## <u>sipri</u>

# WOMEN IN MULTILATERAL PEACE OPERATIONS IN 2022: WHAT IS THE STATE OF PLAY?

In the year 2000, United Nations Security Council Resolution 1325 on Women, Peace and Security stressed the importance of the full and equal participation of women in all efforts towards the maintenance and promotion of peace and security, including UN peace operations. Following the resolution, organizations and member states involved in multilateral peace operations affirmed their commitment to increase women's participation in these activities. Increasing the number of uniformed and civilian women at all levels has since become a priority of the UN Secretariat. The Organization for Security and Co-operation in Europe (OSCE) Secretariat and, more recently, the European External Action Service (EEAS) of the European Union (EU) have followed suit and developed strategies establishing specific targets and deadlines to enhance women's participation in their respective personnel. More than 20 years after the adoption of the resolution, some progress has been achieved in enhancing women's representation in multilateral peace operations, but much remains to be done.

This overview of women's representation in multilateral peace operations presents data on aggregate personnel trends, annual snapshots of data on women's representation in leadership, and annual averages of women in the personnel of peace operations and in member state contributions. It looks at UN peace operations (i.e. both UN peacekeeping operations and UN special political missions), EU Common Security and Defence Policy (CSDP) missions and operations, and OSCE field operations. The objective is to support the efforts of multilateral organizations and their member states to increase the representation of women in multilateral peace operations.

The statistics presented here aim to inform and foster the debate on the future of the women and peace and security agenda within the context of multilateral peace operations. They illustrate to what extent the organizations deploying multilateral peace operations and their member states are making progress towards increasing women's representation in multilateral peace operations. Having a better perspective about the status of women's participation in multilateral peace operations and keeping track of its progress contribute to refining strategies to target potential shortcomings. Moreover, this overview enhances the transparency of multilateral peace operations and provides insights into their recent trends and developments.

## WOMEN'S REPRESENTATION IN MULTILATERAL PEACE OPERATIONS: UN MILITARY

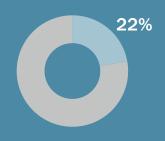
The UN's 2018 Uniformed Gender Parity Strategy established the goal of reaching 25 per cent women among military experts and staff officers and 15 per cent among troops in UN peace operations by 2028. In addition to the strategy, the 2018 Action for Peacekeeping (A4P) initiative recommitted states to increasing the number of uniformed women. Through the A4P implementation strategy for 2021–23, 154 UN member states committed to increasing the number of uniformed women personnel in UN peace operations. In these operations, the proportion of women among military experts and staff officers has grown at a faster pace than the proportion of women among troops, which is still far from reaching the strategy's target.

#### Women in UN military: Totals

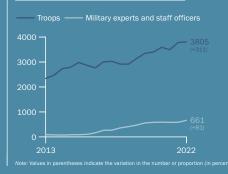
In 2022, both the number and the proportion of women in the military personnel of UN peace operations increased. Since the launch of the 2018 Uniformed Gender Parity Strategy, there has been a general trend of increasing numbers and proportions of women in the military personnel of UN peace operations. In June 2022, women constituted 6.7 per cent of the military personnel deployed in UN peace operations, which was an increase of 0.7 percentage points compared with the previous year. Over the past decade, the proportion of women in the personnel has increased 0.4 percentage points on average each year. This trend has accelerated following the strategy. While the number of women among troops in UN peace operations has shown a steady increase over the past decade, the increase in the proportion of women among military experts and staff officers has been more prominent, reaching 21 per cent in June 2022.

#### Women in leadership

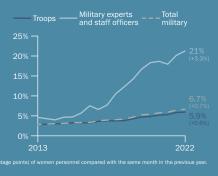
On 1 October 2022, 22 per cent of (2 out of 9) force commanders in UN peacekeeping operations were women. This was an increase of 11 percentage points compared with the previous year.



