

# **A GENDER PERSPECTIVE IN CIVILIAN CRISIS MANAGEMENT**

## **Experiences of Finnish Experts from the Field**

Anne Mäki-Rahkola &  
Annika Launiala

**ISSN 1797-1667 (PDF)**

CMC Finland Working Papers—Vol. 6: No. 2/2012

Copyright: CMC Finland

Published in February 2013

# CONTENT

<i>List of Abbreviations</i>	5
<i>Summary</i>	6
<i>Tiivistelmä ja suositukset</i>	8
1 Introduction	
1.1 Aim of the research project	12
1.2 Background of CMC Finland	14
2 Methodology	18
3 Results	
3.1 Background of the respondents	20
3.2 Deployment and family relationships	23
3.3 Pre-deployment and in-mission training on gender	26
3.4 Gender awareness and competence of Finnish experts	31
3.5 Women and leadership in the missions	35
3.6 Gender experiences from the missions	40
3.7 Gender mainstreaming at the mission level	46
3.8 Feedback on the survey	51
4 Discussion	53
5 Recommendations	66
6 References	68
<i>Annex I – The questionnaire</i>	70

## **LIST OF ABBREVIATIONS**

CMC	Crisis Management Centre Finland
CONOPS	Concept of Operations
CSDP	Common Security and Defence Policy
EEAS	European External Action Service
HoM	Head of Mission
HQ	Headquarters
NAP	National Action Plan
NGO	Non-governmental Organisation
OPLAN	Operation Plan
PSC	Political and Security Committee
UNSCR 1325	United Nations Security Council Resolution 1325 on 'Women, Peace and Security' (2000)

## Summary

Finland issued its first National Action Plan for the implementation of the United Nations Security Council Resolution 1325 on 'Women, Peace and Security' (UNSCR 1325) in 2008. This research report assesses how well the objectives of the National Action Plan have been realised in the context of civilian crisis management. Since 2008, Crisis Management Centre Finland has managed to significantly increase the number of seconded female experts, but limited research has been done on the role and significance of women in civilian crisis management missions. Hence, this research project entitled, *"A Gender Perspective in Civilian Crisis Management"*, was intended to examine the implementation of the National Action Plan from a wider perspective and to identify both successful practices and challenges regarding gender mainstreaming in civilian crisis management.

The research material was collected as a web-based survey, which was sent to the Finnish civilian crisis management experts currently in the missions and repatriated in 2008 or later. The questionnaire was sent by e-mail to 318 Finnish experts, out of which 165 experts (105 men and 60 women) responded. The questionnaire included questions with pre-defined options and Likert-type scales, but also several open-ended questions. For the analysis of the multi-faceted research material, both quantitative (SPSS) and qualitative (content analysis) methods were used. The respondents were asked to give only a few background details in order to preserve their anonymity.

The results of the research project show that the recruitment of female experts and increasing their number in the missions has been restricted due to some structural challenges, especially the male-dominancy of security-related organisations (the Finnish police, border guard, customs, etc.) and the lack of support for the experts who have families. This study also indicates that having well-functioning relationships with family members and friends in one's home country is significant to the well-being and working effectiveness of both male and female experts. This report also examines the problems experts face in the working environments of CSDP missions; many female experts, particularly those having civilian backgrounds, experienced some male colleagues belittling their professional skills due to their female status. This study also shows that many female experts have also experienced sexual harassment during the missions. However, it is still considered important to have female experts working in the missions, especially to create contacts with the female population and stakeholders in the host country. This project also shows how the number of women at the leadership level of missions continues to be low, despite the need for female's involvement in the missions.

The gender training provided for the experts by Crisis Management Centre Finland brought differing respondent opinions: some were content with the training they had received, while others expressed some critiques and suggested areas for improvement. Some of the respondents had not received any gender training prior to their deployment. The results also indicate that the missions generally do not provide enough systematic training on gender issues for their staff members. The level of knowledge related to gender issues and the UNSCR 1325 varies greatly among the Finnish experts; the female experts in general showing greater expertise and motivation to work for these issues. The work related to gender issues and human rights is predominantly perceived as concerns only for the women in the missions, although some of the male respondents demonstrated that they possess very good knowledge of gender issues.

CSDP-missions have different practices for mainstreaming gender in their work, for example, making use of gender advisers, collecting and analysing sex-disaggregated data, providing training for the local partners and stakeholders, and holding different kinds of events and campaigns which aim to increase awareness of women's rights and the UNSCR 1325. However, many respondents stated that improving women's rights and gender equality was not one of the priorities of the mission. Often efforts for gender mainstreaming are also lacking the support and commitment of the missions' leadership. In addition, there is insufficient knowledge of gender issues among the mission staff members and a lack of coordination between different actors that inhibits the effective implementation of a gender perspective and the UNSCR 1325.

## Tiivistelmä ja suositukset

Suomi julkaisi ensimmäisen kansallisen toimintaohjelmansa YK:n turvallisuusneuvoston päätöslauselman 1325 ”Naiset, rauha ja turvallisuus” toteuttamiseksi vuonna 2008. Tässä tutkimusraportissa arvioidaan kansallisen 1325-toimintaohjelman tavoitteiden toteutumista siviilikriisinhallinnassa. Kriisinhallintakeskus on vuoden 2008 jälkeen onnistunut nostamaan merkittävästi sekondeerattujen naisasiantuntijoiden määrää, mutta naisten roolia ja merkitystä siviilikriisinhallintamissioille ei ole juurikaan tutkittu. Tutkimusprojekti ”*Sukupuolinäkökulma siviilikriisinhallinnassa*” tarkasteleekin toimintaohjelman tavoitteiden toteutumista laajemmasta näkökulmasta ja pyrkii identifioimaan sekä onnistuneita käytäntöjä että kehittämisalueita sukupuolinäkökulman valtavirtaistamiseksi siviilikriisinhallinnassa.

Tutkimuksen aineisto kerättiin kyselytutkimuksena suomalaisille siviilikriisinhallinnan asiantuntijoille, jotka ovat kotiutuneet tehtävistä vuonna 2008 tai sen jälkeen. Webropol-kysely lähetettiin sähköpostitse 318 suomalaiselle asiantuntijalle, joista 165 (105 miestä ja 60 naista) vastasi kyselyyn. Kyselylomakkeessa oli valmiiksi strukturoituja, mutta myös paljon avoimia kysymyksiä. Runsaan ja monipuolisen tutkimusaineiston analysointiin käytettiin sekä kvantitatiivisia (SPSS) että kvalitatiivisia (sisällönanalyysi) menetelmiä. Vastaajilta kerättiin vain muutamia taustatietoja heidän anonymiteettinsa turvaamiseksi.

Tutkimuksen tulokset osoittavat, että naisasiantuntijoiden rekrytointiin ja määrän kasvattamiseen liittyy rakenteellisia haasteita, erityisesti turvallisuusalojen (Poliisi, Rajavartiolaitos, Tullilaitos) miesvaltaisuus ja tuen puuttuminen perheellisille asiantuntijoille. Toimivat suhteet perheeseen ja muihin läheisiin kotimaassa ovat merkityksellisiä asiantuntijoiden hyvinvoinnin ja työtehokkuuden kannalta. EU-missioiden työskentelyilmapiiirissä on myös selkeitä epäkohtia: monet, etenkin siviilitaustaiset naisasiantuntijat kokivat mieskollegoiden väheksyvän ammattitaitoaan ja missioissa esiintyy naisiin kohdistuvaa seksuaalista häirintää. Naisten työskentelyä missioissa pidettiin kuitenkin tärkeänä, etenkin kontaktien saamiseksi paikallisyhteiskunnan naisväestöön ja -vaikuttajiin. Naisia missioiden johtotasolla on edelleen hyvin vähän.

Asiantuntijoille Kriisinhallintakeskuksessa tarjottu *gender*-koulutus jakoi vastaajia: osa oli tyytyväisiä saamaansa koulutukseen, osa esitti voimakasta kritiikkiä ja kehittämis ehdotuksia. Kaikki vastaajat eivät myöskään olleet saaneet *gender*-koulutusta Suomessa ennen lähtöään. Lisäksi tulokset osoittavat, että missiot eivät tarjoa systemaattista koulutusta *gender*-kysymyksistä henkilökunnalleen. Suomalaisten



asiantuntijoiden *gender*-kysymyksiin ja päätöslauselmaan 1325 liittyvä osaaminen on vaihtelevan tasoista, yleisesti ottaen naisasiantuntijat osoittivat vahvempaa osaamista ja motivaatiota näiden kysymyksien kanssa työskentelyyn. Sukupuoli- ja ihmisoikeuskysymyksiin liittyvää työtä pidetäänkin missioissa lähinnä naisten tehtäväkenttänä, vaikka osa miesvastaajista osoitti kiitettävää asiantuntemusta *gender*-kysymyksistä.

EU-missioissa toteutetaan erilaisia käytäntöjä sukupuolinäkökulman valtavirtaistamiseksi, esimerkiksi *gender*-asiantuntijoiden hyödyntäminen, sukupuoli-spesifin datan kerääminen ja analysointi, koulutuksen tarjoaminen paikallisille yhteistyökumppaneille sekä erilaiset tapahtumat ja kampanjat, jotka pyrkivät lisäämään tietoisuutta naisten oikeuksista ja päätöslauselmasta 1325. Monien vastaajien näkemyksen mukaan naisten oikeuksien ja tasa-arvon edistämisellä ei kuitenkaan ole suurta painoarvoa mission tavoitteiden joukossa. Valtavirtaistamispyrkimykset kärsivät myös missioiden johtotason sitoutumattomuudesta ja tuen puutteesta, henkilökunnan puutteellisesta *gender*-osaamisesta sekä eri toimijoiden koordinaation puutteesta.

## Tutkimustuloksiin perustuvat suositukset

***Naisasiantuntijoiden määrää siviilikriisinhallintamissioissa, myös johtotehtävissä, tulee lisätä, mitä voidaan edistää merkittävästi seuraavin keinoin:***

- 1) Uudistamalla perhepoliittisia linjauksia siten, että asiantuntijoiden on mahdollista ottaa perheensä tietyille komennuksille mukaan (esim. EUMM Georgia, EULEX Kosovo, sihteeristöpaikat kansainvälisissä järjestöissä) YK:n esimerkin mukaan;
- 2) Tarjoamalla mahdollisuus lyhytaikaisiin komennuksiin ja/tai lyhytaikaisiin vierailevan asiantuntijan tehtäviin, kuten myös Suomen kansallinen 1325-toimintaohjelma suosittaa;
- 3) Lisäämällä sekondeerauksia sihteeristötehtäviin, jotka sijoittuvat Eurooppaan;
- 4) Siviilitaustaisille naisasiantuntijoille tulisi tarjota laajemmin mahdollisuuksia erilaisiin tehtäviin, ei pelkästään *gender*- ja ihmisoikeusasiantuntijoiden paikkoja, lisäksi heille tulisi tarjota eritasoisia tehtäviä (juniori- ja senioritason tehtävät, johtotehtävät);
- 5) Herkistämällä missioiden johtajia ja henkilökuntaa sukupuolikysymyksille ja päätöslauselman 1325 tavoitteille tarjoamalla koulutusta missioihin (tavoitteena työilmapiiri, joka tukee naisjohtajia ja naisasiantuntijoita missioissa);
- 6) *Gender*-kysymysten ja päätöslauselman 1325 tuntemus tulisi olla yksi valintakriteeri, kun täytetään mission johtajan ja seniori-tason esimiesten tehtäviä ja/tai heidän tulisi osallistua pakolliseen *gender*-koulutukseen ennen komennuksen alkua;

- 7) Tarjoamalla potentiaalisille naisasiantuntijoille systemaattisesti mahdollisuuksia esimieskoulutukseen kansainvälisen urapolun luomiseksi.

***Perheellisiä asiantuntijoita tulee tukea. Asiantuntijoiden työhyvinvointia ja -tehokkuutta voidaan parantaa seuraavin keinoin:***

- 1) Kriisinhallintakeskuksen tulisi kutsua perheenjäsenet, esimerkiksi puoliset ja kumppanit, mukaan lähtökoulutukseen ja tarjota perheenjäsenille samalla mahdollisuus verkostoitua toisten samanlaisessa elämäntilanteessa olevien kanssa;
- 2) Puolustusvoimien hyvää esimerkkiä seuraten, Kriisinhallintakeskus voisi järjestää asiantuntijoille ja heidän perheenjäsenilleen perhepäiviä kerran tai kaksi vuodessa;
- 3) Huomioi myös suositus 1 liittyen missioiden perhepoliittisiin linjauksiin aikaisemmassa kohdassa.

***Asiantuntijoiden ymmärrystä ja osaamista gender-kysymyksistä voidaan parantaa koulutuksella seuraavin tavoin:***

- 1) Opetusohjelman tulisi vastata asiantuntijoiden käytännön tarpeisiin missioissa, esimerkiksi tarjota käytännönläheistä koulutusta omaan tehtäväkuvaan ja päivittäisiin työtehtäviin liittyen;
- 2) Koulutusmetodien tulisi antaa koulutettavalle mahdollisuus reflektoida omia asenteitaan ja tunteitaan, jotka vaikuttavat koulutussisältöjen ymmärtämiseen ja omaksumiseen;
- 3) Arvioimalla asiantuntijoiden koulutustarpeet ennen koulutusta, jotta koulutus voidaan räätälöidä osallistujien tarpeita vastaavaksi, sekä arvioimalla oppimistulokset koulutuksen jälkeen parempien vaikutusten saavuttamiseksi;
- 4) Erottamalla *gender* ja päätöslauselma 1325 selkeästi erillisiksi sisällöiksi koulutuksessa ja korostamalla, ettei *gender* koske ainoastaan naisia;
- 5) Käyttämällä vain asiantuntevia *gender*-kouluttajia, joilla on kokemusta osallistavasta opettamisesta ja kouluttamisesta, joka perustuu koulutettavien asenteiden ja arvojen kanssa työskentelyyn. Hyvät pedagogiset taidot ovat erittäin tärkeitä onnistuneelle *gender*-koulutukselle;
- 6) Lisäämällä miesten määrää *gender*-kouluttajina tarjoamalla miehille koulutusta (Training of Trainers), mikä myötävaikuttaisi siihen, ettei sukupuolikysymyksiä pidettäisi ainoastaan naisille kuuluvina. Tämä viesti tulisi välittää myös koulutettaessa *gender*-käsitettä (*gender* käsittää niin naiset ja tytöt kuin miehet ja pojatkin).

***Syrjintään ja seksuaaliseen häirintään puuttuminen parantaa naisten työhyvinvointia missioissa. Asiantuntijoiden tulisi saada seuraavanlaista koulutusta käyttäytymissääntöihin (code of conduct) liittyen:***

- 1) Koulutuksen tulisi korostaa nollatoleranssia kaikenlaisen häirinnän suhteen (esim. ei voida erotella lievää ja vakavaa häirintää);
- 2) Koulutuksen tulisi ohjeistaa, miten häirintätapauksessa toimitaan missioissa ja miten tapauksesta raportoidaan Kriisinhallintakeskukselle;
- 3) Koulutuksen tulisi ohjeistaa, miten tukea häirinnän kohteeksi joutuneita kollegoita;
- 4) Suomalaisia mission vanhimpia tulisi ohjeistaa, miten häirintätapauksissa toimitaan ja/tai jokaisessa suomalaisessa kontingentissa tulisi olla erikseen nimitetty naisasiantuntija, joka toimii yhdyshenkilönä häirintätapauksien suhteen.

***Kriisinhallintakeskuksen tulee tuottaa ja tukea tutkimusta, joka seuraa Suomen kansallisen 1325-toimintaohjelman toteutumista:***

- 1) Siviilikriisinhallinnan asiantuntijoista tulee kerätä sukupuolispesifiä dataa ja tilastoida mm. nais- ja miesasiantuntijoiden määrät keskitason ja seniori-tason johtotehtävissä sekä palkkataso, asiantuntijoiden perhetilanne ja esille tulevat häirintätapaukset missioissa;
- 2) On tarpeellista seurata, miten kansallisen 1325-toimintaohjelman toteuttaminen edistyy, ja toistaa vastaavanlainen seurantatutkimus joko nykyisen toimintakauden (2012–2016) puolivälissä tai sen loppupuolella;
- 3) Suomalaisia ja muiden asiantuntijoita lähettävien EU-maiden toimijoita tulee kannustaa tukemaan tutkimusta, joka seuraa päätöslauselman 1325 toimeenpanoa ja tarkastelee siviilikriisinhallintamissioiden sukupuolisidonnaisia vaikutuksia;
- 4) Kriisinhallintakeskus tarvitsee oman *gender*- ja 1325-toimintasuunnitelman, joka sisältää SMART-indikaattorit ja tarvittavat toimet uuden kansallisen 1325-toimintaohjelman tavoitteiden saavuttamiseksi ja ottaa huomioon myös tämän tutkimusprojektin tulokset.

***Riittävien resurssien takaaminen Kriisinhallintakeskuksen gender-työhön ja kansallisen 1325-toimintaohjelman toteuttamiseen.***

- 1) Kriisinhallintakeskuksen tulee varmistaa, että lähetettyjen asiantuntijoiden lisäksi myös Kriisinhallintakeskuksen omalla henkilökunnalla on osaamista *gender*- ja tasa-arvokysymyksissä: tämä koskee niin koulutus-, henkilöstö- kuin tutkimus- ja kehittämissektorinkin henkilökuntaa. *Gender*-työn jatkuvuus tulisi pystyä takaamaan myös muuttuvissa henkilöstötilanteissa.

# 1 Introduction

## 1.1 Aim of the research project

The United Nations Security Council Resolution (UNSCR) 1325 on 'Women, Peace and Security' was launched in 2000 in order to strengthen women's roles and participation in conflict prevention, conflict resolution and peacebuilding, and to protect the security and human rights of women and girls, especially against sexual and gender-based violence.<sup>1</sup> The UNSCR 1325 was welcomed as a breakthrough in the context of international security, because the involvement of women in armed conflicts and in peace practices was being recognised at a high international level. The UNSCR 1325 also explicitly refers to mainstreaming a gender perspective in peacekeeping operations, although the resolution provides little instruction on how to put gender mainstreaming into practice. Thus, during the past twelve years, the UNSCR 1325 has been followed by complementary UN Resolutions<sup>2</sup> and by more specific action plans on how to implement the objectives of the resolution in governmental and organisational practices at regional and national levels. For example, the European Union is a growing actor in the crisis and conflict areas around the globe and has been developing guidelines and instruments for implementing the UNSCR 1325<sup>3</sup> in its crisis management missions.<sup>4</sup>

This research project, *"A Gender Perspective in Civilian Crisis Management"*, by CMC Finland is strongly linked to the Finnish National Action Plan (NAP) for the UNSCR 1325. Finland published its first NAP in 2008, and this plan includes a specific section for the Finnish involvement in military and civilian crisis management. The second updated National Action Plan for the period of 2012–2016 was published in June 2012.<sup>5</sup> The main objectives both in the first and second Finnish National Action Plan concerning civilian crisis management include: 1) increasing the number and share of women in crisis management, 2) ensuring that all persons deployed in crisis management missions

1 See the resolution on [www.un.org/events/res\\_1325e.pdf](http://www.un.org/events/res_1325e.pdf).

2 The UNSCR 1820 on sexual violence in conflict was adopted in 2008 and calls for effective measures to prevent and protect women and girls from sexual violence during warfare and ending impunity for these crimes. The following resolutions 1888 and 1889 (2009) brought about the establishment of a Special Representative on Sexual Violence in Conflict, and demanded that UN peacekeepers should be trained and resourced to fight against sexual violence. In addition, in 2010 The UN Security Council issued the resolution 1960 concerning monitoring and reporting mechanisms on conflict-related sexual violence and sanctions against parties using systematic sexual violence as a tactic of warfare.

