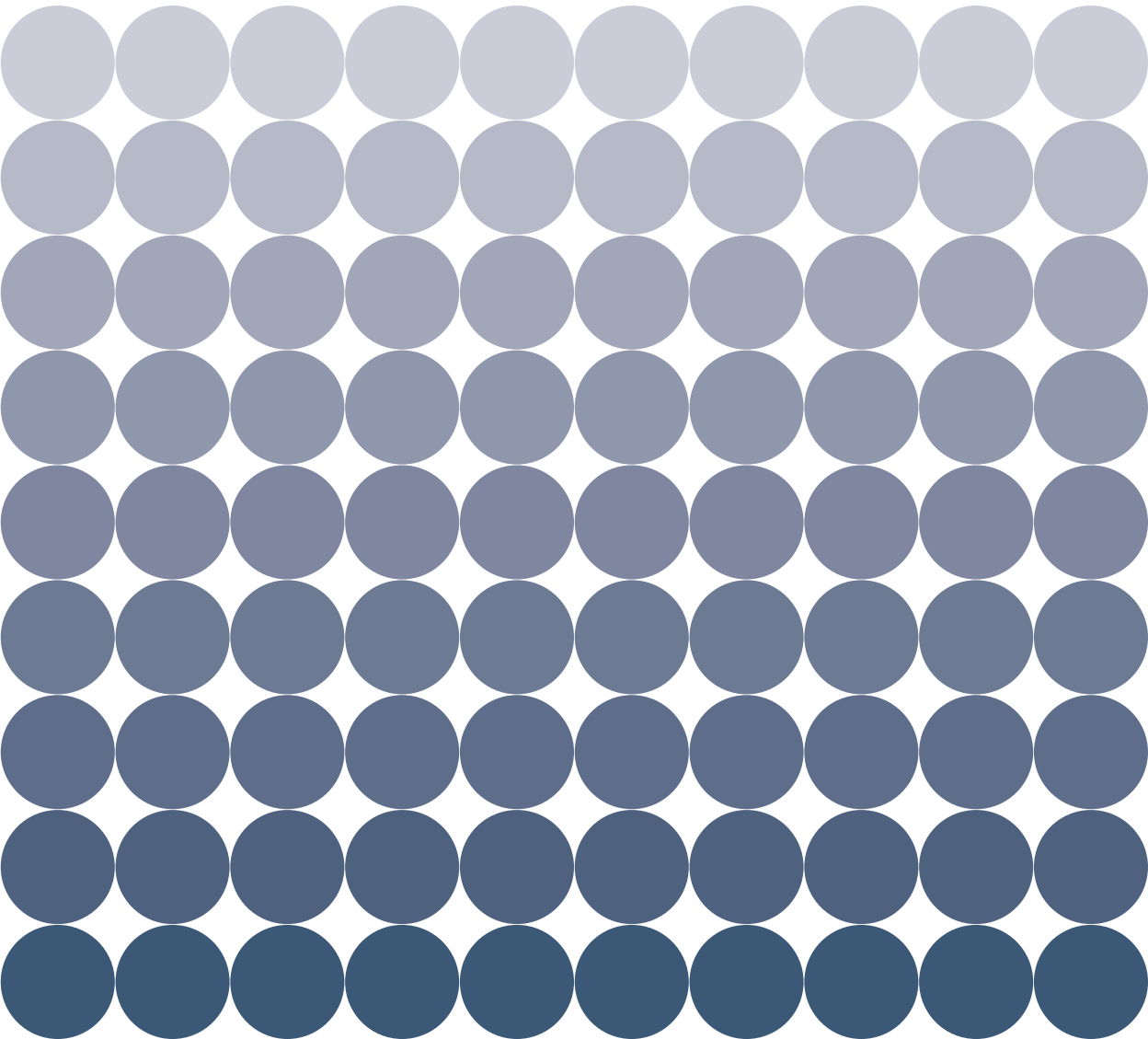


TRENDS IN WOMEN'S PARTICIPATION IN UN, EU AND OSCE PEACE OPERATIONS

TIMO SMIT AND
KAJSA TIDBLAD-LUNDHOLM



STOCKHOLM INTERNATIONAL PEACE RESEARCH INSTITUTE

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Trends in Women's Participation in UN, EU and OSCE Peace Operations

SIPRI Policy Paper No. 47

TIMO SMIT AND KAJSA TIDBLAD-LUNDHOLM



**STOCKHOLM INTERNATIONAL
PEACE RESEARCH INSTITUTE**

October 2018

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ISBN 978-91-85114-94-8

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Preface

The year 2020 will mark the 20th anniversary of the adoption of the landmark United Nations Security Council Resolution 1325 on women, peace and security (WPS). One of the key pillars of this resolution and the broader WPS Agenda is to ensure the equal participation of women in all efforts to promote peace and security. This includes peace operations, which are the flagship enterprise of the UN and which are increasingly also being conducted by a range of other multilateral organizations.

The objective of strengthening the meaningful participation of women in multilateral peace operations has been accepted in the UN as imperative for the credibility of those of operations and their ability to implement their mandates effectively. Yet women remain severely under-represented, especially among the uniformed personnel. Approximately 4 per cent of the military personnel and 10 per cent of the police that are currently deployed in UN peace operations are female. This is despite efforts in recent years to recruit more women. The representation of women is higher among the civilian personnel, but remains far removed from gender parity. Taken overall, other multilateral organizations are not performing much better, even though many of them are also seeking to improve the gender balance in their peace operations.

Transparency and accountability are important in gauging change in this area. Many organizations are still not systematically producing, preserving and publishing gender-disaggregated data on their deployments. The lack of transparent and sufficiently disaggregated data inhibits the effective monitoring of the implementation and thus the effectiveness of strategies, action plans and targets to increase the meaningful participation of women in peace operations. Such data is also necessary to identify accurately which formal and informal barriers to the participation of women are persisting (and where), and to enable more research into the causes and consequences of gender imbalances.

This policy paper looks at the participation of women in peace operations conducted by the UN, the European Union (EU), and the Organization for Security and Co-operation in Europe (OSCE) over the past 10 years (2008–17). The analyses are based on unique gender-disaggregated data on multilateral peace operations that SIPRI has collected over the course of several years and compiled in the SIPRI Multilateral Peace Operations Database. This paper is the first result of this impressive effort. It is my hope that it will be the first step in continuous monitoring of the levels of women's participation in peace operations.

In addition to describing the trends in women's participation in multilateral peace operations, this policy paper also maps the data that the UN, EU and OSCE are producing and making available, and assesses its quality. The paper concludes with recommendations to each of these organizations on how they can improve their reporting on the people that they are deploying in the field. The Foreign Minister of Sweden, Margot Wallström, was correct when she stated in the UN Security Council recently that 'participation is not about counting heads

but about having influence'. Analysing influence over time and across missions requires better data than has been available thus far. For its part, SIPRI is ready to contribute where it can to improve this evidence base.

I am grateful to Timo Smit and Kajsa Tidblad-Lundholm for their hard and careful work in preparing this paper. On behalf of SIPRI, I would like to thank the Ministry for Foreign Affairs of Sweden for the strategic programme grant that helped to fund this research project. The ministry, of course, is not responsible for the content of the paper. I am also grateful to all the colleagues at the headquarters of the relevant organizations and missions that have assisted SIPRI over the years in its collection of data on multilateral peace operations. Finally, I would like to thank the external referees and SIPRI colleagues Dr Jaïr van der Lijn and Luc van de Goor for commenting on earlier drafts of this paper, and the SIPRI Editorial Department.

Dan Smith
Director, SIPRI
Stockholm, October 2018

Acknowledgements

The information contained in this paper builds on multiple years of data collection by SIPRI in the context of its Peace Operations and Conflict Management Programme. The authors would like to thank SIPRI for allocating core funding to ensure the continuity of the data collection process and the Multilateral Peace Operations Database, as well as the Swedish Ministry for Foreign Affairs for providing the funding that allowed this paper to be produced. Special thanks are due to all the organizations and missions, and individuals within them, that have assisted SIPRI in any way in its collection of data on multilateral peace operations. The authors are also grateful to the external reviewers and SIPRI colleagues that provided detailed comments on earlier drafts of the paper, and to the SIPRI Editorial Department for all of its support in producing the final publication. All errors are entirely the responsibility of the authors.

Timo Smit and Kajsa Tidblad-Lundholm
Stockholm, October 2018

Summary

The United Nations and many other organizations are committed to increasing the participation of women in multilateral peace operations. Yet translating this into clear results on the ground remains challenging. At the same time, monitoring progress and the effectiveness of gender balancing has been difficult as many of the organizations that are conducting peace operations have not systematically produced and preserved gender-disaggregated data on their deployments, or have not made such data publicly available.

This SIPRI Policy Paper describes the key trends in the participation of women in UN peace operations, European Union (EU) Common Security and Defence Policy (CSDP) missions and operations, and Organization for Security and Co-operation in Europe (OSCE) field operations in 2008–17. It is based on unique gender-disaggregated data from SIPRI's Multilateral Peace Operations Database, which has been gathered through multiple years of systematic data collection. The paper also takes stock of the quality and availability of the data that is being produced and distributed by the UN, EU and OSCE.

The UN conducted 48 peace operations in 2008–17 in which it deployed military, police and civilian personnel. The proportion of women in the military personnel increased from 1.9 to 3.9 per cent over that period, while the proportion of women in the police initially increased but remained relatively constant between 2011 and 2017, at around 10 per cent. The proportion of women in the international civilian personnel in UN peacekeeping operations decreased from 29.8 to 28.2 per cent between 2008 and 2017, but increased from 27.3 to 30.6 per cent in UN special political missions between 2011 and 2017 (complete data is not available for earlier years).

The EU conducted 26 CSDP missions and operations in 2008–17 in which it deployed military, police and civilian personnel. The proportion of women in the military personnel ranged from 5.3 to 8.4 per cent in 2013–17 (complete data is not available for earlier years). Between 2008 and 2017 the proportion of women in the international personnel in civilian CSDP missions increased from 11.3 to 22.8 per cent, although this includes both police and non-uniformed personnel. The available SIPRI data on the police suggests that the proportion of female police was around 10 per cent in 2014–17.

The OSCE conducted 22 field operations in 2008–17 in which it only deployed civilian personnel and no uniformed military or police. The proportion of women in the international personnel increased from 34.5 to 37.7 per cent between 2008 and 2013. In 2014 the OSCE established the Special Monitoring Mission (SMM) to Ukraine. Between 2014 and 2017 the proportion of women decreased to 21.6 per cent, primarily because the OSCE was deploying more international personnel in the SMM than in all the concurrent field operations combined but relatively few of those personnel were women. The majority of the international personnel in the SMM were monitoring officers. The proportion of female monitoring officers

peaked at 19.2 per cent in mid-2015, but decreased to 16.2 per cent by the end of 2017.