Number of women in the military personnel of UN peace operations, Dec. 2013–June 2022

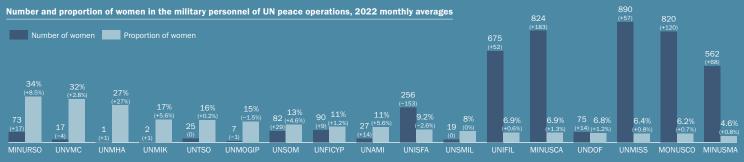


Proportion of women in the military personnel of UN peace operations, Dec. 2013–June 2022



#### Women in UN military: Operations

UN peace operations with relatively high proportions of women in the military personnel tend to be relatively small in terms of deployment. The 3 largest UN peace operations in terms of military personnel deployment—UNMISS, MONUSCO and MINUSMA, respectively—are also the ones with the lowest proportions of women in the military personnel. With the exception of UNMOGIP, UNISFA and UNSMIL, the proportion of women in the military personnel has increased in all UN peace operations over the past year.

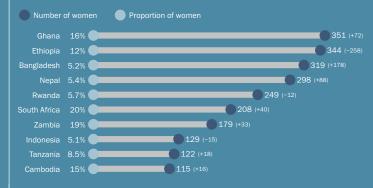


Notes: The 2022 monthly averages are based on the months from Jan. to June. Values in parentheses indicate the variation in the number or proportion (in percentage points) of women personnel compared with the previous yea

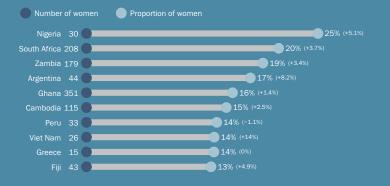
#### Women in UN military: Contributors

Six of the top 10 contributors by number of military personnel to UN peace operations also feature among the top 10 contributors by number of women in the military personnel of UN peace operations: Bangladesh, Ethiopia, Ghana, Indonesia, Nepal and Rwanda. In 2022, Ghana surpassed Ethiopia as the largest contributor by number of women in the military personnel of UN peace operations. Six of the top 10 contributors by number of women in the military personnel are sub–Saharan African countries and four are Asian. Four of the top 10 contributors by number of women are also among the top 10 contributors in terms of proportion. However, the list of top contributors by proportion of women is dominated by countries that deployed smaller numbers of personnel. With the exception of Ghana and South Africa, all other countries in this list deployed less than 1000 military personnel in total to UN peace operations in 2022.

Top 10 contributors of women to the military personnel of UN peace operations, by highest number of women, 2022 monthly averages



Top 10 contributors of women to the military personnel of UN peace operations, by highest proportion of women, 2022 monthly averages



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# WOMEN'S REPRESENTATION IN MULTILATERAL PEACE OPERATIONS: UN POLICE PERSONNEL

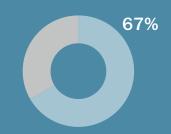
The UN's 2018 Uniformed Gender Parity Strategy established the target of reaching 20 per cent women in formed police units and 30 per cent women among individual police officers by 2028. The A4P initiative reaffirmed the commitments of the UN and its member states. In 2021, the UN reached the 30 per cent goal for the proportion of women among individual police officers. In 2022, this proportion increased to 32 per cent. Despite a slight decrease in the proportion of women in formed police units in 2022, it was still above the target for the year and is on track to meet the strategy's 2028 goal.

#### Women in UN police: Totals

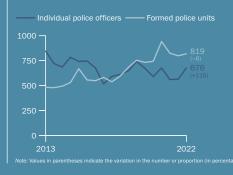
After a decline in 2021, the total number of women in the police personnel of UN peace operations increased again in 2022. However, the proportion of women in the police personnel of UN peace operations remained at 19 per cent in June 2022, the same figure as the previous year. Both the number and the proportion of individual women police officers in UN peace operations increased in comparison with 2021. The proportion of individual women police officers reached 32 per cent in June 2022. In contrast, both the number and the proportion of women in formed police units decreased slightly. Compared with 2021, the proportion of women dropped 1.3 percentage points to 15 per cent in June 2022.

#### Women in leadership

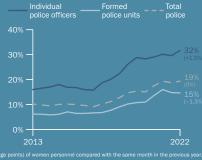
On 1 October 2022, 67 per cent (4 out of 6) of all chief police officers (5 police commissioners and 1 senior police adviser) were women. Of these, 3 held the position of police commissioner and 1 that of senior police adviser. The proportion was the same as the previous year.



