



EUMM Gender Mainstreaming Assessment – Best Practices and Lessons Learned

The EU Monitoring Mission in Georgia (EUMM)



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ACRONYMS

ABL	Administrative Boundary Line
CBF	Confidence Building Facility
CSDP	Common Security and Defence Policy (EU)
EUMM	EU Monitoring Mission in Georgia
GAP	Gender Action Plan
GBV	Gender-based violence
GFP	Gender Focal Point Network
GID	Geneva International Discussions
IPRM	Incident Prevention and Response Mechanism
PER	Performance evaluation review
UNSCR	UN Security Council Resolution
WPS	Women, Peace and Security

Executive Summary

Building on UN Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (WPS), the European Union has adopted a number of policies and directives setting out the importance of integrating gender and the WPS framework into its Common Security and Defence Policy (CSDP) Missions. It is in this framework that the EU Monitoring Mission in Georgia (EUMM) mainstreams gender¹ internally and across its external mandate delivery. Key achievements include mainstreaming gender into guiding Mission documents, and the development and implementation of a comprehensive Gender Action Plan. EUMM has solid institutional systems and processes in place to support gender mainstreaming, including an active Gender Focal Point Network. Building staff capacity remains a priority, with systematic induction training delivered on gender and WPS topics, along with targeted workshops.

While the Mission continued to make progress in mainstreaming gender into its internal and external activities during the reporting period of November 2018-October 2020², challenges remain. With high turnover of staff and varying levels of understanding and motivation, continued capacity building remains critical. Women's representation at EUMM continues to remain low, with women currently comprising only 26% of international staff and being underrepresented in senior management roles (31%). This not only has a negative impact on the overall diversity at EUMM but also impairs the Mission's operational effectiveness. The Mission has taken steps towards addressing the gender balance by, inter alia, revising job descriptions to eliminate gender-biased language and widen the pool of possible candidates, ensuring that selection panels consist of both women and men, and conducting training on unconscious bias. However, it remains critical that Member States introduce more women candidates during Calls for Contribution. Sustained commitment and gender-responsive leadership of the Mission's senior management, including with regard to creating and maintaining a safe and inclusive working environment for all, remains crucial for advancing gender equality in the Mission.

¹ Gender mainstreaming refers to the process of assessing the implications for women and men of any planned action, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

² The previous EUMM gender mainstreaming assessment report can be accessed at:
https://eumm.eu/data/file/6609/2019_EUMM_Gender_Mainstreaming_Web_update.pdf

Methodology

Data for this report was gathered through multiple methods, utilising a review of the Mission's relevant operational and policy documents and databases, organisational and statistical information, as well as an anonymous online staff survey.³ Additionally, this report is informed by an analysis of relevant Mission meeting minutes, including those from the Gender Focal Point Network meetings, as well as a capacity survey conducted for the Mission's senior and middle management in July 2020.

2. Gender Mainstreaming Progress and Results Achieved at EUMM

2.1 Gender in mandate implementation

EUMM adopted its first-ever comprehensive Gender Action Plan (GAP) in January 2020⁴. The GAP specifies how EUMM promotes gender equality across its work at all levels, in alignment with existing EU policies and guidelines underpinned by UNSCR1325 and its subsequent resolutions. The GAP elaborates the gender dimensions of programmatic results as well as the steps necessary to strengthen gender equality across internal institutional systems and processes, with clear indicators and targets for monitoring progress in various areas, including reporting and analysis, information collection, communications, grant making, organisational culture and human resources.