The main findings of this paper with regard to the key trends in 2008–17 that can be identified by the new data are that the representation of women (a) continued to be lowest among the uniformed personnel, in particular the military personnel; (b) was higher among the international civilian personnel, albeit far removed from gender parity at the aggregate levels and in most missions; (c) often stagnated or decreased while organizations or missions were deploying more personnel; and (d) often improved while missions or organizations were scaling down personnel deployment because they were deploying fewer men rather than more women. This suggests that improvements in the gender balance are more difficult to achieve when the demand for additional personnel is high, and more likely when this demand is low. In addition, it underscores the importance of focusing not only on improving female-to-male ratios alone, but also on increasing the actual number of women that are being deployed to multilateral peace operations.

The main finding on the quality and availability of gender-disaggregated data on multilateral peace operations is that there continues to be ample room for improvement in the way in which conducting organizations are producing and distributing such data. The UN is an exception to this and is leading by example when it comes to producing gender-disaggregated and transparent data on its deployments, especially for uniformed personnel. The data that the EU produces on its deployments in CSDP missions and operations has the most weaknesses of all the data sets under review, especially with regard to the military and police personnel. This paper offers a number of concrete recommendations as to how the UN, EU and OSCE can (further) improve their reporting on the personnel that they are deploying in the field.

More research is needed to better understand at which levels the participation of women in peace operations is improving and at which levels it is lacking, how meaningful the participation of women is, and which barriers are persisting. This includes research on the key trends identified in this paper, their causes and their implications for gender balancing. Importantly, such research requires better data than is currently available. By not systematically collecting sufficiently disaggregated data on the human resources in their own missions and operations—that is, by gender, but also by age and other characteristics—the organizations that are conducting multilateral peace operations are denying themselves and others the evidence base required for monitoring and evaluating efforts to increase the meaningful participation of women.

Abbreviations

AU	African Union
CAR/RCA	Central African Republic (République centrafricaine)
CPCC	Civilian Planning and Conduct Capability
CSDP	Common Security and Defence Policy
DRC/RD Congo	Democratic Republic of the Congo (République démocratique du Congo)
EEAS	European External Action Service
EU	European Union
EUAM	EU Advisory Mission
EUCAP	EU Capacity Building Mission
EUFOR	EU Military Operation
EULEX	EU Rule of Law Mission
EUMAM	EU Military Advisory Mission
EUMM	EU Monitoring Mission
EUMS	EU Military Staff
EUNAVFOR	EU Naval Operation
EUPM	EU Police Mission
EUPOL	EU Police Mission
EUSEC	EU Advisory and Assistance Mission for Security Sector Reform
EUTM	EU Training Mission
FPU	Formed police unit
IPO	Individual police officer
JF-G5S	Joint Force of the Group of Five for the Sahel
MEM	Military expert on mission
MINURSO	UN Mission for the Referendum in Western Sahara
MINUSCA	UN Multidimensional Integrated Stabilization Mission in the CAR
MINUSMA	UN Multidimensional Integrated Stabilization Mission in Mali
MINUSTAH	UN Stabilization Mission in Haiti
MNJTF	Multinational Joint Task Force
MONUSCU	UN Organization Stabilization Mission in the DRC
NATO	North Atlantic Treaty Organization
OMIK	OSCE Mission in Kosovo
OSCE	Organization for Security and Co-operation in Europe
SMM	Special Monitoring Mission
SPT	Specialized police team
UN	United Nations

X TRENDS IN WOMEN'S PARTICIPATION IN PEACE OPERATIONS

UNAMA	UN Assistance Mission in Afghanistan
UNAMI	UN Assistance Mission for Iraq
UNAMID	AU/UN Hybrid Operation in Darfur
UNDOF	UN Disengagement Force
UNFICYP	UN Peacekeeping Force in Cyprus
UNMIK	UN Mission in Kosovo
UNMIL	UN Mission in Liberia
UNMISS	UN Mission in South Sudan
UNOCI	UN Operation in Côte d'Ivoire
UNSMIL	UN Support Mission in Libya
UNSOM	UN Assistance Mission in Somalia
UNVMC	UN Verification Mission in Colombia
WPS	Women, peace and security

1. Introduction

The United Nations and many of its member states are politically committed to increasing the participation of women in multilateral peace operations. Most other international organizations that are active in this field have made similar commitments. There are both normative and instrumental arguments for reducing gender imbalances in multilateral peace operations, which is also referred to as ‘gender balancing’. Whereas the former focus on the equal right of women to participate in peace operations, the latter frame it as a means to increase their credibility and operational effectiveness.¹

Nonetheless, it remains a challenge to translate initiatives aimed at reducing gender imbalances into clear results on the ground. To illustrate, in 2015 the UN Security Council called for a doubling of ‘the numbers of women in military and police contingents of UN peacekeeping operations over the next five years.’² Only 3.2 per cent of the military personnel and 10.8 per cent of the police that the UN was deploying at the time were women. In September 2018, however, the UN Security Council asked for a revised strategy to ensure that this target could actually be met by 2020—the twentieth anniversary of its landmark Resolution 1325 on women, peace and security (WPS).³

Moreover, the limited existence or availability of gender-disaggregated data has made it difficult to measure the effects of gender balancing in a meaningful way, let alone study the causes and consequences of the under-representation of women.⁴ This is particularly the case for non-UN peace operations, which are often excluded from statistical research on multilateral peace operations due to the lack of reliable and comparable data. The systematic collection and dissemination of disaggregated data is critical in order to assess the results of gender balancing in multilateral peace operations, ensure accountability for the implementation of strategies and action plans to this end, and identify accurately and understand better the persisting challenges and barriers to the meaningful participation of women.⁵

¹ See e.g. Karim, S. and Beardsley, K., *Equal Opportunity Peacekeeping: Women, Peace and Security in Post-Conflict States* (Oxford University Press: Oxford, 2017; Olsson, L. and Gizelis, T. L., ‘Advancing gender and peacekeeping research’, *International Peacekeeping*, vol. 21, no. 4 (2014); Dharmapuri, S., *Not Just a Numbers Game: Increasing Women’s Participation in UN Peacekeeping*, Providing for Peacekeeping, no. 4 (International Peace Institute: New York, July 2013); and Jennings, K. M., ‘Women’s participation in UN peacekeeping operations: agents of change or stranded symbols?’, NOREF Report, 1 Sep. 2011.

² UN Security Council Resolution 2242, 13 Oct. 2015, para. 8.

³ UN Security Council Resolution 2436, 21 Sep. 2018, para. 19; and UN Security Council Resolution 1325, 31 Oct. 2000.

⁴ Van der Lijn, J. and Smit, T., ‘Challenges and opportunities for peace operations data collection: experiences from the SIPRI multilateral peace operations database’, ed. G. Clayton, ‘The known knowns and known unknowns of peacekeeping data’, *International Peacekeeping*, vol. 24, no. 1 (2017), pp. 23–28.

⁵ For an overview of the barriers to the deployment of female uniformed personnel in peacekeeping operations identified in previous research see Ghittoni, M., Lehouck, L. and Watson, C., *Elsie Initiative for Women in Peace Operations: Baseline Study* (Geneva Centre for the Democratic Control of Armed Forces, DCAF: Geneva, 2018).

This paper is the first in a series of publications that looks at the participation of women in multilateral peace operations based on unique gender-disaggregated data from the SIPRI Multilateral Peace Operations Database. This data has been compiled through years of systematic collection and is more comprehensive than the data on UN and non-UN peace operations that has been previously available. This first paper looks at the participation of women in UN peace operations, European Union (EU) Common Security and Defence Policy (CSDP) missions and operations, and Organization for Security and Co-operation in Europe (OSCE) field operations in the 10-year period of 2008–17.⁶ It does so by analysing the representation of women among the military, police, and international civilian personnel that were deployed in these missions over time at the aggregate and mission levels.

The scope of the paper is limited to the UN, the EU and the OSCE, because (a) they conducted the majority of peace operations in 2008–17, (b) they have repeatedly expressed their commitment to increasing the participation of women in their operations, and (c) the available data on men and women in peace operations conducted by other organizations is less comprehensive and partially incomplete for the entire 2008–17 time series. For reasons of scope, the objective is not to suggest or explain *why* the representation of women varied between different types of missions or locations, between country contributions, or over time. Such topics will be addressed in subsequent SIPRI publications.

The paper also discusses the quality of the data that the UN, EU and OSCE secretariats produce and publish, in terms of their utility for assessing women's participation in their missions. The concluding recommendations focus on how these organizations could improve their reporting. Doing so would increase transparency in and accountability for their implementation of the participation pillar of Resolution 1325 and contribute to a stronger evidence base. This would ultimately enhance the credibility of the WPS agenda and the effectiveness of its continued implementation.

⁶ The data sets that SIPRI constructed for this purpose include all field-based missions and operations that the UN, the EU and the OSCE conducted in 2008–17, some of which do not meet the definition of a multilateral peace operation that SIPRI normally applies. The figures on aggregate deployments may therefore not always correspond to those featured in other SIPRI publications.

2. United Nations peace operations

The UN conducted 48 peace operations in 2008–17, of which 23 were peacekeeping operations and 25 were field-based special political missions. In December 2017, it was deploying 81 599 military personnel, 11 083 police and 6171 international civilian personnel. Women accounted for 3.9 per cent of military personnel, 10.2 per cent of police and 28.8 per cent of international civilian personnel.

The participation of women in the military personnel

The majority of all the personnel deployed in UN peace operations are military. The UN distinguishes between three broad categories of military personnel: (a) contingent troops, (b) military experts on mission (MEMs), and (c) staff officers. Troops are members of national contingents in a mission, which are made up of one or multiple formed military units (such as infantry battalions) that are deployed, replaced and withdrawn in their entirety. MEMs are military advisors, liaison officers or observers that are deployed to a UN mission individually. Staff officers are also deployed individually, although they are technically part of a national contingent. The UN relies on its member states for contributions of military personnel, which means the UN Secretariat's ability to influence the gender composition of the military components of UN peace operations is limited by the pledges and nominations it receives.⁷

Data availability

The UN Secretariat produces monthly overviews of the number of uniformed personnel in UN peace operations, which are publicly available on the official UN peacekeeping website.⁸ The data on military personnel is disaggregated by gender at the mission level since August 2006 and at the contributor level since November 2009. Staff officers are not counted separately in the UN data between November 2009 and April 2017. In this paper, for the sake of consistency, staff officers are therefore included in the troops category for the entire 2008–17 time series.

Military personnel

The representation of women among the military personnel deployed in all UN peace operations increased in both absolute and relative terms between 2008 and 2017 (see figures 2.1 and 2.2). The number of female military personnel increased from 1360 to 3145 and the proportion of women in the military personnel increased from 1.9 to 3.9 per cent. This occurred during a period in which the total number of military personnel in UN peace operations increased to unprecedented levels. Between January 2008 and April 2015 the number of military personnel in UN peace operations increased from 73 232 to 94 620. The proportion of women increased in this period (from 1.9 to 3 per cent) because the number of deployed

⁷ United Nations Peacekeeping, 'Military', [n.d.].

