



**BETTER ORGANISATIONS
THROUGH GENDER MAINSTREAMING:
CIVILIAN SECURITY SECTOR REFORM
IN UKRAINE**

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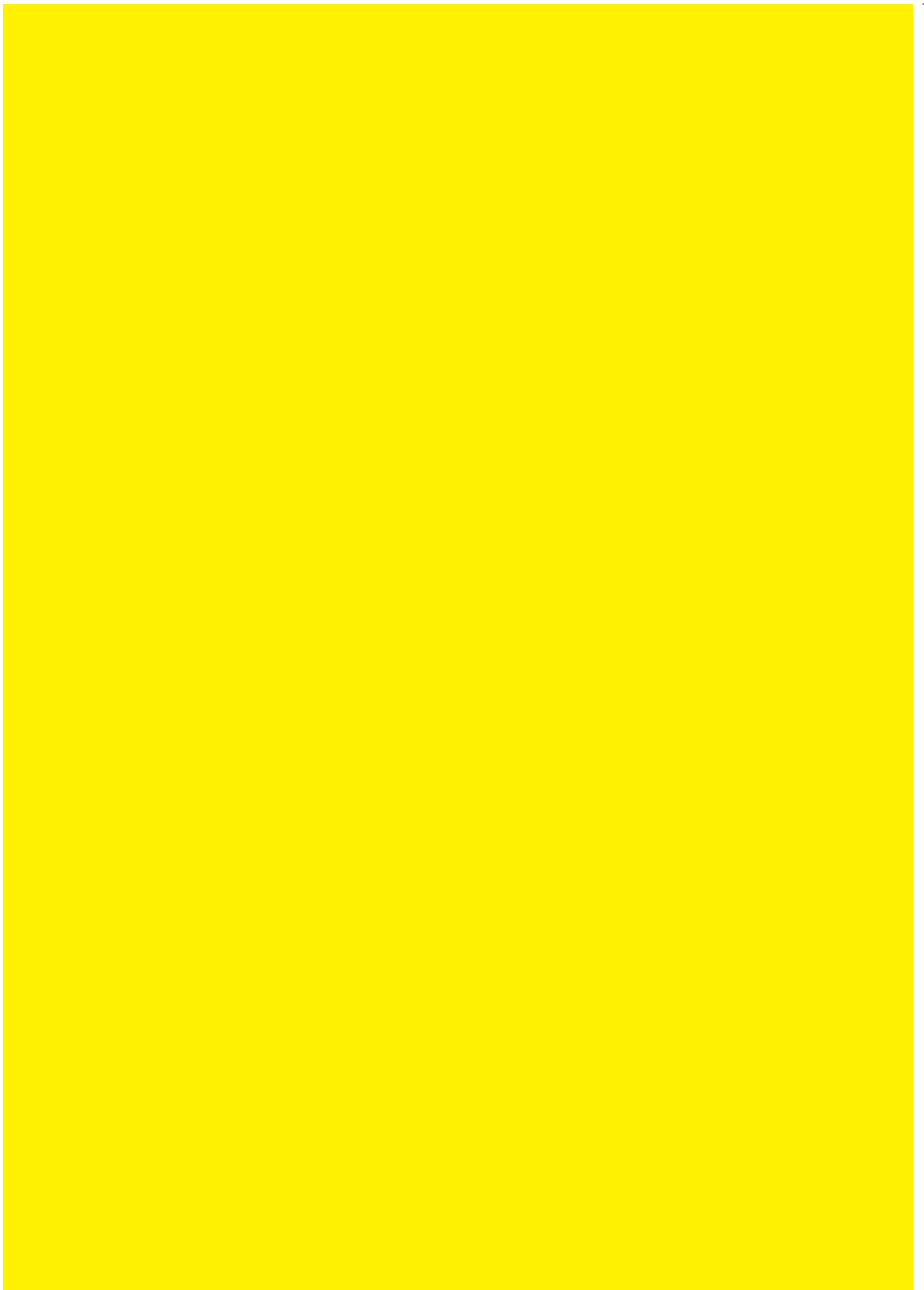


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1. EXECUTIVE SUMMARY

This report is a snapshot of ongoing processes of gender mainstreaming in civilian security sector (CSS) organisations in Ukraine, as supported by and from the perspective of the European Union Advisory Mission to Ukraine (EUAM). It is meant for EUAM-Ukraine staff and management, giving an overview of what has been achieved and the general ideas, frameworks and policies behind gender mainstreaming organisations. In addition, this report may serve ongoing discussions on gender mainstreaming in Ukrainian CSS organisations, other EU CSDP Missions and CSDP staff in Brussels.

More effective and accountable organisations in the security sector in Ukraine are needed to serve citizens better and enhance safety and security. Gender mainstreaming organisations is a process that can contribute to effectiveness, accountability and inclusion. Gender mainstreaming combats all forms of internal discrimination, brings competent people to organisations and brings out the best of all staff, women and men. Consequently, credibility of security institutions is enhanced, and their accountability improved.

Overall, the emphasis has moved away from a 'grand theory' or from an 'overarching approach' of gender mainstreaming. Solutions on mainstreaming gender in organisations need to be tailor-made and include an assessment of capacities, prioritising key issues for which specific actions can be developed for each organisation.¹

Ukraine has a strong commitment to human rights and gender equality, which is embedded in the legislation and a variety of official strategies and action plans. Ukraine has adopted the Overarching Strategic Plan for Reform of the Law Enforcement Sector (OAS) in 2023. EUAM supports gender mainstreaming as a means towards gender equality, which is a fundamental part of the EU body of treaties, legislation, strategies and commitments. For supporting the OAS, this means a focus on human resources management advice, contributing to a safe, inclusive and harassment-free working environment, leadership engagement as well as strategic communication.

Gender mainstreaming is urgent, anticipating the post-conflict situation in Ukraine. Given the current number of casualties, it is expected that the civilian security sector needs to rely more on women staff and recruit more women in the near future. Therefore, it is of the utmost importance to make these organisations fit for women now; the civilian security sector urgently needs gender mainstreamed organisations that attract and retain women and men.

As an advisory mission, EUAM has linked up with ongoing gender mainstreaming processes in the State Border Guard Service (SBGS), the National Guard of Ukraine (NGU) and the State Customs Services (SCS). In addition, EUAM supported the trainings based on Ministry of Internal Affairs (MoIA) guidelines against gender-based discrimination and sexual harassment. The first results of the trainings are presented in this report as a case study. In 2023 and 2024, training took place in Kyiv, Lviv, Uzhhorod, Poltava, Vinnytsia and Odesa and reached 775 managers and staff members in MoIA and law enforcement agencies (LEA), both women and men. For some participants, it was the first time to think about and discuss the subject. The initial feedback from participants shows strong appreciation for the methodology of the trainings.

Participants' level of knowledge on discrimination and sexual harassment increased. Nearly all participants saw the need to organise more and similar trainings for all categories of staff, including senior and middle management, but also for the newcomers in LEAs. According to the participants, it is crucial that everyone in the organisations understands their responsibilities. It should be noted that despite all the positive feedback, the topic of discrimination and sexual harassment remains sensitive and partly also controversial in law enforcement agencies in Ukraine.²

1 For experiences from the field of development, see Brouwers, R. (2013). *Revisiting Gender Mainstreaming in International Development: Goodbye to an Illusionary Strategy*. Working Paper 556: The Hague: Institute of Social Studies.

2 This is reflected in the fact, that while institutions have comprehensive non-discrimination and anti-harassment policies they usually have zero cases.

Although the trainings are evaluated immediately after they have been implemented – based on objectives with indicators – it is more difficult to monitor behavioural changes; this means that tracking results requires a longer involvement over time. It should also be noted that stand-alone training is not enough. Training need to be part of broader gender mainstreaming plans for each organisation that will incorporate various elements, necessary for real changes. It is also important to monitor the progress and hold senior management and managers accountable.