## Number of women in the police personnel of UN peace operations, Dec. 2013–June 2022



Proportion of women in the police personnel of UN peace operations, Dec. 2013–June 2022



#### Women in UN police: Operations

UN peace operations deploying smaller numbers of police personnel tend to have higher proportions of women in their police personnel. Some of the UN peace operations deploying the largest numbers of police personnel, such as MINUSCA, MINUSMA and MONUSCO, are among those with the lowest proportions of women in their police personnel. Nevertheless, the proportion of women in the police personnel of UNMISS, the largest UN peace operation in terms of international deployments, reached 31 per cent in 2022.

Number and proportion of women in the police personnel of UN peace operations, 2022 monthly averages



#### Women in UN police: Contributors

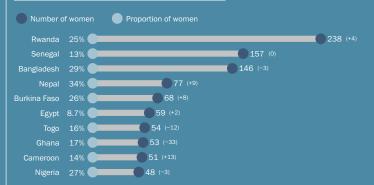
With the exception of Nepal and Nigeria, 8 of the top 10 contributors by number of police personnel are also among the top 10 contributors by number of women in the police personnel are sub-Saharan African countries. The top 10 contributors by proportion of women in UN police contributors contributed with a smaller number of total police personnel in comparison with the top contributors by number of women in the police personnel. None of them is in the top 10 in terms of the number of personnel. Five of the top 10 contributors by proportion of women are sub-Saharan countries and 4 are European.

Tanzania 21 🔵

Kenya 11

Norway 8

Ireland 4



Top 10 contributors of women to the police personnel of UN peace operations, by highest number of women, 2022 monthly averages Top 10 contributors of women, 2022 monthly averages

 Number of women
 Proportion of women

 Sierra Leone 32
 94% (+3.7%)

 Germany 10
 77% (+35%)

 Zimbabwe 17
 52% (+8.1%)

 Malawi 10
 50% (+50%)

 Canada 15
 49% (+20%)

 Sweden 13
 47% (+6%)

37% (+14%)

## WOMEN'S REPRESENTATION IN MULTILATERAL **PEACE OPERATIONS: UN CIVILIAN PERSONNEL**

The UN's 2017 System-wide Strategy on Gender Parity set targets for the equal representation of women and men in several areas, including among civilian personnel in UN peace operations (i.e. in both UN peacekeeping operations and UN special political missions). The strategy allows for variation within a 47-53 per cent range as an indication of such parity. However, the goal of achieving gender parity in civilian personnel remains distant for most UN peace operations, and particularly for peacekeeping operationsamong those, none has reached the target.

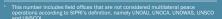
### Women in UN civilian personnel: Totals

The number of women in the civilian personnel of UN peace

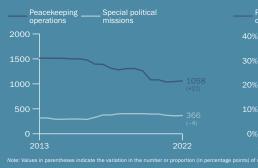
operations increased slightly in 2022. This was despite the general decline over the past decade, which has been a consequence of decreasing total numbers of personnel deployed in UN peacekeeping operations. The proportion of women in the civilian personnel of UN peacekeeping operations has remained relatively stable over the past decade, at around 30 per cent. Within the same period, the increase in the proportion of women in the civilian personnel of UN special political missions has been slightly greater, but it has remained relatively stable at 33 per cent since 2020.

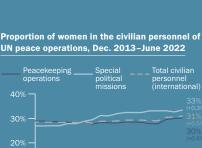
#### Women in leadership

On 1 October 2022, 28 per cent of (7 out of 25)<sup>1</sup> heads of UN peacekeeping operations and special political missions were women. This was an increase of 1 percentage point compared with the previous year.