3 For the progress in the EU, see e.g. Barnes 2011.

4 The key EU documents referring to crisis management include: "Comprehensive approach to the EU Implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security" (2008), "EU Guidelines on Violence against women and girls and combating all forms of discrimination against them" (2008), and "Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP" (2008).

5 See Ministry for Foreign Affairs 2012.

possess the required expertise in human rights and gender issues, and 3) civilian crisis management staff have an explicit “code of conduct” which must be followed.

The importance of the UNSCR 1325 has been widely recognised, but the resolution has also brought about relevant criticism. The title and content of the resolution easily create connotations that a gender perspective or gender mainstreaming concern only women and girls and women’s rights. In its recent document regarding the implementation of UN resolutions in the context of CSDP missions, the European Union employs the title ‘Gender, Peace and Security’ in order to emphasise the policy of including both men and women in 1325-related work.<sup>6</sup> In this research report, *gender* refers to socially constructed expectations, behaviours, and roles that are considered appropriate for men and women that change over place and time. A *gender perspective* is understood as a crosscutting issue that needs to be included in all parts of crisis management operations and missions. Drawing on the framework developed by Louise Olsson<sup>7</sup>, the implementation of the UNSCR 1325 and having a gender perspective in crisis management missions includes both internal and external dimensions. The *internal organisation* of the mission refers to the representation and equal opportunities of male and female staff members, the work environment, and the work structure of missions, for example, how gender is a part of the planning, analysing, and reporting mechanisms of the mission. *External dimensions* entail, for instance, interaction with the population and partners in the host state and how the mandate of the mission is understood and executed.<sup>8</sup>

The practical aim of this research has been to assess how well the objectives related to the UNSCR 1325 and civilian crisis management have been achieved and to learn what aspects of gender mainstreaming still require special attention in order to enhance the implementation of the Finnish NAP during the period of 2012–2016. Hence, the research objectives and questions of this study have been planned in line with the NAP objectives. The research objectives are twofold. First, our interest is to map the experiences of the Finnish female and male experts seconded<sup>9</sup> to the civilian crisis management missions by exploring how these experts view the implementation of gender and equality issues in civilian crisis management. As CMC Finland has sought to increase the number of female experts, it is important to study the role of females and their significance in the missions. On the other hand, men form the majority of the

6 Council of European Union 2012.

7 See Olsson & Tejpar 2009: 19–23; Olsson & Åhlin 2009: 7–9.

8 Olsson & Åhlin 2009: 7–9.

9 Secondment refers to a practice that the expert is under contract with and paid by the deploying state, but the actual employer is the organisation in question. Contracted staff and mission members are directly employed and paid by the respective organisation.

personnel in the missions and many recent policy documents call for stronger involvement of men in gender and 1325-related work. For this reason, men's understandings of gender and their experiences from the field must also be investigated. Second, our aim is to identify both successful practices and challenges in civilian crisis management in order to be able to develop recruitment, training, and human resources management at the national and European level. Our goal is to provide clear recommendations that enhance the implementation of the UNSCR 1325.

The detailed research questions for this study are defined as follows:

- What is a typical female/male expert's profile?
- What kind of experiences do Finnish experts have in terms of combining family life and their civilian crisis management assignments?
- What kind of training have Finnish experts received on gender and on the UNSCR 1325 before and during their secondment? How do they assess the usefulness of this training?
- What kind of understanding do Finnish experts have concerning gender issues and the UNSCR 1325, and does this understanding differ between female and male experts?
- What kind of roles do female experts have in the missions, and how do these women experience the mission as a working environment? Does the number of female experts among staff members have an impact on the work environment and the implementation of the UNSCR 1325?
- How have gender and the UNSCR 1325 been taken into account in civilian crisis management missions, according to the experts?

## **1.2 Background of CMC Finland**

CMC Finland is responsible for deploying and training civilian experts mainly for the international crisis management and peacebuilding missions of the European Union, but also for international missions by the UN and the OSCE. The National Strategy for Civilian Crisis Management<sup>10</sup> defines the desirable participation level as having a permanent number of 150 Finnish experts in the field. Police officers represent the major group of all civilian crisis management experts seconded by Finland. In addition, CMC Finland deploys rule of law experts, border guards, and customs officers, as well as experts for civil protection and monitoring, mission support, administrative, and adviser positions. The detailed distribution of Finnish experts by sex and professional background/EU mission function is presented in Table 1 as of June 2012. The total

10 See Ministry of the Interior 2008.

number of experts also includes personnel who were seconded before the establishment of CMC Finland recruitment activities in August 2008, but repatriated from the missions during the centre's existence.

*Table 1. Seconded Finnish civilian crisis management experts by profession/mission function and sex.*

	<b>Female(%)</b>	<b>Male(%)</b>	<b>Total (%)</b>
Police	19 (15 %)	124 (42 %)	143 (34 %)
Rule of Law	22 (18 %)	45 (15 %)	67 (16 %)
Border	4 (3 %)	26 (9 %)	30 (7 %)
Customs	-	9 (3 %)	9 (2 %)
Civilian Administration	-	1 (0,5 %)	1 (0,2 %)
Human Rights & Gender	13 (10 %)	1 (0,5 %)	14 (3,3 %)
Monitors	22 (18 %)	18 (6 %)	40 (9,5 %)
Mission Support	16 (13 %)	40 (13,5 %)	56 (13 %)
Mission Leadership Support	22 (18 %)	29 (10 %)	51 (12 %)
Secreteriat	7 (5 %)	1 (0,5 %)	8 (2 %)
<b>Total</b>	<b>125 (100 %)</b>	<b>294 (100 %)</b>	<b>419 (100 %)</b>

Since 2008, CMC Finland has successfully increased the amount of women in civilian crisis management missions and its aim is to ensure that at least 40% of the Finnish experts who are deployed in the missions are female. In the beginning of June 2012, CMC Finland had 108 experts in missions, (67 men and 41 women), out of which 38% were female experts (see Figure 1 for details).



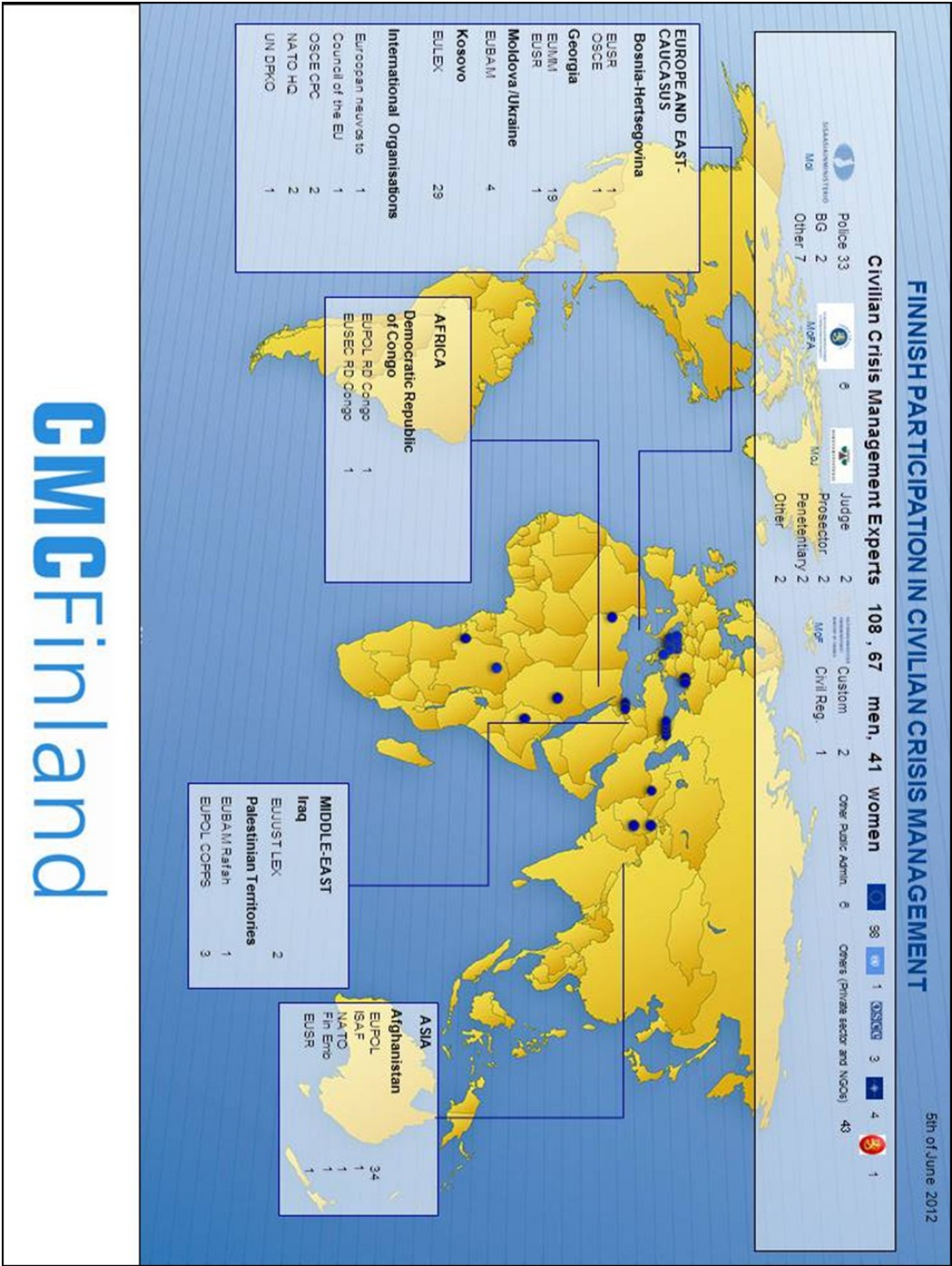


Figure 1. Finnish participation in civilian crisis management as of June 5<sup>th</sup> 2012.



Training civilian crisis management experts is one of the principal tasks of CMC Finland. Training aims to provide the experts with the skills needed in the EU civilian crisis management missions as well as in missions for other international organisations. Gender equality is one of the three core values of CMC Finland<sup>11</sup>, and training on gender and the UNSCR 1325 has therefore been incorporated in all of CMC's training curricula either as a separate module or by mainstreaming it within the various topics in each training course.<sup>12</sup> For example, in 2011, the basic course for EU missions<sup>13</sup> had a special session on gender and the UNSCR 1325 lasting for 1,5 hours. The training that is generally provided by CMC Finland ranges from basic to advanced courses<sup>14</sup>, and CMC Finland also organises pre-deployment training for the nominated personnel prior to their departure. If a potential Finnish recruit has no previous work experience in international operations, completing a ten-day basic course for the EU missions is a pre-condition for the secondment.

11 The two other values are comprehensive crisis management and human security.

12 See Pitkänen 2009: 34–35.

13 EU Concept Core Course.

14 See more details from CMC's training calendar: [www.cmcfinland.fi](http://www.cmcfinland.fi).

## 2 Methodology

The research was carried out as a web-based survey in January 2012 over a period of three weeks. The target group of the survey was experts deployed by CMC Finland since 2008, excluding 30 persons who took part in a qualitative study by a university researcher in the summer of 2011.<sup>15</sup> The web questionnaire was sent out to 318 Finnish experts (229 males and 89 females) who were either currently serving in a civilian crisis management mission or had been repatriated from a mission in 2008 or later. In total, 165 repatriated or currently deployed civilian crisis management experts answered the survey, out of which 105 were males and 60 females. The response rate was 52% (for men's part 46% and for women's part 67%). Men's responses in particular were considered important as ca. 80% of the experts in CSDP missions are men, and therefore it is crucial to understand how male experts perceive gender issues and the UNSCR 1325. On the other hand, mapping Finnish women's experiences was one central goal of this research project, as little research exists on women working in civilian crisis management missions.<sup>16</sup>

The extensive survey questionnaire (see Annex I) included structured questions with predefined options and Likert-type scales, but also several open-ended questions to provide more comprehensive information. The 1325 Steering Committee of CMC Finland<sup>17</sup> formed an advisory group for this research project and the committee commented on the research plan, the questionnaire, and the drafted research report. The questionnaire was revised and finalised after a round of comments and pre-testing. It was decided that only a few background details of respondents would be collected in order to preserve respondents' anonymity, since the survey also covered sensitive topics, such as experiences of sexual harassment in the missions, and because freedom to share these experiences and opinions was considered important. Background details included sex, age, the respondents' background organisation or employer in Finland prior to their secondment, and the mission(s) in which the experts currently serve or have served. The missions that have had only a small amount of Finnish experts were left out of the list in order to ensure the anonymity of the survey's respondents.

15 Suhonen, Johanna, 2012. *Sukupuolittunut siviilikriisinhallinta. Suomalaisten siviilikriisinhallinnan asiantuntijoiden kokemuksia EU-operaatioista*. M.Soc.Sc. Thesis, University of Turku.

16 In Finland, inter alia Elina Penttinen (2009; 2010) has studied experiences of Finnish female police officers in civilian crisis management. See also the research work of Johanna Valenius, Pirjo Jukarainen and Sirkku Terävä.

17 In April 2008, CMC Finland established its own 1325 Steering Committee including representatives from line ministries, universities and civil society organisations, such as the 1325 Network of Finland. The mandate of the Steering Committee is to coordinate and consolidate the thematic work around the UNSCR 1325, and it can also provide recommendations for the recruitment, training and research activities by CMC Finland.

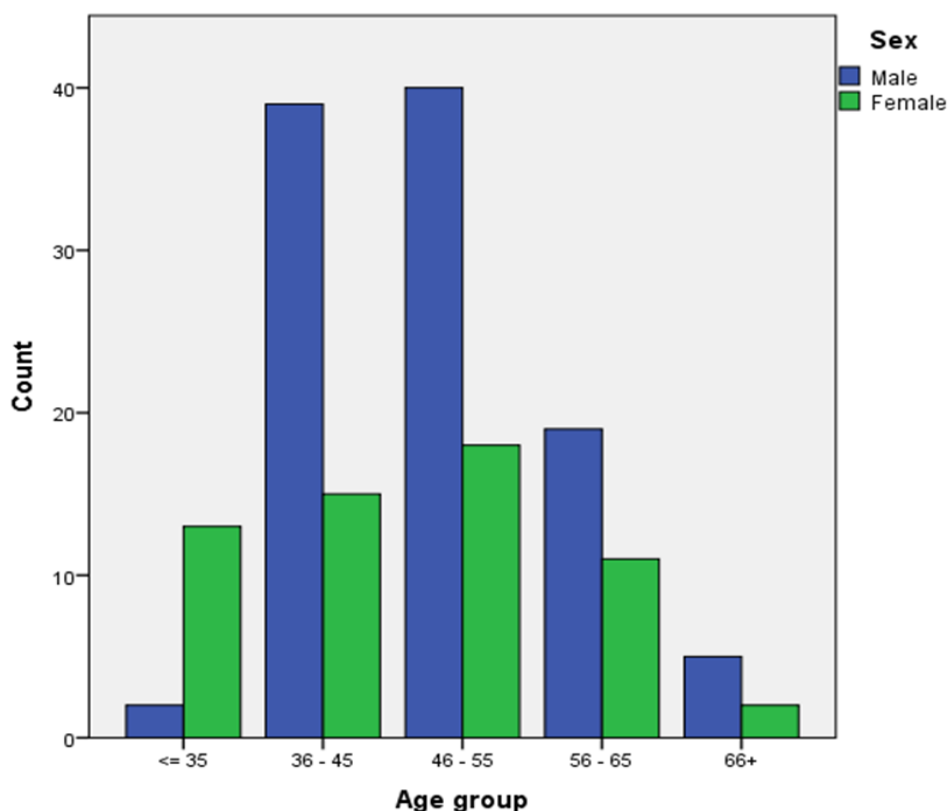
Both quantitative and qualitative analysis was used for the research data collected. The open-ended questions provided multi-faceted data which was coded and divided into categories and sub-categories by each question. After this step, both quantitative and qualitative data was processed by SPSS and cross-tabulated in order to see frequencies of certain topics or phenomena and in order to identify the potential differences in answers based upon the sex of the respondents. The textual material from the open-ended responses was used to deepen the information provided by the statistics, and this research report makes extensive use of direct quotes from the respondents. It should be noted that the original questionnaire was formulated in the Finnish language, but for the purposes of this research report, the questionnaire was translated into English. The same applies to the direct quotations from the survey; the original answers in Finnish have been placed in the footnotes.

### 3 Results

#### 3.1 Background of the respondents

The respondents were asked to provide the following background information: sex, year of birth, family situation, background organisation or employer prior to their deployment, and the civilian crisis management mission(s) in which the experts currently serve or have served. Most respondents belonged to the age groups of 36–45 years and 46–55 years, which is in line with the average age groups of Finnish experts deployed by CMC Finland. No official age limit for experts exists, but due to other requirements for a secondment, such as years of work experience, the average expert tends to be middle-aged.<sup>18</sup> Regarding the age distribution of the respondents, there were no significant differences between the ages of the male and female respondents. The only exception was the group of the youngest experts (35 years or younger). In this group, the female respondents outnumbered the male respondents by 13 to 2. (See Figure 2 for the detailed age distribution)

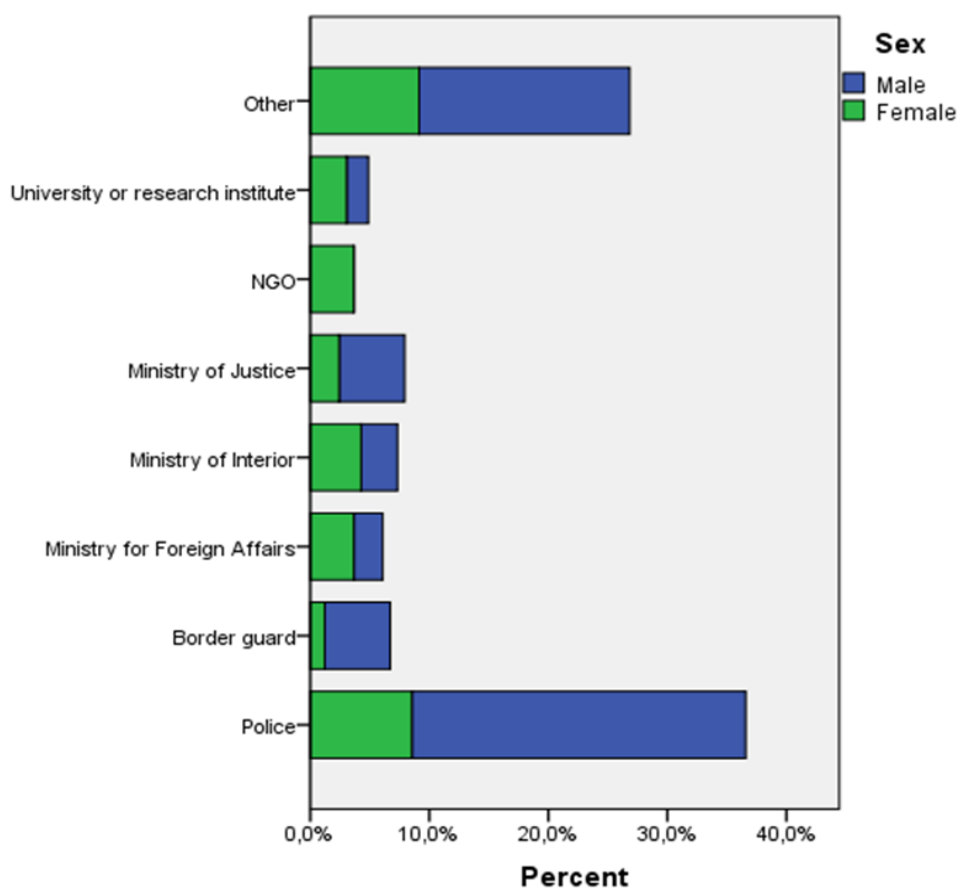
Figure 2. Respondents distributed by age group and sex (N=164).