The Mission's key guiding documents, integrate gender as well as Women, Peace and Security considerations, in addition to setting out gender-specific measures. The gender-responsiveness was further strengthened during Strategic Review processes in 2020, with enhanced gender mainstreaming across different tasks and focus areas as well as the use of gender-responsive indicators. Additionally, as part of the Strategic Review process, the Mission proposed that the Gender Adviser position be shifted from the Operations Department into the Head of Mission's Office to ensure alignment with CSDP general mission structures, as well as to ensure direct access to the Head of Mission, in line with good practices highlighted in the *Civilian Operations Commander Operational Guidelines for Gender Mainstreaming*⁵. EUMM also aims to ensure the continued work of the Gender Focal Point Network, which provides support and guidance for the Mission's gender mainstreaming activities in the Headquarters and all three Field Offices. Gender mainstreaming efforts were also successfully institutionalised in guiding documents and processes, including in the

³ The survey was conducted in August 2020 and had a response rate of 62% (41% women and 59% men). Of all respondents, 70% worked in the Field Offices and 30% in the Mission Headquarters. International staff members comprised 66% of all respondents and national staff 34%.

⁴ The 2020 GAP builds on the Mission's 2017 Action Plan to Improve Gender Balance which focused mainly on human resource issues.

⁵ Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming. EEAS(2018)747. Available at: <https://data.consilium.europa.eu/doc/document/ST-12851-2018-INIT/en/pdf>

Mission's Operational Assessment which contributed to the Strategic Review processes in February to June 2020.

2.2 Organisational Gender Mainstreaming

Staff capacity and management commitment

The Mission continued to invest in gender-related capacity building of staff, including through targeted gender training workshops. According to the survey conducted in August 2020, 64% of all international staff members in the EUMM received pre-deployment training on gender-related issues, while 79% of international staff members and 53% of national staff members attended an introductory (mandatory) training or orientation on gender issues upon their arrival to the Mission.⁶

According to the survey, EUMM staff have a high level of confidence in their ability to integrate a gender perspective into their work, with 86% of staff rating their level of confidence between moderate and fullest extent – this was 100% for senior management. Staff are somewhat familiar with the UNSCR 1325 and related resolutions on WPS, with only 6% of international staff and 13% of national staff reporting not being at all familiar with these, and 27% being familiar to a great or fullest extent. Nearly 80% of staff also indicated that they are aware of the difference between gender mainstreaming and women's equal representation. Some the obstacles mentioned by staff in relation to gender mainstreaming include the low awareness of staff on gender issues (32%), gender stereotypes among staff (29%) and the low number of women employees (26%).

While gender mainstreaming is everyone's responsibility at EUMM, management is key in driving results. Sustained support from management is critical for the success of gender mainstreaming efforts. The ability and skills of line managers and Heads of Department to mainstream gender in their work was assessed high, with 81% of respondents either agreeing or strongly agreeing with the statement that their line manager had the necessary relevant skills, and only 3% strongly disagreeing. Overall, 80% of staff felt that their line manager actively supports gender mainstreaming in their work. Of EUMM senior and middle management, 53% reported having a good understanding of gender mainstreaming and being able to integrate gender into their work. On a positive note, 92% of staff agreed or strongly agreed that gender mainstreaming is everyone's responsibility at EUMM, with

⁶ Of all respondents, 31% (39% international and 16% national staff) reported that they had received an in-depth training on gender-related issues from an external training provider. During the reporting period, five staff members attended external gender trainings. This included two Heads of Field Offices, one Head of Department and two Gender Focal Points.

only 1% strongly disagreeing. Overall 62% of staff members indicated that gender is relevant to EUMM's mandate either to a great or fullest extent, with only 4% responding that gender is not at all relevant for the Mission's mandate.

Gender Focal Point Network

The EUMM was among the first CSDP missions to establish a Gender Focal Point (GFP) Network which has continued to expand. The Network consists of both national and international women and men, in the Mission Headquarters and all three Field Offices. Gender Focal Points are appointed on a voluntary basis based on their motivation, background and interests, and have written terms of reference to guide their work. In 2019, the Network was further expanded to include also national staff members.

Gender Focal Points support capacity building initiatives, and provide guidance and support efforts related to gender mainstreaming in programme planning, monitoring, reporting and analysis. The Network holds regular meetings to plan joint activities and share good practices. According to the staff survey, 92% of all staff members were aware of the Gender Focal Point Network. Overall, 20% of staff members reported that they had consulted with either Gender Focal Point or Gender Adviser on gender-related issues.