⁸ United Nations Peacekeeping, 'Data', [n.d.].

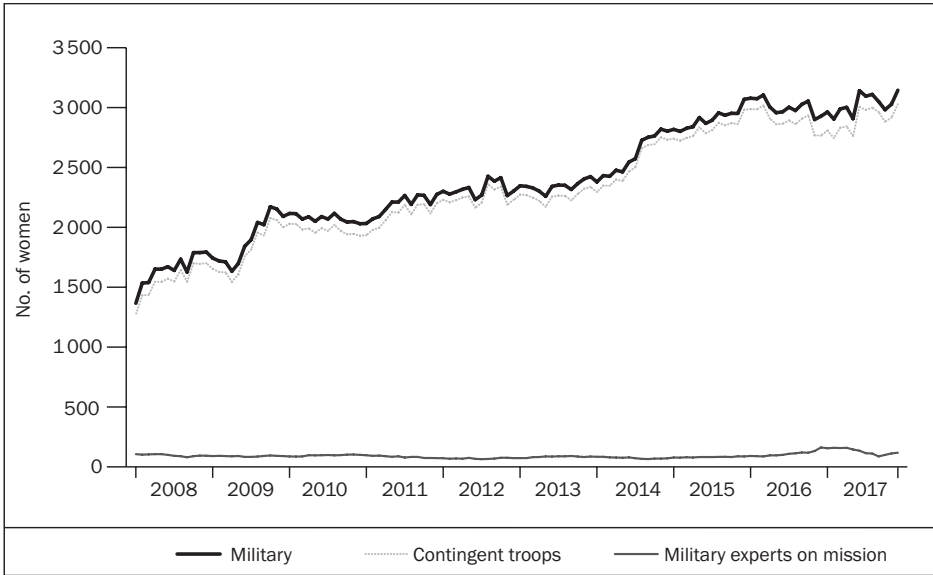


Figure 2.1. Number of women in the military personnel of UN peace operations, 2008–17

Note: Contingent troops include staff officers.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

women increased at a higher rate (from 1360 to 2840) than the number of deployed men (from 71 872 to 91 780). Between April 2015 and December 2017 the number of military personnel in UN peace operations decreased progressively to 81 599. The proportion of women increased further in this period (from 3 to 3.9 per cent) because the number of deployed men fell sharply (from 91 780 to 78 454), whereas the number of deployed women continued to increase, albeit at a slower rate (from 2840 to 3145).

Contingent troops versus military experts on mission

Most of the military personnel deployed in UN peace operations between 2008 and 2017 were troops and relatively few were MEMs. The representation of women was lower among troops than among MEMs. The proportion of women increased from 1.8 to 3.8 per cent among troops and from 3.7 to 7.8 per cent among MEMs (see figure 2.2). The gender balance among troops improved primarily because the number of female troops increased (from 1261 to 3027 between 2008 and 2017) (see figure 2.1). The gender balance among MEMs improved because the number of male MEMs decreased (from 2625 to 1397 between 2008 and 2017), while the number of female MEMs decreased at first (from 99 to 65 between 2008 and 2014) but increased in later years (from 65 to 118 between 2014 and 2017).

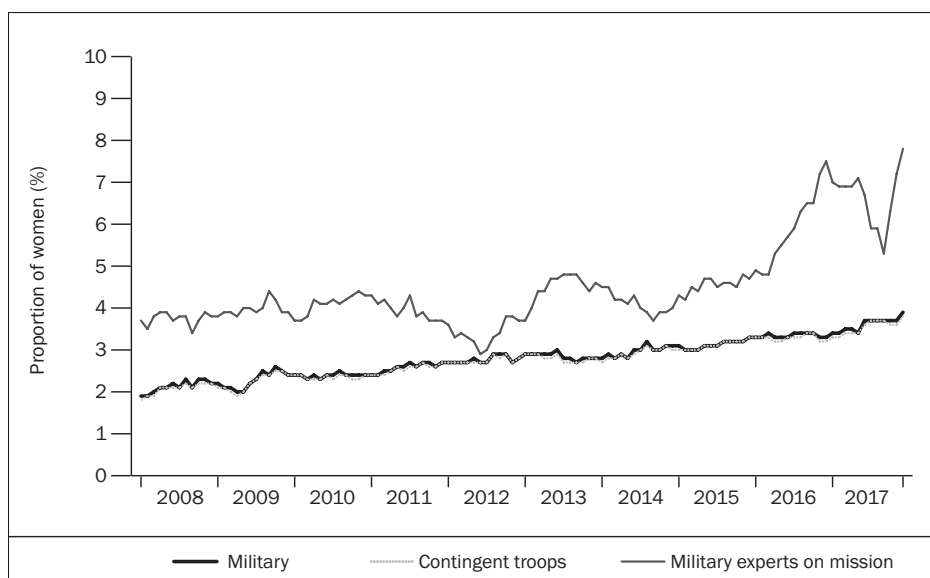


Figure 2.2. Proportion of women in the military personnel of UN peace operations, 2008–17

Note: Contingent troops include staff officers.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

Mission level

The female military personnel were not distributed evenly across operations. Although the gender balance improved in the military components of nearly all the UN peacekeeping operations that were active during 2008–17, the extent to which such progress was achieved varied. The data at the mission level also reveals a few interesting patterns in terms of the participation of female military personnel.

First, the proportion of female military personnel often improved more slowly (if at all) while an operation was expanding, and improved more quickly following reductions to its authorized strength. The latter was especially the case for operations that were gradually scaling down ahead of their departure. For example, the proportion of female military personnel increased from 1.7 to up to 5.2 per cent for the UN Stabilization Mission in Haiti (MINUSTAH) between 2011 and its termination in October 2017, and from 1.2 up to 3.2 per cent for the UN Operation in Côte d’Ivoire (UNOCI) between mid-2014 and its termination in June 2017. For the UN Mission in Liberia (UNMIL), the proportion of female military personnel increased from 4.2 up to 11.1 per cent between March 2016 and December 2017 (UNMIL completed its mandate in March 2018). The gender balance improved relatively quickly in these cases, even though the number of women deployed in their military components was decreasing in absolute terms for most of the period.

Second, the proportion of female military personnel was initially very low in the major UN peacekeeping operations that were established most recently. This was especially the case for the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), which replaced African Union (AU)-mandated forces in July 2013 and September 2014, respectively. They incorporated thousands of regional troops into their military components, very few of whom were women. The proportion of female military personnel in MINUSMA and MINUSCA did not exceed 0.5 per cent in the first months following the 're-hatting' of these troops. It increased relatively quickly in the subsequent years (to 2.4 and 2.8 per cent in December 2017, respectively), during which MINUSMA and MINUSCA were both expanding. These operations were therefore an exception in this regard.

Third, the proportion of female military personnel was often below average in the largest UN peace operations. These operations were often equipped with robust mandates and were operating in complex and insecure environments. In December 2017, women accounted for 3.7 per cent of the military personnel in the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), 3.5 per cent in the AU/UN Hybrid Operation in Darfur (UNAMID), 3.6 per cent in the UN Mission in South Sudan (UNMISS), 2.8 per cent in MINUSCA, and 2.4 per cent in MINUSMA. Together, these five operations deployed 62 655 military personnel at that time, of whom 3.2 per cent were women. In comparison, the remaining UN peace operations that were active at that time were deploying 18 944 military personnel, of whom 5.9 per cent were women.

The participation of women in the police

The number of police serving in UN peace operations ranged between 10 000 and 15 000 in 2008–17. The UN distinguishes between individual police officers (IPOs) and formed police units (FPUs). IPOs are individually deployed to a UN peace operation (although they are sometimes deployed in so-called specialized police teams, SPTs). FPUs are cohesive, company-sized units with a standard size of 140 police from one country, which are deployed to and withdrawn from a UN peace operation in their entirety. IPOs and FPUs in UN peace operations are deployed on secondment by a member state.⁹

Data availability

Statistics on police deployments are included in the monthly overviews of uniformed personnel that are available on the UN Peacekeeping website.¹⁰ The data on police is disaggregated by gender at the mission level since February 2009 and at the contributor level since November 2009. This data is also broken down into IPOs and FPUs since November 2009. Police that are deployed as part of SPTs

⁹ United Nations Peacekeeping, 'Police', [n.d.].

¹⁰ United Nations Peacekeeping (note 8).

are not included separately in the monthly statistics of the UN, but are counted as IPOs. Since there is no gender-disaggregated data on the police in UN peace operations during 2008, this paper looks at the participation of women among the police between 2009 and 2017.

Police

The representation of women among the police in all UN peace operations—IPOs and FPUs—initially improved in absolute and relative terms (see figures 2.3 and 2.4). Between 2010 and early 2011 the number of female police increased from 845 to 1458 and the proportion of women in the police increased from 6.5 to 9.9 per cent. The gender balance improved in this period because the number of female police increased at a higher rate than the number of male police (which also increased, from 11 949 to 13 245). After this period, the representation of women among the police no longer increased in either absolute or relative terms. Between 2012 and 2017 the number of female police fluctuated, while the proportion of women in the police remained relatively stable at 9–10 per cent with no clear upward or downward trend.

Individual police officers versus formed police units

The UN increasingly deployed fewer police as IPOs and more in FPUs during 2009–17. The total number of IPOs decreased from 6964 to 3163 during these years, whereas the total number of police in FPUs increased from 5736 to 7920. These opposite trends did not benefit the gender balance among the police in UN peace operations, since the representation of women was lower for the police deployed in FPUs than among the IPOs.

The representation of women among IPOs did not increase in absolute terms, but improved considerably in relative terms between 2009 and 2017. The total number of female IPOs was almost exactly the same in 2009 and 2017. Although it increased from 598 to 1066 between late 2009 and early 2011, it fell back to 592 between mid-2011 and December 2017. Meanwhile, the proportion of female IPOs increased from 8.6 to 18.7 per cent between 2009 and 2017. This increase of more than 10 percentage points was primarily because the number of male IPOs had decreased by 60 per cent (from 6366 in November 2009 to 2571 in December 2017).

The representation of women among the police in FPUs improved in both absolute and relative terms between 2009 and 2017. The total number of women in FPUs increased from 276 to 550 and the proportion of women increased from 4.8 to 6.8 per cent. The gender balance improved because the total number of female police in FPUs increased at a higher rate than the total number of male police (which increased from 5460 to 7382). Although this improvement in the gender balance was modest compared to that for IPOs, it was driven by a sustained increase in the number of women deployed in FPUs during a period when FPUs were in high demand.