Gender mainstreaming organisations is part of broader societal changes, including those towards human rights, gender equality and combating all forms of discrimination. For this, continuous commitment and messaging, higher budgets, more networked persons, and engaged internal and external actors are needed. And most important: accountability.

EUAM continues to advise Ukrainian civilian security sector organisations on gender mainstreaming. In addition, EUAM can share experiences from EU countries engaged in similar processes and exchange lessons learned. EUAM itself is involved in the EU mandatory process of gender mainstreaming across various lines and can share those experiences as well.

2. INTRODUCTION

This report gives an overview of how EUAM supports processes of gender mainstreaming in the Ukrainian civilian security sector to serve Ukrainian citizens even better. Ukrainian authorities, in particular the Ministry of Internal Affairs (MoIA) and the security institutions themselves, have already made substantial progress in gender mainstreaming over the last years. These processes are grounded in the Ukrainian legal frameworks, various national strategies and action plans.

EUAM is a civilian crisis management mission with a mandate to assist Ukrainian authorities towards a sustainable reform of the civilian security sector through strategic advice and practical support for specific reform measures based on EU standards and international principles of good governance and human rights.³ In line with its mandate, EUAM is mainstreaming human rights and gender equality into all advice and support provided to CSS institutions. Strengthening CSS institutions, enhancing their effectiveness and accountability can be done by gender mainstreaming; it essentially means erasing discrimination that holds these organisations back and blocks them from performing optimally.

With a view to mainstream gender equality in EUAM's activities, the Mission has established structures to support this work. A Gender Adviser is providing analysis and advice to the senior management of the organisation to integrate a gender perspective throughout all activities of the mission. Moreover, there is an operational Cross-Cutting Unit with currently four staff members, focusing on direct support and training of Ukrainian civilian security actors. The Cross-Cutting Unit covers human rights, gender equality and Civil Society Organisations (CSOs).

The mission's internal and external gender activities are closely interlinked, as the internal gender guidelines assist the staff members in integrating a gender perspective in their tasks. For example, there are guidelines on gender mainstreaming in the mission's training and projects. In addition, the mission is committed to increasing women's participation among its staff, including managerial positions, and it has a zero-tolerance policy against discrimination and sexual harassment.

The focus of this report is on the EUAM's external activities in supporting gender equality within the Ukrainian CSS, reflecting the current challenges and progress achieved. The unjustified, full-scale invasion by the Russian armed forces in 2022 complicates all reform efforts in Ukraine and has had a devastating impact on the human rights situation, including the rights of women and girls.⁴ Still, Ukrainian authorities and organisations have been able to take significant steps in promoting gender equality, especially in terms of approving legislation and national gender policies. Several civilian security actors have improved on gender mainstreaming their organisations. It is important to share experiences and lessons learned on gender mainstreaming in Ukraine, especially as the country has started accession negotiations with the EU.

Gender mainstreaming is urgent, anticipating the post-conflict situation in Ukraine. Given the current number of casualties, it is expected that the civilian security sector needs to rely more on women staff and recruit more women in the near future. Therefore, it is of the utmost importance to make these organisations fit for women now; the civilian security sector urgently needs gender mainstreamed organisations that attract and retain women and men.

³ www.euam-ukraine.eu

⁴ See: [eu4genderhelpdesk_ukrainegenderprofile_2023-cgp_v3.pdf](#) (euneighbourseast.eu) and [RGA_Ukraine_October-2023.pdf](#)

3. GENDER MAINSTREAMING IN ORGANISATIONS: WHAT AND HOW?

DEFINITIONS

For the purposes of this report, the definition of gender mainstreaming by the European Institute for Gender Equality (EIGE) is used:

“Gender mainstreaming involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination.”⁵

Gender mainstreaming is a key concept for changing organisational processes in a way that a gender perspective is incorporated in all policies and practices at all levels of the organisation. Gender mainstreaming is not a goal in itself, but a process to achieve gender equality; gender mainstreaming is a tool for institutional change. Despite the different definitions in use, a process of gender mainstreaming typically includes an analysis phase first and development of policies and activities based on this analysis. Usually, this process will consist of specific activities that are most relevant for the organisation in question.

Overall, the emphasis has moved away from a ‘grand theory’ or from an ‘overarching approach’. Solutions on mainstreaming gender in organisations need to be tailor-made and include an assessment of capacities and prioritising key issues for which very specific actions can be developed. ⁶Only then can success be measured and progress in gender mainstreaming the organisation be evidence-based.

THE BENEFITS OF GENDER MAINSTREAMING AND PITFALLS

Gender mainstreaming is about facilitating institutional changes, which is at the very core of CSS reform. Benefits of gender mainstreaming include making the organisations more effective, especially by making the best use of available resources. An organisation that reflects the needs of the broader population it serves and is accessible to the whole population, tends to be more accountable and more trusted. In the long run, gender mainstreaming also makes organisations more cost-effective, as it improves the quality of public policies and institutions, by ensuring a more efficient allocation of resources.

Gender mainstreaming means including the perspectives, needs and priorities of women, girls, men and boys. One of the many pitfalls of gender mainstreaming is to focus only on women; for a comprehensive gender analysis both women and men need to be included. It is crucial to demonstrate that gender mainstreaming includes women and men, and that the process leads to better working conditions for all and stronger organisations. Moreover, the concept of intersectionality needs to be applied: based on the context, additional cross-cutting factors such as age, ethnicity, sexual orientation, disability (very relevant in Ukraine due to the high number of disabled people) or IDP status can be added for a full gender analysis.

‘Adding women and stirring’ is an insufficient solution for gender mainstreaming. It is not only about the gender of individual people in the organisation. Institutional changes need to be made so that the organisational structures and culture change as well as the staff. A gender mainstreamed organisation has an improved, safe and inclusive working environment for all, not only for women.

⁵ See EIGE: [What is gender mainstreaming | European Institute for Gender Equality \(europa.eu\)](https://eige.europa.eu/what-is-gender-mainstreaming)

⁶ For experiences from the field of development, see Brouwers, R. (2013). Revisiting Gender Mainstreaming in International Development: Goodbye to an Illusionary Strategy. Working Paper 556: The Hague: Institute of Social Studies

MODELS OF GENDER MAINSTREAMING ORGANISATIONS

Over the years, several models for gender mainstreaming have been developed and implemented in different organisations:

- The Harvard Model, which focuses on gender analysis, underpinning each step. This gender analysis framework primarily concentrates on the delineation of roles and responsibilities ascribed to different genders within a specific context. In 1985, it was one of the earliest frameworks.
- Frameworks, handbooks and toolkits as developed by international organisations, such as the United Nations and OECD. See for example the UN Women Handbook on Gender Mainstreaming⁷ or OECD Toolkit for Mainstreaming and Implementing Gender Equality⁸.
- The SPO model elaborated by the European Institute on Gender Equality (EIGE), which drives across the following dimensions: structural, personnel, output and results.⁹
- Based on experiences in Australia, organisational culture was approached along the following lines: culture, leadership, gender relations and work/life balance, in order to have an effect on gendered relations in organisations.¹⁰
- Canada is using the Gender-based Analysis Plus (GBA Plus). It is an analytical tool used to support the development of responsive and inclusive policies, programs, and other initiatives across policy fields.¹¹

The EU/CSDP approach to gender mainstreaming will be discussed below.

THE EU APPROACH AND GENDER MAINSTREAMING IN CSDP MISSIONS

The EU Common Security and Defence Policy (CSDP) missions have their own policy framework to support gender mainstreaming in the activities. For example, the Civilian Operations Commander has issued operational guidelines for mission management and staff on gender mainstreaming.¹² Moreover, gender mainstreaming in CSDP missions is guided by the EU Gender Action Plan III¹³ as well as the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions,¹⁴ and the EU Action Plan on UNSCR 1325 on Women, Peace and Security¹⁵. In the latest Civilian CSDP Compact (2023)¹⁶, EU member states have agreed that all civilian CSDP missions will promote gender equality and systematically mainstream a gender perspective, based on a gender analysis, in all planning and actions.