18 The general requirements for candidates applying for civilian crisis management positions include Finnish citizenship, relevant working experience, good mental and physical health, and international experience and good language skills. The experts are also expected to have training for civilian crisis management, either by CMC Finland or by other international training provider. For more details of the selection criteria of experts see CMC Finland 2012: *Asiantuntijan opas* (CMC guide for experts, available only in Finnish).

Figure 3 shows the organisational or professional background of the respondents. The police form the biggest category of experts, reflecting Finland's common professional involvement in civilian crisis management. The Finnish police, as well as the border guard, are typically male-dominated institutions.<sup>19</sup> Among the respondents, there were 14 female police officers (24% of the female respondents) and only two female border guard experts (3% of the female respondents). The category 'other' makes up a significant part of the respondents. This category consists of persons with professional backgrounds in Finnish Defence Forces, customs, rescue services, international organisations such as the UN, or those who are freelancers or have been employed by a private company. All of the six experts from the Finnish NGO sector were women (10% of the female respondents). The figure reflects the different expert profiles of Finnish men and women, as there are generally less female border guards, customs, or police officers in the missions than there are seconded females in rule of law, monitoring, and adviser functions (see also Table 1 on page 16).

*Figure 3. Respondents by background organisation or employer before deployment and sex (N=164).*



<sup>19</sup> See for example Suhonen 2012: 24.

During the past years, CSDP missions in Afghanistan, Georgia, and Kosovo have formed the three biggest missions in which Finnish civilian crisis management experts have been deployed to, which is reflected in the respondents' backgrounds in the survey. Most of the respondents have worked either in the EU Rule of Law Mission in Kosovo (48 respondents) or in the EU Police Mission in Afghanistan (40 respondents). The third biggest mission, the EU Monitoring Mission in Georgia, was represented by 22 respondents. CMC Finland also deploys experts for the headquarters and secretariats of international organisations (e.g. NATO, OSCE). Among the respondents, 30 of them had had experience working in HQ or Secretariat.

*Table 2. The number of female and male respondents in different missions and assignments (N=165).*

	Female	Male	Total
EUBAM Moldova / Ukraine	2	7	9
EULEX Kosovo	16	32	48
EUMM Georgia	11	11	22
EUPM Bosnia-Herzegovina	4	12	16
EUPOL Afghanistan	8	32	40
EUPOL COPPS	1	5	6
International organisations / secretariats	20	10	30
Other missions or assignments	26	59	85

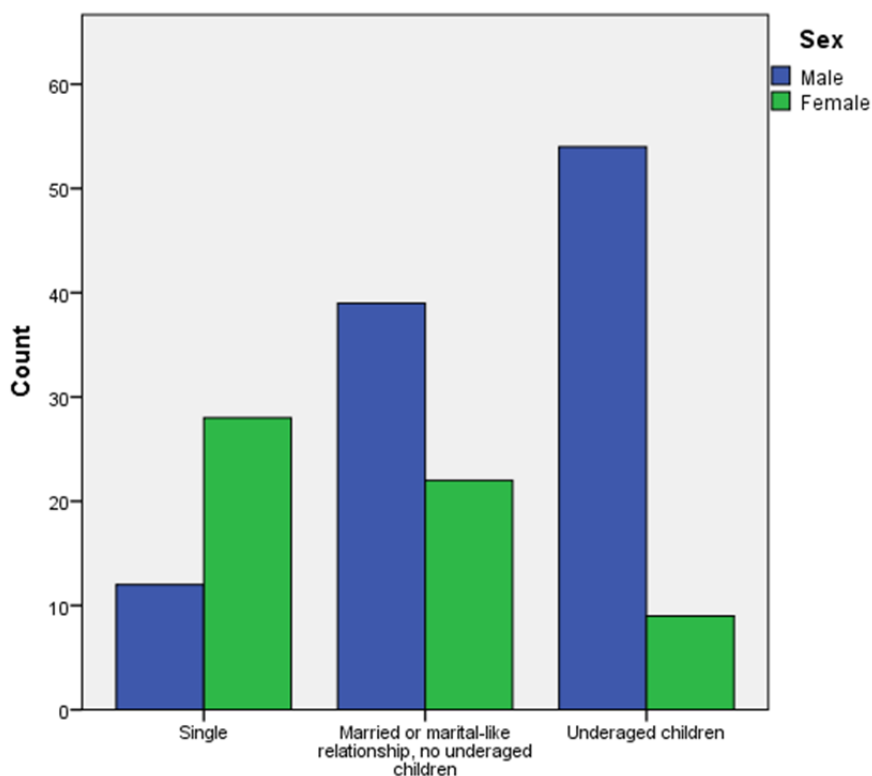
Table 2 shows the number of female and male respondents in different missions. As many Finnish experts have served in more than one mission, an individual respondent could choose several options from the mission list. A significant amount of respondents also picked the option 'other missions or assignments' (26 female and 59 male experts). This category includes all the smaller missions, which have had only a few Finnish experts (e.g. EUPOL RD Congo, EUJUST LEX Iraq). It is also possible that the respondents have chosen this category when they have been working in international assignments but have not been seconded by CMC Finland. In some missions, the sex distribution of experts is more balanced than in the others, for example, the monitoring mission in Georgia has proportionally more female staff members than EUPOL Afghanistan.<sup>20</sup> The varying gender balance of the missions was visible also in the survey responses. Also, a notable proportion of female respondents, 33% (20/60), had been working in HQ or Secretariat positions. In this respect, the female respondents outnumbered the Finnish male experts.

### 3.2 Deployment and family relationships

Finnish civilian crisis management experts are usually deployed for one year at a time, often with a possibility of extension for a second and third year.<sup>21</sup> According to the current policy, the European Union missions are defined as *non-family missions*, which means that the missions do not support the experts in bringing along their families and the missions do not take responsibility of family members in case of an evacuation. The survey included specific questions about the family relationships of respondents and their experiences of combining their mission and family life. The results show that there is a clear difference between the family relationships of deployed male and female experts (see Figure 4 for details). Whereas 51% of the male respondents (54/105) had children under 18 years old, among the female respondents, the corresponding amount was only 15% (9/59). Nearly half of the female respondents, 48% (28/59), were single, whereas among the men this category was the smallest one, 11% (12/105). The remaining third category consisted of men (39/105) and women (22/59) who had a spouse or partner back home, but no children, or their children were not living with the parents anymore.

20 European External Action Service, Gender figures from 29.2.2012. In EUMM Georgia 21,4% of the international seconded and contracted staff were female, in EUPOL Afghanistan the equivalent figure was 13,7%. In EULEX Kosovo female staff members made up 18,2% of the international staff.

Figure 4. Respondents' family situations distributed by sex (N=164).



Most respondents reported that they had not experienced any difficulties when combining their family and mission life (see question 6 in the form). However, the qualitative data reveals a more nuanced picture of the situation as well as the importance of well-functioning family relationships while being deployed in a mission. Firstly, many experts expressed that regular communication with family and friends back home as well as the off-duty leaves that allowed them to spend time together with their family played a crucial role in maintaining good relations with the home front. These conditions were considered important for the mental well-being of experts, and helped them to work in challenging conditions. Some respondents also highlighted the importance of getting prepared for their deployment together with the family, for example, by talking openly about the working conditions and potential dangers in the mission area and how the responsibilities between the parents should be shared during the secondment.

- 21 During the year 2012 CMC Finland has formulated a new policy concerning the length of secondments in extraordinary challenging conditions based on the study conducted by national occupational health care, which focused on Finnish secondees working in Kabul, Afghanistan. For the future, the maximum duration of secondment for Finnish experts in Afghanistan will be restricted to two years. For other missions, the maximum duration will be considered case-specifically. See CMC Finland 2012: 27–28.



*"Before sending the application, the possible selection and deployment need to be discussed carefully with the spouse and children. The last weeks prior to departure are the hardest ones in families with children, especially for the kids, but if everything has been talked over, and it has been explained to the kids why father or mother goes working abroad, the things are easier. Fortunately, it is possible to keep contact by Skype during the mission and to go home relatively often, so in my case the family matters have worked out surprisingly well."* (Male respondent, 47, underaged children)<sup>22</sup>

Despite the current EU policy on non-family missions, several respondents (17 males and 3 females) had arranged it so that they could take their partner and/or children to the mission area during the secondment, or at least the family members could visit the mission area regularly for shorter periods of time. Some of these respondents had put a great deal of effort into organising childcare, the schooling of their children, and/or organising the frequent travel of their family members between Finland and the mission area. These arrangements might require sacrifices also from the spouses and partners of experts, for example, in relation to their careers.

*"My current partner took unpaid leave from her work, and she is therefore able to stay also longer periods in Kosovo with me. Her presence contributes significantly to my well-being in Kosovo. Without this [arrangement], I would probably have had to return Finland by now."* (Male respondent, 41, no children)<sup>23</sup>

While one parent or family member is abroad, the ones staying back home carry the responsibility over the household and childcare. Few respondents perceived that they left a heavy burden to their partners and/or spouses, and the feelings of missing out on important family issues or being needed at home during problematic times were expressed by the respondents. Some respondents stressed that the private life and family circumstances of an expert should be stable before their deployment – otherwise it is very likely that problems will arise sooner or later. As one male respondent put it, the mission should not be a solution for the problems in one's private life. In a stressful working environment, these private problems tend to escalate. Some couples might not be able to figure out the problems that the long distance causes. A couple of respondents reported that being in the mission was one of the reasons why their intimate relationship broke before they returned to Finland or very soon after the repatriation.

22 Original quote: "Ennen hakemuksen lähettämistä mahdollinen valinta ja lähtö on keskusteltava puolison ja lapsen kanssa tarkasti. Lähtöpäivää edeltävät viikot ovat lapsiperheessä vaikeimpia, varsinkin lapsille, mutta jos kaikki on puhuttu läpi ja kerrottu miksi isä tai äiti lähtee ulkomaille työskentelemään, asiat helpottuvat. Mission aikana on onneksi mahdollisuus olla skypeillä yhteydessä, käydä suht. koht. useasti kotona, joten ainakin osaltani perheasiat ovat sujuneet yllättävänkin hyvin."

23 "Nykyinen avopuolisoni otti vuorotteluvapaata työstään ja pystyy siten olemaan pitkiäkin aikoja kanssani Kosovossa. Tämä on huomattavasti helpottanut viihtymistäni Kosovossa. Ilman tätä olisin luultavasti jo joutunut lähtemään takaisin Suomeen."

Some ten respondents said that their family situation or becoming a parent complicates the possibility for deployment in a mission considerably. Also, the aging of parents was a high concern for a few respondents.

*"During the mission, I didn't yet have a child, but my relationship was one of the reasons why I didn't apply for the extension of my secondment. I felt I had collected enough experience during that one year, and another year wouldn't be worth a long separation. The holidays went well, and the year was good. So, combining [work and family] was not very challenging. As I now have a small child, I don't think about going on civilian crisis management missions, or I might only go on shorter secondments, max. 3 months. However, Georgia seemed so safe that it should be considered if one could bring the family with him/her. Back then many brought their families along unofficially. The proportion of women in the missions could surely be increased if it would be possible to take family with [to the mission]."* (Female respondent, 33, underaged children)<sup>24</sup>

### 3.3 Pre-deployment and in-mission training on gender

Finland's National Action Plan for the UNSCR 1325 calls for ensuring that all deployed personnel have a sufficient level of knowledge of 1325-related issues, i.e. gender and human rights issues.<sup>25</sup> 79% (131/165) of the respondents had participated in the training courses at CMC Finland. Of those who participated in these courses, 88 respondents (53 men and 35 women) reported to have received some training on gender issues at CMC. A few persons received gender training elsewhere, for example, in the context of their previous international assignments or by other providers of training, such as Folke Bernadotte Academy in Sweden.

The respondents were asked if they considered training on gender provided by CMC Finland to be useful. The responses can be divided into four different categories as follows:

- 1) Gender training was seen as useful/important and the feedback was positive,
- 2) Critical feedback was given on gender training and proposals for improvements,
- 3) Gender training was considered important, but the respondent did not personally feel he/she had gained any new information in the training,
- 4) Gender issues were considered as a self-evident matter for Finnish experts, therefore, training on gender was seen as unnecessary.

24 "Missiolla ollessani minulla ei ollut vielä lasta, mutta parisuhde oli yksi syy, miksi en hakenut jatkokautta. Tuntui, että vuodessa oli kertynyt tarpeeksi kokemuksia, ja ettei toinen vuosi olisi pitkän eron arvoista. Lomat olivat hyvät ja vuosi meni mukavasti. Kovin haasteellista yhteensovittaminen ei siis ollut. Nyt kun minulla on pieni lapsi, en ajattele siviilikriisinhallintatehtäviä, tai mahdollisesti vain lyhyempiä max. 3 kk keikkoja. Georgia esimerkiksi kuitenkin vaikutti niin turvalliselta, että pitäisi harkita olisiko se myös perhe paikka. Nythän monet toivat perheensä sinne epävirallisesti. Naisten osuutta missioilla voitaisiin varmasti lisätä, jos perheen voisi ottaa mukaan."

25 Ministry for Foreign Affairs 2012: 29–30.

35 respondents (25 men and 10 women) out of 96 persons who commented on the topic of gender training perceived the gender training at CMC as a useful and important topic. The respondents said that the training had familiarised them with the basic concepts related to the subject, and had increased their understanding of gender relations in different mission contexts. For some participants, the training had raised their awareness and had motivated them to research more about the topic.

*"[The training] was very useful. It raised the awareness of gender issues. Gender issues are not the core competence of Police / Customs / Judiciary, hence one wouldn't necessarily apply for this kind of training unless it wouldn't be a part of some other training." (Female respondent, 36)<sup>26</sup>*

The course participants usually represent a mixed crowd in regard to their sex and field of expertise, which one female respondent considered to be an important component of successful training. Persons with different backgrounds can add their different experiences to the subject, and in this way, the participants can learn more through dialogue, and sometimes opposing views.

The results showed that not all of the respondents were content with the gender training they had received at CMC Finland. 14 female and 12 male respondents out of 96 experts expressed that the training on gender needs major development and improvements.

*"Personally, [the training] wasn't so [useful] to me, the target group was people who did not have much knowledge of the subject, mainly the men. The practical or concrete approach was missing. We were not trained in how to take gender into account in a positive way in work, instead [we were told] of only dos and don'ts or women's situations were bemoaned. Too much focus is put on human trafficking and harassment and on the code of conduct, where women are seen as victims and objects, instead of focusing on women in programmatic work." (Female respondent, 46)<sup>27</sup>*

*"The training in the basic course was good. The gender session in the pre-deployment training was almost a total failure. It gave the impression that gender issues are advanced only because there is the UN Resolution 1325, not because the matter itself is important." (Male respondent, 39)<sup>28</sup>*

26 "Oli erittäin hyödyllistä. Nosti gender-asiat tietoisuuteen. Gender-asiat eivät ole poliisin/tullin/ oikeuslaitoksen ydinosaamista, joten tällaiseen koulutukseen ei tulisi välttämättä hakeuduttua, ellei se olisi osana muuta koulutusta."

27 "Itselleni ei niinkään, oli suunnattu niille joilla ei ole alan osaamista paljoakaan; lähinnä miehille suunnattu. Ei tarpeeksi käytännönläheinen tai konkreettinen. Ei opeteta sitä miten käytännössä gender otetaan huomioon työssä positiivisesti, eikä vain kieltoina ja varoituksina tai naisten aseman surkutteluna. Keskitytään ihmiskauppaa ja häirintään ja code of conductiin = eli naisiin uhreina ja kohteina, eikä naisiin ohjelmatyössä."

28 "Peruskurssin koulutus oli hyvä. Pre-deployment-kurssin gender-koulutus oli melko täydellisesti epäonnistunut. Tuli tunne että yritetään väkisin viedä gender asioita eteenpäin koska on olemassa YK:n päätöslauselma 1325, ei sen takia että itse asia olisi tärkeä."

The respondents who were critical of gender training wanted it to include more real-life examples and practical exercises on how to incorporate gender into their daily work in the missions. Some women criticised that the concept of gender was not treated in the right way to begin with. For example, one female respondent felt that the trainer ended up reinforcing existing gender stereotypes and was not able to bring the socially constructed nature of gender roles into the discussion (see below Table 3 for summary of feedback on CMC's gender training).

*Table 3. Summary of feedback on CMC gender training based on qualitative responses (N=96).*

Positive feedback	Critical feedback
<ul style="list-style-type: none"> <li>• awareness raising function, encourages discussion on gender roles</li> </ul>	<ul style="list-style-type: none"> <li>• superficiality, too theoretical</li> </ul>
<ul style="list-style-type: none"> <li>• use of real-life cases</li> </ul>	<ul style="list-style-type: none"> <li>• clearer link to the practice and more practical exercises needed</li> </ul>
<ul style="list-style-type: none"> <li>• enhances understanding of cultural context in the mission area</li> </ul>	<ul style="list-style-type: none"> <li>• misleading conception of gender</li> </ul>
<ul style="list-style-type: none"> <li>• clarifies basic concepts and international documents</li> </ul>	<ul style="list-style-type: none"> <li>• the importance of the subject could not be transmitted</li> </ul>
<ul style="list-style-type: none"> <li>• good trainers</li> </ul>	<ul style="list-style-type: none"> <li>• negative connotations with the subject matter, e.g. dos and don'ts, women as victims</li> </ul>

According to a few respondents (6 men and 4 women), the gender training provided by CMC Finland did not offer them any new information. Their general attitude towards gender training was supportive, but most of them had received training on gender elsewhere before participating in the CMC courses, and a few of them were also working with gender issues in their current or previous position. Because of this former knowledge from these experts, they considered the training useful as revision, but not really in terms of providing them new information or skills.

Another group that felt it had not gained much from the gender training were the respondents who considered Finnish (or Nordic) trainees as 'natural gender experts' because of their societal and educational background, or perceived the subject matter as belonging to common sense.

*"Finland and other Nordic countries are leading the way in gender issues, so I believe that Finnish experts know these things without any particular training. The general basic education/training in Finland offers sufficient knowledge and skills to take gender issues into account in the missions without any extra fussing which might turn against to the matter at some point." (Male respondent, 50)<sup>29</sup>*

The questionnaire included a list of potential gender-related topics to be included in trainings and the respondents were asked to assess these topics on a three-point scale in terms of how necessary they considered each topic to be (see Table 4). The most popular topics on the list included information pertaining to the daily life and security needs of local men and women and other experts' experiences from the field. Training on the concept of gender and United Nations resolutions concerning women in conflict were the least favored topics for trainings. However, the female respondents viewed the training on the UNSCR 1325 and the complementary UN resolutions as being somewhat more important than the male respondents. The female respondents also considered the practical exercises of situations when gender matters and the evaluation of gendered implications of the missions as more relevant topics than the men.

In addition to training provided by deploying EU member states, the missions organise in-mission training for its personnel. According to the results, only 36% of respondents (59/165) had received training on gender in the mission context. Some respondents pointed out that rotation in missions is fast, and sometimes trainings are communicated to the personnel at a very short notice, the result being that quite many international staff members do not get any training on gender either before or during their secondment.