Gender balance and human resources

Increasing women's participation in field operations is a key component of UNSCR 1325, and critical for increasing the Missions' operational effectiveness. Although EU Member States committed to increasing women's participation in CSDP Missions in the Civilian Compact in 2018, progress towards gender parity has remained slow. At the time of reporting, women comprise 26% of international staff, 59% of local staff, and overall 38% of all staff at EUMM. This is similar to personnel figures from the previous reporting period in 2018, when women comprised 27% of international staff and 60% of local staff. Of internationally seconded staff, women make up 28%⁷. Amongst local staff, the majority of positions are administrative.

Women's representation in senior management positions at EUMM continues to be low (31%). There is currently only one woman holding a senior management role in a Field Office, while the remaining senior and middle management positions in Field Offices, including nine out of 10 team leaders, are men. This is a decrease from 2018, when 50% of the Field Office management positions were filled

⁷ This is 23% in Gori, 29% in Mtskheta, 23% in Zugdidi and 46% in the Mission Headquarters.

by women. Interestingly, staff perceptions do not correspond to the actual situation, as 56% of staff members strongly agreed or agreed with the staff survey statement that there had been an increase in the representation of women in senior management positions at EUMM in recent years, with only 3% disagreeing with the statement.

The Mission continues to implement a policy of ensuring gender balance in selection panels. Of the 59 panels conducted in 2019 and 2020 (until October 2020), on average 50% of panel members were women. This points to an increase from 2018 when women comprised around 40% of panel members. There were only two interview panels consisting only of men. Moreover, the Mission revised a total of 12 job descriptions to include gender-focused competencies and to ensure the use of gender-neutral, unbiased language. Gender competency was also included in the Mission's newly-revised performance evaluation review (PER) system, and the Mission continues to systematically include questions testing gender mainstreaming competencies in job interviews. Furthermore, the Mission management continues to urge Member States to nominate more women candidates to further improve the Mission's gender balance. In the Calls for Contributions in 2020, women constituted on average 15% of candidates nominated by Member States, and 21% of the selected candidates.

Organizational culture

Creating an inclusive, safe and enabling work environment for all staff members, supported by a gender-responsive organisational culture, is paramount for effective gender mainstreaming. To strengthen staff members' awareness about gender-related issues, the Mission regularly discusses gender-related updates and activities in staff meetings, as well as during special awareness-raising campaigns. According to the staff survey, 72% of staff members agreed or strongly agreed that gender-related issues are openly discussed at EUMM⁸. Of all respondents, 69% agreed or strongly agreed that gender issues are taken seriously by men in their office, while 81% agreed that gender issues are taken seriously by women. Of male respondents, 35% strongly agreed that gender issues are taken seriously by men, compared with only 12% of female respondents. Both men and women agreed or strongly agreed (80%) that gender issues are taken seriously by women in the Mission. Overall, 47% of staff members recalled gender-related issues being discussed in all-staff meetings⁹.

The survey showed that 77% of respondents agreed or strongly agreed that EUMM staff are committed to advancing gender equality, with only 4% disagreeing or strongly disagreeing¹⁰. Overall,

⁸ Of these, 66% were international staff and 83% national staff, 65% were women and 77% men.

⁹ This was 67% in HQ and 45% in Field Offices, while 34% reported not being sure.

¹⁰ Of all women respondents, 8% disagreed or strongly disagreed while this was only 1% for men.

81% of all staff and 83% of senior managers strongly agreed that the Mission management is committed to advancing gender equality. Seventy percent of men and 61% of women agreed or strongly agreed with the statement that “EUMM encourages gender-sensitive behaviour and language, for example managers will challenge sexist jokes or language”¹¹. Moreover, 66% of respondents agreed or strongly agreed that their line manager encourages gender-sensitive behaviour, with only 10% strongly disagreeing. Women, however were more likely to disagree or strongly disagree with the statement than men, to a statistically significant degree: 24% of women and 15% of men either disagreed or strongly disagreed.

