methods to integrate gender perspectives in exercises and programmes ¹⁷ .	
NATO WPS IP	2	submit female candidates	Encourage Allies to submit qualified female candidates for senior decision-making positions.
	3	voluntary contributions	Continue advertising to Nations for Voluntary National Contributions and funding for the WPS Financial Mechanism
	8	inclusion WPS in frameworks	Include WPS priorities in cooperative security frameworks (Individual Partnership Cooperation Programme, Individual Partnership Action Plan, Planning and Review Process, Annual National Programmes).
	13	deployment of women	Nations to deploy women at all levels in NATO-led operations and missions.
	14	gender balanced nomination	Nations provide trained troops and experts on UNSCR 1325 and related Resolutions to NATO-led operations and missions, and nominate both men and women for positions of Gender Advisors and experts.
		training UNSCR 1325	Nations provide trained troops and experts on UNSCR 1325 and related Resolutions to NATO-led operations and missions, and nominate both men and women for positions of Gender Advisors and experts.
		promotion female participation	Nations promote women's equal participation in national armed forces.
		NAPs/other initiatives	Nations, in consultation with civil society, develop, resource, and implement National Action Plans and other strategic initiatives.
	mainstreaming WPS	Nations advocate the mainstreaming of the WPS priorities within NATO.	

ANNEX IV

Categorization Main Statements

Group	Key word
<p><u>Civil society participation</u></p>	<p>women network participation local women CSAP annual meeting CSAP engagement involvement civil society cooperation w/ civil society training local women making women more independent community inclusion engagement w/ population engagement w/ others local security forces participation of local population cooperation third parties support civil society organizations engaging civil society organizations security of population public diplomacy engagement public diplomacy</p>

<p><u>Analysis/research</u></p>	<p>analysis integration gender reflection awareness survey analysis data research women's perception security data collection gender sensitive research assessment data collection/reporting mechanism evaluation training research data/analysis gender analysis data collection/protection analysis/data gender analysis/perspective analysis female participation analysis of training</p>
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analysis/review of training
hrm/statistics
information/gender perspectives

Gender balance

EU-intern gender balance
expand women's roles
engaging men
gender balanced nomination
gender sensitive youth peacebuilding
gender balance gfp/genad (engaging men)
gender balance
gender balance practices
gender balance genad/gfp

Gender Advisor

creation Gender advisor
principal gender advisor/external cooperation
principal gender advisor/reporting
gender advisor/strategy
genad
genad/civilian missions
genad/tasks
genad/relationship w/ staff
genad/gender perspective
genad/cooperation w/ organizations
genad/cooperation w/ intl actors
genad/female participation
genad/policies
genad/key leader engagement
genad/operational effectiveness
evaluation genad
genad/exercises
genad/advise nations
genad/local law
genad/engagement w/ local population
genad/assessment security
genad/information rights violations
principle gender advisor
gender advisor/expert
awareness about genad/gfp
genad/gfp network
genad/military missions
genad/general tasks
genad/oplans

	<p>genad/position genad/reporting genad/investigation sexual violence genad/logistical planning genad/operation genad/training genad/judicial system genad/strategy</p>
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<p><u>Gender focal points</u></p>	<p>gender focal persons (GFP) gfp gfp/civilian missions meeting network gfp gfp/tasks gfp/training gfp network awareness about genad/gfp gfp/tasks</p>
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<p><u>Further positions</u></p>	<p>advisor equal opportunities human rights & gender advisors supporting structures gender advisor/gfp</p>
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<p><u>Recruitment</u></p>	<p>job descriptions/gender relations job description/supervision implementation job descriptions recruitment civilian missions recruitment military operations submit female candidates recruitment/gender awareness</p>
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<p><u>Leadership</u></p>	<p>women managers meeting leadership task force coaching senior/leadership staff leadership task force training unscr 1325 leadership role modeling</p>
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	<p>gender courses training/common standard training manual</p>
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<p style="text-align: center;"><u>Training</u></p>	<p>gender e&t conference training content advise nations/training gender awareness training gender training training gender perspective training training/awareness training/gender perspective education awareness/training content engagement w/ local women/training content force enabler/training content training prevention/response SEA training SGBV training/gender equality training/gender sensitive reporting</p>
<p style="text-align: center;"><u>Technical Expertise</u></p>	<p>gender facility gender facility/project managers technical expertise technical expertise GFP</p>
<p style="text-align: center;"><u>International Cooperation</u></p>	<p>cooperation OSCE liaisons with others cooperation w/ organizations cooperation CSAP cooperation NATO cooperation UN cooperation platforms general policy implementation cooperation cooperation EU cooperation AU cooperation intl organizations</p>
<p style="text-align: center;"><u>Information Sharing</u></p>	<p>information sharing/cooperation UN information sharing share best practices best practice database information exchange</p>
	<p>task force/data</p>