Number of women in the civilian personnel of UN peace operations, Dec. 2013-June 2022





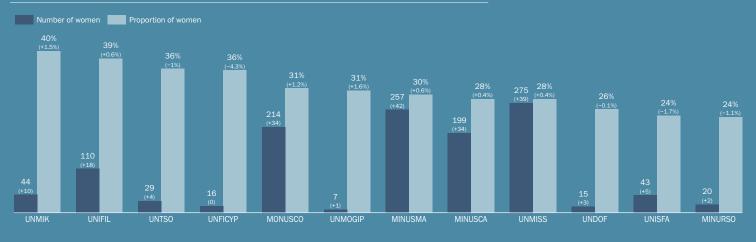
28%



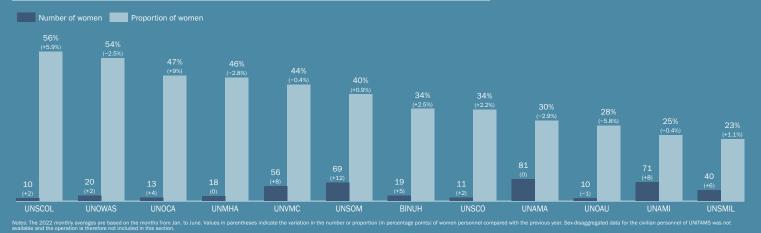
#### Women in UN civilian personnel: Operations

The generally higher number of women in the civilian personnel of UN peacekeeping operations compared with UN special political missions is a consequence of peacekeeping operations deploying, on average, larger numbers of civilian personnel. However, the proportion of women is generally higher in the civilian personnel of special political missions. The UN peacekeeping operation deploying the highest proportion of women in its civilian personnel in 2022 was UNMIK, with 40 per cent women. In contrast, 6 out of 12 UN special political missions had at least 40 per cent women in their civilian personnel in 2022. UNOCA managed to reach the System-wide Strategy on Gender Parity goal of having between 47 and 53 per cent women in its civilian personnel, and UNOWAS and UNSCOL even overshot this goal, with 54 and 56 per cent respectively.

Number and proportion of women in the civilian personnel of UN peacekeeping operations, 2022 monthly averages



Number and proportion of women in the civilian personnel of UN special political missions, 2022 monthly averages



# WOMEN'S REPRESENTATION IN MULTILATERAL PEACE OPERATIONS: OSCE FIELD OPERATIONS

The OSCE Secretariat's Gender Parity Strategy for 2019–26 set the goal of gender parity across all levels of personnel in its field operations by 2026, allowing for variation within a 45–55 per cent range. Three out of 14 field operations reached at least 45 per cent women in their personnel in 2022.

#### Women in OSCE field

#### operations: Totals

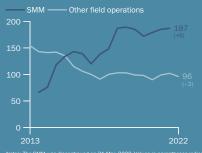
Until its discontinuation in March 2022, the SMM had been the largest OSCE field operation since its launch in 2014 and, consequently, the operation deploying the largest number of women. Thus, variations in the number of women in the personnel of OSCE field operations were largely determined by variations in the number of women in the personnel of the SMM. Since 2016, the number of women in OSCE field operations other than the SMM has remained relatively stable at around 100. In June 2022, it was 96. The SMM also had an impact on the proportion of women in the personnel of OSCE field operations, as the proportion of women in the personnel of the SMM was significantly lower than in other field operations. The proportion of women in OSCE field operations excluding the SMM has remained relatively stable over the past decade and reached 37 per cent in 2022, an increase of 1.6 percentage points compared with the previous year.

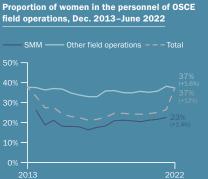


On 1 October 2022, 21 per cent of (3 out of 14) heads of mission of OSCE field operations were women.<sup>1</sup> This was an increase of 14 percentage points compared with the previous year.

This number includes field operations that are not considered multilateral peace operations according to SIPRI's definition, namely OM Montenegro, OPCU, OSCE Centre in Ashgabat, OSCE Project Co-Ordinator in Uzbekistan, PO Bishkek, PO Dushanbe and PO Nur-Suitan.

### Number of women in the personnel of OSCE field operations, Dec. 2013–June 2022



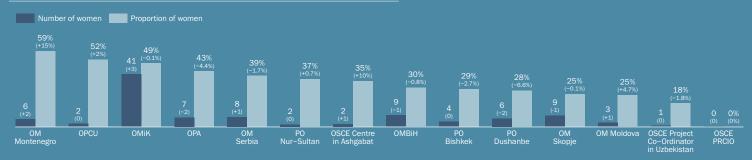


21%

Notes: The SMM was discontinued on 31 Mar. 2022. Values in parentheses indicate the variation in the number or proportion (in percentage points) of women personnel compare with the same month in the previous year.

