



Organization for Security and Co-operation in Europe

Human Dimension Implementation Meeting 4 October 2006, Working Session 4: Tolerance and Non-Discrimination I

Introducer: Beatrix Attinger Colijn, Senior Adviser on Gender Issues

Excellencies, Ladies and Gentlemen, dear colleagues,

It is an honour for me to address this meeting for this morning's session and I thank the ODIHR very much for giving me this opportunity.

Sometime late in the year 2000 after the adoption of the first Action Plan for Gender Issues by the Permanent Council, we from the Secretariat asked the Missions to each appoint a Focal Point for Gender Issues as a contact point in order to assist them in implementing the Action Plan. Two of the Missions replied to our request stating that they would not need to appoint a Focal Point for Gender Issues because in their Mission they were all men.

I believe in the 6 years since then we have come a long way! Not only do we no longer have Missions with men only, but we can also count on increasing gender awareness among our staff and a better understanding of what the inclusion of a gender aspect in our work entails.

Now, I am not here to give you a speech on the importance of promoting gender equality. I take it as a fact that we have acknowledged that, "The full and equal exercise by women of their human rights is essential to achieve a more peaceful, prosperous and democratic OSCE area."¹ Also, with the adoption of the 2004 Action Plan for the Promotion of Gender Equality the OSCE has made a big step forward in recognizing that "the practice of gender equality and gender mainstreaming in the OSCE area, (...) is essential to comprehensive security"².

Rather than dwelling on these well-established concepts I will try to give you a presentation, which shows you some practical elements of the process of gender mainstreaming throughout the organization. I will briefly present to you the milestones regarding the promotion of gender equality and outline the process that we, the Secretariat, Institutions and Missions, have been working on since the adoption of the 2004 Action Plan. I will then put the results into a framework of corporate responsibility to better illustrate what we have achieved and what is still needed.

Let me thus recall the milestones that we can look back to (slide): In June 2000, the first Action Plan for Gender Issues was adopted by PC.DEC. No.353. The Decision qualified the Plan as "a set of guidelines" which actually took some of its weight

¹ Charter of European Security, Istanbul Summit, 1999

² MC.DEC/14/04, 7 December 2004

away. It was implemented and annual reports were established, but there was a notable lack of a coherent approach throughout the organization. Gender issues seemed to receive random support, depending on personal initiatives of a few.

Compared to this the 2004 Action for the Promotion of Gender Equality has a different value. It outlines clearly the steps that should be taken with regard to training of OSCE staff, steps to promote a gender-sensitive management culture and innovative recruitment strategies. It furthermore requires gender mainstreaming of OSCE activities, programmes and policies and identifies some priority areas where OSCE structures should assist participating States in implementing their respective commitments. The fact that this Action Plan has been endorsed by the Ministerial Council makes it an even stronger instrument.

Two other Ministerial Decisions re-enforce the tasking contained in the Action Plan: the Decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation³ and the Decision on Preventing and Combating Violence Against Women⁴, both adopted in Ljubljana in December 2005.

A further important milestone was the Secretariat's Implementation Plan, which was issued in October 2005⁵ and February 2006⁶. The fact that the 2004 Action Plan required the establishment of implementation plans had a very positive impact. Each Department in the Secretariat was obliged to study the requirements of the Action Plan and develop measures in order to put the relevant elements into actions. A large number of staff members had to familiarize themselves with the Action Plan in order to work out their specific contribution.

The report of the Secretary General on the implementation of the Action Plan organization-wide was discussed in the Permanent Council on 15 June and once again thereafter in the Working Group on Human Protection and Non-Discrimination.

The full report is being redistributed during this meeting⁷ and you can read for yourself what the different Departments, Institutions and Missions have done in order to comply with the requirements of the Plan. I will not go into detail here but just highlight the focus we have taken in assisting OSCE structures and some of the challenges encountered.