The deployment and withdrawal of all-female FPUs had a noticeable effect on the gender balance among police in FPUs at the aggregate and mission levels. For example, when MINUSTAH received an all-female FPU in 2010, the proportion of

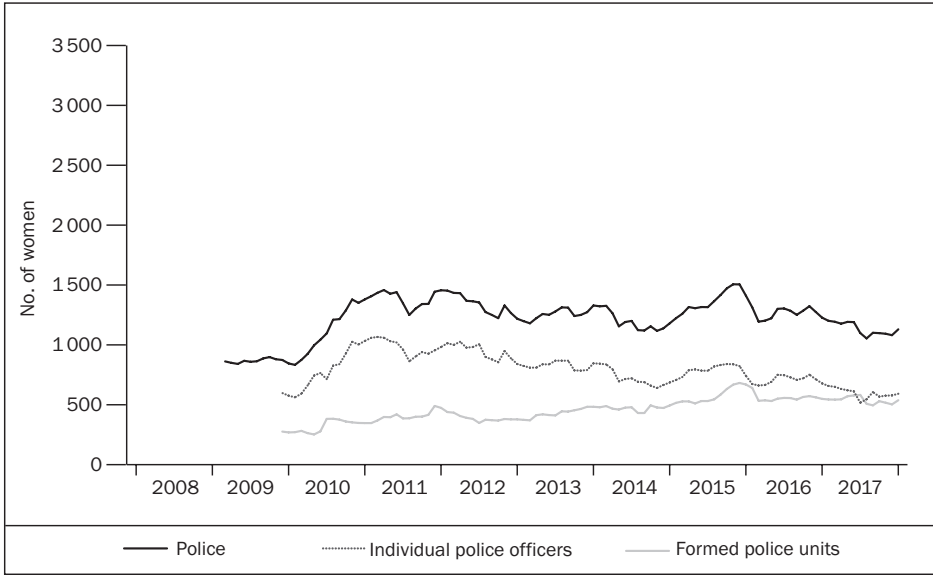


Figure 2.3. Number of women police in UN peace operations, 2008–17

Note: There is no gender-disaggregated data available for the police before Feb. 2009 and for individual police officers and formed police units before Nov. 2009.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

women in FPUs increased from 4.4 to 5.7 per cent at the aggregate level and from 3.7 to 8.2 per cent in the mission. When an all-female FPU withdrew from UNMIL in 2016, the proportion of women in FPUs dropped from 6.8 to 5.8 at the aggregate level and from 14.7 to 4.8 per cent in the mission. Although the contribution of all-female FPUs has been well received, the UN prefers mixed-gender units that consist of at least one platoon of 32 women.¹¹ The available data indicates that no more than 6 of the estimated 60 FPUs deployed in December 2017 can have met this threshold.

The participation of women in the international civilian personnel

The number of international civilian personnel serving in UN peace operations ranged between 6000 and 7000 in 2008–17. The majority of these men and women worked in the civilian components of peacekeeping operations, some of which at times employed more than 1000 international civilian personnel. Around 20–25 per cent of them worked in field-based UN special political missions and offices, the size of which varied from less than 12 to up to 400 international civilian staff. The international civilian personnel in UN peace operations are normally contracted directly by the UN Secretariat or individual missions. This means that the UN does not rely on member states to nominate or second civilian personnel

¹¹ United Nations, Department of Peacekeeping Operations and Department of Field Support, ‘Policy (Revised): Formed Police Units in United Nations Peacekeeping Operations’, 2016.10, 2016, p. 8, para. 35.

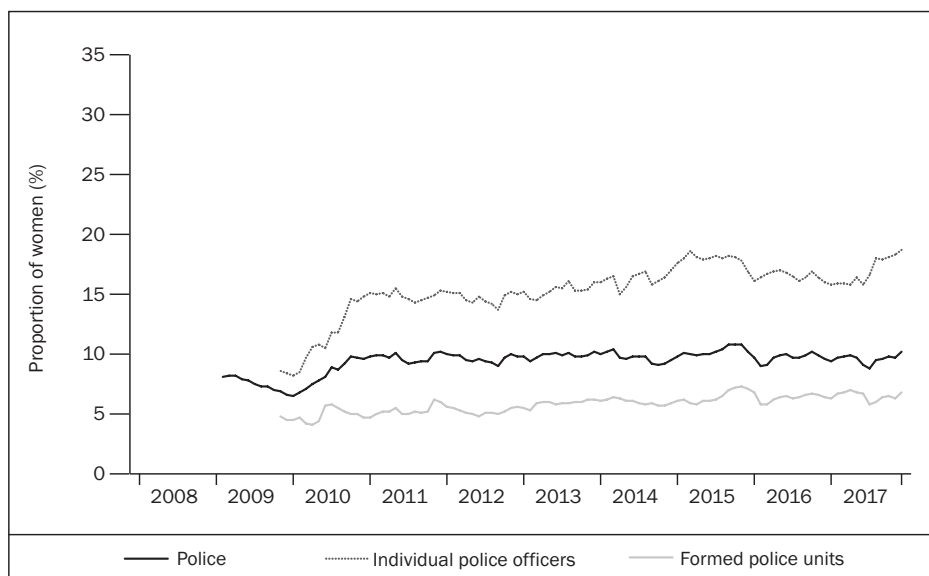


Figure 2.4. Proportion of women police in UN peace operations, 2008–17

Note: There is no gender-disaggregated data available for the police before Feb. 2009 and for individual police officers and formed police units before Nov. 2009.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

to UN peace operations, and that it can recruit and select from a potentially much wider pool of candidates for these positions.¹²

Data availability

The UN Secretariat produces comprehensive gender-disaggregated statistics on the civilian personnel in UN peace operations on a monthly basis.¹³ The monthly reports are broken down by multiple variables, such as post category, family or non-family duty station, occupational group, and nationality. The statistics on international civilian personnel in the reports are not broken down into contracted or seconded staff. Unlike for the military and police personnel in UN peace operations, these reports are not available in a public online archive.¹⁴ A new website dedicated to the UN strategy for achieving system-wide gender parity contains up-to-date gender-disaggregated statistics on the civilian personnel in UN peace operations, but no historical data.¹⁵

The analysis in this paper is based on annual gender-disaggregated statistics on the international civilian personnel for 2008–14, biannual statistics for 2015–16

¹² Behrendt, J., ‘Civilian personnel in peace operations: from improvisation to systems?’, Center for International Peace Operations (ZIF), ZIF Policy Briefing, Apr. 2011.

¹³ The data is held on file by the authors.

¹⁴ The annual reports of the UN Secretary-General to the General Assembly on the composition of the staff at the UN Secretariat and improving the status of women in the UN system contain snapshot data on the gender balance of civilian staff in peace operations, but no monthly figures.

¹⁵ United Nations, United for Gender Parity, UN Secretariat Gender Parity Dashboard.

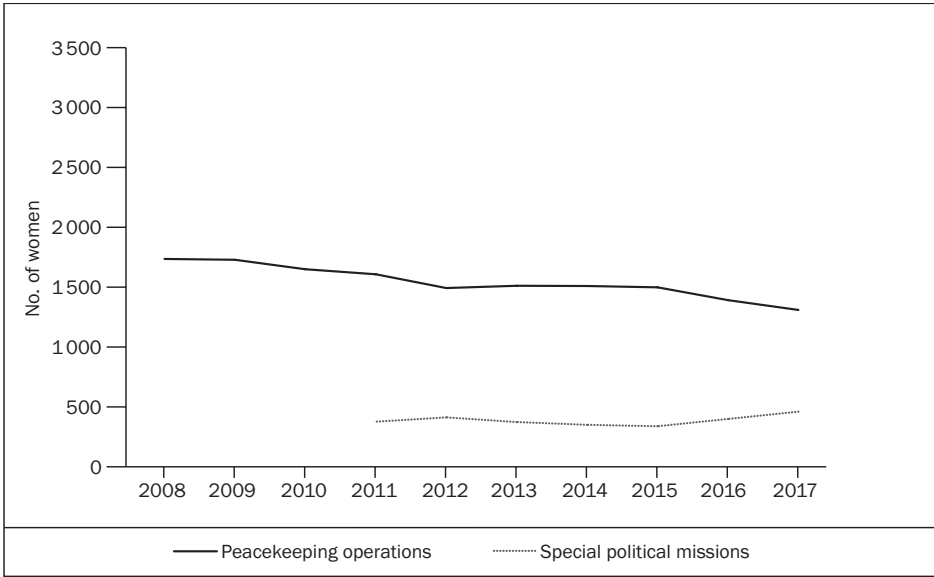


Figure 2.5. Number of women in the international civilian personnel of UN peace operations, 2008–17

Note: There is no complete gender-disaggregated data available for the UN special political missions before 2011.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

and monthly statistics for 2017, which SIPRI has collected from the Department of Field Support of the UN Secretariat and compiled in the SIPRI Multilateral Peace Operations Database. It looks at the participation of women in the international civilian personnel of UN peacekeeping operations and UN special political missions separately, because the data for the latter is incomplete for the years prior to 2011.

UN peacekeeping operations

The representation of women in the international civilian personnel of UN peacekeeping operations decreased in both absolute and relative terms between 2008 and 2017 (see figures 2.5 and 2.6). The total number of female international civilian personnel decreased from 1739 to 1313, and the proportion decreased from 29.8 to 28.2 per cent. The total number of male international civilian personnel in UN peacekeeping operations also decreased in this period (from 4100 to 3340), but at a slower pace.

The proportion of women was generally around or below the average for operations with large civilian components. For example, in December 2017, 25.6 per cent of the 663 international civilian personnel in MINUSMA and 26.1 per cent of the 861 international civilian personnel in UNMISS were women. The gender balance was not necessarily better in operations with small civilian components. In December 2017, 53 per cent of the 32 international civilian personnel in the UN Peacekeeping Force in Cyprus (UNFICYP) and 40 per cent of the 95 international

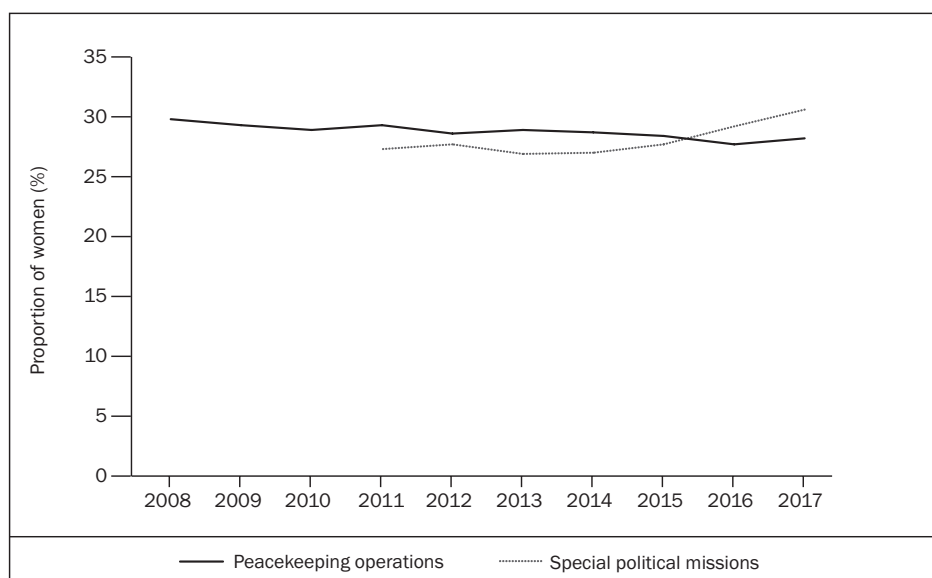


Figure 2.6. Proportion of women in the international civilian personnel of UN peace operations, 2008–17

Note: There is no complete gender-disaggregated data available for the UN special political missions before 2011.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

civilian personnel in the UN Mission in Kosovo (UNMIK) were women. This was more than in any of the other UN peacekeeping operations that were active concurrently. At the same time, only 20 per cent of the 74 international civilian personnel in the UN Mission for the Referendum in Western Sahara (MINURSO) and 24 per cent of the 45 international civilian personnel in the UN Disengagement Observer Force (UNDOF) were women.