#### Women in OSCE field operations: Operations

Most OSCE field operations have a relatively small number of personnel. Therefore, small variations in the number of women can have a large impact on the proportion of women in the personnel of a field operation. In 2022, however, the variation in the proportion of women in the personnel of OSCE field operations was generally less than 10 percentage points. Most operations had at least 20 per cent women in their personnel and 3 operations (OM Montenegro, OPCU and OMIK) had more than 45 per cent women in their personnel in 2022.

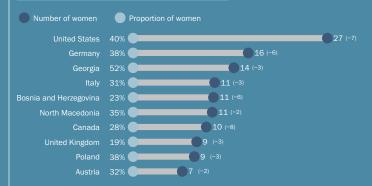


Number and proportion of women personnel of OSCE field operations, 2022 monthly averages

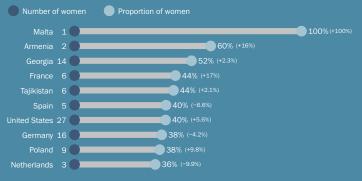
#### Women in OSCE field operations: Contributors

Most countries contributing the highest number of personnel in total to OSCE field operations also contribute the highest number of women personnel. Four of the top 10 contributors by number of women personnel also feature in the list of the top 10 contributors by proportion of women personnel. In 2022, the proportion of women in the personnel contributions of 3 countries (Malta, Armenia and Georgia) was higher than 45 per cent.

Top 10 contributors of women to the personnel of OSCE field operations, by highest number of women, 2022 monthly averages



Top 10 contributors of women to to the personnel of OSCE field operations, by highest proportion of women, 2022 monthly averages



The 2022 monthly averages are based on the months from Jan. to June. Values in parentheses indicate the variation in the number or proportion (in percentage points) of women personnel compared with the previous year.

## WOMEN'S REPRESENTATION IN MULTILATERAL PEACE OPERATIONS: EU CSDP MISSIONS AND OPERATIONS

In 2018, the EU established the Civilian CSDP Compact to strengthen its civilian CSDP missions, which included a commitment to actively promote an increase in the representation of women. More recently, in 2021, the EEAS published a Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions. This set the target of a proportion of at least 40 per cent women in the international personnel of civilian CSDP missions by 2024, both seconded and contracted. In 2022, 4 out of 11 missions reached the intermediate target of a proportion of 30 per cent women in their international personnel and 1 mission reached the strategy's full target of 40 per cent women in its international personnel.

#### Women in EU CSDP missions and operations: Totals

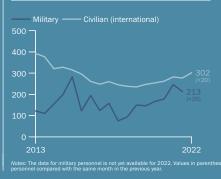
The number of women in military EU CSDP operations has increased since 2019, reaching more than 200 women personnel in 2021. Similarly, the proportion of women in military EU CSDP operations has experienced an upward trend since 2018, reaching 6.9 per cent in December 2021. The number of women in civilian EU CSDP missions has shown similar trends: it has been increasing since 2018, reaching 302 in June 2022. In contrast, the proportion of women in civilian EU CSDP missions has been stable at around 22 per cent since 2018. However, in June 2022 it reached 24 per cent, following a slight increase compared with the previous year.

#### Women in leadership

On 1 October 2022, 17 per cent of (3 out of 18) heads of EU CSDP missions and operations were women.<sup>1</sup> This was a decrease of 1.3 percentage points compared with the previous year.

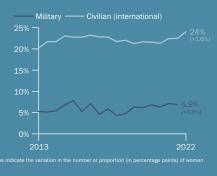
L This number includes field operations that are not considered multilateral peace operations according to SIPRI's definition, namely EUCAP Somalia, EUNAVFOR MED IRINI and EUNAVFOR SOM ATALANTA.

Number of women in the personnel of EU CSDP missions and operations, Dec. 2013–June 2022



Proportion of women in the personnel of EU CSDP missions and operations, Dec. 2013-June 2022

17%



#### Women in EU CSDP missions and operations: Operations

The proportion of women in the personnel of EU CSDP missions and operations has been considerably higher in civilian missions than in military operations. In 2022, the average proportion of women in civilian missions was 26 per cent, while in military operations it was 7.7 per cent. Nevertheless, in most EU CSDP missions and operations, both the number and the proportion of women in the personnel has increased.