As the Action Plan required only the Secretariat and Institutions to establish implementation plans, the main focus of the gender section has been to assist Departments in the Secretariat to fulfill this requirement. Since the first report has been issued we have now started to work more closely with the Missions on one hand and, on the other hand, we have given more attention to programmes outside the human dimension. This also includes a focus on the implementation of the MC Decision on Women in Conflict Prevention and the UN SC Res 1325, for which we have developed a catalogue of possible activities which OSCE structures could undertake to accelerate implementation.

³ MC.DEC/14/05

⁴ MC DEC/15/05

⁵ SEC.GAL/215/05

⁶ SEC.GAL/32/06

⁷ SEC.GAL/96/06/Rev.1

Let me now list some of the challenges. I have to note that they are not OSCE specific; but any of my colleagues from the UN system or any other organization engaging in a gender mainstreaming process would probably tell you that they encounter very similar challenges.

✘ Most Focal Points for Gender Issues have been appointed on a lower level where they are not able to influence policy, or worse, they have been appointed “involuntarily” and do not actively engage in the process.

✘ The activities developed are traditional activities, which have been already developed under the first Action Plan. There is little innovation and with very few exceptions the activities are carried out within the framework of the human dimension.

✘ Gender issues or gender mainstreaming is perceived to be just about improving access of women or balance of statistics

✘ It is perceived as an issue regarding women, for the benefit of women to be carried out through women. Consequently it is usually women who are appointed as gender focal points. There are only two men who serve in this function in the OSCE missions.

✘ Staff members do not have the confidence to undertake a gender analysis, they are not skilled nor trained for the tasks

✘ The wide approach of gender mainstreaming is overwhelming.

Some programme managers have taken the initiative to invite us for briefings and involve us in some concrete projects in their area of work. We have also developed a tool box which contains a great number of documents ranging from international acknowledged standards to organizational guidelines, in order to assist staff members to monitor equal opportunities for women and men on a national level, provide them with a set of indicators and to guide them in integrating a gender aspect into their daily work.⁸

However, informing about relevant commitments and offering assistance in specific tasks is not always successful. There are still many staff members who do not embrace the idea that they should change their way of working and they are at a loss to see how their activities relate to the promotion of gender equality. They do not openly oppose the idea of gender mainstreaming but they are adamant that this strategy is not relevant to their work nor to their environment. Gender mainstreaming yes, but not here and now!

So how do we proceed? Do I go back to preaching about the absolute need for promoting gender equality and wave the Ministerial Declaration at everybody? I don't believe that this is the solution, because the issue is not that there is a lack of knowledge, which can be remedied by comprehensive information campaigns. The real challenge is that this is about changing attitudes.

⁸ The tool box is a living document: new tools are being added over time. It will be distributed during this meeting in its preliminary format together with this presentation.

To quote Kofi Annan, when he was speaking on violence against women: “A bold transformation in men’s attitudes and behaviour is needed, so that women become their equal partners and gender- based violence, which has become more complex in the 21st century, can be eliminated.”⁹ When it comes to gender mainstreaming throughout our activities, a bold change of attitudes is needed from both women and men in the organization.

Let me now quickly show you the framework of corporate responsibility developed by Roger Martin¹⁰, which can also be used to show the integration of measures to promote gender equality.

In a so-called virtue matrix, Martin depicts the forces that generate corporate social responsibility. The two bottom quadrants are the CIVIL FOUNDATION, consisting of norms, customs, and laws that are at the basis of our actions. We comply with these norms either by choice (we chose to observe these norms) or we are obliged to comply (because it is mandated by law).

In our context this would mean, girls and boys are equally admitted to education because the law requires this and an employer would seek to employ both men and women in order to comply with the general expectation that a good workforce reflects diversity.

The behaviour or actions taken in this civil foundation do no more than meet society’s baseline expectations. Again, in our case this baseline expectation is that girls and boys, women and men should be given equal opportunities in education and employment.

Corporate innovations in socially responsible behaviour occur in the FRONTIER in Martin’s matrix, the two upper quadrants.