UN special political missions

The representation of women in the international civilian personnel of field-based UN special political missions improved in both absolute and relative terms between 2011 and 2017 (see figures 2.5 and 2.6). The total number of female international civilian personnel increased from 380 to 464, and the proportion increased from 27.3 to 30.6 per cent. The gender balance improved the most between mid-2016 and December 2017. In this period, the proportion of women increased from 27.9 to 30.6 per cent, because the number of female international civilian personnel increased at a higher rate (from 336 to 464) than the number of male international civilian personnel (which increased from 869 to 1054).

Women were generally best represented in the smaller missions and offices, and least represented in the larger missions that were designated non-family duty stations. In December 2017, the proportion of female international civilian personnel was below the average at the aggregate level in: the UN Assistance Mission in Afghanistan (UNAMA), at 28.7 per cent (out of 303); the UN Assistance Mission

in Iraq (UNAMI), at 22 per cent (out of 313); the UN Support Mission in Libya (UNSMIL), at 29.7 per cent (out of 148). Of the larger special political missions, the UN Verification Mission in Colombia (UNVMC) and the UN Mission in Somalia (UNSOM), which is a non-family duty station, had the highest proportion of female international civilian personnel in December 2017 (42.3 and 39.2 per cent respectively).

3. European Union missions and operations

The EU conducted 26 CSDP missions and operations in 2008–17.¹⁶ These comprised 16 civilian missions and 10 military missions or operations, of which 5 were executive military operations (including 2 naval operations) and 5 non-executive military training or capacity-building missions. In December 2017, the EU was deploying 2682 military personnel, 340 police and 801 international civilian personnel. Women accounted for 5.9 per cent of the military personnel, 10.9 per cent of the police and 27.8 per cent of the international civilian personnel.

The participation of women in the military personnel

The total number of military personnel that were deployed in military CSDP missions and operations ranged between approximately 2000 and 5500 in 2008–17. All military personnel in CSDP missions and operations are contributed by EU member states or third-country partners, which means that the relevant EU institutions have limited direct influence on the composition of the military that they are deploying.

Data availability

The EU has not systematically compiled, preserved or published consistent and detailed statistics on the deployment of military personnel in CSDP missions and operations.¹⁷ As a consequence, previous studies have not had access to comparable data on the composition of military CSDP missions and operations and have therefore not been able to assess the representation of women in them over time, in a meaningful way.¹⁸

This paper looks at the representation of women among the military personnel that were deployed in military CSDP missions and operations during 2010–17. It does so based on almost complete annual gender-disaggregated data that SIPRI has collected from the EU Military Staff (EUMS) at the European External Action Service (EEAS) or the relevant operational headquarters and compiled in the SIPRI Multilateral Peace Operations Database. The SIPRI data on the personnel in military CSDP missions and operations for the years prior to 2010 is not disaggregated by gender. The SIPRI data for 2010–17 is disaggregated by gender

¹⁶ The CSDP was known as the European Security and Defence Policy before the EU Lisbon Treaty entered into force in Dec. 2009.

¹⁷ European External Action Service (EEAS), 'Report on the Baseline Study on integrating human rights and gender into the European Union's Common Security and Defence Policy', EEAS(2016) 990, 10 Nov. 2016, pp. 4, 51.

¹⁸ E.g. European External Action Service (note 17); European Parliament, 'Women in CSDP missions', EP/EXPO/B//SEDE/2016/01, Dec. 2017; Meiske, M., 'Gender balancing in CSDP missions', Issue Alert no. 51, European Union Institute for Security Studies, Nov. 2015; Olsson, L. and Möller, F., 'Data on women's participation in UN, EU, and OSCE field missions: trends, possibilities, and problems', *Empirical and Theoretical Research in International Relations*, vol. 39, no. 4 (3 July 2013); and Olsson, L., Schjolset, A. and Möller, F., 'Women's participation in international operations and missions', eds L. Olsson and T.-I. Gizelis, *Gender, Peace and Security: Implementing UN Security Council Resolution 1325* (Routledge: New York, 2015), pp. 37–61.

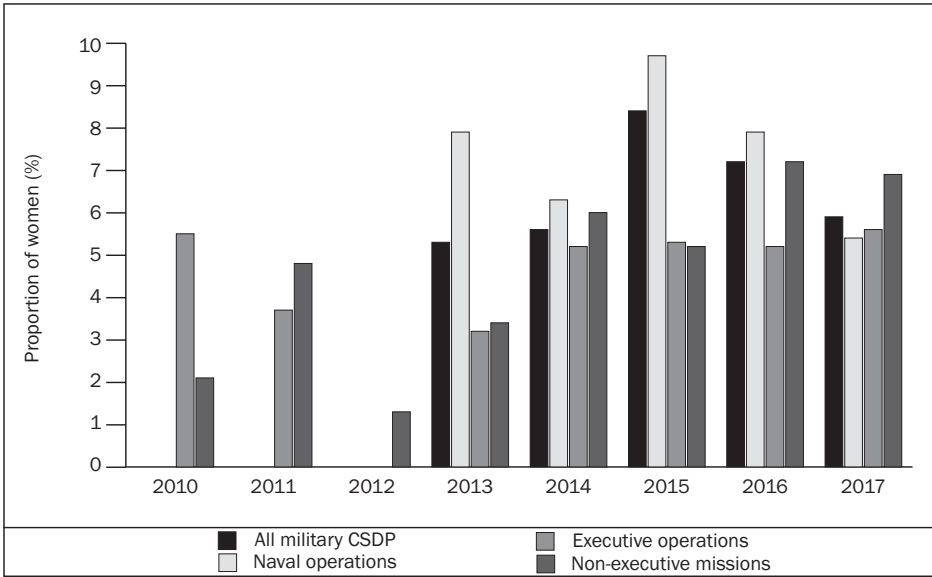


Figure 3.1. Proportion of women in military EU Common Security and Defence Policy missions and operations, 2010–17

Notes: The executive operations include the EU military operations in Bosnia and Herzegovina (EUFOR ALTHEA) and the Central African Republic (EUFOR RCA). The naval operations include Operation Atalanta (EU Naval Force Somalia) and Operation Sophia (EU Naval Force Mediterranean). The non-executive missions include the EU Military Advisory Mission (EUMAM) in the Central African Republic, the EU Advisory and Assistance Mission for Security Sector Reform in the Democratic Republic of the Congo (EUSEC RD Congo), and the EU Training Missions (EUTM) in the Central African Republic, Mali and Somalia.

All figures are as of 31 Dec. of the relevant year. There is no gender-disaggregated data available for executive operations in 2012 and for naval operations in 2010–12.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

at the mission level but not at the contributor level, and the data on military personnel is not broken down into type of military unit (the data may include military police and staff officers based in out-of-area operational headquarters, for example). Given that this analysis is based on annual statistics which provide only a snapshot of the size and composition of military missions and operations, the data should be regarded as indicative estimates rather than precise reflections of the situation in a given year.

Military EU CSDP missions and operations

The total number of female military personnel ranged from 120 to 250 between 2013 and 2017 (the gender-disaggregated data for 2010–12 is partially incomplete), and the proportion from 5.3 to 8.4 per cent (see figure 3.1). Women appeared to be best represented most of the years in the naval CSDP operations (between 5.4 and 9.7 per cent), then in the non-executive military training missions (between 1.3 and 7.2 per cent), and finally in the executive military operations (between 3.2 and 5.6 per cent). It is hard to discern a general trend towards the higher participation

of women in military CSDP missions and operations at the aggregate level, although this is primarily because the proportion of female military personnel in the naval CSDP operations decreased in 2016 and 2017. Meanwhile, the available data does suggest a positive trend for executive operations and non-executive missions.

Mission level

The representation of women among the military personnel varied considerably between different missions or operations, and in some cases also within missions from one year to the next (see table 3.1). This was especially apparent in December 2017, when the proportion of women varied between 14.9 per cent in the 377-strong Operation Atalanta (compared to 6.5 per cent the year before) and 1.6 per cent of the 944-strong Operation Sophia (compared to 8.2 per cent the year before). Except for the two naval operations, the EU Training Mission (EUTM) in Mali had the highest representation of women in all years but one since it was established in 2013. Moreover, between then and 2017, the proportion of women among its approximately 500 military personnel increased from 3.6 to 7.8 per cent. The available data at the mission level seems to indicate that women have been better represented in military CSDP missions and operations in more recent years. In the years 2010–13, the proportion of women was lower than 4 per cent in almost all military missions and operations. In the years between 2014 and 2017, the proportion of women was higher than 4 per cent in almost all military missions and operations.

The participation of women in the police and international civilian personnel

The number of international personnel in civilian CSDP missions fluctuated heavily in 2008–17. It initially increased from 363 at the start of 2008 to 2400–2600 in 2009–11, but it fell to approximately 1100 during 2012–17. These changes were linked to the deployment and subsequent reconfigurations of the EU Rule of Law Mission (EULEX) in Kosovo, which was by far the largest civilian CSDP mission in 2008–17.

The international personnel in civilian CSDP missions encompass both police and non-uniformed civilian personnel. The majority of the international personnel serving in these missions were seconded by EU member states (or occasionally by non-EU member states), whereas the remaining positions were filled by contracted personnel. The EU relies on member states or third-country partners to nominate candidates for seconded positions, whereas the contracted staff are recruited by the EEAS directly. Between 2008 and 2017 the proportion of the international personnel in the civilian CSDP missions that were contracted instead of seconded increased from 16 to 33 per cent.

Table 3.1. Proportion of women in military EU Common Security and Defence Policy missions and operations, 2010–17 (%)

	2010	2011	2012	2013	2014	2015	2016	2017
EUFOR ALTHEA	5.5	3.7	..	3.2	6.8	5.3	5.2	5.6
EUFOR RCA	–	–	–	–	3.7	–	–	–
EUMAM RCA	–	–	–	–	–	4.4	–	–
EUNAVFOR MED/Operation Sophia	–	–	–	–	–	8.4	8.2	1.6
EUNAVFOR Somalia/Operation Atalanta	7.9	6.3	12.5	6.5	14.9
EUTM Mali	–	–	–	3.6	6.0	5.6	8.0	7.8
EUTM RCA	–	–	–	–	–	–	6.0	4.3
EUTM Somalia	2.1	4.8	1.3	2.3	..	4.1	5.5	6.6

– = not applicable; .. = data not available; EU = European Union; EUFORALTHEA = EU Military Operation in Bosnia and Herzegovina; EUFOR RCA = EU Military Operation in the Central African Republic; EUMAM = EU Military Advisory Mission; EUNAVFOR = EU Naval Force; EUTM = EU Training Mission; MED = Mediterranean; RCA = Central African Republic.