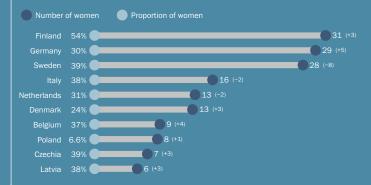
Number and proportion of women in the personnel of EU CSDP missions and operations, monthly averages

Notes: The 2022 monthly averages are based on the months from Jan. to June. For military EU CSDP operations, the averages are based on the year 2021 since the last available data is for Values in agreemberses injects the variation in the number or enconcion in the necentare notice) of one points of women personnel compared with the necentare notice year.

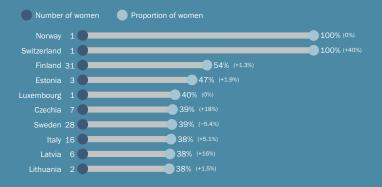
#### Women in EU CSDP missions: Contributors

Eight of the top 10 contributors of seconded personnel are also among the top 10 contributors of seconded women in the personnel of EU CSDP missions and operations. Half of the top 10 contributors of women personnel by number also feature in the list of top contributors by proportion of women in the seconded personnel. The other half seconded considerably fewer personnel. The top contributors by proportion of women (Norway and Switzerland) contributed with 1 person each.

Top 10 contributors of women to the personnel of EU CSDP missions, by highest number of women, 2022 monthly averages



Top 10 contributors of women to the personnel of EU CSDP missions, by highest proportion of women, 2022 monthly averages



## **CONCLUDING REMARKS**

Over the past 10 years, some progress has been made towards the implementation of UN Security Council Resolution 1325 on Women, Peace and Security in terms of women's representation in the personnel of peace operations. However, progress has been slow and the organizations deploying multilateral peace operations are still behind in their targets for women's representation.

The participation of women in UN military personnel, particularly in troops, has remained low and far from the UN Uniformed Gender Parity Strategy's 2022 intermediate target of approximately 9 per cent for this personnel category. However, women are better represented among UN military experts and staff officers, and the proportion for this category is slightly above the strategy's 2023 intermediate target of 20 per cent.

More progress has been achieved in the participation of women in UN police personnel, with the UN already surpassing the 2028 target of having 30 per cent women among individual police personnel. With 15 per cent women in June 2022, the proportion of women in the personnel of formed police units has surpassed the 2022 intermediate target and is on track for the strategy's goal of 20 per cent. The proportion of women in the civilian personnel of UN peace operations reached 31 per cent this year, and remains far from achieving the 47–53 per cent goal established by the UN System–wide Strategy on Gender Parity in 2017.

In OSCE field operations, the overall proportion of women in the personnel increased in 2022 and reached 37 per cent—9 percentage points more than in the previous year. This was mainly due to the discontinuation of the SMM, an operation which was substantially larger in terms of personnel deployments and which had a smaller proportion of women on average compared with other operations. Nevertheless, the proportion of women in the personnel of OSCE field operations remains far from the target of 45–55 per cent set by the OSCE Secretariat's Gender Parity Strategy for 2019–26.

Over the past 10 years, the proportion of women in the personnel of EU CSDP missions and operations has increased 1.7 percentage points among military personnel, reaching 6.9 per cent in December 2021, and 4 percentage points among civilian personnel, reaching 24 per cent in June 2022. However, the EEAS's launch in 2021 of the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021–2024 acknowledged the stagnation in terms of women's participation in CSDP missions and established the target of 40 per cent for women's representation in civilian missions by 2024. The plan also focuses on addressing structural barriers to women's participation.

Indeed, although the representation of women in multilateral peace operations increased overall in 2022, women continue to be generally underrepresented. The organizations deploying multilateral peace operations and their member states have acknowledged that they remain far from achieving the commitments made more than two decades ago in UN Security Council Resolution 1325.