The respondents who noted encountering gender stereotyping at EUMM highlighted hearing remarks, for example, about women’s looks and women and men’s capacities, for instance in terms of driving skills, and harmful “jokes” related to gender issues and gender mainstreaming. A total of 44% of staff members either agreed or strongly agreed with the statement that “harmful gender stereotyping is addressed and countered by staff members at EUMM”, with 14% of women strongly disagreeing with the statement, compared to 9% of men¹². Again this is statistically significant. Out of all staff members, only 10% reported regularly observing gender stereotyping behaviour among staff members¹³. Out of all respondents, 81% agreed or strongly agreed that EUMM is woman-friendly, with only 2% strongly disagreeing – women were less likely to agree with the statement as 76% agreed or strongly agreed, while of all men, 86% did so¹⁴. Finally, 79% of all respondents felt that women and men and their skills are equally valued at EUMM, with only 1% strongly disagreeing.

Enforcing zero tolerance towards sexual harassment

EUMM continues to work towards creating an inclusive and safe working environment for all staff. Of 20 Code of Conduct cases in the reporting period, only two involved to sexual or other forms of harassment matters. A clear ‘zero tolerance’ policy towards all forms of discrimination and harassment, including sexual harassment, is regularly communicated by senior management to all staff. However, the implications and practical aspects related to this policy are not always clearly understood. The Mission continues to raise awareness of the updated Code of Conduct and the Upgraded Generic Standards of Behaviour for CSDP Missions and Operations (2018), and to particularly stress the ‘zero tolerance’ policy against sexual harassment. This is carried out mainly

11 Overall of all respondents, 13% of women strongly disagreed with the statement, compared with only 7% of men.

12 Staff in the Field Offices were also more likely to disagree with the statement, with 34% disagreeing or strongly disagreeing, compared to 16% in the Headquarters.

13 – 5% at Mission Headquarters and 12% in the Field Offices, including 14% of women and 7% of men.

14 There was also a slight variation in the Field Offices, with 9% of Field Office staff disagreeing with the statement of EUMM being woman-friendly, compared with only 2% of HQ respondents.

through induction training messaging and the mandatory Code of Conduct training and updates from senior management in all-staff meetings. Only 13% of staff members do not recall zero tolerance issues being discussed in staff meetings. In 2019, the Mission developed and disseminated new posters in English and Georgian, aiming to raise awareness about EUMM’s ‘zero tolerance’ policy and existing reporting mechanisms.

Of all respondents, 4% (all international staff members) reported having experienced sexual harassment while working at EUMM. Moreover, 10% of respondents reported witnessing sexual harassment¹⁵, while 32% of all respondents reported having heard about someone experiencing sexual harassment in the Mission. In 2018, the proportion of staff reporting that they had experienced sexual harassment was higher, at 10%, while 12% reported having witnessed it, and 32% to have heard about sexual harassment in their office. However, it should be noted that the low level of reporting about sexual harassment may not reflect actual reality, considering that not all staff members participated in the survey, and that those experiencing harassment may be reluctant to disclose their experiences, even in anonymized surveys.

EUMM has both formal and informal procedures and reporting mechanisms in place for disclosing harassment and other forms of misconduct. Of all staff members, 75% agreed or strongly agreed that EUMM has useful procedures in place to prevent and address sexual harassment, with 4% disagreeing or strongly disagreeing. This points to an improvement from 2018, when 69% of staff agreed or strongly agreed with the usefulness of procedures, and 6% disagreed. Women were less satisfied with the system, with only 67% agreeing or strongly agreeing, compared with 81% of men. Overall, 48% of respondents reported that they were aware of the mechanisms in place to report sexual harassment at EUMM either to a great extent or the fullest extent, with 21% reporting being not at all aware or only to a limited extent¹⁶. It is crucial to intensify efforts to raise awareness of EUMM’s existing reporting mechanisms and increase staff trust towards these processes.