Notes: All figures are as of 31 Dec. of the relevant year. The EU Advisory and Assistance Mission for Security Sector Reform in the Democratic Republic of the Congo (EUSEC RD Congo) is not included in the table because there is no gender-disaggregated data available.

Source: SIPRI Multilateral Peace Operations Database June 2018.

Data availability

The Civilian Planning and Conduct Capability (CPCC) of the EEAS compiles bimonthly reports on the composition of the personnel of civilian CSDP missions.¹⁹ These reports are quite comprehensive and contain gender-disaggregated data at the mission level on the number of seconded personnel, contracted international personnel and national personnel. However, the bimonthly reports are not publicly available, nor has the EEAS published detailed, consistent and comparable historical data on the personnel in civilian CSDP missions.

The data on personnel in the CPCC's bimonthly reports does not distinguish between police and non-uniformed international civilian personnel, but groups them together in the category of seconded personnel. This is problematic because it means the gender-disaggregated data on personnel does not necessarily accurately reflect the gender balance among either police or regular civilian staff. It also makes the data on gender distribution in missions less comparable, because the number of police officers varies between missions and within missions over time. Another shortcoming is that the data on country contributions to and job functions in missions is not disaggregated by gender. Therefore, it is not possible to assess whether certain member states have been seconding more women to civilian CSDP missions than others, or to which extent the representation of women has varied between different occupational groups between different missions or within single missions over time.

This paper looks first at the representation of women in civilian CSDP missions using bimonthly data on the total number of international personnel in these missions in 2008–17. It then looks briefly at the difference in the gender balance

¹⁹ The data is held on file by the authors.

among police and non-uniformed international civilian personnel, based on annual SIPRI data on the number of police in civilian CSDP missions in the years 2014–17. Comparable data on police deployments prior to these years is not available. The data used has been collected by SIPRI from the CPCC, and it is compiled in the SIPRI Multilateral Peace Operations Database.

Civilian EU CSDP missions

The representation of women in civilian CSDP missions improved significantly in relative terms between 2008 and 2017, but not in absolute terms (see figures 3.2 and 3.3). The total number of female international personnel in these missions first increased from 46 to more than 400 between 2008 and mid-2010, but then remained relatively stable for a few years, and finally declined from 423 to 260 between mid-2013 and December 2017. The proportion of female international personnel increased progressively from 11.3 to 22.8 per cent throughout the 2008–17 period. The gender balance continued to improve while the EU was deploying fewer female personnel, because the number of male personnel fell sharply between mid-2011 and December 2017 (from 2110 to 881). This was probably related to successive reductions in the number of police deployed in civilian CSDP missions.

Seconded versus contracted international personnel

The representation of women was initially lower among the seconded than the contracted international personnel, but this gap closed over time. The proportion of female seconded personnel increased from 8.8 to 23 per cent between 2008 and 2017. The proportion of female contracted personnel increased from 23.9 to 30.9 per cent between 2008 and 2011, but decreased to 22.5 per cent between 2012 and 2017. The gender balance among the seconded personnel improved initially because EU member states were seconding more women to civilian CSDP missions, and continued to improve when the number of seconded women was decreasing because the number of seconded men was decreasing much faster. The proportion of women among the contracted international personnel decreased primarily because the total number of female contracted international personnel in civilian CSDP missions fell from 145 to 84 between 2013 and 2017.

Police versus non-uniformed international personnel

The SIPRI data indicates that the total number of police officers deployed to all civilian CSDP missions decreased from 471 to 340 between December 2014 and December 2017. Therefore, police made up 27–32 per cent of all international personnel deployed in these missions during this period, and 40–46 per cent of all seconded staff. The percentage of the international personnel that were police was probably higher in previous years, before several civilian CSDP missions with a clear focus on police and the rule of law began scaling down or were terminated: the EU Police Mission (EUPM) in Bosnia and Herzegovina, the EU Police Mission in the DRC (EUPOL RD Congo), EUPOL Afghanistan, and EULEX Kosovo.

The representation of women among the police in civilian CSDP missions decreased in absolute terms in these years, but improved in relative terms (see

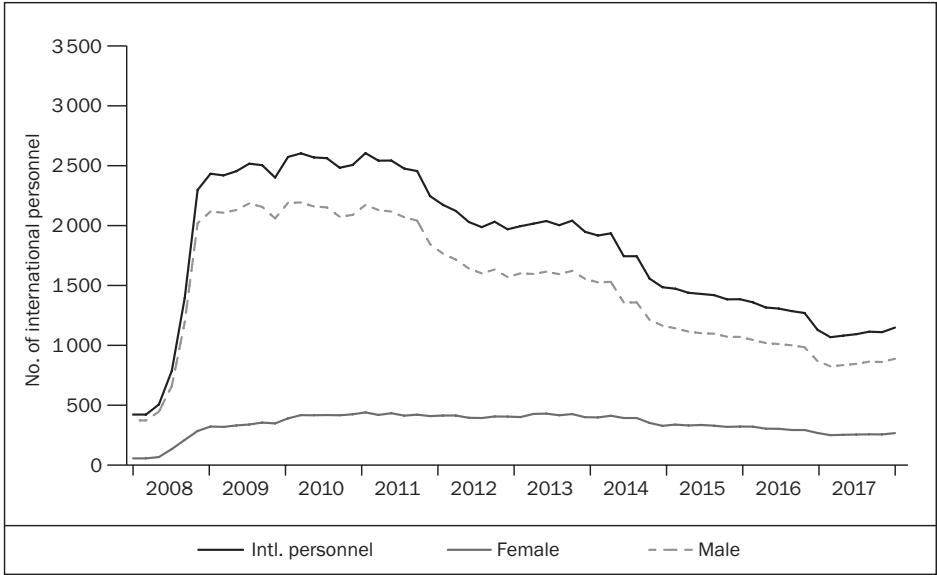


Figure 3.2. Number of men and women in civilian EU Common Security and Defence Policy missions, 2008–17

Note: The international personnel include police.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

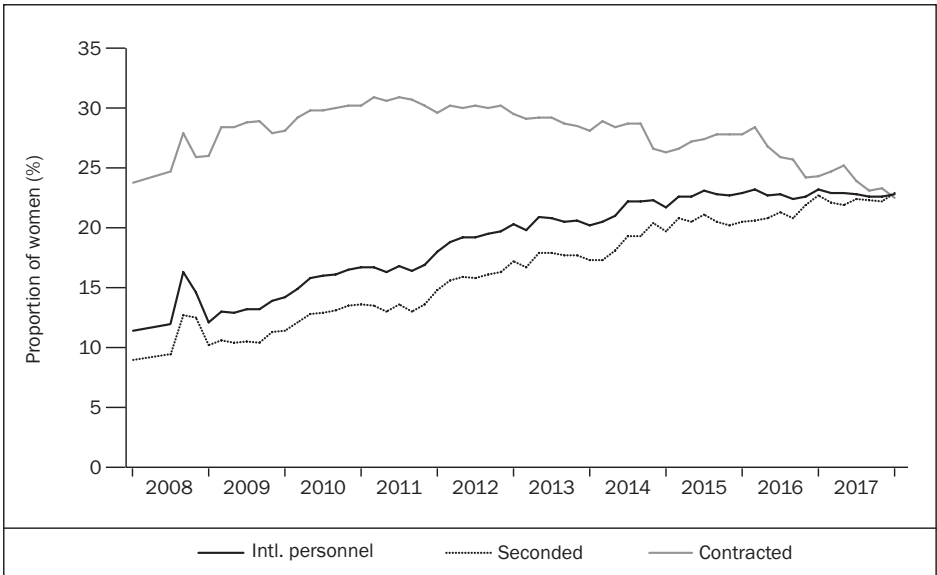


Figure 3.3. Proportion of women in civilian EU Common Security and Defence Policy missions, 2008–17

Note: The international and seconded personnel include police.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

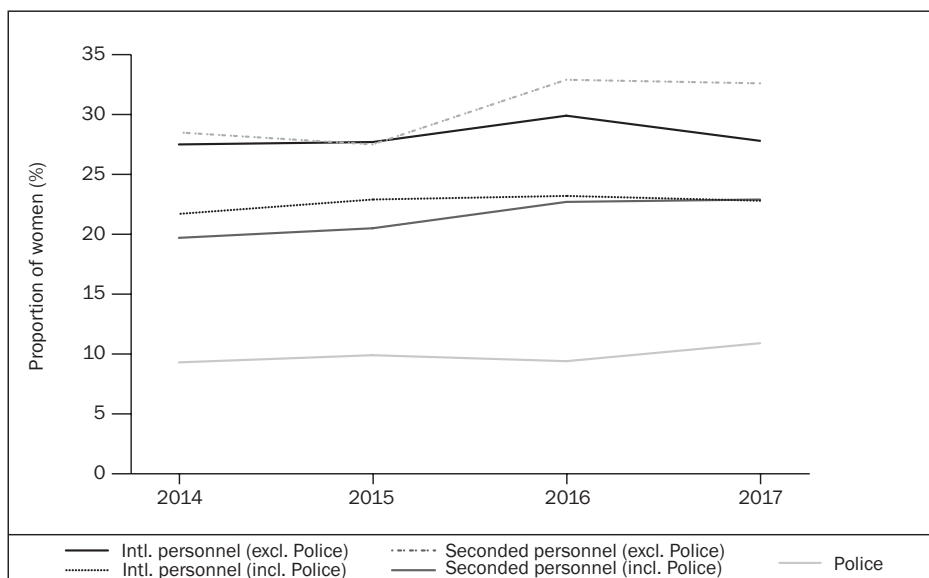


Figure 3.4. Proportion of women police in civilian EU Common Security and Defence Policy missions, 2014–17

Source: SIPRI Multilateral Peace Operations Database, June 2018.

figure 3.4). The number of female police decreased from 44 in December 2014 to 37 in December 2017, whereas the proportion of female police increased from 9.3 to 10.9 per cent. The gender balance improved because the number of male police decreased at a higher rate (from 427 to 291) than the number of female police.

The proportion of women in the police was therefore much lower than the proportion of women in the international personnel in civilian CSDP missions in general. This means the proportion of women among regular civilian personnel (not including the police) was higher. The available SIPRI data indicates that the proportion of women among non-uniformed international personnel (seconded and contracted, excluding police) was 27–29 per cent in 2014–17, compared to 22–23 per cent when the police are included. The proportion of women among non-uniformed seconded civilian experts (excluding police) increased from 28.5 to 32.6 per cent in 2014–17, compared to from 19.7 to 23 per cent when the police are included.