Increasing the role of women in peace operations is not only about numbers, it is also about institutional power dynamics and women's influence. In 2020, UN Security Council Resolution 2538 emphasized the importance of considering the role and position of women in peace operations to ensure women's equal and meaningful participation. More recently, the EEAS strategy stressed the importance of promoting the participation of women in leadership positions. Yet despite the overall increase in women's leadership across operations shown in this overview, women continue to be particularly underrepresented at senior and intermediate levels. Therefore, the EU, the OSCE, the UN and their corresponding member states need to further increase their efforts to recruit and deploy women personnel at all levels, not just the junior level, in order to approach the necessary institutional change required to meet their commitments under Resolution 1325.

## LIST OF ABBREVIATIONS

A4P BINUH CSDP EEAS EU **EUAM** Iraq EUAM RCA EUAM Ukraine EUAM Ukraine EUBAM Libya EUBAM Rafah EUCAP Sahel Mali EUCAP Sahel Niger EUCAP Somalia EUFOR ALTHEA EULEX Kosovo EUMM Georgia EUNAVFOR MED IRINI **EUNAVFOR SOM ATALANTA EUPOL COPPS** EUTM Mali EUTM Mozambique EUTM RCA EUTM Somalia **MINURSO** MINUSCA MINUSMA MONUSCO **OM Moldova OM Montenegro** OM Serbia OM Skopje OMBIH OMIK OPA OPCU OSCE **OSCE PRCIO** PO Bishkek **PO Dushanbe** PO Nur-Sultan SMM UN UNAMA UNAMI UNDOF UNFICYP UNIFIL UNISFA UNITAMS **UNMHA** UNMIK UNMISS UNMOGIP UNOAU UNOCA UNOWAS **UNSCO** UNSCOL UNSMIL UNSOM **UNTSO** 

UNVMC

Action for Peacekeeping UN Integrated Office in Haiti Common Security and Defence Policy (of the EU) European External Action Service European Union European Union EU Advisory Mission in Iraq EU Advisory Mission in the Central African Republic EU Advisory Mission Ukraine EU Border Assistance Mission in Libya EU Border Assistance Mission to Rafah EU Capacity Building Mission in Mali EU Capacity Building Mission in Niger EU Capacity Building Mission in Somalia EU Force in Bosnia and Herzegovina EU Rule of Law Mission in Kosovo EU Monitoring Mission in Georgia EU Naval Force Mediterranean EU Naval Force Somalia EU Police Mission for the Palestinian Territories EU Training Mission in Mali EU Training Mission in Mozambique EU Training Mission in the Central African Republic EU Training Mission in Somalia UN Mission for the Referendum in Western Sahara UN Multidimensional Integrated Stabilization Mission in the Central African Republic UN Multidimensional Integrated Stabilization Mission in Mali UN Organization Stabilization Mission in the Democratic Republic of the Congo OSCE Mission to Moldova **OSCE** Mission to Montenegro OSCE Mission to Serbia OSCE Mission to Skopje OSCE Mission to Bosnia and Herzegovina **OSCE** Mission in Kosovo **OSCE** Parliamentary Assembly OSCE Project Co-Ordinator in Ukraine Organization for Security and Co-operation in Europe OSCE Personal Representative of the Chairperson-in-Office OSCE Programme Office in Bishkek OSCE Programme Office in Dushanbe OSCE Programme Office in Nur-Sultan OSCE Special Monitoring Mission to Ukraine United Nations UN Assistance Mission in Afghanistan UN Assistance Mission for Iraq UN Disengagement Observer Force UN Peacekeeping Force in Cyprus UN Interim Force in Lebanon UN Interim Security Force for Abyei UN Integrated Transition Assistance Mission in Sudan UN Mission to support the Hudaydah Agreement UN Interim Administration Mission in Kosovo UN Office to the African Union UN Regional Office for Central Africa UN Office for West Africa and the Sahel Office of the United Nations Special Coordinator for the Middle East Peace Process Office of the United Nations Special Coordinator for Lebanon UN Support Mission in Libya UN Assistance Mission in Somalia UN Truce Supervision Organization UN Verification Mission in Colombia

Source: SIPRI Multilateral Peace Operations Database, accessed Oct. 2022.

The SIPRI Multilateral Peace Operations Database is the only database on multilateral peace operations in the world that combines sex-disaggregated data on UN and non-UN peace operations. It allows users to track progress on efforts to increase women's representation and achieve gender parity in these operations.