¹⁵ 14% of international staff and 3% of national staff

¹⁶ International staff members reported being more aware of existing mechanisms with 26% of national staff being not at all aware or aware only to a limited extent, compared with 18% of international staff.

2.3 External Gender Mainstreaming in Mandate Delivery

Information collection, analysis and reporting

Internal planning documents guiding the Mission's monitoring work integrate a gender perspective into operational tasking and information collection requirements. To strengthen gender-responsive information collection and analysis, the Mission introduced gender checklists for monitoring teams as well as for reporting and analysis in 2019, along with developing a tip sheet on gender-inclusive language. In 2020, the Mission developed a specialised training on gender-responsive reporting. The Mission also amended its Standard Operating Procedures on guiding documents to ensure that all reports are reviewed by Gender and Human Rights Advisers before finalisation. Overall, 57% of international staff felt that EUMM reporting products incorporate a gender perspective either to the fullest or a great extent, with only 1% strongly disagreeing with this statement. The Mission continues to systematically collect and analyse sex-disaggregated data, for example on crossing figures and detentions at the Administrative Boundary Lines, in addition to maintaining sex-disaggregated data collection of its patrols and interlocutors. Since 2018, in line with the Instruction of the Civilian Operations Commander, EUMM has collected statistics disaggregated by sex for all aspects of its work, including external meetings and training.

Liaison with civil society and external stakeholders

During the reporting period, the Mission continued to regularly interact with civil society organisations addressing gender-related issues. EUMM organises regular Information Sharing Meetings with civil society representatives, and participates in similar meetings organised by the Georgian Government and UN Women. During the reporting period, the Mission also organised Information Sharing Meetings with a targeted gender focus, for example during the 16 Days of Activism against gender-based violence in November 2019. The Mission is a part of the UN Gender Theme Group in Tbilisi and attends the meetings of Interagency Commission on Gender Equality, Violence against Women, and Domestic Violence.

Women, Peace and Security is a priority area for funding for EUMM's Confidence Building Facility (CBF) which provides grants to civil society projects focused on confidence building across the Administrative Boundary Lines. Gender mainstreaming has been part of the core criteria for CBF proposal assessments since October 2019, and organisations working on Women, Peace and Security related matters, as well as women-led organisations, are specifically encouraged to apply for CBF funding. Out of ten projects selected in the last call for CBF proposals in February 2020, three had a specific gender focus.

Composition of interlocutors and patrols

From March 2019 to August 2020, women comprised 28% of the persons the Mission met with on patrol. Women made up 42% of the individuals and community representatives the Mission spoke to, representing an increase from 31% in the previous reporting period covering 2016-2018. Women comprised 44% of the Government representatives, and 66% of the civil society representatives whom the Mission engaged with. According to the survey, 70% of staff members agreed or strongly agreed that the Mission makes an effort to access women and men interlocutors equally, with 10% of monitors either disagreeing or strongly disagreeing. Some staff members highlighted the need to carry out more active outreach in communities during patrols and adopt a more proactive approach to speaking with local community members. Of all monitors, 72% agreed or strongly agreed that the Mission employs gender-sensitive interview techniques and approaches on patrols.

The Mission prioritises the use of mixed patrols as not only a matter of equality and equitable representation, but also because it improves operational effectiveness on the ground. Interlocutors are often more willing to discuss with EUMM monitors when teams consist of both women and men. Considering the gender composition of patrols is especially important when discussing sensitive matters, such as issues pertaining to reproductive health or gender-based violence. Women monitors and interpreters generally conduct also the post-detention interviews with women.