"The commitments enshrined in the new Civilian Compact aim to secure host nations and civilian CSDP Missions against fast-changing threats by mainstreaming of a gender perspective in conducting missions."¹⁷

All CSDP missions have strategies, action plans and targets in place to increase the number of women staff in the civilian missions, striving towards 50% (although the target for 2024 is 40%).¹⁸ Research points to the EU's normative reason behind this aim and highlights that, on its own, gender parity

7 [Handbook on gender mainstreaming for gender equality results - World | ReliefWeb](#)

8 [Toolkit for Mainstreaming and Implementing Gender Equality 2023 | OECD](#)

9 [Dimensions of gender mainstreaming in institutions: The SPO model | European Institute for Gender Equality \(europa.eu\)](#)

10 Hannah Piterman's 2008 paper for the Commonwealth Government, Australia; [The Leadership Challenge: Women in Management | Department of Social Services, Australian Government \(dss.gov.au\)](#)

11 See [Gender-based Analysis Plus \(GBA Plus\) - Canada.ca](#)

12 See European External Action Service: [pdf \(europa.eu\)](#)

13 See European Commission: [Gender Action Plan III – a priority of EU external action \(europa.eu\)](#)

14 See European External Action Service: [Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024 | EEAS \(europa.eu\)](#)

15 [pdf \(europa.eu\)](#)

16 [Civilian CSDP Compact | EEAS \(europa.eu\)](#)

17 [Security Compass \(europa.eu\)](#)

18 As adopted by EU member states in the Civilian CSDP Compact in May 2023: [Security Compass \(europa.eu\)](#)

may be construed as reductionist or essentialist, strengthening the existing gender stereotypes and putting additional work on the shoulders of female staff.

“Women have been chronically under-represented in civilian CSDP missions. The reasons why the EU and its member states (some more than others) want to rectify this are both normative and related to effectiveness. The normative reasons emphasize that gender equality is a founding value of the EU and promoting the equal right of men and women to participate in all its activities is an important EU objective. [...] The reasons related to effectiveness are based on the idea that missions are more effective when they are more gender balanced. This argument is often used to justify targets and other gender-balancing measures. While there is support in research for this argument, it has also been criticized for being reductionist and potentially counterproductive, as it may reinforce gendered stereotypes and place an added burden on women in missions.”¹⁹

Research, for example in the military and in UN peacekeeping missions²⁰, shows that just adding women to an existing organisation without institutional changes as part of a broader gender mainstreaming process, leads to additional new gendered forms of labour for women. Women are expected to bake cookies for their teams in addition to their professional duties, conforming to gendered expectations and justifying their presence, in a previously all-male environment²¹.

Expecting only women to ‘take care of the team’ or ‘contribute to the team’ is a well-known aspect that is called out as sexism in various organisations as part of combating gender discrimination. It plays out especially when women are evaluated on their professional accomplishments and is well-known in human resources as a typically sexist trap. In the US police force, this was one element that needed to be tackled as part of their gender mainstreaming efforts in a drive to attract and retain more female police officers.²²

A comparative study among police officers in Sweden, the Netherlands, Spain and Austria researched barriers for women in the police organisations. It turned out that organisational culture was the main barrier in place.²³ This means that organisational culture is one of the aspects that needs to be addressed as part of gender mainstreaming. This includes looking at informal networks (‘old-boys-networks’) and other informal or subtle mechanisms in organisations that exclude women and minorities.

19 Smit, Timo (2022). Delivering the Compact: Towards a More Capable and Gender-balanced EU Civilian CSDP. SIPRI Research Policy Paper. See: [Delivering the Compact: Towards a More Capable and Gender-balanced EU Civilian CSDP \(sipri.org\)](https://www.sipri.org/publications/2022/01/delivering-the-compact-towards-a-more-capable-and-gender-balanced-eu-civilian-csdp).

20 Check: The Elsie Initiative Fund for Uniformed Women in Peace Operations to “support and incentivize efforts to increase the meaningful participation of uniformed women in United Nations peace operations”. <https://elsiefund.org/>

21 For a description on how this works out in Peacekeeping Missions, see : Wilen, Nina (2020) ‘Female peacekeepers added burden’ International Affairs 96.10.1093/iaa132 (PDF) [Female peacekeepers’ added burden \(researchgate.net\)](https://www.researchgate.net/publication/354111112). See also the work of Professor [Dr. Megan MacKenzie mackenzie - School for International Studies - Simon Fraser University \(sfu.ca\)](https://www.sfu.ca/~mackenzie/) and Professor [Dr. Jennifer Greenburg Dr Jennifer Greenburg | Politics and International Relations | The University of Sheffield](https://www.sheffield.ac.uk/politics-and-international-relations/people/jennifer-greenburg)

22 [Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement \(ojp.gov\)](https://www.ojp.gov/ncj-238681)

23 [Gender mainstreaming police in Sweden, Netherlands, Austria and Cataluna.pdf](https://www.gendernorms.org/en/2018/05/gender-mainstreaming-police-in-sweden-netherlands-austria-and-cataluna.pdf)

4. THE LINK BETWEEN GENDER EQUALITY AND SECURITY

UNSCR 1325 ON WOMEN, PEACE AND SECURITY

Strong linkages exist between gender equality, safety and security. The most elaborated international framework on the subject is the United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security and subsequent resolutions, the so-called Women, Peace and Security Agenda (WPS). Since the UNSCR 1325 was unanimously adopted at the United Nations in the year 2000, more detailed research has been done on the four pillars of the resolution: participation, prevention, protection and relief/recovery. The European Union has endorsed the resolution 1325 and developed a comprehensive approach in 2008.²⁴ Furthermore, the EU has developed a Strategy and Action Plan for all CSDP Missions based on it; these were also incorporated in the Gender Action Plan III.²⁵

In the context of gender mainstreaming, it is crucial to look at the 'prevention' pillar. In the European External Action Service (EEAS) Action Plan, the following fulfilment criteria is formulated:

"There is an improved understanding of the root causes of violence against women and girls and of gender-related drivers of conflict and actions are undertaken to counter further relapse, including by strengthening State Institutions." Among others, this leads to actions needed and one is formulated as follows: "Support efforts that address the root causes of violence, including SGBV, such as exclusion, structural inequalities, human rights violations, poor governance, socio-economic factors, toxic gender-related behaviours, harmful ideologies and gender-based discrimination."

It is stated that the EU plays an active role, globally, regionally, nationally and locally, in conflict prevention through the WPS approach. Consequently, strengthening institutions by gender mainstreaming is a key entry for success; it contributes to preventing new conflicts as it addresses one of the structural inequalities.

The EU Council Conclusions (2018) summarised that these aspects of the EU Strategic Approach on the UNSCR 1325 were fundamental:

- Analyse and address gendered root causes of conflict and of gender inequality;
- Full support (political and financial) to local, national, and international civil society organisations, including women's groups and grassroots activists, who help build peace, challenge violent gender norms and prevent sexual and gender-based violence;
- Systematically integrate a gender perspective, based on gender analysis, into all fields and activities in the domain of peace and security.