<p><u>Task Force</u></p>	<p>task force/cooperation ms task force/composition task force for gender equality task force for gender equality/data task force WPS WPS task force WPS task force/meetings WPS task force/monitoring</p>
<p><u>Reporting</u></p>	<p>reporting system progress report monitoring/reporting reporting voluntary reporting reporting/gender analysis</p>
<p><u>Guidelines</u></p>	<p>gender mainstreaming/operational guidelines guidelines standards of behavior handbook prevention/response SEA coc sexual harrassment sexual violence handbook code of conduct</p>
<p><u>Communication</u></p>	<p>communication mechanisms glossary on gender terms & concepts common understanding communication communication/gender perspective</p>
<p><u>Structural changes</u></p>	<p>identify obstacles for women awareness structural inequality avoidance stereotypes fight against structural inequality destroy barriers to gender equality activities to engage women reduce barriers/female participation</p>
<p><u>Awareness</u></p>	<p>increase awareness awareness operational environment/awareness awareness/roles of women awareness/legal situation</p>

	<p>differentiated approach women's roles</p> <p>gender awareness</p>
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<p><u>Gender Perspective</u></p>	<p>gender perspective</p> <p>gender perspective/operations</p> <p>gender equality/perspectives</p> <p>gender perspective/planning</p> <p>gender perspective/security framework</p> <p>gender perspective/early warning</p> <p>gender perspective/NATO standards</p> <p>gender perspective/civil emergency planning</p> <p>gender perspective/cyber defense</p> <p>gender perspective/hybrid warfare</p> <p>gender perspective/countering terrorism</p> <p>gender perspective/capacity building</p> <p>gender perspective/arms control</p> <p>gender perspective/SALW/MA</p> <p>gender perspective/strategic assessment</p> <p>gender perspective/early warning system (internal implementation)</p> <p>gender perspective/balance/equality</p> <p>gender equality</p> <p>gender strategy</p>
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<p><u>Female Participation</u></p>	<p>female participation (passive)</p> <p>promotion female participation</p> <p>women's participation</p> <p>female representation</p> <p>female participation</p> <p>promotion women</p> <p>meaningful female participation</p> <p>female participation/planning</p>
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<p><u>General aims/tools</u></p>	<p>implement general aims</p> <p>ultimate responsibility implementing WPS</p> <p>integration UNSCR 1325</p> <p>general aims</p> <p>promotion WPS</p> <p>general policy adoption</p> <p>identification relevant actors</p> <p>establishment action plan</p> <p>accordance w/ other instruments</p> <p>diversity task force</p> <p>diversity action plan</p>
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	<p>inclusion WPS unscr 1325/civil emergency planning advertising to nations inclusion WPS in frameworks mainstreaming WPS legislation gender mainstreaming CSDP internal cooperation family policy</p>
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<p><u>National Action</u></p>	<p>nap unscr 1325 WPS national focal points parliamentary monitoring nap mutual support naps/other initiatives naps voluntary contributions deployment of women</p>
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<p><u>Countering violence</u></p>	<p>fight against violence protecting women verification sexual violence survivors analysis violence ending sexual violence protection/prosecution prosecution/compensation protection prevention/response sexual violence prosecution reasons for violence prevention violence/conflict prevention violence healthcare prevention compensation analysis protection measures expertise on protection security risks fight SEA prevention/response sexual harrassment human trafficking/protecting victims protection/gender perspective adressing sexual violence</p>
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ANNEX V