The respondents, who were critical of gender training in the missions, raised some of the same criticisms as in relation to CMC gender training. The respondents hoped for more examples of practical applications to their daily work and to the operational context in the in-mission training. Some respondents stressed that gender is too often presented as merely a 'women's issue' which does not concern men in the first place. According to respondents, one of the greatest challenges is the varying level of knowledge of gender issues among the multinational personnel.

29 "Suomi ja pohjoismaat ovat edelläkävijöitä Gender asioissa, joten uskon, että suomalaiset asiantuntijat osaavat nämä asiat ottaa huomioon ilman erityistä koulutustakin. Yleinen suomalainen peruskasvatus/koulutus antaa riittävät tiedot ja taidot Gender asioiden huomioimiseksi operaatioissa ilman mitään erityistä vouhotusta, joka saattaa jossain vaiheessa jopa kääntyä itse asiaa vastaan."

*Table 4. A selected list of potential topics for training and the respondents' perceptions of these topics on a three-point scale (N=165).*

	<b>Male (Number and %)</b>			<b>Female (Number and %)</b>		
<b>Topic</b>	Needed	Somewhat needed	Not needed	Needed	Somewhat needed	Not needed
Information of the daily life and security needs of local women and men	74 (70%)	30 (30%)	1 (1%)	44 (73%)	15 (25%)	1 (2%)
General information of human rights	49 (47%)	49 (47%)	7 (6%)	35 (58%)	25 (42%)	0 (0%)
Training on how to identify and deal with human trafficking	50 (48%)	49 (47%)	6 (5%)	34 (57%)	25 (42%)	1 (2%)
The concept of gender	22 (21%)	75 (71%)	8 (8%)	18 (30%)	37 (62%)	5 (8%)
UNSCR 1325 and other resolutions related to women and children in conflict	22 (21%)	76 (74%)	5 (5%)	23 (38%)	37 (62%)	0 (0%)
Practical exercises of situations when gender matters	46 (44%)	47 (45%)	12 (11%)	41 (68%)	16 (27%)	3 (5%)
Practical exercises on how to evaluate gendered implications of the missions	33 (31%)	57 (54%)	15 (14%)	33 (55%)	21 (35%)	6 (10%)
Operational code of conduct to avoid gender-based harassment and exploitation	43 (41%)	57 (54%)	5 (5%)	32 (55%)	23 (40%)	3 (5%)
Others' experiences from the field	72 (71%)	28 (28%)	1 (1%)	39 (70%)	17 (30%)	0 (0%)

*"[The in-mission training] was and wasn't useful. It seems that in gender training, too much time was spent on the basics. On the other hand, the training produced an interesting set-up, as participants from different cultures had to reflect their own attitudes and 'self-evident truths'. The course was organised because the mission was obligated to do several, fairly large projects and to guarantee a gender approach in them." (Male respondent, 38)<sup>30</sup>*

Personal attitudes and values of the participants also play a key role in how experts adopt information shared during gender training. Some respondents were having doubts if the in-mission training would have any impact on the target group trained.

*"[The training] didn't offer any new information to me. If equality is not one of the expert's personal values prior to the mission, the in-mission training won't change that – and probably no training will." (Male respondent, 48)<sup>31</sup>*

The ability to assimilate gender issues was often explained by the cultural backgrounds of training participants. Again, the discourse of the Finnish or Nordic personnel as pioneers in gender mainstreaming was repeated - in the context of in-mission training, with even stronger tones than the CMC courses. Few respondents were of the opinion that Finnish experts have no use for gender training, and it would be more appropriate to train local people in the mission area, or the international colleagues with a low awareness of gender issues.

### **3.4 Gender awareness and competence of Finnish experts**

The respondents were also asked to explain their personal understanding of the concept of gender and the key issues of the UNSCR 1325. Furthermore, the respondents were asked to assess their personal gender competence and the importance of having a gender approach in civilian crisis management missions, as well as in their own work, by using a four-point scale. Generally, respondents evaluated their level of gender competence to be high. The clear majority of respondents, 70% (116/165), out of which 33 were females and 83 were males, claimed that they have a good understanding of gender and that they are able to include the concept in their work. In addition to this, 18% (31/165) of the respondents also saw themselves capable of training gender and equality issues to others. The results show that women were more confident in this matter than men; 40% of female respondents (24/60) considered themselves capable

30 "Kyllä ja ei. Vaikuttaa, että suhteettoman suuri osuus gender-koulutuksesta kuluu perusasioiden läpikäymiseen. Toisaalta koulutuksessa saatiin herkullinen asetelma, kun eri kulttuureja edustavat osallistujat joutuivat arvioimaan omia käsityksiään ja "itsestäänselvyyksiä". Käymäni kurssin taustalla oli operaatiolle tullut velvollisuus tehdä useita suurehkoja hankkeita ja gender-näkökulman varmistaminen niissä."

31 "Henkilökohtaisesti ei ollut mitään uutta. Jos Tasa-arvo ei kuulu henkilön omiin arvoihin missiolla tullessa, asia ei muutu täällä saatavalla koulutuksella – eikä todennäköisesti muullakaan koulutuksella."

of conducting this type of training. Among the male respondents, the corresponding figure was 7% (7/105). In addition, fifteen men and three women responded that they are aware of gender, but do not see its relevance for their work.

The open-ended responses of the respondents demonstrate that the concept of gender has different meanings amongst the Finnish experts. The majority of the respondents understood gender as being something social or cultural, a set of values, roles, and expectations that shape and affect the lives of men and women. Around one quarter of all the respondents saw the equality and equity that exists between men and women, including the efforts to reach them, as being inherent to the concept of gender. Some respondents referred to both internal and external aspects of crisis management missions; they highlighted that the rights of both the colleagues working in the mission and the local population are to be respected. Few respondents understood gender in connection to gender-based discrimination, human rights violations and/or sexual abuse, and/or as a means to fight against such issues. For some respondents, gender meant a specific focus on the rights and needs of women.

*"So, I see the issue as connected to my work and I apply it partly. However, I don't know the complete explanation of the concept. Personally I think that [gender] is related to human trafficking and public order. Above all to the position of women in the society." (Female respondent, 38)<sup>32</sup>*

Some other respondents wanted to stress that gender does not concern only women but also men and boys. In few responses, the connotations with women's rights and improving women's situation caused strong reactions, as follows:

*"[Gender means] the equality between sexes. I'm starting to get pissed off here because I get the impression that gender is used only for enhancing women's rights. When I hear the word 'gender', I get the feeling as if I was accused for something." (Male respondent, 36)<sup>33</sup>*

The results also suggest that some experts might have heard of gender for the first time when participating in civilian crisis management training, and not everyone finds the concept to be relevant:

*"[Gender is] a buzzword that is repeated a lot. Apparently it has something to do with the equality between women and men. I have managed well, even if I haven't familiarised myself with the concept." (Male respondent, 38)<sup>34</sup>*

32 "Eli näen asian yhteyden työhöni ja sovellan sitä osittain. Kuitenkin täydellinen selitys käsitteestä on hakusessa. Itse ajattelen sen liittyvän niin ihmiskauppaan kuin yhteiskuntajärjestykseen. Ennen kaikkea naisten asemaan yhteiskunnassa."

33 "Sukupuolten välistä tasa-arvoa. Itseäni tässä alkaa vituttaa se että, miksi genderistä saa sellaisen kuvan että sillä vain ja ainoastaan ajetaan naisten etuja. Kun kuulee sanan "gender", tulee sellainen olo niin kuin tässä syytettäisiin jostain?"

34 "Muotisana, jota viljellään paljon. Ilmeisesti liittyy naisten ja miesten väliseen tasa-arvoon. Hyvin olen pärjännyt, vaikka en ole käsitteeseen perehtynyt."



84% of all the respondents (83 males and 55 females) reported that they have heard of the UNSCR 1325. Given these results, the content of the resolution was completely unknown for 22 male respondents (21%) and 5 female respondents (8%). Drawing on the qualitative research material, the depth of understanding regarding the content of the UNSCR 1325 also varies among the respondents. Some respondents had clearly familiarised themselves with the resolution, others have heard of it, but could not explicitly recall its content or explain the purpose of the resolution.

Generally, the respondents considered a gender approach to be more meaningful for the crisis management missions as a whole, rather than to their personal work in civilian crisis management missions. However, the results show that female respondents considered a gender approach and gender competence to be more important than the male respondents did. 47% (28/60) of female respondents considered a gender approach to be 'very important' for the success of civilian crisis management missions, whereas 48% (50/105) of male respondents chose the options at the other end of the scale, indicating that a gender approach is 'not at all important' or 'somewhat important' for the missions. When asked about the importance of gender competence for expert's own work in the mission, 62% of female respondents (37/60) saw gender expertise as being 'very important' or 'quite important' for their work. Again, the majority of male respondents, 65% (68/105) of them, chose the options 'not at all important' or 'somewhat important' (see Figures 5 and 6).

Figure 5. The importance of a gender approach for civilian crisis management missions.

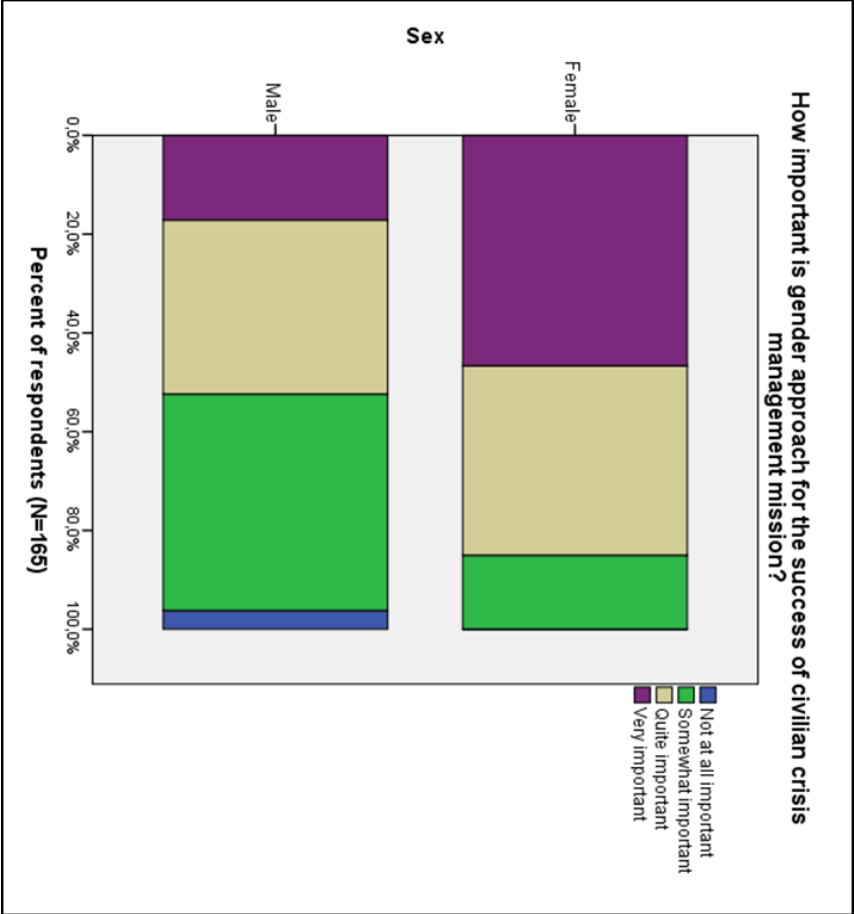
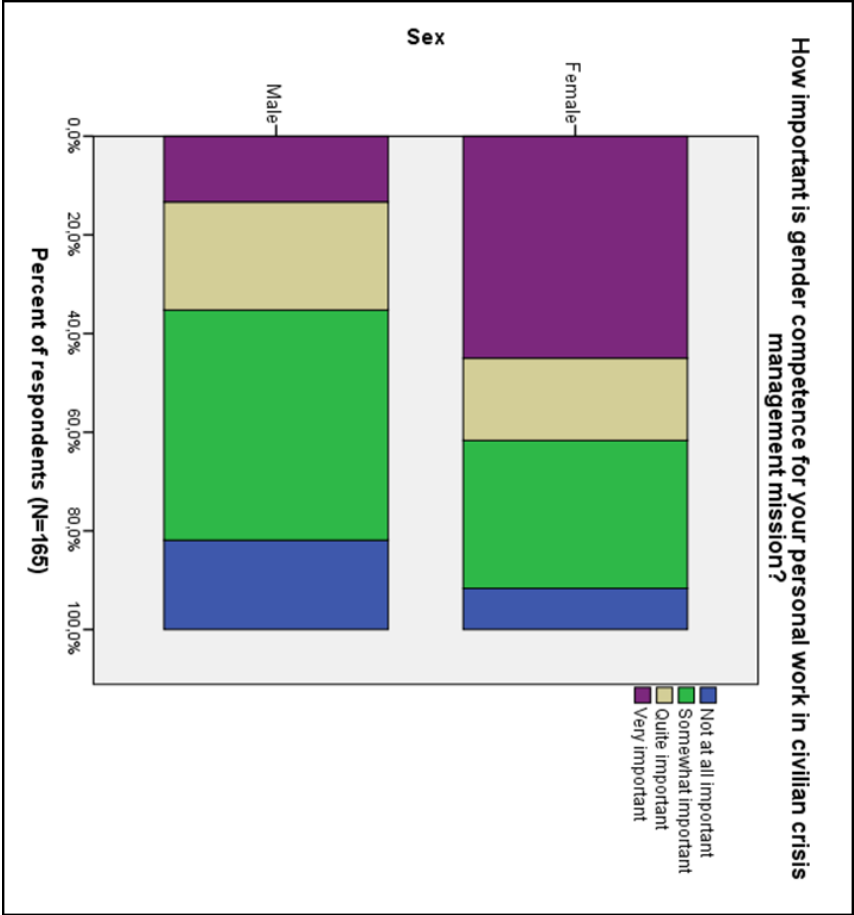


Figure 6. The importance of gender competence for personal work in civilian crisis management missions.



### 3.5 Women and leadership in the missions

Increasing the number of women in the crisis management missions has been one of the key objectives in the Finnish NAP for the UNSCR 1325. As mentioned above, CMC Finland has successfully increased the amount of Finnish female experts seconded to the civilian crisis management missions. During the period of 2003–2007, female experts made up 19% of all seconded Finnish experts, and since then, their number has gradually increased.<sup>35</sup> In June 2012, women represented 38% of all Finnish civilian crisis management experts. While CMC Finland has no authority in the final selection of experts for the missions, emphasis has been placed on nominating as many female candidates as possible. In cases where male and female experts are equal in terms of their competence, female candidates are always put forward as the best candidate. CMC has also placed great emphasis on the selection of participants for its own training courses. Thus, the organisation maintains a certain gender balance in its trainings, and contributes to the number of trained female experts who can be nominated as Finnish candidates for open posts in the missions.<sup>36</sup>

Finland is ranked considerably high in terms of its gender balance for experts in the CSDP missions in comparison to the majority of other EU member states seconding experts to the missions. In February 2012, female staff members constituted 19% of the total international (both seconded and contracted) personnel in eight EU missions.<sup>37</sup> The proportion of women in locally contracted staff was 34%. However, the percentage of female staff members varies greatly between different missions, EUJUST LEX Iraq had the highest proportion of women in international staff with 34%, while women made up only 14% of the international personnel in EUPOL Afghanistan.<sup>38</sup> Furthermore, the statistical data of the European External Action Service does not reveal what kind of positions women are holding in these missions.

#### ***Views on the amount of female experts in missions***

According to this study, 88% of female (53/60) and 58% of male (61/105) respondents considered that the number of female staff members has relevancy to the missions. The support for having female staff members was very high, especially amongst the female respondents. On the other hand, as many as 27 males and a few female respondents wanted to highlight that the sex of an expert does not matter, and should not matter,

35 Pitkänen 2009: 28–31.

36 Ibid.

37 The operations include EUPM Bosnia & Herzegovina, EULEX Kosovo, EUMM Georgia, EUJUST LEX Iraq, EUBAM Rafah, EUPOL COPPS, EUPOL Afghanistan and EUPOL RD Congo.

38 European External Action Service, Gender figures from 29.2.2012.

when staff members are selected for the missions. The qualities other than sex of an expert are or should be more relevant, e.g. personal attributes, professional skills, competence, and suitability for the job in question.

*"The job description decides the gender issue. And in some positions it doesn't matter which sex [the person] represents. Personal skills and attributes are more important."* (Male respondent, 46)<sup>39</sup>

Yet, the majority of respondents expressed that sex distribution of staff members is significant in one way or another in the mission. The qualitative data shows that the reasons for having a certain number of female experts in the missions are diverse. 32 respondents (20 male and 12 female) had a view that both men and women are needed in the missions, either for bringing diverse experiences and expertise to the mission or simply for sake of gender equality.

*"From my experience, the teams that have a good balance of men/women and soldiers/civilians operate best and produce results. As a rule, in those teams, people also seem to be most pleased with their work. The proportion of women in the mission also sends a signal to the surrounding society and tells about the values of the EU."* (Female respondent, 33)<sup>40</sup>

14 male and 12 female respondents saw that the number of women in the missions is first and foremost important for the actual people living in the host country. The respondents emphasised the model that the mission personnel set for the local society, and some experts pointed out that the EU cannot act as a credible advocate for women's rights or gender equity with a gender imbalance among its own personnel. Another consideration raised in this context was the contacts of the experts with the local population. In certain contexts, only female staff members can reach the local women in the field, particularly in regard to sensitive issues, for example, meeting victims of crime. According to these respondents, the participation of women in the mission is the only way to ensure that the needs and concerns of the whole population can be addressed.

Apart from having an impact on the local population, some respondents considered the participation of women to bring added value to the mission and to influence the work environment. These responses were often based on an understanding that women and men are fundamentally different, and thus female staff

39 "Tehtäväkuva ratkaisee sukupuolikysymyksen. Ja joillakin tehtävillä ei ole merkitystä kumpaa sukupuolta edustetaan. Henkilökohtaiset kyvyt ja ominaisuudet ovat tärkeämpiä."

40 "Kokemukseni mukaan tiimit, joissa hyvässä balanssissa miehet/naiset ja sotilaat/siviilit toimivat parhaiten ja saavuttavat tavoitteita. Niissä myös ihmiset vaikuttavat pääsääntöisesti tyytyväisimmältä työhönsä. Naisten osuus missiossa antaa signaalin myös ympäröivään yhteiskuntaan ja kertoo EU:n arvoista."

members can introduce a new kind of thinking to the work of the mission. A few respondents also hinted that there are 'certain tasks' that women perform more successfully, for example, work for human rights and gender issues. A couple of respondents also thought that the presence of women has a positive effect on men's behavior.

*"When there is a woman in the crew, men's use of language and their behavior neaten up, and men also start to take care of mutual matters." (Male respondent, 45)<sup>41</sup>*

14 female and three male experts stressed that it is important to avoid the 'token' effect.<sup>42</sup> If the sex distribution is clearly unbalanced, the few female staff members become "special cases" and are easily marginalised.

*"Women are a minority in the missions, and the position of the minority is often more difficult than of those who are in the majority. If there were more women, it would probably reduce prejudices against women in missions and demonstrate that women can handle tasks equally with men. Also, women wouldn't need to prove their competence all the time." (Female respondent, 37)<sup>43</sup>*

As two other female experts pointed out, it might not be necessary to have an absolute 50/50 gender balance in the staff, but if women would make up 30–40% of the personnel, the pressure on them would diminish significantly. That said, some women also highlighted that it is not the mere number of the female staff members that matters, but also their positions within the staff.