GENDER MAINSTREAMING IN THE EU POLICY FRAMEWORK

Gender equality is firmly anchored in the broader EU treaties and legal frameworks. The EU is founded on a set of values, including equality, and therefore promotes equality between men and women (Articles 2 and 3(3) of the Treaty on European Union). These objectives are also enshrined in the Article 21 of the EU Charter of Fundamental Rights. In addition, Article 8 in TFEU tasks the EU with eliminating inequalities and promoting equality between men and women in all of its activities. In the Declaration No. 19, annexed to the Final Act of the intergovernmental conference which adopted the Treaty of Lisbon, the EU and the Member States made a commitment "to combat all kinds of domestic

²⁴ Microsoft Word - st15671-re01.en08 (europa.eu)

²⁵ See: https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf

violence [...], to prevent and punish these criminal acts and to support and protect the victims".²⁶

In the current EU accession negotiations with Ukraine, the values of equality and human rights are incorporated, strengthening once again the basis for EUAM's work on gender mainstreaming and strengthening Ukraine's efforts. In June 2024, the interministerial conference on Ukraine's EU Accession stated:

*"Negotiations are opened on the basis that Ukraine respects and is committed to promoting the values on which the Union is founded, referred to in Article 2 TEU, namely the respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. Compliance with those values is a condition for the enjoyment of all the rights deriving from EU Membership."*²⁷

Gender mainstreaming organisations is a process that is ongoing in all civilian security actors in the European Union. Different EU countries and their institutions have different speeds and progress. Learning EU-wide what works and what delivers limited results is one of the possibilities that contribute to speedier gender mainstreaming in all countries.

GENDER MAINSTREAMING AND HYBRID THREATS

Gender mainstreaming organisations is a way to enhance the sustainability and internal cohesion of institutions. Organisations that have addressed internal forms of discrimination and are open about mechanisms in place for continued progress and oversight, are more robust. These organisations are more adaptable to changing circumstances and have built accountability to larger segments of society. This is particularly important as the threat of hybrid attacks to organisations is becoming more ubiquitous, in Ukraine and elsewhere. Different types of hybrid attacks and disinformation campaigns deliberately target vulnerabilities in organisations and society at large. NATO has underlined the importance of gender inequality from a military perspective:

*"Dr. Hoogensen Gjørnv identified hybrid threats as a major security concern in the High North, characterised by extensive intelligence gathering and hacking incidents. [...] These threats extend beyond traditional military tactics, exploiting societal cleavages, including gender inequalities, to destabilise and polarise democratic societies."*²⁸

In a recent publication NATO also pointed to the importance of gender-based hybrid attacks. Gendered disinformation is used to discredit women leaders and gender inequalities are weaponised to undermine democratic, liberal values.²⁹

²⁶ [Equality between men and women | Fact Sheets on the European Union | European Parliament \(europa.eu\)](#)

²⁷ GENERAL EU POSITION Ministerial meeting opening the Intergovernmental Conference on the Accession of Ukraine to the European Union, page 6 GENERAL EU POSITION Ministerial meeting opening the Intergovernmental Conference on the Accession of Ukraine to the European Union. See also [EU opens accession negotiations with Ukraine - Consilium \(europa.eu\)](#)

²⁸ [NATO - News: Deep Dive Recap: The High North and the Gender Perspective, 22-Mar.-2024](#)

²⁹ Military Implications of the Gender perspective on NATO's Core topics; NATO Quick Reference Guide 3 June 2024, page 14

5. GENDER MAINSTREAMING WITHIN UKRAINIAN CSS INSTITUTIONS, SUPPORTED BY EUAM

LEGAL AND POLICY FRAMEWORKS IN UKRAINE

Ukraine has a strong legislative and policy framework on promoting gender equality in place. The principle of equal rights for women and men is enshrined in the Constitution, and Ukraine has also adopted the Law on Ensuring Equal Rights and Opportunities for Women and Men. In 2012, Ukraine adopted the Law on the Principles of Prevention and Combating Discrimination, which was further amended to comply with EU directives on non-discrimination in 2014. In 2023 MoIA published a methodology for preventing and combating gender-based discrimination and sexual harassment in the workplace. In addition, Ukraine has strengthened its legislation to prevent and combat violence against women and domestic violence. Legislation is still amended and updated, so it becomes fully in line with the Istanbul Convention, which Ukraine ratified in 2022.³⁰

The key governmental policy documents include the 2030 State Strategy on Ensuring Equal Rights and Opportunities for Women and Men as well as the National Action Plan (NAP) on UNSCR 1325 on Women, Peace and Security, which were both revised in 2022. The former has a wide scope ranging from gender mainstreaming in public institutions to education, economic and environmental issues, including addressing gender-based violence. The NAP on UNSCR 1325 focuses on security and defence institutions more specifically. In 2021, the Guidelines on Integrating Gender Approaches on Training Specialists for the Security and Defence Sector of Ukraine had already been published.³¹ In addition, the government of Ukraine has adopted a Strategy for Reducing the Gender Pay Gap with the goal of reducing the pay gap from 18.6% to 13.6% by 2030.³²

Ukraine has established a position of Government Commissioner for Gender Policy, who is the highest-ranking state official responsible for developing and coordinating state programs on gender equality and cooperation with international organizations and civil society. CSS institutions have also created structures to advance gender mainstreaming, for example the Ministry of Internal Affairs (MoIA) has a Human Rights Monitoring Department, which works to promote gender equality. In addition, most CSS institutions are implementing their own sectoral action plans on the UNSCR 1325 on Women, Peace and Security.



Gender Commissioner Kateryna Levchenko (fourth from left) on an official visit to EUAM to discuss priorities on integrating gender and mutual co-operation.

30 European Union (2023). Country Gender Profile: Ukraine, pp. 19-20. See [eu4genderhelpdesk_ukrainegenderprofile_2023-cgp_v3.pdf \(euneighbourseast.eu\)](#)

31 [Guidelines on Integrating Gender Approaches in Training Specialists for the Security and Defense Sector of Ukraine prepared | Cabinet of Ministers of Ukraine \(kmu.gov.ua\)](#)

32 [See Government plans to reduce the gender pay gap from 18.6% to 13.6% by 2030 | Cabinet of Ministers of Ukraine \(kmu.gov.ua\)](#)

In May 2023, President Zelenskyy adopted the Overarching Strategic Plan for Reform of the Law Enforcement Sector (OAS), which includes deliverables in the form of an action plan.³³ The OAS is a key element of the EU Accession process. The current mandate of EUAM, namely strategic reform of the civilian security sector in Ukraine, means that the OAS is a crucial entry to gender mainstreaming processes in the civilian security sector. Gender-related aspects are part of the OAS along three lines; the increased use of gender-disaggregated data for more evidence-based policies and priority setting, enhanced collaboration with CSOs, including women's organisations for better transparency and accountability, and gender mainstreaming civilian security sector organisations for more effectiveness. EUAM seeks connections to assist with implementing the OAS across all Ukrainian security sector institutions. This includes collaboration with the Ukrainian Government Commissioner for Gender Policy.³⁴ It also includes consistent connections with civil society organisations, especially women's organisations.

As EUAM's work focuses on the CSS institutions, the main initiatives on gender mainstreaming three different counterpart organisations are presented, namely State Border Guard Service, National Guard of Ukraine, as well as the State Customs Service.

STATE BORDER GUARD SERVICE (SBGS)

The main tasks of SBGS are protecting the state borders on land and sea, border control of persons and transport as well as protecting the rights of Ukraine in its exclusive maritime zone. Currently SBGS has 60 000 staff members; before the full-scale aggression by Russia, women's proportion in the service was 27%, but due to the mobilization and other war-related reasons women currently make up 18% of the service. In April 2024, Ukraine's Parliament passed a Bill on raising the number of SBGS by 15,000 after abolishment of the martial law.³⁵

In line with Ukrainian legislation, SBGS has started systematic work on gender mainstreaming in 2018. SBGS has established a position of Gender Assistant to the Head of Service. In addition, Deputy Rector of the National Academy of the SBGS is responsible for gender mainstreaming in education for officers. There is a Gender Assistant to the Commander of the SBGS training centre, which is responsible for the training of junior staff.

SBGS has appointed gender focal points in all SBGS detachments of the organisation; currently there are 43 focal points. Focal points are double-hatted, as they support gender mainstreaming efforts in addition to their normal duties in SBGS. In the HQ, a specific gender equality section with two staff members has been established, and they have been natural counterparts for EUAM Gender Advisers. The main tasks of the section include promoting institutional changes, such as implementation of the national legislation and action plans, training and awareness raising among the staff as well as monitoring the progress of gender mainstreaming in SBGS.