Complete Quantitative Assessment

Category	EEAS				NATO			
	Policy	Action	Other aims	Nations	Policy	Action	Other aims	Nations
Civil Society Participation	3	2	3	0	2	6	4	0
Analysis/Research	3	6	1	1	4	7	2	0
Gender Balance	7	1	0	0	4	1	0	1
Gender Advisor	6	8	0	0	12	16	4	1
Gender Focal Points	3	7	0	0	1	3	0	0
Further Positions	1	3	0	0	0	0	0	0
Technical Expertise	0	3	0	1	0	0	0	0
Recruitment	1	4	0	2	0	0	0	1
Leadership	1	1	0	0	0	4	0	1
Training	8	3	1	2	10	5	6	5
International Cooperation	4	1	0	0	7	5	0	0
Information Sharing	0	1	0	0	2	1	0	2
Task Force	0	6	0	0	2	2	0	0
Reporting	5	2	0	0	2	4	1	0
Guidelines	2	1	1	0	0	0	4	0
Communication	1	0	0	0	3	2	0	0
Structural Changes	4	0	0	0	4	2	0	0
Awareness	3	0	1	0	0	3	4	0
Gender Perspective	9	1	2	1	23	0	1	0
Female Participation	11	0	1	2	4	0	0	3
General Aims/Tools	16	0	0	6	6	1	1	4
National Action	0	0	0	4	0	0	0	5
Countering Violence	0	0	21	0	1	0	13	0
Total	88	50	31	19	87	62	40	23
Percentage	0,46808511	0,26595745	0,16489362	0,10106383	0,41037736	0,29245283	0,18867925	0,10849057
Total	188				212			

Comparison *Policy* and *Action*

Category	EEAS		NATO	
	Policy	Action	Policy	Action
Civil Society Participation	3	2	2	6
Analysis/Research	3	6	4	7
Gender Balance	7	1	4	1
Gender Advisor	6	8	12	16
Gender Focal Points	3	7	1	3
Further Positions	1	3	0	0
Technical Expertise	0	3	0	0
Recruitment	1	4	0	0
Leadership	1	1	0	4
Training	8	3	10	5
International Cooperation	4	1	7	5
Information Sharing	0	1	2	1
Task Force	0	6	2	2
Reporting	5	2	2	4
Guidelines	2	1	0	0
Communication	1	0	3	2
Structural Changes	4	0	4	2
Awareness	3	0	0	3
Gender Perspective	9	1	23	0
Female Participation	11	0	4	0
General Aims/Tools	16	0	6	1
National Action	0	0	0	0
Countering Violence	0	0	1	0

More Statements on Policy
More Statements on Action
Equal number of Statements on both

Comparison between EEAS and NATO

Category	EEAS	NATO	EEAS	NATO	EEAS	NATO	EEAS	NATO
	Policy		Action		Other Aims		Nations	
Civil Society Participation	3	2	2	6	3	4	0	0
Analysis/Research	3	4	6	7	1	2	1	0
Gender Balance	7	4	1	1	0	0	0	1
Gender Advisor	6	12	8	16	0	4	0	1
Gender Focal Points	3	1	7	3	0	0	0	0
Further Positions	1	0	3	0	0	0	0	0
Technical Expertise	0	0	3	0	0	0	1	0
Recruitment	1	0	4	0	0	0	2	1
Leadership	1	0	1	4	0	0	0	1
Training	8	10	3	5	1	6	2	5
International Cooperation	4	7	1	5	0	0	0	0
Information Sharing	0	2	1	1	0	0	0	2
Task Force	0	2	6	2	0	0	0	0
Reporting	5	2	2	4	0	1	0	0
Guidelines	2	0	1	0	1	4	0	0
Communication	1	3	0	2	0	0	0	0
Structural Changes	4	4	0	2	0	0	0	0
Awareness	3	0	0	3	1	4	0	0
Gender Perspective	9	23	1	0	2	1	1	0
Female Participation	11	4	0	0	1	0	2	3
General Aims/Tools	16	6	0	1	0	1	6	4
National Action	0	0	0	0	0	0	4	5
Countering Violence	0	1	0	0	21	13	0	0
Total	88	87	50	62	31	40	19	23

More Statements made by EEAS
More Statements made by NATO
Equal number of Statements made