A group of male respondents, 15 of them, had rather skeptical views concerning the increase of the amount of women in the missions. Firstly, some men raised security issues and the use of force as a significant concern; according to them, not all tasks and missions are suitable for female experts. They also feared that females are more likely to become victims of violence or may not be able to handle physically challenging tasks. Secondly, some of these male respondents saw that certain cultural contexts place restrictions on female experts' participation because female experts might not be taken as seriously in male-dominated societies.

*"In my opinion, it is unnecessary to force having the equal number of women as men in the missions. Why? No equality is needed in this case! For example, in the Afghan police, there*

41 "Kun joukossa on nainen, miesten kielenkäyttö ja tavat muuttuvat siistimmäksi ja miehet pitävät enemmän huolta myös yhteisistä asioista."

42 For tokenism, see e.g. Carreiras (2008).

43 "Naiset ovat vähemmistö missioilla ja vähemmistön asema on usein tukalampi kuin enemmistön. Suurempi naisten lukumäärä todennäköisesti karsisi ennakkoluuloja naisista missioilla ja osoittaisi että naiset selviytyvät tasavertaisesti tehtävistä miesten kanssa, jatkuva naisten todistelu osaamisestaan vähenisi."

*are only around twenty or thirty women, and thousands and thousands of men. What will they think if a bunch of women come to train them? We shouldn't lose our common sense here!" (Male respondent, 65)<sup>44</sup>*

### **Women in the leadership of missions**

The question regarding the number of women in leadership positions was covered separately in the survey. In this context, male and female respondents approached the topic quite differently. When respondents were asked if the number of women should be increased at the leadership level in the missions, female respondents' support continued to be very high, but the views of male respondents changed considerably. Nearly 66% of the male respondents (69/105) did not find it necessary to increase the number of women in leadership positions, compared to 18% of the female respondents (11/60) sharing the same view. Nearly half of the men, 48 respondents, and also 8 women, stressed again that managers' and leaders' gender does not or should not matter, in other words, women should not be appointed to leadership posts *"just because they are women"*. The results suggest that many male respondents considered themselves as being gender neutral towards the matter, although at the same time, they feared that women would be selected at the expense of competency in order to simply create more of a balanced staff distribution. Some male respondents noted that there are indeed only a few women in the leadership posts, but the reasons for this were rarely reflected in the responses.

The clear majority of women (40 respondents out of 56), followed by 24 out of 102 male respondents welcomed the idea of having more women nominated to leadership positions; some of them also pointed out that female candidates need active support in the selection process. On the other hand, around ten male respondents were of the opinion that there is no need for more women in manager and leadership positions because, according to them, there are already enough female managers and leaders and/or there are no competent women for these posts. One man, having worked under a female superior, indicated that he had had *"bad experiences with female managers"*.

The issue was also linked to a discussion by 15 male and 6 female respondents on positive discrimination, namely, the potential use of a quota in recruitments. These respondents did not oppose the general idea of having more women in leadership positions, but they strongly resisted the practices of positive discrimination. Some of them felt that having a quota for women would crush the credibility of female managers

44 *"KYLLÄ JA EI. Mielestäni on täysin turhaa 'tuputtaa' samaa määriä naisia 'markkinoille' kuin miehiäkin. Miksi? Ei tässä tarvita siinä mielessä tasa-arvoa! Esim. Afganistanissa poliisissa on naisia vain pari-kolmekymmentä ja miehiä tuhansittain ja taas tuhansittain. Miten he kokevat jos heitä tulee kouluttamaan lauma naisia? Järki näissä hommissa täytyy säilyttää!"*

and leaders, and others saw that the amount of women in leadership positions would increase automatically if women's participation in general was supported.

*"Yes, if they fill the same competency requirements as men – the mere sex should not be a criterion for hiring... That would be discrimination, and not even positive discrimination is a good thing – and not any selling point for gender equality... Especially 'the pioneers', the first representatives of one gender should be OUTSTANDINGLY competent so that the rest of the representatives of that particular sex could not be downplayed because of the failure of one representative... That's why the quality of female recruits must be taken into account, not just the qualifications, but also THE SUITABILITY OF THE PERSONALITY for the tasks and conditions of the mission... Not fair, I know, but reality... The male sex as a whole is not judged by single failures, there are relatively too many." (Female respondent, 43)<sup>45</sup>*

The participation of women in crisis management missions is a clear and easily measurable goal of gender mainstreaming efforts, but few respondents noted that the mere presence of women in the missions is not enough; sensitivity for gender equality and gender issues must reach all levels and practices of the organisation. Furthermore, as two female respondents pointed out, women leaders can also engage in unequal gender practices if the mission as an organisation does not respect its female staff members and turns a blind eye to gender-based discrimination. It is crucial that the leadership and the staff are actually willing to promote equality within the missions.

*"What matters the most is having gender neutral personnel. The attitude and the training of the experts have relevance, not the sex of a person. If we can achieve [this goal] only by increasing the number of women, then we have to do so. However, the most important thing is not to be women or men – the most important thing is the awareness that, during a crisis, the gender matters, women are usually suffering most in aggressions, and one has to take women's situations into account if one wants to normalise the society after the crisis. That is why it's necessary to have women – or let's say persons who are aware of these aspects of gender – in the planning and leadership of any operation." (Male respondent, 49)<sup>46</sup>*

45 "Kyllä jos he täyttävät samat pätevyys tekijät kuin miehet - pelkän sukupuolen ei pitäisi olla palkkausperuste... sehän olisi discriminointia eikä edes positiivinen discrimnointi ole hyvä asia - eikä mikään selling point puhuttaessa gender equalitysta... Varsinkin "pioneerien" - ensimmäisten sukupuolensa edustajien pitäisi olla ERITYISEN päteviä, ettei koko sukupuolta päästä murjomaan yhden edustajan epäonnistumisen takia... Siksi rekrytoitavien naisten laatuun pitää kiinnittää erityistä huomiota - ei vain qualifications, mutta myös PERSONAN SOPIVUUS ko. tehtäviin ja missio olosuhteisiin.... Not fair - I know - but reality... miessukupuolta ei kokonaisuutena arvostella yksittäisten epäonnistujien takia - heitä on paikalla suhteessa liian paljon... :)"

46 "Merkityksellistä on sukupuolineutraali henkilöstö. Merkitystä on asiantuntijoiden asenteella ja koulutuksella, ei sillä mikä henkilön sukupuoli on. Jos tähän päästään vain naisten määrää lisäämällä, näin on tehtävä. Tärkeintä ei kuitenkaan ole olla nainen tai mies - tärkeintä on olla tietoinen siitä, että sukupuolella on väliä kriiseissä, naiset ovat useimmiten kärsijöinä aggressioissa ja naisten asemaan yhteiskunnassa täytyy, jos haluaa yhteiskunnan palauttaa kriisistä normaaliuteen, kiinnittää erityistä huomiota. Tämän vuoksi naisten – tai sanotaanko tämän asian tiedostavien henkilöiden - läsnäolo mitä tahansa operaatiota suunniteltaessa ja johdettaessa - on välttämätöntä."

### 3.6 Gender experiences from the missions

One of the purposes of this research project was to map Finnish women's experiences when working in civilian crisis management missions, as little research exists on this topic.<sup>47</sup> The results also reveal how male experts experience their own gender in the civilian crisis management context, and how they perceive their female colleagues in these missions.

As already noted in earlier results, a significant amount of respondents, 44% (46/105) of men and 35% (21/60) of women, considered their own sex to be neutral in the mission context, and see gender as being neither advantageous nor disadvantageous. Yet, that being said, 141 respondents who elaborated on the topic in their open responses gave many examples of situations where they saw their sex as being meaningful in one way or another. Male experts especially raised the cultural context in the host country as being an issue which affects the 'neutrality' of sex, as 33 male respondents felt that, in a patriarchal culture, being a man is a clear asset, whereas their female colleagues might not be taken seriously by their local male counterparts.

*"In Islamic environments I have felt that, as a man, I haven't needed to fight against the cultural prejudices towards women." (Male respondent, 44)<sup>48</sup>*

On the contrary, some female experts considered the attitudes of their international male colleagues to be more problematic than the attitudes of the men in their host country. 14 female respondents felt that their expertise was often underestimated or ridiculed by some male mission staff members; they expressed how they had to work multifold to prove their competence. In addition, ascending to higher positions was much more difficult for these women in comparison to the men in their missions.

*"Actually, I wanted to mark all options [in the question number 25]. I felt that my sex was useful in some situations, because women and the defenders of women's rights could speak to me freely and confidentially. I was approachable and 'harmless' also to the conflicting parties (soldiers) who spoke to me more freely than to my male colleagues. The [female] sex was more of a hindrance with some male colleagues in the EU-mission who depreciated and ignored my expertise in some situations. However, mainly in my experience, gender doesn't matter as much, but the attitudinal climate towards gender equality should be very much improved, particularly inside the missions!" (Female respondent, 38)<sup>49</sup>*

47 See however Penttinen, Elina (2009; 2010) and Valenius Johanna (2007).

48 "Pääasiassa islamilaisessa ympäristössä olen kokenut, että miehenä minun ei ole tarvinnut taistella kulttuuriin naisia kohtaan liittyviä ennakkoluuloja vastaan."

49 "Oikeasti halusin rastittaa kaikki vaihtoehdot. Koin, että sukupuolestani oli joissain tapauksissa hyötyä, sillä naiset ja naisihmisoikeuspuolustajat pystyivät puhumaan minulle vapaasti ja luottamuksellisesti. Olin helposti lähestyttävä ja "vaaraton" myös konfliktin osapuolille (sotilaille), jotka puhuivat minulle vapaammin kuin mieskollegoilleni. Haittaa sukupuolesta oli joidenkin EU-mission miespuolisten kollegoiden vähättely ja asiantuntemuksen sivuuttaminen joissakin tilanteissa sukupuoleni vuoksi. Pääosin kuitenkin koin, että sukupuolella ei sinänsä ole merkitystä, mutta asenneilmapiiriä tulisi parantaa tasa-arvon osalta erittäin paljon nimenomaan missioiden sisällä!"



In addition, 11 male and 8 female respondents saw that the patriarchal culture also restricted male staff members, because they were not able to reach the local female population in certain contexts, particularly with regard to sensitive issues such as sexual violence. A few women felt that sometimes the local men saw them as more approachable than their male colleagues. This group of respondents experienced their own sex bringing both good and bad aspects to their work, depending on the particular task or the situation as well as their local counterparts.

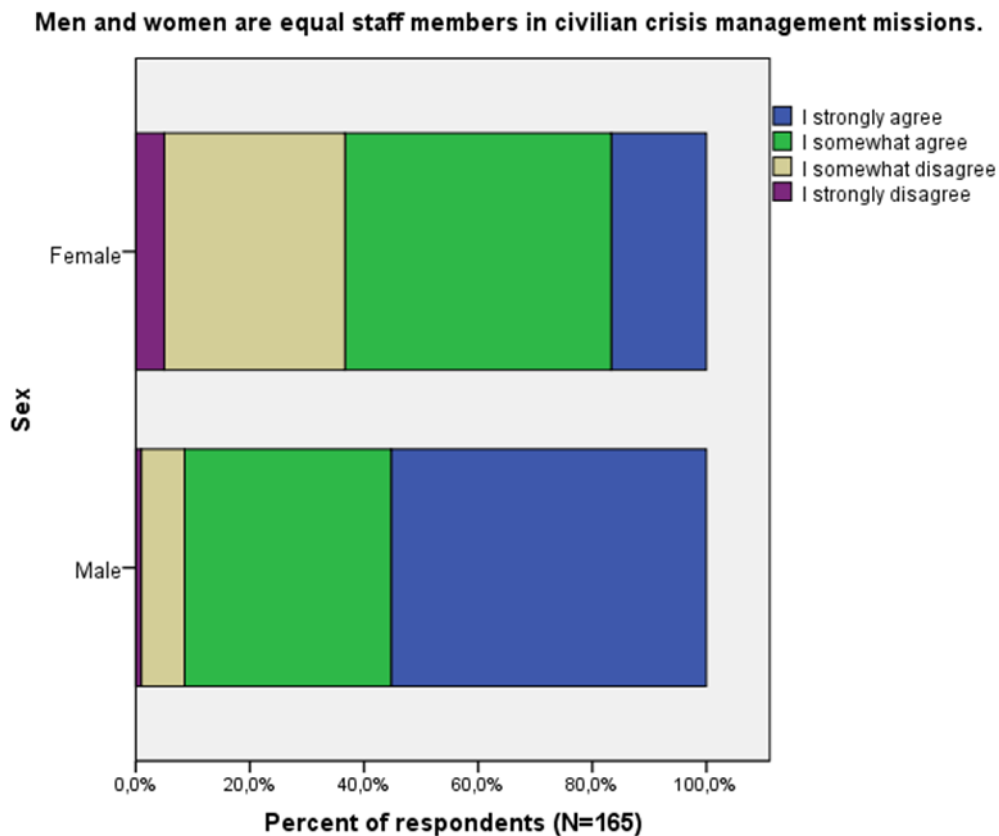
Apart from sex, other identity markers, such as age and one's professional background, intertwine with each other and produce hierarchies within the mission's organisational structure. Some female respondents mentioned that a young, civilian woman in a male-dominated military or police organisation definitely does not have the easiest position for building up authority amongst their colleagues. As a couple of women pointed out, although the crisis management concept of the European Union, civilian crisis management, refers to civilian expertise, the current missions are largely run by military staff. Hence, the operations and job functions rest on "military thinking, terminology, working methods and values". Some female respondents with civilian backgrounds felt that their military or police colleagues did not respect their expertise or listen to them despite their education, language skills, and field experience. These female respondents also observed that females in the missions were often working either in administrative functions or as advisers, remaining outside the chain of command, therefore, their opinions were easily ignored or they were passed over for promotions.

A small group of men considered their Finnish military training and experience as a military observer or peacekeeper to be an advantage in their work, especially when dealing with soldiers or representatives of the security sector in the local context. One male respondent noted that, in the civilian crisis management missions, men generally have the ability to perform tasks in security-related job functions, as women tend to have more experience with "*humanitarian issues*". Women were viewed as having more expertise in, and also to be more committed to work with gender and human rights issues. Hence, the results related to the different professional backgrounds of men and women seem to create a gendered division in terms of the tasks within the missions, as certain professions represent the gender-based division of labour within societies in general.

The results also show that male and female respondents perceived quite differently the equality between staff members and the opportunities for decision-making possessed by both male and female experts in the missions. While 55% of all male respondents (58/105) agreed strongly with the argument that male and female

experts are equal in the civilian crisis management missions, only 17% of the female respondents (10/60) had the same opinion. 37% of the female respondents (22/60) either 'strongly disagreed' or 'somewhat disagreed' with the argument, whereas less than 10% of male experts (9/105) shared these views. (See Figure 7)

*Figure 7. The perception of equality among the mission staff members by male and female respondents.*



During the missions, 57% (34/60) of female respondents thought that men and women do not have equal opportunities when it comes to decision-making processes. As for male respondents, 84% (88/105) of the males considered these decision-making opportunities to be equal.

As many as 27 female respondents, accompanied by 8 male respondents, articulated that the biggest reason for this inequality between male and female staff members is the low representation of women in the missions, particularly in leadership positions. Since the most important decisions are taken at the senior management level or higher in the hierarchal system, where there are only very few women, female staff members are not always a part of the decision-making structures. One female respondent noted that in the field work, men and women are fairly equal, but regarding

promotions and management level positions, women are at a disadvantageous position. Another woman pointed out that even the team leader positions are generally filled by men.

*"...The problem does not remain at the individual level, but is more about the structures. A real-life personal example? Here it comes: the Chief of Staff suggested to the Head of Mission that I would be promoted to Chief of the regional office. HoM said that the chief must be a man with military background." (Female respondent, 48)<sup>50</sup>*

23 female respondents reported other instances of unequal treatment by male colleagues. Firstly, these women encountered stereotypical thinking in terms of women's skills and abilities. For example, one woman claimed that, in the mission, women were not sent to the distant border stations in order "to protect them". Secondly, these female respondents reported instances of gender-based discrimination, sexually-loaded talk, and harassment (discussed in more detail later in this chapter).

*"In the field, the reality is crueler than the ideals. The women would never be allowed the kind of blundering which is allowed for the men. The men travel more expensively, they reserve more time for their tasks, they are allowed to make more independent decisions and to have better access to the services of 'mission support staff', while the women have to do everything by themselves. The problem is rather inside than outside of the missions..." (Female respondent, 56)<sup>51</sup>*

Regarding decision-making opportunities, 20 male respondents highlighted that the operational hierarchy or the chain of command decide who is in the position to make decisions. The role and the rank of a person thus play a crucial role in determining the authority within a mission. Some men commented that if a woman holds a high-power position in a mission, she is able to make decisions the same way as men. As one male respondent put it, "nothing prevents the women from seeking the leadership of the missions".

Again, 11 male respondents touched upon the issue of positive discrimination. These men argued that female experts are favoured, especially in times of recruitment, and sometimes even replace more competent male candidates.

*"In my opinion, gender issues have, in practice, concerned more women's rights than men's rights. How many male gender advisers are there vs. female gender advisers?"<sup>52</sup> (Male respondent, 41)<sup>52</sup>*

50 "Ks. edellinen vastaus. Ongelma ei ole yksilötasolla vaan se on rakenteellinen. Konkreettinen kokemus? Esim. tämä: chief of staff ehdotti HOM:ille, että minusta tehtäisiin aluetoimiston päällikkö. HOM sanoi, että päällikön pitää olla sotilastaustainen mies."

51 "Kentällä todellisuus on ihannetta karumpi. Naisille ei koskaan sallittaisi sellaista mokailua kuin miehille. Miehet matkustavat kalliimmin, varaavat enemmän aikaa tehtävänsä ympärille, saavat tehdä enemmän itsenäisiä päätöksiä ja käyttävät herkemmin "tukihenkilökunnan" palveluksia kun taas naiset joutuvat tekemään kaiken itse. Ongelma ei ole niinkään missioiden ulkopuolella kuin niiden sisällä."

52 "Mielestäni Gender asia on käytännön kokemuksen perusteella koskenut enemmän naisten oikeuksia kuin miesten oikeuksia. Kuinka monta mies Gender-asiantuntijaa on siviilikriisinhallintatehtävissä vs. naisgender-asiantuntijaa?"

### **Gender-based discrimination and sexual harassment**

The results suggest that gender-based discrimination and sexual harassment are common in the missions. 50% (30/60) of female respondents reported that they have either experienced discrimination or harassment themselves, or they have found out that other female staff members had been discriminated against or harassed. Among the male respondents, the corresponding percentage was 29% (30/105), and only four men described having personally experienced unwanted attention or sexual overtures made by other colleagues. In their open responses, male respondents reported mainly on cases in which their international female colleagues or local women, for example, female interpreters working for the mission, were harassed by the mission personnel or member(s) of the local population.

The reported forms of sexual harassment ranged from verbal harassment and sexual overtures to sexual advances, groping, and other physical harassment. Also, the exclusion of women was mentioned as a more tacit, but a very powerful form of discrimination. Apart from insults or acts directed at individuals, the whole working environment can become affected by behavior defined as “*unprofessional*” according to some female respondents. For example, the display of pornographic material might not be offensive for some colleagues, but may be considered inappropriate in the local cultural context, as one female respondent pointed out.

In general, many female respondents had been irritated by the constant sexually-loaded talk and joking of their male colleagues, and also, the mission leadership was reported to use sexually-loaded language when addressing their female subordinates.