During the last years, EUAM's support for SBGS has mainly focused on assisting in developing policies to tackle gender-based discrimination and sexual harassment. SBGS adopted a Standard Operating Procedure (SOP) on discrimination and sexual harassment, approved by the Head of SBGS, in 2021. The document prescribes a mechanism to respond to the cases of discrimination and harassment. EUAM has assisted SBGS in disseminating information on preventing discrimination and harassment; in 2024, SBGS and EUAM developed together a leaflet for the attestation boards, which includes information about preventing discrimination during recruitment and promotion. In addition, EUAM supported the printing of informative posters that remind service personnel that discrimination and harassment is forbidden. The posters include a QR code to the relevant policies.

³³ [EU Advisory Mission Ukraine continues its support to Ukrainian civilian security sector with a new mandate | EEAS \(europa.eu\)](#); [EUAM Ukraine Commences Operations Under New Three-Year Mandate — EUAM Ukraine \(euam-ukraine.eu\)](#)

³⁴ [Supporting Ukraine going strong on Gender perspective into the Civilian Security Sector — EUAM Ukraine \(euam-ukraine.eu\)](#)

³⁵ See [Ukraine's parliament passes bill increasing the size of border guard by 15,000 \(kyivindependent.com\)](#)

The National Academy of the State Border Guard Service of Ukraine in Khmelnytskyi organised the fifth annual conference on gender equality in 2024. EUAM Gender Advisers have been invited to speak as part of the programme in several years. In 2024, the topic of the conference was "Implementation of Gender Policy at the Modern Stage of Development of Security and Defence Sector: State, Problems, Prospects". In 2024, EUAM started to assist the SBGS with integrating and embedding gender and human rights topics in existing training modules and the overall curriculum.

NATIONAL GUARD OF UKRAINE (NGU)

The National Guard of Ukraine is the national gendarmerie and internal military force. It is part of the Ministry of Internal Affairs, responsible for public security. During peacetime the NGU focuses on civilian public security, combating organized crime and controlling civil unrest. Since the 2022 invasion, the NGU has been mobilised to take part in combat operations, alongside the Armed Forces of Ukraine. Due to the dual nature of the NGU, military and civilian, basic statistics are not public.

EUAM advises the NGU on its civilian law enforcement tasks, on crowd control and public order. Both the National Guard and National Police of Ukraine have competence in the maintenance of public order. Thus, for example interoperability in their service to the citizens and coordination between the two is a key issue, particularly in the liberated areas close to the frontline, where both organisations operate. In the past, EUAM has sometimes strategically combined training on gender mainstreaming and interoperability in the NGU. In 2023 and 2024, collaboration and strategic advice on gender mainstreaming has increased, in particular with the National Academy of the NGU where all training takes place, both for cadets as well as continuous training for national guards throughout their career.

The NGU National Academy and its 2018 Gender Integration Plan has yielded initial results. ***This Plan, implemented with a coordinating team and involving both faculty staff and cadets, resulted in:***

- Recruiting more female cadets.
- Gender focal points have been appointed among the teaching staff.
- Gender has been strengthened in communications.
- A hotline was created to prevent cases of sexual harassment.
- Academic teaching staff have incorporated gender-related themes in the curriculum.
- Students were actively involved in producing online content and organising plays on the topic of gender equality.

EUAM works with the Euro-Atlantic Integration Department of the National Academy of the National Guard of Ukraine, located in Vinnytsia since the 2022 invasion. The NGU requested EUAM's assistance for gender mainstreaming the organisation, based on long-standing personal contacts between NGU and EUAM staff.

After the invasion of 2022, contacts were renewed. Information was exchanged, for example on the 16 Days Campaign against Gender-Based Violence, for cadets of the National Academy to take part. EUAM participative workshops and interactive training started upon request of NGU staff in 2023 and served to enhance the work that had already been done by the staff and cadets of the NGU. As the NGU is coordinated by MoIA, they receive regular requests to continue gender mainstreaming and the NGU reports results to the Ministry. Internationally, the NGU and the Academy are well connected to various organisations.

The general approach is to support the internal capacity inside the National Academy. Currently the academy has gender experts in place (staff) and the support of the Director, for enhanced gender mainstreaming.

In 2023/2024, EUAM implemented the following activities, as part of the gender mainstreaming agenda:

1. Clarification process, consisting of various meetings with the Gender desk and Gender Focal Points. As part of these meetings, the NGU National Academy made an overview of the work they had already done and clarified internal structures and commitments. The meetings also served to decide on the most pressing needs and the possibilities of EUAM support
2. Online trainings for the Gender Desk, senior management, gender focal points and interested staff on the basics of gender mainstreaming, examples from different EU countries and options for future collaboration
3. Series of participative workshops at the National Academy. These included basics on gender mainstreaming, summarising Ukrainian legal frameworks and resources, learning from examples from EU countries and examples from the practice of the Spanish Guardia Civil and Republican Guard of Portugal (all EUAM colleagues). Based on ad-hoc requests, a variety of methods were used to address immediate questions regarding progress on gender mainstreaming and pending requests from MOIA. The exercises resulted in more internal agreement on the next steps and were instrumental in drawing in the different perspectives of staff, management and cadets
4. Strategic Communication: based on the workshops, the National Academy shared all information (also via social media) to enhance understanding across the NGU and build more commitment to drive the process forward. EUAM also published on the joint events

The new EUAM mandate for EUAM (01 June 2024) enabled more collaboration with all segments of the NGU.³⁶ Links between NGU and for example NPU are enhanced by inviting both organisations to the same trainings. Trainings on different subjects are ongoing and a gender perspective is built in.³⁷ The NGU is incorporated in the pre-deployment training for stability policing, and they have also been participating in the training on combating discrimination and sexual harassment.

STATE CUSTOMS SERVICE (SCS)

EUAM has established a regular working relationship with SCS to discuss gender mainstreaming in the organisation. The main tasks of SCS include protecting economic security of the state, combating smuggling and violations of the customs rules, charging of customs revenues to the state budget as well as ensuring compliance with the customs legislation of Ukraine for economic operators that export and import goods. Currently, SCS staff consists of more than 10,000 persons, of which approximately 40% are women. However, female officials remain underrepresented in the staff categories "A" and "B", as they mainly serve in support functions, such as accounting, human resources, secretariat, etc. There are very few women in the operational, law-enforcement and managerial areas.

During 2022, SCS took several important steps to advance gender equality in the organisation. First, a gender working group (WG) was established, consisting of the Deputy Head of Customs and representatives from human resources, legal and other departments of SCS. Upon the initiative of the WG, and supported by the senior management, SCS conducted a gender audit and adopted a gender action plan for 2023 based on the results of the audit.

The gender action plan includes several actions on improving the institutional mechanisms for ensuring equal rights and opportunities for women and men in SCS, such as improvement of information sharing on the state of play with gender policy implementation; creation of conditions for provision of equal economic opportunities for women and men; creation of conditions to effectively prevent and counter all types of gender-based violence in the workplace, etc. The action plan was extended to cover the year 2024 as well.

At the end of 2022, SCS also appointed a Gender Adviser, with whom EUAM has a good working relationship. However, the current Gender Adviser is double-hatted, so she is not able to work on

³⁶ [EUAM continues its support towards the National Security of Ukraine and EU integration — EUAM Ukraine \(euam-ukraine.eu\)](https://euam-ukraine.eu)

³⁷ [NGU — EUAM Ukraine \(euam-ukraine.eu\)](https://euam-ukraine.eu)

gender mainstreaming full time, which brings additional challenges for this area of transformation. Changing the staffing of the organisation requires a decision from the Ministry of Finance, but the issue has not been addressed yet. Ukraine is a member of the World Customs Service (WCO), which has a strong gender program for member countries.³⁸

EUAM's support for SCS has focused on providing advice and capacity building activities on gender mainstreaming. In agreement with SCS, the assistance in 2023 was focused on gender-sensitive communication and other awareness-raising activities. In order to strengthen the leadership's commitment to promote gender equality in the organisation, EUAM organised an awareness session on gender-responsive leadership for the senior management of SCS, together with EUAM Head of Mission and Folke Bernadotte Academy from Sweden on 8 March 2023.