Mission level

The representation of women increased in all civilian CSDP missions that were scaling down in 2008–17. This was particularly noticeable in relatively large missions, such as the EUPM in Bosnia and Herzegovina (from 11.2 per cent in 2008 to 16.1 per cent in 2012), EULEX Kosovo (from 16 per cent in 2011 to 22 per cent in 2017) and the EU Police Mission (EUPOL) in Afghanistan (from 13 per cent in 2012 to 25.2 per cent in 2016). In all these cases, the gender balance improved at the mission level even though the number of women fell. The EU Monitoring

Mission (EUMM) in Georgia was a notable exception. Between its deployment in 2008 and early 2015 the number of women on its staff doubled from 33 to 66, even as the overall size of the mission was gradually decreasing. As a result, the proportion of women in EUMM Georgia increased from 10.7 to 26.1 per cent in this period.

Conversely, the representation of women often decreased in missions that were expanding fast. This was the case with the EU Advisory Mission (EUAM) in Ukraine (from 21.3 to 18.7 per cent in 2014–17), the EU CSDP Mission in Mali (EUCAP Sahel) (from 34.6 to 19.8 per cent in 2014–17), and in the early stages of EULEX Kosovo (from 22.7 to 11.9 per cent during 2008) and EUPOL Afghanistan (from 12.4 to 9.4 per cent in 2008–09). The proportion of women decreased while these missions were building up, even though they were recruiting more women in absolute terms.

4. Organization for Security and Co-operation in Europe field operations

The OSCE conducted 22 field operations in the period 2008–17. In December 2017, it was deploying 1061 international personnel, of which 697 were monitoring officers in the Special Monitoring Mission (SMM) to Ukraine. Women accounted for 21.6 per cent of all international civilian personnel and for 16.1 per cent of monitoring officers in the SMM.

The participation of women in the international civilian personnel

The number of international personnel in OSCE field operations decreased from approximately 600 to 400 between 2008 and 2013. However, after the deployment of the SMM, in March 2014, it increased to approximately 1100 (see figure 4.1). All field operations that were active in this period were strictly civilian and did not include uniformed personnel, although several carried out police-related activities and contained staff with police or military experience. Within the personnel of the SMM, the OSCE distinguishes between monitoring officers and other international personnel. The majority of the international personnel that were serving in OSCE field operations were seconded by OSCE member states. This means that the OSCE relied primarily on its member states to nominate candidates for the international positions in OSCE field operations, which limited its ability to influence the composition of these missions.

Data availability

The OSCE Secretariat produces comprehensive reports on the staffing of its field operations every three months.²⁰ These reports contain gender-disaggregated data on seconded and contracted personnel at the mission and contributor levels. They also include gender-disaggregated data on the total number of personnel deployed in all field operations for each professional grade. The reports do not provide breakdowns of job functions. In addition, the SMM publishes monthly status reports that provide data on its personnel. These include information on the gender balance for monitoring officers at the mission level, but not for other personnel or at the contributor level.

The quarterly staffing reports are not publicly available and the data on personnel in field operations featured in the OSCE annual reports is not disaggregated by gender. However, the OSCE Secretariat publishes an annual progress report on the implementation of the 2004 Action Plan, which contains annual gender-disaggregated data on personnel in field operations.²¹ It also publishes data on the number of men and women nominated, long-listed and short-listed for, as well as

²⁰ The data is held on file by the authors.

²¹ See e.g. OSCE, *Annual Progress Report on the OSCE 2004 Action Plan on the Promotion of Gender Equality, 2016* (OSCE: Vienna, Sep. 2017).

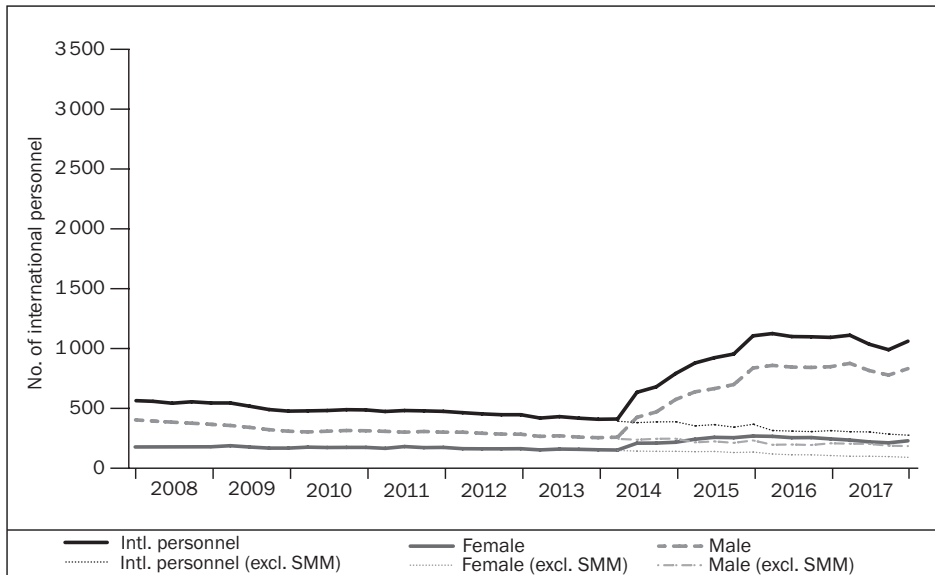


Figure 4.1. Number of men and women in OSCE field operations, 2008–17

Note: SMM = OSCE Special Monitoring Mission to Ukraine.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

recruited to, seconded positions in the previous year—although this is not broken down by field operation and only covers recruitment to the OSCE Secretariat, the OSCE institutions and field operations.

This paper looks at the participation of women in OSCE field operations based on quarterly gender-disaggregated statistics on the international personnel in all OSCE field operations for the years 2008–17 and monthly gender-disaggregated data on monitoring officers in the SMM for 2015–17. The data has been collected by SIPRI from the OSCE Secretariat and is compiled in SIPRI's Multilateral Peace Operations Database.

OSCE field operations

In the years before the establishment of the SMM, the representation of women in OSCE field operations decreased in absolute terms but improved in relative terms (see figures 4.1 and 4.2). Between 2008 and 2013 the total number of female international civilian personnel decreased from 204 to 154, but the proportion increased from 34.5 to 37.7 per cent. The gender balance improved in these years because the total number of female personnel in OSCE field operations was decreasing at a slower rate than the number of male personnel.

In the years following the establishment of the SMM, the representation of women in OSCE field operations increased in absolute terms but fell in relative terms. Between 2014 and 2017 the total number of female international civilian personnel increased from 154 to 229, but the proportion fell to 21.6 per cent. The gender balance fell in these years primarily because there were relatively few

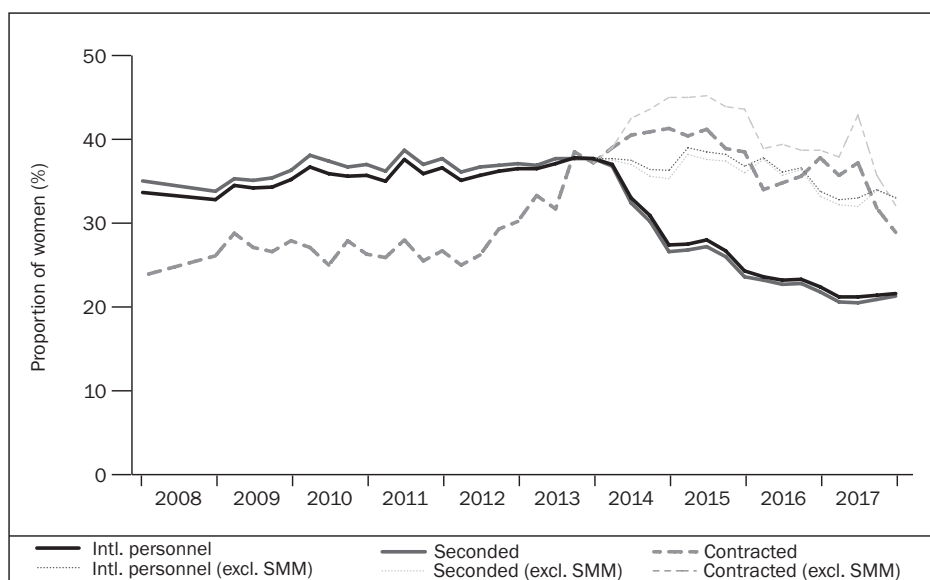


Figure 4.2. Proportion of women in OSCE field operations, 2008–17

Note: SMM = OSCE Special Monitoring Mission to Ukraine.

Source: SIPRI Multilateral Peace Operations Database, June 2018.

women in the SMM compared to the other OSCE field operations. However, the proportion of women also decreased in the other OSCE field operations during this period (from 37.7 to 33 per cent between 2014 and 2017, excluding the SMM). This was primarily because the number of female personnel in these other operations continued to decline (from 154 to 91), whereas the decrease in the number of male personnel eventually slowed.

Seconded versus contracted personnel

Most of the international personnel in OSCE field operations were seconded by member states. This was increasingly the case in 2008–17, when the proportion of all international personnel in field operations that were seconded increased from 87 to 96 per cent. This development was also related to the deployment of the SMM, because 98–99 per cent of the international personnel in the mission were seconded by OSCE member states.

Women were better represented among seconded than contracted personnel in the period 2008–17. The number of women who held international contracted positions in OSCE field operations never exceeded 20 throughout this period, and the proportion of women was below 30 per cent in 2008–12, peaked at over 40 per cent in 2012–14, but subsequently fell back to 28.9 per cent in 2015–17.