*“It’s very difficult to address the issue in this kind of survey. Harassment starts verbally and ends in oppressive situations, for instance, in the operations that require staying overnight or using a car together in the evening. Silencing in meetings, rolling one’s eyes, the constant sexually-loaded talking... and if you don’t play along with it, you are treated with animosity. Stereotypical joking with the concept of gender and making you look like a fool.” (Female respondent, 45)<sup>53</sup>*

Other behavior that was mentioned in the responses included comments on female expert’s appearance, name-calling, and spreading rumours about the private or sexual lives of female staff members in order to slander them. One woman described how if she was assigned a task outside of her team, her male team members started to insinuate that it had happened because of “*other than professional merits*”. The most severe cases reported in the responses included assault, abuse, and even rape.

53 “Asiaa on hyvin vaikea raportoida tällaisessa kyselyssä. Ahdistelua, joka alkaa verbaalisesti ja päättyy painostaviin tilanteisiin esim. yöpymistä edellyttävissä missioissa tai yhteistä autoa illalla käytettäessä. Vaientamista kokouksissa, silmien pyörittelyä, jatkuvaa seksuaalisväritteistä keskustelua, ja kun siihen ei mene mukaan, suhtaudutaan vihamielisesti. Gender-käsitteellä jatkuvaa kaavamaista vitsailua ja naurettavaksi tekemistä.”

How the mission deals with cases of gender-based discrimination or sexual harassment depends for the most part on the mission and its leadership. The results suggest that some missions seem to have a rather strict policy towards harassment and also effective procedures to proceed and investigate these cases. The respondents told about some cases where the perpetrators had to bear the consequences for their actions; consequences ranging from a formal reprimand to sending the person back home. However, this was not the case with all the missions, especially if the leadership was guilty of harassment or abusive behavior as well.

*"No [action was taken]. The leaders were either harassers themselves or they had local mistresses, thus they needed to cover up for themselves. The abuse of local women was so wide-spread and open in the mission that the female colleagues were usually seen as posing a threat; in a way, the abuse of local women, also of minors, was normalised and it was a subject of jokes. If somebody was seriously [talking about it], it caused a strong defense reaction." (Female respondent, 45)<sup>54</sup>*

The results indicate that, quite often, the victims of unequal treatment or harassment do not want to make official complaints about the cases. The given reasons for this were many: in some cases, female experts considered the situation not so serious that action would be necessary, or they tried to cope with the situation by sharing the burden with trustworthy colleagues or by avoiding the persons or situations where the harassment was likely to recur. However, some respondents also highlighted that the missions did not offer reliable and functioning mechanisms to proceed with the complaints. Furthermore, the results show that 33% of all female respondents (20/60) and 13% of the male respondents (14/105) did not know whom they could turn to if discrimination or harassment occurs during a mission.

54 "Ei. Johtajat olivat itse joko ahdistelijoita, tai heillä oli paikallisia rakastajattaria, siis itsellään peiteltävää. Paikallisten naisten hyväksikäyttö oli missioissa niin laaja-alaista ja avointa, että naiskollegoja yleensä pidettiin uhkana; tavallaan paikallisten naisten, myös alaikäisten, hyväksikäyttö normalisoitiin ja siitä laskettiin leikkiä. Jos joku oli tosissaan, siitä seurasi rajua torjuntareaktio."

### 3.7 Gender mainstreaming at the mission level

There are different ways to incorporate a gender approach into civilian crisis management missions. The respondents were asked how they perceived gender and 1325 issues to be taken into account during their missions, and if they considered the missions to produce any results in this respect. The respondents mentioned the following practices as examples:

- 1) There were gender adviser(s), gender focal point(s), or an entire gender and human rights unit in the mission.
- 2) Gender was on the agenda in the meetings, the mission analysed and reported on the gender issues and/or aimed at increasing awareness of the UNSCR 1325 by spreading information or organising events and campaigns in the mission area.
- 3) The mission provided training on gender issues for its staff members or for the local stakeholders, or for both.
- 4) The mission supported the recruitment of women and also contracted local women.
- 5) The mission consulted international or local women's organisations and had active contact with these organisations.
- 6) The mission aimed at improving the conditions of women in the host country and supported their opportunities to participate in, for instance, basic education, policy making, or police work.

According to the results, the efforts devoted to gender mainstreaming varied greatly between different missions. Even within the same mission, however, respondents had different views on how well a gender perspective was integrated into the mission. According to some respondents, though, the mission they were working for had included several of the above-mentioned practices into the daily work and gender issues were comprehensively taken into account with the activities of the mission.

*"[There were] gender advisers in the field work, local female police officers were recruited for training, we cooperated with the local police force, the crime investigations were followed, we invested in the community police system, and training was given in order to affect attitudes, [the mission had] visibility in local events and [it acted] as an impartial adviser in conflict situations."* (Female respondent, mission unknown)<sup>55</sup>

55 "Gender advisorit kenttätyöskentelyssä, paikallisten naispoliisien värväminen koulutukseen, yhteistyö paikallisen poliisin kanssa, rikostapausten tutkimuksen seuranta, community police -systeemiin panostaminen ja asenteisiin vaikuttaminen koulutuksella, näkyvä läsnäolo paikallisten tapahtumissa ja konfliktitilanteissa puolueettomana neuvonantajana."

According to some other respondents, the mission's work relating to gender and the UNSCR 1325 was barely notable and usually was carried out only by a few committed individuals, without a strong commitment at the mission level in general. 29 respondents (14 males and 15 females) expressed that their missions' considerations of gender and the UNSCR 1325 did not play a significant role in their missions, or the actions that were taken were seen as relatively minimal and having no real influence in practice.

*"One strategic priority of the mission was the reinforcement of human rights and gender structures in the Ministry of Interior Affairs and in the police of the host state. However, there was not much weight added to this goal, and the efforts were not very vigorous." (Female respondent, EUPOL Afghanistan)<sup>56</sup>*

The respondents specified some hindrances for effective gender mainstreaming in the missions. One such factor was the lack of awareness of having a gender approach among the mission leadership, or the leadership's low commitment in terms of implementing such an approach. Also, the implementation of a gender approach was considered difficult due to staff members' ignorance of gender and equality issues or due to seeming incompetencies of gender experts. Some respondents pointed out factors independent of the mission, such as the resistance towards equality issues within the host society. One male respondent mentioned the lack of coordination between different actors as an additional problem; according to him, several organisations involved in gender issues were doing the same things in the mission area without informing each other, the result being that hardly any progress was achieved.

The results also suggest that ineffective gender mainstreaming is not always a result of ignorance, but rather, is due to plain inconsideration:

*"[The mission produced] some results, resulting from the activity of some individuals who were willing to apply a gender perspective to their own work. In Afghanistan, the coordination of projects related to supporting the work of local female police was given for the one female police officer. So, one cannot really talk about mainstreaming. But the main issue at stake was the lack of understanding. The issue just didn't cross anybody's mind. For example, at the beginning we had only male interpreters, but when I suggested hiring at least one female interpreter, [my proposal] was welcomed positively in the mission. A similar thing happened when I proposed that we would recruit an Afghan woman for the*

56 "Yksi operaation strategisista prioriteeteista oli paikallisen sisäministeriön ja poliisin ihmisoikeus- ja gender-rakenteiden vahvistaminen. Tämä kuitenkin oli selkeästi operaatiossa luokiteltu painoarvoltaan vähäisimmäksi tavoitteeksi eikä siihen pyritty välttämättä kovin ponneikkaasti."

*induction training to talk about the situation of women in Afghanistan. When I took part in the induction training, there was a young man describing the women's situation, and, among other things, he told the group that women wear a burqas because they want to do so." (Female respondent, EUPOL Afghanistan)<sup>57</sup>*

The respondents also gave other examples of successful initiatives and activities, and many respondents saw that their missions managed to at least raise the awareness of gender equality and human rights issues and/or improved the living and working conditions of the local people, although the respondents highlighted the slow nature of permanent changes. However, some respondents noted that their missions were not using their full potential to improve the gender equality issues in their host states. These respondents saw the need for stronger political will and also for better resources for the missions so that they could produce better results.

Introducing expert functions, such as gender advisers and gender focal points to the missions, has been one of the central achievements for integrating a gender approach into civilian crisis management. 71% of all the survey respondents (118/165) reported that there was a gender adviser and/or a focal point in their mission. In this research report, it is not possible to say much about the effectiveness of these expert functions in individual missions, because the gender advisers or focal points were not separately consulted, but some respondents indicated that the right placement of gender advisers within the mission structure is crucial in order to make full use of this expert function. For example, the gender adviser should be high enough in the mission hierarchy in order to make an impact. The results of this report also show that the expert functions are not very visible for the personnel in the field, as 47% of all respondents (77/165) reported that they never had any contact with the gender advisers or focal points regarding their work in the mission. 25% of the respondents (42/165) had had a random contact with gender experts, and only 27% (46/165) had contact on a more regular basis.

When asked about the interactions with the host population and relevant interest groups which possess information pertaining to local women's situations or work for human rights, quite a high number of respondents had contact with local women in the

57 "Pieniä tuloksia, jotka johtuivat yksittäisten työntekijöiden omasta aktiivisuudesta ja halusta soveltaa omassa työssään gender-näkökulmaa. Afganistanin operaatiossa oli paikallisten naispoliisien työn tukemiseen liittyvien hankkeiden koordinointi annettu erään naispoliisin tehtäväksi. Mainstreamauksesta siis ei voinut puhua. Kyse oli kuitenkin pääasiassa ymmärryksen puutteesta. Kukaan vain ei ollut tullut ajatelleeksi asiaa. Esim. meillä oli alkuvaiheessa tulkkeina pelkkiä miehiä, mutta kun ehdotin ainakin yhden naispuolisen tulkin palkkaamista niin siihen suhtauduttiin operaatiossa myönteisesti, samoin silloin kun ehdotin, että värväisimme afganistanilaisen naisen puhumaan naisten asemasta afgaaniyhteiskunnassa uusien tulokkaiden perehdytyksessä. Kun itse osallistuin perehdytykseen niin naisten asemasta meille kertoi nuori mies, joka mm. sanoi naisten pukeutuvan burkaan, koska he itse sitä haluavat."



host state as part of these interactions. With other relevant actors, such as local female policy-makers and local or international women's organisations, the interaction was more divisive based on sex of the respondents. Female experts tended to have had more contacts with female politicians or women's organisations than the male experts. (See Table 5).

*Table 5. Respondents' contacts with local women, local female policy makers, and women's organisations in the mission (N=165).*

	Sex (%)	
	Male	Female
Local women	64 (61%)	43 (72%)
Local female actors or politicians	34 (32%)	36 (60%)
Local women's organisations	19 (18%)	33 (55%)
International women's organisations	17 (16%)	25 (42%)
None of the actors mentioned above	36 (34%)	14 (23%)

Female respondents also indicated having reported more often on the security needs of men and women, on equality issues, and on women's rights issues during their missions. Although two thirds of the respondents mentioned some kind of contact with the local women, only 24% of the men (24/105) and 47% of the women (28/60) reported on issues related to women's rights and women's conditions.

When the respondents were asked how a gender approach could be strengthened in civilian crisis management missions, the Finnish experts emphasised above all the importance of training the mission's leadership and its staff members both prior and during the mission, and requiring gender competence from the mission staff. In total, 40 respondents (22 males and 18 females) considered the training to be the key issue for more effective gender mainstreaming. Some respondents highlighted that all the staff members from every deploying member state should receive the same kind of gender training. For the mission's leadership, the training should be even more comprehensive than for regular staff members. A few respondents also saw the recruitment process as a crucial element of gender mainstreaming. According to these respondents, personal attitudes towards equality issues and gender competence should be included in the selection criteria of the mission personnel.

*"By selecting mission staff members from the countries which are on the track with gender issues, it is not an easy task, but the work would be much easier if three quarters of the working time would not go to shaping the attitudes of the colleagues..."(Male respondent, mission unknown)<sup>58</sup>*

Other respondents referred to the mission structures; having clear mandates, adequate resources for gender projects, and a functioning ombudsman structure for the missions were some of the practical suggestions made by respondents. Increasing the number of women among the mission leadership and staff members was also mentioned by 13 respondents, mainly by female respondents.

Twelve respondents called for a more comprehensive approach when addressing gender and equality issues in the missions. Some of these respondents stressed the need for stronger involvement of male experts in gender mainstreaming; as one female respondent commented, it should be made clear that gender concerns also men and boys, not just women and girls. According to this respondent, this clarification could also reduce resistance to gender mainstreaming amongst male colleagues. One male respondent pointed out that more men are also needed for the positions of gender advisers in order to avoid marginalising gender to only concern women.

18 respondents, almost exclusively male, were of the opinion that one should keep a low profile in gender mainstreaming efforts, or that there is no need for strengthened efforts to integrate gender approaches at all. Some respondents stressed the realities of the situation within the host countries, and were concerned that a gender approach would become too counter-productive if the international community tried to implement this approach too aggressively. One female respondent expressed the view that gender should be a natural part of all the activities of the mission, but without promoting the actions as being 'gender issues'.

*"Personally, I do not consider it important to talk about the issue too much. I regard the current situation as good enough."(Male respondent, EUMM Georgia)<sup>59</sup>*

58 "Valikoimalla missioille työntekijöitä sellaisista maista, joilla on gender asenne kunnossa. Onkin sitten vaikea tehtävä, mutta kyllä ne työt olisivat paljon helpompia, kun ei 75 % työajasta menisi kollegojen asenteita muokatessa..."

59 "Itse en näe tärkeäksi liikaa puhua asiasta. Näen nykyisen tilanteen melko hyvänä."

### 3.8 Feedback on the survey

For the last part of the survey, the respondents were given the opportunity to give feedback on the research topic and the questionnaire itself. 62 respondents (39 males and 23 females) commented on this research project by CMC Finland and/or gender issues in civilian crisis management in general. The feedback is discussed separately in this chapter, because these responses increase the understanding of respondents' knowledge of and attitudes towards gender issues.

The feedback can be roughly divided into two equally large categories. Around 20 respondents gave positive feedback on the survey. These respondents saw a great need for this kind of research project, and some of them indicated that there are virtual challenges in gender mainstreaming within the missions. 17 other respondents were more critical of the survey, and for some respondents, the purpose of this research project remained unclear or they criticised the formulation of the questions. A few respondents were also concerned if the anonymity of experts could be guaranteed. Many of the critical respondents did not consider gender mainstreaming to be a priority in the context of civilian crisis management.

The other issues that were touched upon in the feedback included 1) the reception of gender issues in host societies, 2) the work culture in the missions, and 3) the recruitment and training of experts. External aspects of the missions, for example, the interaction between mission personnel and the local population or the reception of gender issues in the host country, received a mention by 11 respondents. Two female respondents commented on the inconsiderate behaviour of some mission staff members, and urged higher respect for the local culture in their mission areas:

*"I was disturbed by the clothing and behaviour of some international women in the mission area. They vitiated their cause by inappropriate clothing in the culture in question or by sweet-talking, or whatever. The uniform or businesslike clothes is part of professionalism and respecting the locals."* (Female respondent, 46)<sup>60</sup>

Nine male respondents discussed how the missions have to adapt to local circumstances and improving the gender equality in the host countries is often challenging. Most of these respondents believed that these efforts are important, but they highlighted that the internationals have to be realistic with their ambitions and be prepared for slow changes. A few respondents also questioned the working methods of the missions in general; in their view, crisis management missions do not bring just positive development to their host countries.

60 "Minua häiritsi joidenkin kansainvälisten naisten pukeutuminen ja käyttäytyminen missioalueella. He vesittivät koko asiansa epäasiallisella pukeutumisellaan ko. kulttuurissa tai liikkautumisella tms. käyttäytymisellään. Virkapuku tai asiallinen pukeutuminen on osa paikallisten kunnioitusta ja arvostusta sekä ammattitaitoa."

In addition, five respondents (four males and one female) stated that keeping the gender issues on the agenda provokes resistance in the missions if 'too much' emphasis is added on them. According to one male respondent, *"gender issues are, for some reason, a sensitive issue, and it shouldn't become more important than the 'real' objectives of the mission"*.

A couple of respondents raised the problems within the work culture of the missions as being their main concern. For example, according to one male respondent, gender mainstreaming should not receive special attention because the rights of all the seconded personnel should be improved, as *"the management is sometimes completely arbitrary and despises human dignity"*. Two female respondents stressed the importance of peer support among the colleagues, and hoped that the female leaders and experts would give more support for each other.

Lastly, eight respondents touched upon the issues related to the recruitment or training of experts. Four male respondents highlighted that more attention should be placed on the selection criteria of the experts, and it should be necessary to discuss the skills that are needed for the successful conduct of duties in the missions. One male respondent claimed that in the mission context, it is sometimes more important to be a good car driver than to know the content of UNSCR 1325. The resistance against practices of positive discrimination was also echoed in some of these responses. Four other respondents hoped for more training on gender issues at CMC Finland, and one female respondent saw also a need for training on children's rights.

*"Based on my current know-how, I don't see the need for this kind of survey. I clearly need more information of gender issues, especially how they should be considered related to the values of the mission. In my life, the equality between sexes is an obvious value; I follow this value at home, in my work in Finland, inside the mission, and when cooperating with the Afghans."* (Male respondent, 51)<sup>61</sup>

61 "En tämänhetkisen osaamiseni perusteella näe tarvetta tällaiselle kyselylle. Tarvitsen selkeästi lisää tietoa gender-asioissa, varsinkin miten sen tulisi liittyä mission arvoihin. Omassa elämässäni sukupuolten välinen tasa-arvo on itseisarvo; noudatan tätä myös kotona, työssäni kotimaassa, mission sisällä ja toimiessani Afgaanien kanssa."

## 4 Discussion

In this part, we will sum up the main results and draw attention to discussion points that have clear implications for issues such as female experts' deployment, training of experts, gender mainstreaming, and the implementation of the UNSCR 1325 in civilian crisis management missions.

### ***The expert profiles of men and women and the family policy***

In this study, we were interested in finding out how a typical civilian crisis management expert deployed by CMC Finland is like in order to have a better understanding of the factors affecting (particularly female experts') deployment to these missions. In relation to this so-called 'expert profile', we also wanted to touch upon experts' experiences when combining their deployment with their family life in Finland, as well as assess how this combination may affect experts' well-being during the secondment.

The findings suggest that a typical expert profile for a female and male expert differ from each other. A "typical" female expert deployed by CMC Finland is most often below 35 and up to 55 years old, representing very diverse organisational and professional backgrounds (the private sector, independent freelancers, universities, NGOs, different ministries, police, etc.), and single or with a partner, but not having any children. As for a "typical" male expert, he is most often between 36–55 years old, is a part of the police or represents other security-related organisations (e.g. Border Guard, Rescue services, Finnish Defense Forces, but also different ministries and private companies), is married and has children. It is also worth noticing that there are quite many female experts falling into the age group below 35 years compared to male experts.

The differences between the female and male profiles could be explained by the kind of positions that are open for the candidates. Finland strongly supports secondment of police officers and the Finnish police force is dominated by male police officers, as women form only 14% of the police force.<sup>62</sup> Finland also strongly supports secondments of gender and human rights experts and these positions are most often filled in by female experts with NGO, university, or international organisation backgrounds. Often, human rights and gender experts are rather young and may fall into the category below 35 years. Quite many female experts are also deployed to the Georgia monitoring mission and the monitoring tasks do not require extensive work experience, hence many young females opt for the monitoring mission in Georgia as their first CSDP mission.