In 2023-2024 four gender workshops for approximately 80 staff members of SCS were organised in Kyiv, Lviv and Chernivtsi. Although many customs officials had a limited understanding on gender mainstreaming, they showed a very positive attitude towards integrating gender in the organisation. The workshops were interactive, including discussions and brainstorming sessions, and the participants came up with fruitful suggestions for promoting gender equality in SCS, such as better solutions to combine working and family life, benefiting both women and men.

SCS has a Code of Conduct, but there is a need to launch and formalise an institutional mechanism for dealing with cases of discrimination and sexual harassment within the organisation. Here the work done with SBGS could serve as a positive example, as they have introduced a regulatory framework and algorithm on addressing cases of sexual harassment.



An awareness session on gender-responsive leadership for senior management of State Customs Service on 8 March 2023, starting with an inspiring speech of the Head of Mission of EUAM.

³⁸ [World Customs Organization \(wcoomd.org\)](http://wcoomd.org)

6. CASE STUDY: TRAINING PROGRAMME ON COMBATING DISCRIMINATION AND SEXUAL HARASSMENT IN UKRAINIAN LAW ENFORCEMENT AGENCIES



Training on combating discrimination and sexual harassment for National Guard of Ukraine in November 2023.

In July 2023, MoIA published a methodology to prevent and act against gender-based discrimination and sexual harassment in the workplace within the bodies of the Ministry. The methodology concerns not only the Ministry itself, but also National Police of Ukraine (NPU), State Border Guard Service (SBGS), National Guard of Ukraine (NGU), State Emergency Service (SES) and State Migration Service (SMS). As combating discrimination and sexual harassment within the Ukrainian LEAs is one of the mandated tasks of EUAM Ukraine, EUAM Human Rights, Gender and Civil Society Team engaged in discussions with the Human Rights Monitoring Department in MoIA to follow up how the methodology will be implemented. The training programme was implemented in cooperation between MoIA, EUAM, UN Women and Ukrainian Women Lawyers Association “JurFem” between November 2023 and March 2024 based on the request from MoIA.

CONTENT AND METHODOLOGY OF TRAININGS

During the summer 2023, joint discussions between MoIA, EUAM and UN Women were held, and it was agreed that a comprehensive training programme based on the methodology would be developed. EUAM's role was to provide technical expertise on combating discrimination and harassment, whereas UN Women would finance the costs of training programme. In order to strengthen the local ownership of the program, Ukrainian Women Lawyers Association “JurFem” was also invited to contribute to the training planning and implementation.

A training team was established to develop the training concept and plan the content of the training programme. The team involved five experts from EUAM Governance and Law Enforcement Agencies Components and three educational/legal experts from JurFem. Whereas EUAM experts would focus on providing good international practices on tackling discrimination and harassment, JurFem experts could bring in their expertise on the Ukrainian legislation. From the very beginning, there was an intent to include both women and men in the training team; the final composition of the team included six female experts and two male experts.

To have the highest possible impact in the MoIA and LEA, the senior and middle management was selected as a target group for the training programme. The senior and middle management plays a key role in implementing the policies on discrimination and harassment, as they have a responsibility to prevent and respond to it. It was anticipated that managers would share the information further to their subordinates in the agencies. As senior managers are difficult to reach because of their high workload, it was agreed that they would be invited to a two-hour online awareness session on discrimination and sexual harassment. In addition, face-to-face training sessions would be organised for the middle managers who would have the opportunity to discuss the concepts and practical examples more in depth.

The overall objective of the training programme was twofold; first, the training programme was supposed to enhance the capacity of senior management of MoIA and agencies supervised by MoIA (NPU, SBGS, NGU, SES, SMS) to identify, address and prevent (gender-based) discrimination and sexual harassment in the workplace. Second, the training programme aimed to increase general awareness of the personnel of MoIA and agencies supervised by MoIA (NPU, SBGS, NGU, SES, SMS) on (gender-based) discrimination and sexual harassment in the workplace and the existing complaint mechanisms.

The content of training programme included four different elements:

1. Definitions of gender-based discrimination and sexual harassment and the reasons for their existence;
2. The MoIA methodology as an instrument to prevent and address discrimination and sexual harassment according to the Ukrainian legislation;
3. International best practices, including examples of functioning mechanisms to address discrimination and harassment from EU member states;
4. Practical exercises and scenarios.

PARTICIPANTS TRAINED

The practical arrangements for each training session were done in cooperation between EUAM and UN Women. In total, four online training sessions for the senior management and 16 one-day, face-to-face training sessions for the middle management were organised. The trainings were started in Kyiv in November 2023 and extended to the regions in 2024, including Lviv, Uzhhorod, Poltava and Odesa. The number of the participants from different agencies were as follows:

Online trainings for senior management			
Agency	Women	Men	Total
MoIA	-	-	120
NPU	-	-	100
SBGS and NGU	9	61	70
SES and SMS	10	50	60
			350

Face-to-face trainings for middle management			
Agency	Women	Men	Total
MolA	16	5	21
NPU	49	48	97
SBGS	43	52	95
NGU	10	86	96
ES and SMS	44	33	77
	162	224	386

The training participants were appointed with the assistance of gender focal points in each agency. However, there were often last-minute changes to the participants' lists, some managers appointing their (female) subordinates to participate instead of themselves. This probably led to having a higher number of female training participants in the sessions, not reflecting the real proportion of female managers in LEA.

FEEDBACK FROM PARTICIPANTS

To evaluate the immediate results of the trainings, the participants were asked to fill out a questionnaire both in the beginning and in the end of the training session. In addition, each training session included a group evaluation, in which the participants were asked to name the most important lesson from the training session and to provide suggestions for improvement of future sessions.

Overall, the feedback from the participants was very positive. They assessed the training sessions as being "really well-prepared" and "of high quality". Also, the interactive nature of training sessions, including group discussions and audiovisual materials, were highly appreciated by the participants. According to them, the training helped to realise that the problem of discrimination and harassment is a real one and needs to be discussed. In addition, they saw that the trainings resulted in gaining new knowledge and skills, for example on the concepts of discrimination and sexual harassment. These concepts were considered new for the Ukrainian audience by participants, and they also emphasised that understanding of the basic concepts brings Ukraine closer to the European Union standards.

Analysis of the pre- and post-training questionnaires shows that the participants' level of knowledge on discrimination and sexual harassment increased. In the group evaluations, the participants often referred to "the different Ukrainian mentality" and they highlighted that it is important to have examples corresponding with the Ukrainian reality. Many participants appreciated the examples from other European countries, and they requested to include more real-life examples from foreign countries.

Nearly all participants saw the need to organise more and similar trainings for all categories of staff, including senior and middle management, but also for the newcomers in LEA. According to the participants, it is crucial that everyone in the organisations understands their responsibilities related to acting against discrimination and sexual harassment. In addition, the participants shared concrete suggestions for the improvement of trainings. One common recommendation was to include more examples of legal practice in the trainings, for example real-life court cases and examples of evidence collection. According to the participants, it would be interesting to follow a real discrimination or harassment case step by step so that they could learn from the process.

Finally, it should be noted that despite all the positive feedback, the topic of discrimination and sexual harassment remains sensitive and partly also controversial in LEA. During the training sessions, this manifested itself in resistance against the trainers and training content. A few participants ridiculed the case studies during the training sessions and strongly questioned the messages delivered by the trainers. In addition, a few participants claimed that discrimination or sexual harassment did not exist in their agencies.