The motivation for these innovative practices is intrinsic: corporate managers engage in such conduct for its own sake, not specifically to increase their shareholder value. Sometimes they even have, at first at least, a negative effect on shareholders. They are so-called structural actions.

The example in our context that comes to mind is the one of quotas. A Minister decides to introduce a quota for women serving in the diplomatic service, much to the dismay of most members of the service. But gradually other ministries imitate and it becomes so common that finally it is institutionalized through legal provisions.

Behaviour that does increase shareholder value and adds to social responsibility falls into the strategic frontier.

Examples that come to mind here are: the introduction of provisions for family friendliness, teleworking, paternity leave etc., thus measures which are aimed at promoting women’s participation in the work place but they are measures that definitely increase everybody’s quality of life.

⁹ UNNews, 24.11.04

¹⁰ The Virtue Matrix: Calculating the Return on Corporate Responsibility , Harvard Business Review, March 2002

The arrows pointing down suggest that both actions in the frontier part can become part of civil foundation through widespread imitation or through government mandate. This strengthens the civil foundation by increasing its accepted or mandated norms.

Again, what does this mean in our context?

We need innovations in the FRONTIER level which become such good practice that they will move to the civil foundation, that is that they become norm. In our organizational context: we need more role models, who engage in ways of promoting gender equality that motivate others to do the same and that enhance the credibility and effectiveness of our organization and ultimately become the mandate standard in our work.

I thank you for your attention.

Implementation of the 2004 Action Plan for the Promotion of Gender Equality - Gender mainstreaming across the three dimensions



Beatrix Attinger Colijn
Senior Adviser on Gender
Issues, OSCE Secretariat

Ministerial Council Decision 14 Sofia, December 2004

As a regional arrangement under Chapter VIII of the Charter of the United Nations, the OSCE is a key instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation...it has become increasingly evident that security, democracy, and prosperity are closely linked. Economic liberty, social justice, and environmental responsibility are indispensable for prosperity...Gender equality contributes to comprehensive security, which is a goal of OSCE activities in all three dimensions.

Milestones for gender mainstreaming in the OSCE

- 2000 Action Plan for Gender Issues (PC.DEC/353)
- Annual reports
- 2004 Action for the Promotion of Gender Equality (MC.DEC/14/04)
- Decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation (MC.DEC/14/05)
- Decision on Preventing and Combating Violence against Women (MC.DEC/15/05)

Milestones continued

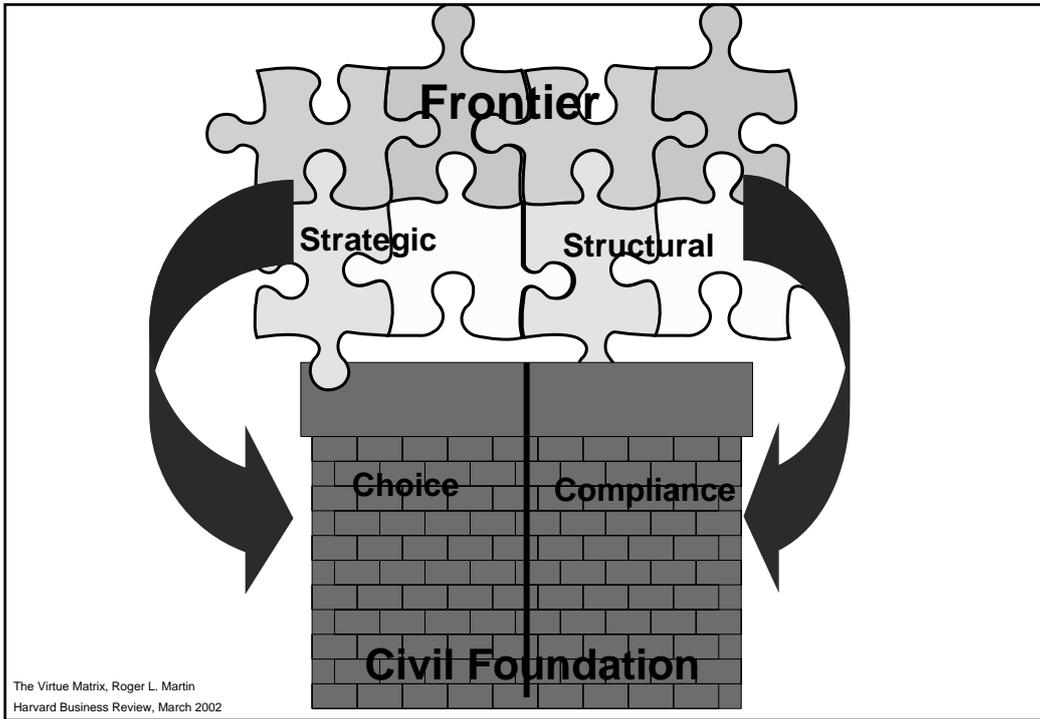
- Implementation Plan from the Secretariat and Institutions (October 2005 and February 2006)
- SG's report on the implementation of the Action Plan organization-wide (June 2006)
- Discussion in the PC and the WG on Human Protection and Non-Discrimination