62 Suhonen 2012: 24; Pitkänen 2009: 29.

Having children vs. no children is the most distinct feature among the male and female experts. The results demonstrate that many male experts with underaged children opt to go for a mission, which is not the case amongst the female experts. The majority of female respondents were single without children in contrast to the male experts, out of which the majority were married with children. Hence, the results suggest that becoming a parent or having children constrains potential female experts seeking civilian crisis management positions much more than it does male experts. This finding could be explained by the fact that, traditionally, childcare has been the responsibility of a woman, whereas men's responsibilities have been to support their families financially. Although gender roles in Finnish society have been changing considerably since the 1970s, for example, the role of the father in parenthood<sup>63</sup>, and women and men are considered rather equal in Finnish working life, in reality, the traditional gender roles of *mother as care giver* and *father as breadwinner* still strongly persist in the country.<sup>64</sup> Hence, a deployed female expert leaving her underaged children to the care of the father is often condemned by society, or by the mother herself, stigmatising the female expert as a "poor" and "selfish" mother.

According to the results, it seems that civilian crisis management builds on this gendered division of labour and care in the society.<sup>65</sup> This has clear consequences for deployment of female experts as, according to the results, mainly childless women or women of only certain age groups (younger than 35 years) apply for the crisis management positions, meaning that a large group of potential female experts do not take part in crisis management assignments.

The results also show that family and social relationships at home play an important role in expert's well-being during the secondment. Ultimately, the better the expert feels, the better and more effectively s/he is able to conduct her/his work in the mission.<sup>66</sup> Family relationships does not concern only experts having dependants, but also respondents having no children felt that the support from their partners or friends was important when working in an challenging environment. For a few experts, their aging parents were also a high concern during their secondment. Based on the results, we can say that family relationships play an important role for all experts and their well-being in the mission. It should also be recognised that experts with children, the

63 See e.g. Jokinen 2009.

64 Valenius 2007b: 39–40.

65 See also Batt & Valenius 2006: 13–14.

66 There is a vast literature on factors affecting coping and effectiveness while working abroad. See e.g. publications from Daniel Kealey (1989; 1990).

majority of them being male, might experience different kind of difficulties when adapting to their mission life than the female experts, as the male experts often leave dependents behind.

The Finnish NAP for the period of 2012–2016 recommends that the possibilities to reconcile work and family life as well as the family practices of crisis management missions should be examined.<sup>67</sup> At the moment, CMC Finland or CSDP missions do not offer much support for the experts with children or for their family members. The possibility for relatively frequent off-duty leaves in the CSDP missions received acknowledgement from the Finnish experts, but in case the expert wants to take her/his family to the mission, all the necessary arrangements, including childcare, schooling, travels, and insurances need to be made and covered by the expert her/himself. This is due to the current EU policy, which defines the CSDP missions as non-family missions. This means that in high risk areas, including Afghanistan, Iraq, and the eastern part of the Democratic Republic of the Congo, the staff members are strictly not allowed to have visits or be accompanied by their family members. In the areas defined as middle and low risk missions, the experts may take their families with them, but this is not supported by the CSDP budget. Despite these difficulties, quite many respondents had independently arranged it so that their partners and/or children could reside in the mission area or visit them on a regular basis.

The non-family policy in CSDP missions does not prevent the deploying member states from supporting their experts with families. In Finland, the family members of civilian crisis management experts are not invited to the pre-deployment or feedback sessions, and there are no guidelines for experts on how to prepare together with the family for their separation during the secondment. In Finland, the organisation of the military seems to be more developed in this respect. For example, the family members of military observers have the possibility to participate in the pre-deployment training of these observers. Finnish Defence Forces also organise 'family days' for the peacekeepers and their family members in order to provide information and psychosocial support, and the material provided to military peacekeepers before their deployment takes family relationships into account. In addition, the Finnish Association of Peacekeepers maintains a support line for the peacekeepers and their family members. Also, the preliminary report by national occupational health care<sup>68</sup>, whose representatives visited the Finnish experts in Afghanistan in early 2012, suggests the increased inclusion of experts' family members in preparation for the deployment.

67 Ministry for Foreign Affairs of Finland, 2012: 25.

68 Unpublished draft report by national occupational health care on March 2012.

According to the report, it would be important to inform experts' family members of their working conditions in the mission prior to deployment. In addition, the report recommends that family members be provided with an opportunity to meet and network with others in similar situations, for instance, by inviting them to the pre-deployment training of the experts.

### ***Training on gender and UNSCR 1325***

Training Finnish experts for the CSDP missions is the core task of CMC Finland and, therefore, great emphasis is placed on providing quality training in each and every topic. In this study, efforts were made to investigate the kind of training Finnish experts have received on gender and on the UNSCR 1325 by CMC Finland before their deployment as well as during the secondment of the mission.

The results suggest that not all experts receive gender training provided by CMC Finland prior to their deployment, as only 53% of the respondents said that they had received some kind of gender training. One should, however, bear in mind that some of the respondents have participated in CMC's training in the earlier days when gender training was not yet a mandatory requisite for all training courses organised as it is today. Some respondents had also received training on gender elsewhere.

When assessing the respondents' perceptions of the usefulness and quality of gender training, the results show that less than half of the respondents considered the training they had received in CMC Finland's courses to be useful. The majority of respondents who criticised the gender training they had received suggested that, in order for it to be useful, the training has to be mission and context specific and include practical applications to the expert's day-to-day work. In addition, it should be better explained why gender is important in the mission's context and the trainers have to be experts in the matter in order to ensure that gender concepts are trained correctly. Having a heterogeneous group of participants with regards to sex and professional backgrounds was also seen as a good way of learning during these training sessions.

The deploying EU member states are responsible for the pre-deployment training of the experts, but the EU has made a commitment to provide gender training for the CSDP personnel also in the missions. For example, the recent document of the Council of the European Union urges that:

*"[d]uring ongoing missions and operations, mission and operation personnel are to receive training with a strong and sufficiently long component on gender aspects, including on sexual and gender based violence, where relevant. In-mission training is also to ensure full information on and adherence to the Generic Standards of Behaviour for CSDP missions and operations as well as emphasize zero tolerance for abuse or misconduct."*<sup>69</sup>

69 Council of the European Union 2012: 15.



one reason or another, reach all of the staff members.<sup>70</sup> In general, the quality of the in-mission training on gender was not regarded as very high by the Finnish experts. In multinational missions, the understandings of gender and equality issues are even more diverse due to the different cultural backgrounds and training of the mission staff members. Some deploying member states provide no pre-deployment training at all, and some member states do not include gender in their training activities on a regular basis.<sup>71</sup> Hence, the main challenge is the harmonisation and implementation of gender training efforts at the general European level. Such harmonisation would bring the multinational personnel to more of a common ground with regard to gender issues in the missions. The first steps towards this accord have been taken, as the PSC has agreed on the minimum standard training elements on human rights, gender, and child protection in the context of CSDP<sup>72</sup>, and a common training package has been under development.

### ***Level of understanding regarding gender and the UNSCR 1325***

In addition to experts' self-assessment concerning the usefulness of gender training, we also wanted to assess what kind of understanding Finnish experts have regarding gender issues and the UNSCR 1325, and if this understanding differs between male and female experts.

The results show that respondents themselves considered their gender knowledge to be good, yet their responses reveal that, in reality, the level of knowledge and understanding regarding gender issues varies greatly among the respondents from excellent to having clear gender misconceptions. There seems to be a gendered division in terms of the gender competence of these experts, female respondents showing a higher competence in gender understanding in comparison to men. According to the results, many respondents were familiar with the concept of gender, but misconceptions and confusion about the concept seemed to be common as well. Some experts were lacking even a basic understanding of some gender issues. Certain fuzziness around the concept is understandable; the Finnish experts embarking on their first civilian crisis management mission come from different educational and professional backgrounds, meaning that their former knowledge of gender is of a variable level, which explains why the concept of gender is often interlinked with other concepts, such as gender equality, gender balance, gender mainstreaming, and human rights.

70 See also Suhonen 2012: 64.

71 Frey 2008: 23.

72 See e.g. Council of the European Union 2011.

The results also revealed that the understandings of gender are influenced by the 'Finnish' or 'Nordic' conceptions of equality. Finland is generally regarded as a country with a progressive gender policy, and some respondents believed that this societal background provides them automatically with gender sensitivity. Many respondents wanted to see themselves as 'gender neutral', for example, when interacting with other mission staff members, although the analysis of the responses indicates that gender is not neutral, but is a controversial issue in civilian crisis management.

The results of this research also clearly show that gender is an emotionally-loaded concept. In the beginning of the responses, male respondents in particular kept repeating that, especially when referring to the sex of an individual expert, "*sex of the expert does not matter*" in the context of the civilian crisis management. However, as the questions proceeded, the emotional reactions of the respondents towards to the whole topic became evident in their responses. For example, the questions about one's personal understanding of gender and increasing the number of women in the missions caused strong reactions among many male respondents as well as among some female respondents. Some male respondents noted that they were made to feel guilty by the survey, or that the questions were discriminatory against men. As for a few female respondents, they feared that all the female experts would be stigmatised as 'fundamentalists', which can cause resistance from their male colleagues.

The results suggest that a responsive mind for gender and equality issues is crucial in order to convince the experts during trainings that being considerate of gender is indeed relevant in the context of crisis management missions. Considering the emotional reactions and negative connotations attached to the topic by some respondents, there seems to be a great need to improve this attitudinal environment and eliminate misleading conceptions of gender. Thus, with the terms used by Olsson and Åhlin, both education (improving the awareness and understanding of gender issues) and training (improving trainees' concrete abilities) is needed.<sup>73</sup>

One central objective of the Finnish NAP for the UNSCR 1325 is to have crisis management personnel possessing the needed expertise in human rights and gender equality issues.<sup>74</sup> Analysing these results, this goal is not yet fulfilled. Besides the misunderstandings regarding gender, 16% of the respondents were unfamiliar with the content of the UNSCR 1325. Also the objectives of the UNSCR 1325 are still often misunderstood. The discussion around the resolution is often plagued by a 'zero-sum-game' thinking, in other words, one thinks that enhancing the status of women is

73 Olsson & Åhlin 2010: 7–9.

74 Ministry for Foreign Affairs 2012: 29–30.

automatically disadvantageous for men. One should also bear in mind that many recent research projects and action plans call for stronger involvement of men in 1325-related work.<sup>75</sup> In addition, gender mainstreaming is often understood too narrowly and is, for example, reduced to the mere number of women in the missions.<sup>76</sup>

Olsson and Åhlin conclude in their study of training in the context of CSDP missions that the contents of the UNSCR 1325 and of the complementary resolutions include a wide set of issues and substantial implications, but the gender training tends to emphasise the equal opportunities of male and female mission personnel at the expense of other important dimensions of UN resolutions. For instance, the training should also include how to support local women's participation, and how to include gender in the planning, reporting, evaluation, and daily work of the missions.<sup>77</sup> The main criticism to the CMC gender training by the survey respondents was that the training is often too theoretical and stresses dos and don'ts instead of the practical implications of a gender approach. Sirkku Terävä raises the same issues in her shadow report on the implementation of the first Finnish NAP for the UNSCR 1325.<sup>78</sup> In her view, the gender training could be made more effective if the trainees would, for instance, familiarise themselves with their personal tasks by 'using gender lenses'. She also stresses the importance of training experts on gender roles in their specific cultural context, where the experts are to be deployed.

### ***Gendered division of labour and tasks***

As noted earlier, there are some structural challenges which have an influence on the expert profiles of men and women in civilian crisis management. The EU missions provide the main framework for Finnish involvement in civilian crisis management, the priority areas including police work, rule of law, monitoring, and strengthening civilian administration.<sup>79</sup> The police and border guard are traditionally very male-dominated institutions in Finland, as women form only 14% of the police and 3% of the border guards.<sup>80</sup> As a result of the gender segregation in the Finnish labour market, most of the female experts tend to have a civilian background, civilian in this context meaning not being a soldier or a police officer. Finland has been able to raise the number of female experts specifically by nominating female candidates with other professional backgrounds.

75 E.g. Council of the European Union 2012; Ministry for Foreign Affairs 2012.

76 Batt & Valenius 2006: 3.

77 Olsson & Åhlin 2010: 20–22.

78 Terävä 2011: 12–13; 23–25.

79 Pitkänen 2009: 29.

80 Suhonen 2012: 24.

According to the results, the professional background and sex of an expert play a crucial role in delineating the position and authority of an individual staff member in the mission. Although 'gender neutralism' might be the stated ideal, it is not just personal expertise and professional skills that matter in the civilian crisis management missions. CSDP missions are based on a gendered division of tasks, as there are usually more women in administrative functions than men, and male experts with military or police backgrounds perform other kind of tasks than civilians, e.g. patrolling or guarding.<sup>81</sup> The respondents of the survey observed that this gendered division of tasks can also be seen in the recruitment of local people to the missions; local women are typically hired as interpreters or secretaries, while men typically work in expert functions.<sup>82</sup> The crucial point here is that all the functions and tasks of the mission are not valued in the same way, as the security-related 'core functions' are distinguished from the 'softer' support functions.<sup>83</sup>

The results of the study indicate that 'gender expertise' is unevenly divided between female and male experts. In general, the Finnish female experts had a deeper understanding of gender issues than the male respondents, which can at least be partly explained by the different professional backgrounds of the male and female experts. On the other hand, the results show that women did also put higher value on gender competence than male experts. That being said, it should be noted that there were some male respondents with a high awareness of and competence in gender issues, but it is important to note that gender expertise is often regarded as a women's field of know-how.

However, the work for gender and human rights issues is rarely understood as a core function of the mission. Johanna Suhonen made similar observations when conducting in-depth interviews with Finnish civilian crisis management experts; the women's work that associated with soft values, such as humanitarian or gender work, was not highly valued in the missions. For example, one female informant recounted how the nicknames given for the staff members of the human rights office ('tree huggers', 'baby kissers') reflected the attitudes of the other mission staff.<sup>84</sup>

The fact that Finland (and apparently other deploying member states as well) seconds mainly females as gender advisers sustains the gendered division of tasks in the missions. On the one hand, this has been seen as an effective way to increase the

81 Suhonen 2012: 37–38.

82 See also Terävä 2011: 27.

83 Suhonen 2012: 37–38.

84 Suhonen 2012: 39; 46–47.

number of Finnish female experts in the missions, but on the other hand, appointing female gender advisers seems to be founded on the assumption that only women are motivated and able to perform tasks related to gender issues. This research material however shows that some Finnish male experts possess excellent potential to perform this kind of job function.

### ***Women in the missions***

Looking at these results, most of the respondents were supportive of having female staff members in the missions, and, for the most part, were in favor of increasing the number of women in the missions. There are some functions of the missions where having female staff members was considered to be particularly important, including women having liaisons and contacts with the local female population in gender-segregated host societies.

Interestingly, the Finnish male and female experts surveyed have experienced the cultural restrictions of the host societies very differently. For example, the male respondents considered the attitudes of local men to restrict women's involvement in male-dominated societies, but the Finnish female experts themselves felt that it was their international male colleagues instead who did not value women's work in the missions. Harris and Goldsmith<sup>85</sup> came to the similar conclusions in their research project on Australian women police officers in international policing operations; the interviewed policewomen encountered sexism and resistance against women's participation especially from their own Australian male colleagues, but not when working with their local male counterparts. Harris and Goldsmith also point out that a status as an 'international expert' allows women to transcend the gendered norms faced by local people, as their status as esteemed international professionals might override their 'low' status as women. This enables the international experts to question the society's existing norms in the area of gender relations as well.<sup>86</sup>

Looking at the leadership of the missions, women's involvement continues to be low. At the highest level, there has been only one woman as a European Union Special Representative (EUSR) and two holding the position of Head of Mission.<sup>87</sup> In senior and middle management positions, women's representation also is low, and men often fill the team and patrol leader positions. In the survey, the question of whether or not the number of female leaders and managers should be increased was one of the most polemical, and the question split the male and female experts into two disagreeing groups. Generally, the respondents were critical of the use of quotas and positive

85 Harris & Goldsmith 2010: 299–303.

86 Harris & Goldsmith 2010: 295.

87 See e.g. Suhonen 2012: 25.

discrimination. However, it is very unlikely that the amount of women in leadership positions will increase automatically if certain structural barriers are not removed (e.g. family policy, recruitment from male-dominated professions, etc.). The results suggest that increasing the number of women in leadership positions still meets some resistance, but the low representation of women at the highest levels also leaves them out of the decision-making structures.

As Finland has very successfully increased the number of seconded female experts, the question still remains: does the number of women in the missions matter? Elina Penttinen notes that adding women is often expected to fix the problems of the crisis management missions by limiting the frustration of the experts and/or curbing the sexual abuse committed by crisis management personnel within their host societies.<sup>88</sup> In the survey responses, this argument did not manifest itself very strongly, although a few male respondents indicated that women's presence has a civilising effect on men's behavior and use of language. The female respondents indeed reported cases of sexual harassment or breaches of code of conduct by the mission personnel more often than their male colleagues did. However, women's roles cannot be reduced to being the 'social conscience' of the missions.<sup>89</sup> The results suggest that the involvement of women has significance both for the female staff members and for the women in the experts' host societies.

Since women usually are in the clear minority during the missions, their presence provokes both positive and negative attention from their colleagues and they are under stricter 'social control'. The pressure experienced by female experts could be reduced by increasing the number of women among the staff. The number of women is also important for the decision-making structures; as the status of female experts in the missions is lesser to begin with and the individual representatives of one sex are more easily excluded from decision-making processes. For the local women, having female staff is crucial in order to feel connected to the mission's purpose. It can also be argued that female experts possess skills and expertise that are useful and necessary for missions to be successful. The results of this research project raise the question of whether the women experts' expertise is fully used and appreciated in civilian crisis management.

88 Penttinen 2010: 207–209.

89 Among others, Penttinen (2010: 209–220) and Valenius (2007a: 515–517), take a critical stance towards the role of women as 'civilisers' in crisis management missions, as in that case the responsibility of men's behaviour is foisted on women. Penttinen stresses the importance of ethical competence, which is not self-evidently possessed either by men or women, but a needed capacity for all the crisis management personnel.

The differences in the experiences of male and female experts were evident in relation to the equality between the mission staff members and their opportunities to be a part of decision-making processes. Many Finnish female experts who were surveyed felt that their work was less appreciated than their male colleagues' work, especially if they did not have professional background in the military or police. Elina Penttinen, who has studied the experiences of Finnish policewomen in civilian crisis management missions, notes that, even within the police force, female police officers tend to encounter belittling, social exclusion, and sexual harassment from their male colleagues.<sup>90</sup>

According to the results of this study, female experts have faced both overt and veiled sexism, gender-based discrimination, and sexual harassment in the missions. 50% of the female respondents reported having personally experienced discrimination or harassment or having seen other women being discriminated against or harassed during the mission. The problem also seems to be a general issue rather than limited to one single mission. Male experts encountered sexual harassment to a considerably lesser extent, and they also identified harassment or other unequal treatment among the staff more rarely than women.<sup>91</sup> The main concern of male experts was the positive discrimination favouring women in the recruitment process.

The results also indicate that the incidents of discrimination or harassment are seldom reported in the missions. According to Judy Batt and Johanna Valenius, one central reason for these infrequent reports is that the staff members encountering harassment do not know whom to turn to.<sup>92</sup> 33% of the female respondents did not know whom to contact if harassment occurs during a mission. Also, the attitudes of the mission's leaders and other colleagues are important when fighting against discrimination and/or harassment; if the male leaders and male colleagues do not identify unequal treatment or justify harassment as simply be "*jokes or natural flirtation between the sexes*"<sup>93</sup>, it is very likely that the victims of harassment will not submit official complaints.

### ***Gender mainstreaming at the mission level***

One of the detailed research questions for this study was to explore how gender has been taken into account in the civilian crisis management missions and how the missions enforce the objectives of the UNSCR 1325. It should be noted that we can only

90 Penttinen 2010: 205–207.

91 Similar research findings were made by Suhonen 2012: 50–52. Also, the preliminary report by occupational health care suggests that the Finnish experts reported on sexual harassment in EUPOL Afghanistan.