A slightly confusing detail from the pre- and post-training questionnaires was that 49 training participants thought that their organisation do not have any internal procedures or guidelines on discrimination and sexual harassment after the training sessions. In addition, 15 participants responded that they do not know if such procedures or guidelines exist. Considering that the trainings included a separate session on the MoIA methodology, this result can be interpreted in two ways; either more focus on internal policies and procedures is needed in future training sessions or the existing policies and procedures in the agencies need to be clarified.

7. CONCLUSIONS AND LOOKING FORWARD

CONCLUSIONS

More effective organisations in the civilian security sector in Ukraine are needed to serve citizens better and enhance safety and security. Gender mainstreaming organisations is a process that can contribute to effectiveness, accountability and inclusion. Gender mainstreaming combats all forms of internal discrimination, brings the best people to organisations and brings out the best of all staff, women and men. Consequently, credibility of security institutions is enhanced, and accountability improved. A gender mainstreamed organisation fulfils its mandate more effectively and can track its results better for evidenced-based policies and practices, incorporating the position, needs and priorities of all citizens of Ukraine, women and men.

EUAM supports gender mainstreaming as a means towards gender equality, which is a fundamental part of the EU body of treaties, legislation, strategies and commitments. As an advisory mission, EUAM can base itself on a robust commitment of Ukrainian authorities towards gender equality and the reform of the civilian security sector, embedded in legislation and official policies. This includes gender mainstreaming. MoIA and all law enforcement entities are held to deliver results and the EUAM is ready to support and advise.

Gender mainstreaming organisations is a long-term process. Local (organisational) ownership and strengthening internal capacity are key components, as the process of gender mainstreaming encompasses different parts of the organisation and cannot be finished completely in just a few months. The process requires deliberately designed steps, with deliverables that hold different managers accountable and involves various internal and external actors. Depending on the particular set-up of the organisation, the openness of the senior management and the felt pressure from others, gender mainstreaming by security actors can take different forms and speeds.

LOOKING FORWARD

Solutions on mainstreaming gender in organisations need to be tailor-made. The process needs to include an assessment of capacities and a state of play, a mapping of driving forces and people, and prioritising key issues with each organisation. Only then, can very specific actions for gender mainstreaming be developed and agreed. Concretely, this means that gender mainstreaming Ukrainian security sector institutions need specific advice and support that suit the current situation and their internal capacities, in line with Ukrainian policies and strategies on human rights and gender equality. Gender mainstreaming can be broken down to specific plans for each organisation, with a timeline for deliverables.

Accountability for results of the process means setting specific goals that can be monitored and evaluated at regular intervals. Only with consistent monitoring can progress be measured. Where needed, plans can be adjusted to new circumstances or priorities. In addition to specific plans, EUAM needs to engage in the broader view and the anticipated path for changes that are necessary.

When it comes to trainings, it should be noted that although EUAM trainings are evaluated immediately after they have been implemented – based on goals with indicators – it is more difficult to monitor results on behavioural changes; monitoring sustainable results requires a longer involvement over time. Moreover, stand-alone training is not enough. Training needs to be part of a broader gender mainstreaming plan that will incorporate various elements, necessary for real changes. Progress needs to be tracked and responsible people held accountable.

EUAM can share experiences from EU countries engaged in similar processes and contribute to exchange lessons learned. EUAM itself is involved in a mandatory process of gender mainstreaming across various lines and can share that experience as well.

Gender mainstreaming organisations is part of broader societal changes, including those towards human rights, gender equality and combating all forms of discrimination. For this, continuous commitment, continuous messaging, higher budgets, more networked persons, and engaged internal and external actors are needed. Above all, the most important ingredient to continue gender mainstreaming processes successfully is accountability.

APPENDIX: EIGE CHECKLIST FOR GENDER MAINSTREAMING ORGANISATIONS

This checklist is extracted from the European Institute for Gender Equality (EIGE) checklist for Institutional Transformation: Gender Mainstreaming Toolkit. The guide provides guidance on how institutional transformation can be carried out by implementing gender mainstreaming, and how to enhance the pre-existing efforts of gender mainstreaming within institutions.³⁹

PREPARATION STAGE

Creating accountability and strengthening commitment

- Is promoting gender equality part of the organisation's general mandate?
- Does the organisation have an official statement on their goal for gender equality and their strategy for pursuing gender mainstreaming?
- Is gender mainstreaming integrated in the regulations of the organisation and in both the formal and informal standard operating procedures?
- Do the executive staff demonstrate their commitment to gender equality and the implementation of gender mainstreaming, in both formal and informal ways?
- Do the executive staff exercise their responsibility for the implementation of gender mainstreaming, both by strengthening the commitment of all staff members and by adopting a gender equality perspective in their regular decision-making?

Allocating resources

- Are the financial resources allocated for introducing gender mainstreaming and implementing organisational change realistically calculated and sufficient in order to ensure long term success?
- Has the amount of working time that staff members are to spend on the process of change been realistically calculated? Is it transparent and is it acknowledged as being a valuable part of the regular job?
- Is the assignment of new tasks to the gender equality staff accompanied by a corresponding increase in working time available for this purpose?

Conducting an organisational analysis

- Which approach of organisational analysis (e.g. gender audit) and which methods are to be applied?
- Who is to conduct or facilitate the organisational analysis? Do the persons assigned to this task have the expertise and methodological skills needed?
- Are the results comprehensive and instructive in order to identify the most promising way to implement gender mainstreaming with regard to the particular organisation? Which information is still missing?
- Are the results to be discussed with all stakeholders? Who is responsible for ensuring that appropriate consequences are drawn from these results and that these are utilised?

³⁹ EIGE checklist 2016 *INSTITUTIONAL TRANSFORMATION Gender Mainstreaming Toolkit*: [mh0716094enn.pdf \(europa.eu\)](https://eige.europa.eu/publications/mh0716094enn.pdf)

Developing a gender mainstreaming strategy and a working plan

- Is all the information available that is needed in order to develop a suitable gender mainstreaming strategy?
- Who is involved in developing the gender mainstreaming strategy? Do the persons involved have the expertise needed in order to develop a sustainable strategy?
- Is the gender mainstreaming strategy comprehensive and complete in terms of the steps for introducing gender mainstreaming?
- Is the working plan for implementing the gender mainstreaming strategy complete in terms of planned activities, defined milestones, responsibilities, allocated resources and deadlines?
- Who is responsible for implementing the working plan and monitoring the introduction of the gender mainstreaming strategy?

IMPLEMENTATION STAGE

Establishing a gender mainstreaming support structure

- Are the gender mainstreaming support structure's roles, tasks and its integration in the organisation's standard procedures clearly defined?
- Is the precise organisational form of the gender mainstreaming support structure and its position within the organisation in accordance with the role and tasks that it is to fulfil?
- Are the resources and competencies (qualifications, time and financial resources, authority) of the support structure adjusted to suit the defined tasks?
- Is the support structure's role clearly communicated to the staff together with the respective responsibilities of all staff members in order to avoid that responsibility for implementing gender mainstreaming is left with the support structure?
- Does the support structure have both a direct link to the senior management as well as a good connection to the operative staff?
- Gender information management system?

Setting gender equality objectives

- Does the organisation have stated gender equality goals both for the organisation as a whole and for its different spheres of activity?
- Are these goals both ambitious and realistic as well as defined in a precise way so that they can be the driving force behind action and provide staff members with clear guidance?
- Are the organisation's gender equality goals firmly anchored within its general target architecture?
- Are these goals clearly communicated with the members of staff?
- How is the attainment of these goals to be monitored and evaluated? Have indicators been defined for this purpose?

Communicating gender mainstreaming

- Are all staff members aware of the intended process of organisational change? Have they been informed about the planned activities, the reasons behind these and the aims of this process?
- Is transparency ensured during the entire process of introducing gender mainstreaming?
- Are both formal and informal channels used within the organisation to communicate the objectives and requirements of implementing gender mainstreaming?
- Is gender equality a visible part of the organisation's external identity and self-portrayal?