Focus of the gender section

- Assisting departments in the development of the implementation plan and developing tools for gender mainstreaming for OSCE staff
- Assisting missions in the implementation of the Action Plan

Challenges in gender mainstreaming

- ✗ Focal Points at lower level and „involuntarily“
- ✗ Exclusively in the human dimension (human rights or democratization)
- ✗ Thought to be just about improving access of women or balance of statistics
- ✗ Perceived as about women for women through women
- ✗ Staff not yet skilled, training impacts later
- ✗ Wide approach



“They always say that time changes things, but you actually have to change them yourself.”

Andy Warhol



Organization for Security and Co-operation in Europe

OSCE Toolbox for the Promotion of Gender Equality

Last updated October 2006¹

INTERNATIONAL AND NATIONAL INSTRUMENTS	DESCRIPTION	STATES	DIRECT LINK
Convention on the Elimination of All Forms of Discrimination against Women (1979) and its optional protocol (2000)	The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life - including the right to vote and to stand for election - as well as education, health and employment. States parties agree to take all appropriate measures, including legislative and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms. Through the Optional Protocol, a State recognizes the competence of the Committee on the Elimination of Discrimination against Women - the body that monitors States parties' compliance with the Convention - to receive and consider complaints from individuals or groups within its jurisdiction.	Ratified by 54 OSCE participating States. ² OSCE States parties to the optional protocol: 46 (as of 14 Sept. 2006) ³	http://www.un.org/womenwatch/daw/cedaw/cedaw.htm http://www.un.org/womenwatch/daw/cedaw/protocol/text.htm
United Nations Security Council Resolution 1325 on Women, Peace and Security (2000)	The Resolution addresses the disproportionate and unique impact of armed conflict on women, recognizes the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building, and stresses the importance of their equal and full participation as active agents in peace and security.	Adopted by unanimity	http://www.un.org/events/res_1325e.pdf
UN Declaration on the Elimination of Violence against Women, General Assembly Resolution (1993)	Provides a clear and comprehensive definition of violence against women, a clear statement of the rights to be applied to ensure the elimination of violence against women in all its forms, a commitment by States in respect of their responsibilities, and a commitment by the international community at large to the elimination of violence against women.		http://www.unhchr.ch/huridocda/huridoca.nsf/(Symbol)/A.RES.48.104.En?Opendocument

¹ This toolbox is subject to regular updates and amendments.

² Albania, Andorra, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia & Herzegovina, Bulgaria, Canada, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Kazakhstan, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Monaco, Montenegro, Netherlands, Norway, Poland, Portugal, Republic of Moldova, Romania, Russian Federation, San Marino, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, The former Yugoslav Republic of Macedonia, Turkey, Turkmenistan, Ukraine, United Kingdom, Uzbekistan.