92 Batt & Valenius 2006: 13–15.

93 Ibid.

give a somewhat limited answer to this question. As the research material consisted mainly of subjective experiences of Finnish experts who represent only a small amount of the total personnel in CSDP missions, it is not possible to draw strong conclusions on the success of gender and 1325-related work in different missions. Also, the leadership or gender advisers of the missions were not separately consulted for this research project, which would have provided more information on gender mainstreaming efforts. We are, however, able to shed some light on the existing practices and challenges of gender and 1325-related work at the mission level.

The results indicate that the missions have established some good practices for improved gender approaches, for example, making use of gender advisers and/or focal points, producing and analysing gender-specific information, providing training on gender issues for staff members and/or local stakeholders, consulting international or local women's organisations, and supporting female participation in basic education, policy-making and/or police work. On the other hand, the respondents also pointed out the organisational challenges of gender mainstreaming, including the lack of support for the implementation of gender mainstreaming by the mission's leadership and some staff members. Besides the low commitment to improving gender issues, the lack of awareness of gender issues amongst the CSDP personnel was seen as a great problem.

In order for gender mainstreaming to be effective, it is crucial that gender is included in the mandate and central documents of the mission, e.g. in OPLAN and CONOPS. For example, one of the six strategic objectives of EUPOL Afghanistan is to promote human rights and gender mainstreaming in the work of Ministry of Interior Affairs and the national police force, which also guarantees resources for gender work.<sup>94</sup> However, the experiences of Finnish experts suggest that the objectives regarding gender equality and the UNSCR 1325 are usually not very high priorities of the mission. Many respondents expressed that gender and 1325-related work did not have an important role in the conduct of their missions and these respondents were rather skeptical of the activities related to gender issues as having any real influence in practice.

Today, practically all CSDP missions have at least one gender adviser, some missions also appoint gender focal points, which is the practice of EUMM Georgia. The results of this research indicate that the gender adviser should be high enough in the mission hierarchy and be an experienced professional in order to make full use of this expert function. Suhonen notes that having good relations with the leadership and field

94 Suhonen 2012: 62–63.



offices is an essential in order for the gender adviser to produce results.<sup>95</sup> These results show, however, that the expert functions remain distant from most of the experts in the field, as 47% of the respondents reported that they never had any contact with a gender adviser or focal points during the mission.

### ***Limitations of the study***

This study has focused on the experiences of Finnish civilian crisis management experts. Although the response rate was relatively high and the respondents represent a wide range of civilian crisis management experts, the focus on one nationality limits the scope of this study. During the 2000s, the EU has deployed 24 crisis management missions and operations under CSDP, sending around 80 000 personnel to crisis and conflict areas.<sup>96</sup> Given the multitude of CSDP personnel, the sample of this study represents a very small amount of the total personnel. In addition, Finland is just one of the several deploying member states. However, examining the understandings of and attitudes towards gender and equality issues of crisis management personnel is important in order to see how political commitments translate into the fieldwork. As this kind of research has been fairly non-existent thus far, CMC Finland hopes to encourage similar research projects in other deploying EU member states. Also, this research project focused mainly on the internal aspects of the missions. The impacts of civilian crisis management missions on the host societies cannot be assessed in this kind of study, but evaluation and assessment of the impact of these missions and their gender-related consequences would be very much needed as future research.<sup>97</sup>

95 Suhonen 2012: 60–62.

96 The number extends both the military and civilian crisis management missions and operations.

97 The impact assessment of crisis management missions is encouraged also by Terävä 2011: 8.

## 5 Recommendations

**Increase the number of female experts deployed to civilian crisis management missions and given leadership positions. The number of female experts can be significantly increased in the following measures:**

- 1) implementing a policy change that allows some of the missions (e.g. EUMM Georgia, EULEX Kosovo, secretarial positions in international organisations) to be defined as family-based missions, following the example of the UN;
- 2) introducing short-term deployment and/or short-term visiting expert positions, as recommended also in the latest Finnish NAP for the UNSCR 1325;
- 3) increasing secondments of secretarial positions to missions based in Europe;
- 4) opening a wider range of positions suitable for female civilian experts other than gender and/or human rights adviser positions and in different levels (junior, senior, leadership);
- 5) sensitising HoMs and staff members in leadership positions regarding gender and the UNSCR 1325 through mobile trainings during the missions (thus enabling an environment that supports female leadership and female staff members);
- 6) including knowledge of gender and the UNSCR 1325 as a selection criteria for senior leadership and HoM positions and/or including mandatory gender training courses prior to deployment;
- 7) developing international career paths for potential female experts systematically by providing leadership training opportunities.

**Develop support mechanisms for experts with families. The well-being and effectiveness of experts in missions could be improved as follows:**

- 1) inviting family members, such as spouses and partners, to participate in pre-deployment training and offering family members a possibility to network with others in similar life situations;
- 2) organising a family day once or twice a year for experts and their families following the example of the Finnish Defence Forces;
- 3) see also point 1 from the first recommendation concerning family-based missions.

**Improve gender knowledge and understanding of experts through training:**

- 1) by developing a training curriculum that responds to the practical needs of experts in missions, i.e. providing specific hands-on training to support male and female experts' daily work in the missions in relation to the job descriptions;
- 2) applying appropriate training methodology that allows self-reflection of experts' personal attitudes and emotions affecting their understandings of gender;
- 3) assessing learning needs prior to training in order to tailor the training to suit the needs of participants and to assess learning after training in order to revise the training methodology to provide better learning results;
- 4) conveying clear messages on gender and the UNSCR 1325 in order to not confuse the experts by separating these two issues, as otherwise there is the danger that gender is perceived only as a women's issue;
- 5) only using gender trainers that have proven experience on conducting gender training that is based on working with the attitudes and values of trainees through participatory approach. Good training skills are particularly important for successful gender training;
- 6) and increasing the number of male gender trainers through Training of Trainers (ToT) in order to reduce the tendency of experts to think that gender is only a women's issue. This should also be reflected in discussions regarding the gender concept (gender = women, men, boys, and girls).

**Reduce all kinds of harassment during the missions that affect the well-being of female experts through a “code of conduct” training that:**

- 1) emphasises zero tolerance for all kind of harassment (e.g. there is no mild vs. serious sexual harassment);
- 2) provides generic guidelines on how to proceed in a case of sexual or other kind of harassment during a mission and what the reporting guidelines are to CMC Finland;
- 3) provides guidelines for the experts on how to support female experts being harassed;
- 4) provides guidelines for Finnish national seniors on how to proceed in harassment cases and/or appoint a female expert (with specific criteria) to be responsible for harassment cases in Finnish contingency.

**Conduct and support research activities that follow up and support the implementation of the UNSCR 1325 by:**

- 1) providing sex-disaggregated data of civilian crisis management experts, including statistics of experts at the middle and senior management level, male and female experts’ marital status, salaries, and harassment cases;
- 2) following how the developments regarding the implementation of the UNSCR 1325 proceed and repeating a similar study in the middle or towards to the end of the NAP period from 2012–2016;
- 3) encouraging research activities on the implementation of the UNSCR 1325 and on the gendered impacts of crisis management missions in Finland as well as in other deploying EU member states;
- 4) developing a gender strategy and updated 1325 action plan (including SMART indicators) for CMC Finland that supports the implementation of the Finnish NAP for the period of 2012–2016 and takes into account the findings and recommendations of this study.

**Guarantee adequate resources for gender and 1325-related work at CMC Finland:**

- 1) to make sure that, besides the seconded experts, CMC Finland’s own personnel placed in Kuopio possess the required expertise in gender and equality issues; this pertains to the staff in the training, human resources, and research and development sectors alike. The continuity of the gender and 1325-related work should be guaranteed also when changes in staff take place.

## 6 References

Barnes, Karen (2011): "Turning policies into action? The European Union and the implementation of UNSCR 1325", in: Barnes, Ikpe & Olonisakin (eds.) *Women, Peace and Security: Translating Policy into Practice*, pp. 211–222. London, Routledge.

Batt, Judy & Valenius, Johanna (2006): *Gender Mainstreaming: Implementing UNSCR 1325 in ESDP Missions*. Paris, Institute for Security Studies.

CMC Finland (2012): *Asiantuntijan opas*. Available on [www.cmcfinland.fi/pelastus/cmc/home.nsf/pages/7C25AF94105F33D8C2257688004395F2/\\$file/120521%20Asiantuntijan%20opas.pdf](http://www.cmcfinland.fi/pelastus/cmc/home.nsf/pages/7C25AF94105F33D8C2257688004395F2/$file/120521%20Asiantuntijan%20opas.pdf), accessed on 15.8.2012.

Council of the European Union (2011): *Comprehensive Annual Report on CSDP and CSDP-related training* (CART 2011). Doc. 17438/11. Available on [www.consilium.europa.eu/media/1639908/st17438\\_en11.pdf](http://www.consilium.europa.eu/media/1639908/st17438_en11.pdf), accessed on 31.7.2012.

Council of the European Union (2012): *Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations*. Doc. 7109/12.

Frey, Béatrice (2008): *Accountability and monitoring mechanisms in support of the implementation of EU guidelines and policy directives on gender in ESDP missions*. Brussels, UNIFEM.

Gya, Giji (2010): *Implementation of EU Policies Following the UN Security Council Resolution 1325*. Brussels, ISIS Europe.

Harris, Vandra & Goldsmith, Andrew (2010): "Gendering Transnational Policing: Experiences of Australian Women in International Policing Operations". *International Peacekeeping*, Vol. 17, No. 2: 292–306.

Jokinen, Arto (2009): "Is there room for new masculinities in the house of hegemonic masculinity?" Paper presented at the conference "Changing Men and Masculinities in Gender Equal Societies", Roskilde, Denmark, 30.1.2009.

Ministry for Foreign Affairs (2012): *Finland's National Action Plan 2012–2016*. Available on [www.kopijyva.fi/ejulkaisut/ulkoasiainministerio/UM\\_05\\_2012/UM\\_05\\_2012.pdf](http://www.kopijyva.fi/ejulkaisut/ulkoasiainministerio/UM_05_2012/UM_05_2012.pdf), accessed on 15.8.2012.

Ministry of the Interior (2008): *Finland's National Strategy for Civilian Crisis Management*. Available on [www.finlandnato.org/public/download.aspx?ID=34485&GUID=%7BA123E955-4D9B-4068-B19A-CE6F8C003AD6%7D](http://www.finlandnato.org/public/download.aspx?ID=34485&GUID=%7BA123E955-4D9B-4068-B19A-CE6F8C003AD6%7D), accessed on 25.8.2012.

Olsson, Louise & Tejpar, Johan (eds.) (2009): *Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan*. Stockholm, FOI: Swedish Research Agency.

Olsson, Louise & Åhlin, Martin (2009): *Strengthening ESDP Missions and Operations through Training on UNSCR 1325 and 1820*. Inventory of Ongoing Training. Draft paper prepared by the Folke Bernadotte Academy, Sweden, for the Seminar "Strengthening ESDP missions and operations through training on UNSCR 1325 and 1820" organised by the Swedish EU Presidency. Available on [www.consilium.europa.eu/uedocs/cmsUpload/02\\_Inventory\\_of\\_1325\\_training\\_in\\_the\\_EU\\_\(2\).pdf](http://www.consilium.europa.eu/uedocs/cmsUpload/02_Inventory_of_1325_training_in_the_EU_(2).pdf), accessed on 5.4.2012.

Penttinen, Elina (2010): "Poliisinaiset maailmalla – Mistä naisten määrän lisäämisessä on kyse?", in: Jukarainen & Terävä (eds.) *Tasa-arvoinen turvallisuus? Sukupuolten yhdenvertaisuus suomalaisessa maanpuolustuksessa ja kriisinhallinnassa*, pp. 199–210. Helsinki, Minerva.

Pitkänen, Ville-Veikko (2009): "The gender perspective in the training and recruitment of Finnish civilian crisis management experts", in: Henriksson (ed.) *CMC Finland Yearbook 2009 on Civilian Crisis Management Studies*, pp. 20–47. Kuopio, Crisis Management Centre Finland.

Suhonen, Johanna (2012): *Sukupuolittunut siviilikriisinhallinta. Suomalaisten siviilikriisinhallinnan asiantuntijoiden kokemuksia EU-operaatioista*. M.Soc.Sc. Thesis, University of Turku.

Terävä, Sirkku (2011): *Varjoraportti Suomen kansallisen 1325-toimintaohjelman "Naiset, rauha ja turvallisuus" toteuttamisesta vuosina 2008–2011*. Suomen 1325-verkosto. Available on [www.1325.fi/tiedostot/Kansalaisjärjestöjen\\_1325varjoraportti\\_2011.pdf](http://www.1325.fi/tiedostot/Kansalaisjärjestöjen_1325varjoraportti_2011.pdf), accessed on 15.5.2012.

Valenius, Johanna (2007a): "A Few Kind Women: Gender Essentialism and Nordic Peacekeeping Operations". *International Peacekeeping*, Vol. 14, No. 4: 510–523.

Valenius, Johanna (2007b): *Gender mainstreaming in ESDP missions*. Chaillot paper no. 101. Paris, Institute for Security Studies.

## **Annex I— The questionnaire**

1. I am...

Male

Female

2. Year of birth?

3. Which of the following civilian crisis management missions or assignments have you got working experience in?

EUBAM Moldova/Ukraine

EULEX Kosovo

EUMM Georgia

EUPM Bosnia-Herzegovina

EUPOL Afghanistan

EUPOL COPPS

International organisations or secretariats

Other missions or assignments

4. Your employer or background organisation, when deployed to a civilian crisis management assignment the previous time?

Police

Border Guard

Ministry for Foreign Affairs

Ministry of Interior

Ministry of Justice

Non-governmental organisation

University or research institute

Other, what?

5. Which of the following options best describes your family situation?

Single and living alone

Married or in marriage-like relationship, no children

I have underaged children

6. How have you managed in combining work and family when deployed to civilian crisis management assignments?

Well

Badly

The family relations played no role

7. Tell in more detail about your experiences of combining work and family when deployed to civilian crisis management assignments.

8. Describe what in your opinion are the qualities of a good civilian crisis management expert.

9. Do women and men have different kind of knowledge or expertise 'in the field' of the civilian crisis management missions?

Yes

No

10. Provide an explanation for your last answer. You can also give a concrete example based on your own experiences.

11. Have you participated in the trainings provided by CMC Finland prior to your deployment?

Yes

No

12. Did the training provided by CMC Finland include training on gender?

Yes

No

13. If you answered 'yes' to the last question, describe the gender training of CMC Finland by using three adjectives.

1.

2.

3.

14. Did you consider the gender training of CMC Finland as useful? Explain, why it was or was not useful.

15. Were you given any gender training during the mission? Answer the question based on your current or your last mission.

Yes

No

16. If you answered 'yes' to the last question, describe the gender training during the operation by using three adjectives.

- 1.
- 2.
- 3.

17. Did you consider the gender training during the mission as useful? Explain why it was or was not useful.

18. Should the training of the civilian crisis management personnel include some of the following topics? Assess the necessity of each listed topic in the training. You can also add to the list a topic that you find important.

	Needed	Somewhat needed	Not needed
Information of the daily life and security needs of the local women and men			
General information of the human rights			
Training on how to identify and deal with human trafficking			
The concept of gender			
The UNSCR 1325 and other resolutions related to women and children in conflict			
Practical exercises of situations when gender matters			
Practical exercises on how to evaluate gendered implications of the missions			
Operational code of conduct to avoid harassment and exploitation			
Others' experiences from the field			
Something else, what?			



19. Assess your own action in the civilian crisis management operation. Select the most suitable option of the following:

- I don't know, what the concept of gender means
- I have heard of gender before, but I don't see the relevance of the concept to my work
- I have a good understanding of gender and am able to include it in my work
- I can train others on gender and equality issues

20. Tell your own perception of what the concept of gender means.

21. Assess how important the gender approach is for the success of the civilian crisis management mission.

- Not at all important
- Somewhat important
- Quite important
- Very important

22. Assess the importance of the gender competence for your own work in civilian crisis management mission. Answer based on your current or your last assignment.

- Not at all important
- Somewhat important
- Quite important
- Very important

23. Are you familiar with the United Nations Security Council Resolution 1325 on "Women, Peace and Security"?

- Yes
- No

24. If you answered 'yes' to the previous question, tell shortly in your own words what the United Nations Security Council Resolution 1325 on "Women, Peace and Security" entails.

25. I feel that my gender is...

- an advantage in the civilian crisis management assignments
- a disadvantage in the civilian crisis management assignments
- irrelevant in the civilian crisis management assignments

26. Provide an explanation for your previous answer. How is your gender advantageous / disadvantageous in the civilian crisis management assignments? You can also give a real-life example based on your own experiences.

27. From your experience, are men and women equal as staff members in the civilian crisis management missions?

Man and women are equal staff members

I strongly agree

I somewhat agree

I somewhat disagree

I strongly disagree

28. Provide an explanation for your previous answer. You can also give a real-life example based on your own experiences.

29. Has the number of women in the staff of the missions relevance?

Yes

No

30. Provide an explanation for your previous answer. In what way has the number of women relevance for the mission? / Why do you think that the number of women has no relevance for the mission?

31. Should the number of female chiefs or managers be increased in the civilian crisis management missions?

32. Provide an explanation for your previous answer. What kind of measures would you suggest for increasing female chiefs or managers? / Why the amount of female chiefs or managers should not be increased?

33. Do you think that women and men possess equal opportunities for decision making in the operations?

Yes

No

34. Provide an explanation for your previous answer. You can also give a real-life example based on your own experiences.

35. Have you experienced gender based discrimination or sexual harassment in the civilian crisis management missions, or have you noticed discrimination or harassment directed at other staff members?

Yes

No

36. If you answered 'yes' to the previous question, what kind of discrimination or harassment did you experience / observe?

37. Did the mission take any action in cases of discrimination or sexual harassment? If yes, what action was taken? / If not, what do you think was the reason for not taking any action?

38. Did you know who to turn to in cases of discrimination or harassment?

Yes, who? \_\_\_\_\_  
No

39. Did you find out any situations where the national or operational code of conduct was not respected, for example in relation to prostitution?

Yes  
No

40. If you answered 'yes' to the previous question, were the cases examined by the mission? If not, what do you think was the reason for not taking any action?

41. Were you in contact with some of the following stakeholders or actors related to your work or for other reasons? You can choose more than one option.

Local female population  
Local female politicians or actors  
Local women's organisations  
International women's organisations  
None of the actors mentioned above

42. Did you report on the security needs of women and men, equality issues or women's rights in the mission?

Yes  
No

43. Were there a gender adviser or a gender focal point in the mission? Answer based on your current or your last mission.

Yes  
No  
I do not know

44. How often were you in contact with the gender adviser or gender focal points due to your daily work?

Daily  
Weekly  
Monthly  
Rarely  
Never

45. How gender approach and the Resolution 1325 were integrated into the practices of the mission?

46. Did you think that the mission produced any results in advancing gender approach or the objectives of the Resolution 1325? You can also give practical examples.

47. How could gender approach be strengthened in civilian crisis management?

48. If you want, you can comment on the subject of the survey or the survey itself.

**Publisher**

Crisis Management Centre Finland  
Hulkontie 83  
PO Box 1325  
FI-70821 Kuopio  
Finland

**Layout**

CMC Finland

**Proofreading**

Amy Baldauf

**Copyright ©**

CMC Finland

**CMC**Finland

**Kriisinhallintakeskus**

Crisis Management Centre