- Is the organisation's public relations work gender-sensitive in terms of language and illustrations?
- Are staff members who are responsible for public relations work trained in gender-sensitive language and avoiding gender stereotypes?

Introducing gender mainstreaming methods and tools

- Does the organisation have gender mainstreaming methods and tools for all stages of routine procedures?
- Are the gender mainstreaming methods and tools custom-made and suitable with respect to the functionality and regular procedures of the organisation? Have the tools been tested and adapted?
- Are the gender mainstreaming tools being systematically and continuously applied?
- Do the staff members, who are to apply the tools, have the gender knowledge and methodological skills needed for the well-substantiated implementation of gender mainstreaming?

Developing gender equality competence

- Are all staff members performing their respective tasks and following the rules of procedures in order to effectively implement gender mainstreaming?
- Are the human resources management tools that are typically used within the organisation also being used to strengthen commitment and create accountability for gender mainstreaming?
- Do all staff members have the gender expertise and the methodological skills they need to fulfil their responsibility for implementing gender mainstreaming?
- Do all staff members have the gender expertise and the methodological skills they need to fulfil their responsibility for implementing gender mainstreaming?
- Are the activities for developing gender equality competence fully integrated into a coherent gender mainstreaming strategy and are they approached in a systematic manner?

Establishing a gender information management system

- Is comprehensive yet tailor-made information on gender issues relevant to the organisation's policy areas and fields of activity available and easily accessible for all staff members?
- Are relevant materials on gender issues provided in a clearly structured manner? Are these materials actively distributed amongst staff members?
- Are all statistics that are produced or used by the organisation disaggregated by sex and – where suitable – by further categories (e.g. age, ethnicity, disability etc.)?
- Is the gender information management system supplemented and updated on a regular basis?

Launching gender equality action plans

- Do all units of the organisation have gender equality action plans?
- Do the gender equality action plans include a well-substantiated and comprehensive gender analysis of the respective field of activity, defined gender equality objectives, a clearly stated approach to addressing gender issues as well as indicators for monitoring?
- Who is responsible for realising and monitoring the gender equality action plans?
- Is there a fixed date set for evaluating implementation and target achievement?

Promoting equal opportunities within the organisation's personnel

- Are measures being implemented to improve the gender-balance in staffing patterns and to increase the representation of women in decision-making positions?
- Have recruitment procedures and performance appraisal criteria been revised? Have tools for job evaluation been introduced that are free from gender bias?

- Is the organisation engaged in reconciling the balance of work and family life for its staff members?
- Does the organisational culture provide a respectful and empowering atmosphere in the workplace? Does the organisation have clear procedures for preventing and dealing with sexual harassment in the workplace?

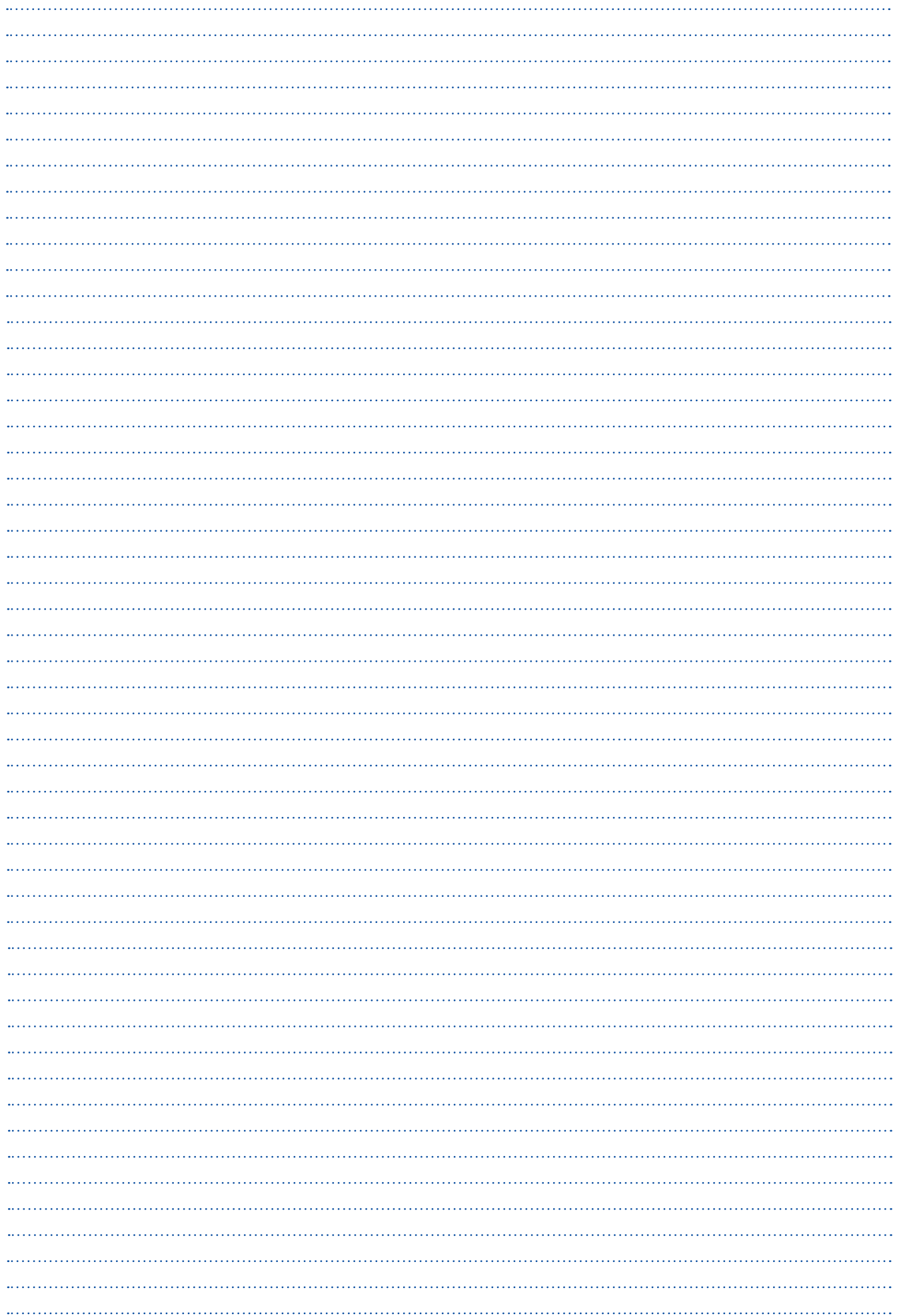
EVALUATION STAGE

Monitoring and steering organisational change

- How is the process of organisational change towards gender mainstreaming steered and the progress made monitored?
- Is the working plan updated on a regular basis?
- Is the gender mainstreaming strategy reviewed at regular intervals and adapted if necessary?
- Who is responsible for monitoring and steering the introduction of gender mainstreaming?

LIST OF ABBREVIATIONS

BG	Border Guard
CSDP	Common Security and Defence Policy
CSS	Civilian Security Sector
EEAS	European External Action Service
EIGE	European Institute for Gender Equality
EU	European Union
EUAM	European Union Advisory Mission in Ukraine
HQ	Headquarters
IDP	Internally Displaced Person
LEA	Law Enforcement Agencies
MoIA	Ministry of Internal Affairs of Ukraine
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NPU	National Police of Ukraine
NGU	National Guard of Ukraine
OAS	Overarching Strategic Plan for Reform of the Law Enforcement Sector
OECD	Organisation for Economic Co-operation and Development
SBGS	State Border Guard Service of Ukraine
SCS	State Customs Service of Ukraine
SES	State Emergency Service of Ukraine
SMS	State Migration Service of Ukraine
SoP	Standard Operating Procedure
TFEU	Treaty on the Functioning of the European Union
UN	United Nations
UNSCR	United Nations Security Council Resolution
US	United States
WG	Working Group
WPS	Women, Peace and Security



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