Of all patrols conducted from November 2018 to September 2020, 56% were mixed patrols consisting of women and men. This reflects a notable increase from the previous reporting period (2016-2018), when only 38% of patrols were mixed, despite the overall percentage of women staff members remaining the same¹⁷. Patrols consisting only of women made up 2% of all patrols, while 42% of patrols consisted only of men. Out of all patrols, 23% were led by women, pointing to a slight decrease from 2018 when 25% patrols were led by women. According to the staff survey, 88% of monitors feel that women and men have an equal opportunity to lead EUMM patrols. To increase the ratio of mixed patrols, it is critical to increase women's representation in the Mission, which, in turn, requires Member States to nominate more women candidates during recruitment rounds.

Outreach and external communications

The Mission carried out multiple outreach and communication activities related to gender equality and the Women, Peace and Security agenda during the reporting period. These included campaigns

¹⁷ Currently, women make up 28% of all monitors.

for the annual ‘16 Days of Activism against Gender-based Violence’ as well as International Women’s Day on 8 March. During these campaigns, the Mission engaged with the local communities through various innovative activities, such as interactive theatre performances and presentations and discussions at schools close to the Administrative Boundary Lines, photo exhibitions, as well as roundtables with civil society representatives and conflict-affected communities.

. According to the survey, 55% of all staff members felt that EUMM’s external communications, for example press statements, web articles and social media posts, incorporate a gender perspective and equal representation of women and men either to a great extent or to the fullest extent, with only 2% strongly disagreeing with the statement. Only 7% of staff members indicated that EUMM does not make efforts to ensure equal participation of women and men in external meetings.

Advancing the Women, Peace and Security agenda

The Mission continues to regularly attend and speak at information sharing and consultation meetings organised with conflict-affected women and civil society representatives related to the Incident Prevention and Response Mechanisms (IPRM) and Geneva International Discussions (GID), in the context of Georgia’s National Action Plan on UNSCR1325 on Women, Peace and Security. Women’s meaningful participation in these conflict management and resolution mechanisms continues to remain low on all sides.

The Mission marked the 19th and 20th anniversaries of the UNSCR1325 with press statements and targeted social media and web content, reiterating EUMM’s commitment to implementing the Women, Peace and Security agenda and the importance of increasing women’s meaningful participation in conflict resolution. The Mission also contributed to a comprehensive study on women’s participation in peace processes in Georgia, published by UN Women in June 2020.

Challenges and Way Forward

While EUMM has made significant progress in terms of institutionalizing gender into internal processes and in its external mandate delivery, challenges remain. Due to the high turnover of staff and varying levels of capacity related to gender issues, sustained capacity building is required. The staff survey indicated that challenges include prevailing gender stereotypes among staff, low awareness of gender issues and the limited number of women in the Mission, as well as the fear of negative consequences for speaking up about gender issues. Other challenges include the perception of gender as a “non-issue”, understanding “gender” to mean the same as women’s representation, having gender issues often considered as an “add-on” or an afterthought, and having to rely on the

willingness and proactiveness of individual monitors when interviewing interlocutors. Of EUMM middle and senior management, 15% highlighted that time constraints hamper gender mainstreaming, while 32% indicated requiring further technical support on gender.

The low representation of women in the Mission remains a critical challenge that can only effectively be tackled with commitment and determined action from Member States. While the Mission continues to implement steps to increase gender balance and create an enabling work environment for all, Member States need to introduce more women candidates during Calls for Contribution in order to increase the gender balance, including at the senior management level. Recruitment processes should also actively seek out candidates with gender competencies and prior experience of gender mainstreaming. Senior and middle management commitment to gender-responsive leadership is crucial. Investing in targeted gender trainings for managers is not enough, but has to be complemented by accountability mechanisms, such as clear integration of gender competencies into performance review processes and recruitment processes.

Increasing women's meaningful participation in conflict resolution processes and high-level meetings, including the IPRM and GID, is critical. Sustained, dedicated efforts to mainstream gender into the Mission's internal functioning and external mandate delivery remain critical at all levels of the Mission in order to effectively implement the Women, Peace and Security agenda and meaningfully advance gender equality.