SMM monitoring officers

The representation of women was relatively low among the monitoring officers in the SMM compared to the other international personnel in that and other field

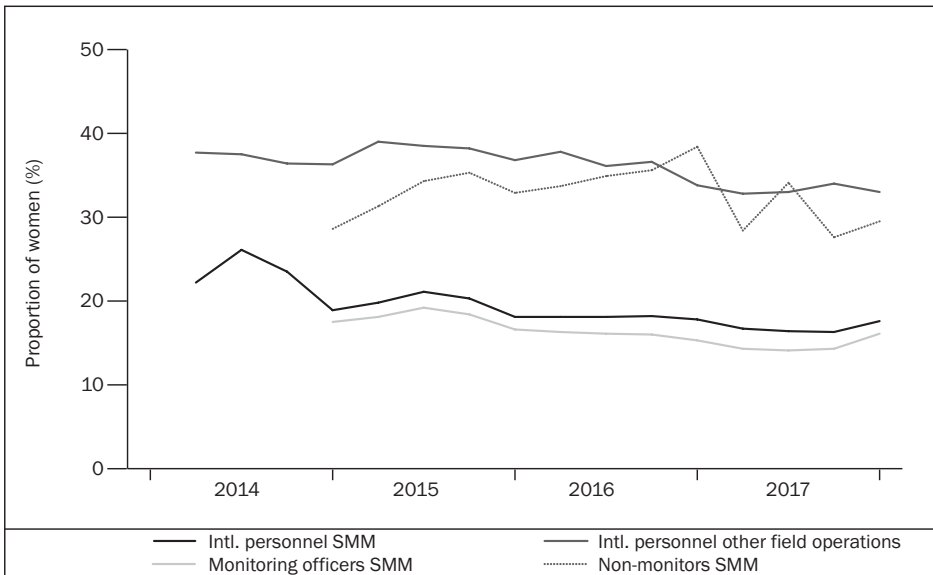


Figure 4.3. Proportion of women in the OSCE Special Monitoring Mission (SMM) to Ukraine, 2014–17

Source: SIPRI Multilateral Peace Operations Database, June 2018.

operations (see figure 4.3). The proportion of female monitors peaked at 19.2 per cent in mid-2015, but decreased to 16.1 per cent in December 2017. This had a major impact on the gender balance of the mission—and at the aggregate level for all OSCE field operations—since monitoring officers on average accounted for 84 per cent of all international staff in the SMM. The representation of women among the international personnel of the SMM who were not monitors ranged between 28 and 38 per cent. These were levels comparable to, albeit still lower than, the level of representation of women in other OSCE field operations.

Mission level

The SMM was by far the largest OSCE field operation that was active in 2008–17. It was initially authorized to deploy up to 500 unarmed international observers, but it was expanded shortly after it was established and has maintained nearly 800 international personnel in the field since December 2015, 600–700 of whom are monitoring officers. The number of female international personnel initially increased but then stabilized at 130–140 for most of 2016–17.

The proportion of women was lower in the SMM than among the international personnel deployed simultaneously in the concurrent OSCE field operations. It decreased from 26.1 per cent in mid-2014 to 16–18 per cent in 2016–17, once the SMM was fully deployed. The gender gap widened even though the number of women on the staff more than doubled from 66 in mid-2014 to 130–140 in 2016–17. The proportion of female international personnel in the SMM was around half

that of the average for international staff deployed in the other 15 field operations active during this period.

Before the deployment of the SMM, the OSCE Mission in Kosovo (OMIK) and the OSCE Mission to Bosnia and Herzegovina were the largest OSCE field operations. These two operations accounted for approximately half of all the international personnel that the OSCE deployed in field operations in 2008–13. The proportion of female international personnel in these operations was almost 45 per cent during this period.

5. Conclusions and recommendations

Women continued to be under-represented among the personnel deployed in UN, EU and OSCE peace operations. Although the gender balance improved notably in certain areas in the period 2008–17, overall progress was mixed and the gap between men and women remained wide at all levels. This demonstrates that the challenges to increasing the participation of women in peace operations persist and that much remains to be done to achieve the aspirations of the internal participation aspect of UN Security Council Resolution 1325, as it approaches its 20th anniversary in 2020.

Conclusions

Women continued to be most under-represented in the uniformed personnel of peace operations, particularly the military personnel

Women were better represented among military personnel in EU CSDP missions and operations than in UN peace operations, although the EU deployed much fewer military personnel than the UN and the military EU CSDP missions were relatively small compared to most military components in UN peacekeeping operations. Meanwhile, the representation of women among police was approximately the same in UN peace operations as in EU CSDP missions.

Women were best represented in the international civilian personnel

Women were best represented among the international personnel in OSCE field operations (until the deployment of the SMM to Ukraine), then among the international civilian personnel in UN peace operations, and least in the international personnel in EU civilian CSDP missions (although these included police elements). The absence of progress in the proportion of women in the international civilian personnel in UN peace operations underscores the fact that obstacles to increasing women's participation persist even in the civilian domain.

The representation of women often stagnated or decreased as missions and organizations deployed more personnel

The representation of women tended to increase much more slowly or decrease temporarily when the need to generate additional uniformed contributions or recruit additional civilian personnel was greatest. In many of these cases there might be a substantial increase in the number of women deployed, but the number of men deployed would increase at a similar or faster rate. This suggests that male personnel are more readily and more rapidly available than female personnel.

When the representation of women improved, this was often because missions and organizations were deploying fewer men rather than more women

This underscores the importance of a focus on increasing the participation of women not only in relative terms (i.e. percentages or female-to-male ratios), but

also in absolute terms (i.e. the actual number of deployed women). Increasing the base of deployable women will help to sustain improvements in the representation of women that are achieved while the demand for personnel is falling, even when this demand eventually goes up again.

There continues to be ample room for improvement in how multilateral organizations are reporting on personnel deployments in peace operations, both internally and externally

The UN is leading by example when it comes to producing gender-disaggregated data on the personnel that it deploys in peace operations. It is also the most transparent about this data. The data that the EU produces on personnel deployments in CSDP missions and operations has several weaknesses, especially when it comes to military and police deployments. The EU is also the least transparent of the three organizations under review when it comes to making available comparable and disaggregated statistics on its deployments.

More research is needed to enhance understanding of the representation of women in peace operations and the barriers to their meaningful participation. Importantly, this requires more and better gender-disaggregated data.

First, more evidence-based research is needed to understand better the key findings and trends described in this paper and their implications for gender balancing in peace operations. This includes further research into questions such as why the representation of women has been higher or improving faster in certain types of missions, locations, or phases of deployment. To ensure policy relevance, such research should also focus on which policies and incentives to generate or recruit more female personnel are most likely to be effective and under which circumstances.

Second, research on the participation of women needs to be extended to peace operations conducted by other organizations and by ad hoc coalitions of states. In particular, it should encompass the AU and African subregional organizations, which have become important actors in this area and the member states of which have become increasingly important contributors of personnel to peace operations. Such research should also include other security initiatives that are authorized by the AU, such as the Joint Force of the Group of Five for the Sahel (JF-G5S) and the Multinational Joint Task Force (MNJTF) in the Lake Chad Basin region.

Third, analyses at the aggregate and mission levels must be complemented by analyses at the contributor level. In order to assess and understand the participation of women in peace operations, it is critical to look at variations in the gender balance among individual country contributions. Such research should also aim to explain why certain countries have been contributing more women to peace operations than others and assess and compare the effectiveness of national policies to this end.

Fourth, more research is needed on where women are positioned within missions and whether this has changed over time. Information on the number or proportion of women at the mission level alone is not sufficient for assessing

whether the ‘role and contribution of women’ in peace operations has truly expanded—as mandated by Security Council Resolution 1325—if it is unclear what types of positions women were holding. Such analyses should therefore go beyond the mission level to examine data at the unit and command level for uniformed personnel and the level of the leadership, division, department or job category for civilian personnel.

Recommendations

The 2014 UN Gender Forward Looking Strategy states that ‘all data, statistics and information that is collected should be available as numbers of women and men’.²² This should be the standard for multilateral organizations and their member states if they are serious about implementing UN Security Council Resolution 1325 in connection with their efforts in the fields of peace and security. By not systematically collecting sufficiently disaggregated data on the human resources in their own missions and operations—that is, by gender, but also by age and other characteristics—these actors are denying themselves and others the evidence base required for monitoring and evaluating efforts to increase the meaningful participation of women.

The 2017 UN system-wide strategy on gender parity states that ‘shadow reporting’ by researchers and civil society organizations should be actively encouraged.²³ For this to be possible, multilateral organizations and member states need not only to produce gender-disaggregated data, but also to be transparent about it. This will ensure greater accountability, and enable constructive and evidence-based research into the causes and effects of gender imbalances in peace operations and on the progress of and challenges facing efforts to reduce them. To this end, the UN, the EU and the OSCE should consider the following.

The United Nations

1. The UN Secretariat should further improve the data that it produces by: (a) coding all data on military and police contributions by type of unit, such as infantry, logistics, medical, engineering, and so on; (b) breaking down the data on formed police units to the level of the individual unit in addition to the mission and contributor levels; and (c) keeping separate statistics on international civilian staff seconded to UN peace operations by UN member states.

2. The UN Secretariat should publish archived monthly reports on civilian staff in UN peace operations instead of just current data. The new website dedicated to the UN system-wide strategy on gender parity would be a suitable platform for this.

²² United Nations, Department of Peacekeeping Operations/Department of Field Support, *Gender Forward Looking Strategy 2014–2018* (United Nations: New York, 2014).

²³ United Nations, *System-wide Strategy on Gender Parity* (United Nations: New York, Oct. 2017).

The European Union

1. The CPCC should provide a gender breakdown of all the data in its bimonthly reports on civilian CSDP missions. It currently does this at the mission level, but not at the level of the contributor (seconding member state) or for each job function.

2. The CPCC should complement its reports on civilian CSDP missions with separate statistics on uniformed police personnel and break down personnel contributions by professional grade, in order to provide insight into the gender balance at the different levels of seniority and leadership.

3. The EUMS should produce regular reports and preserve data on deployments to military CSDP missions and operations (the new Military Planning and Conduct Capability is well positioned to do this for the non-executive military missions). The statistics on personnel deployments in these missions need to be disaggregated by gender at all levels, including contributing member state and type of unit.

4. The EEAS should consider options for cooperating with the North Atlantic Treaty Organization (NATO) Committee on Gender Perspectives regarding more systematic collection of gender-disaggregated data on the deployment of military personnel by their respective member states, many of which are members of both the EU and NATO. The committee already compiles detailed annual reports on the representation of women in national armed forces, which include data on the deployment of men and women to NATO and non-NATO operations. Synchronizing such efforts would reduce the risk of duplication and questionnaire fatigue.

The Organization for Security and Co-operation in Europe

1. The OSCE Secretariat should complement its data on personnel in field operations by breaking down mission personnel into job functions instead of broader thematic areas.

2. The OSCE Secretariat should keep separate statistics on monitoring officers in the SMM to Ukraine and on personnel seconded to field operations by national police authorities (even though they are not wearing their police uniform and insignia during their deployment).

3. The SMM should disaggregate all the statistics in its monthly status reports by gender. It currently does this for monitoring officers at the mission level, but not at the contributor level or for those of its staff members who are not monitors.

Trends in Women's Participation in UN, EU and OSCE Peace Operations

The United Nations and many other multilateral organizations are politically committed to increasing the participation of women in their peace operations. Yet it has been challenging to translate initiatives to this end into clear results on the ground. At the same time, it has been difficult to monitor the effects of gender balancing properly because many organizations have not systematically produced or distributed gender-disaggregated data on their deployments.

This policy paper is the first in a series of SIPRI publications that looks at the participation of women in multilateral peace operations based on new gender-disaggregated data from SIPRI's Multilateral Peace Operations Database. It describes the key trends related to the participation of women in UN peace operations, European Union Common Security and Defence Policy missions and operations, and Organization for Security and Co-operation in Europe field operations in the 10-year period 2008–17. The paper also takes stock of the quality and availability of the data that the secretariats of these organizations produce and distribute, and it concludes by making concrete recommendations on how they can improve.

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