³ Albania, Andorra, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia & Herzegovina, Bulgaria, Canada, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Kazakhstan, Kyrgyzstan, Liechtenstein, Lithuania, Luxembourg, Montenegro, Netherlands, Norway, Poland, Portugal, Republic of Moldova, Romania, Russian Federation, San Marino, Serbia, Slovakia, Slovenia, Spain, Sweden, The former Yugoslav Republic of Macedonia, Turkey, Ukraine, United Kingdom.

Annex II

Platform for Action Beijing 1995 and Beijing + 5 and Beijing + 10	This document was the result of the 4th World Conference on Women, held in Beijing in 1995, and aims, with concrete plans, at removing all obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making.	OSCE States present in Beijing, 1995 ⁴	http://www.un.org/women/watch/daw/beijing/platform/plat1.htm http://www.un.org/women/watch/daw/followup/beijing+5.htm
National Action Plans for the achievement of gender equality	The Beijing Platform for Action called on all governments to develop implementation strategies or plans of action for achieving gender equality.		ODIHR Tolerance and Non-Discrimination website and http://www.un.org/women/watch/daw/country/national/natplans.htm
National Action Plans for the implementation of UNSCR 1325	Some states have developed action plans for the implementation of UNSCR 1325 in their national and international co-operation policies.	Sweden, Norway, Denmark and United Kingdom	ODIHR Tolerance and Non-Discrimination website
TOOL	DESCRIPTION	DIRECT LINK	
OSCE Decisions			
2004 OSCE Action Plan for the Promotion of Gender Equality MC.DEC/14/04	The Action plan contains the priorities on gender equality of the OSCE and its participating States. It covers the issue of gender equality within the Organization, gender mainstreaming in all sectors and the priority areas for gender equality.		http://www.osce.org/documents/mcs/2004/12/3917_en.pdf
Ministerial Council Decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation MC.DEC/14/05	This Decision integrates UNSCR 1325 into the Organization's own obligations and provides for the OSCE to take action in the areas of recruitment, programming and reporting.		http://www.osce.org/documents/mcs/2005/12/17432_en.pdf
Ministerial Council Decision on Preventing and Combating Violence against Women MC.DEC/15/05	This Decision urges the participating States to take all legislative, policy and programmatic measures to prevent violence against women.		http://www.osce.org/documents/mcs/2005/12/17432_en.pdf
Other OSCE Documents			
Implementation Plan on Gender Mainstreaming SEC.GAL/32/06	Includes the different plans developed by the Departments and Units in the Secretariat. These plans present concrete activities for the implementation of responsibilities under the Action Plan.		Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality	The Secretary General's presentation to the participating States of the evaluation of the efforts made by the OSCE to put in practice the Action Plan and the way towards its full implementation.		http://www.osce.org/documents/sg/2006/08/20045_en.pdf

⁴ Albania, Andorra, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Canada, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Holy See, Hungary, Iceland, Ireland, Italy, Kazakhstan, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Monaco, Netherlands, Norway, Poland, Portugal, Republic of Moldova, Romania, Russian Federation, San Marino, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, The former Yugoslav Republic of Macedonia, Turkey, Turkmenistan, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America, Uzbekistan

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SEC.GAL/96/06		
OSCE Tools		
Gender Aspects in Post-Conflict Situations (December 2001)	This guide is meant to assist staff members of OSCE Field Operations and decision-makers in helping post-conflict populations to recover, rebuild and realize a society where gender issues are taken into consideration.	http://www.osce.org/secretariat/item_11_14003.html
Summary checklists for gender mainstreaming Annex I to SEC.GAL/215/05	Checklists for self assessment of departmental Focal Points with regard to their gender awareness and the understanding of indicators for gender equality.	Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
List of links to gender websites (last update April 2006)	Provides links to the main websites dealing with women's rights and gender mainstreaming.	Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
Glossary on Gender-Related Terms (May 2006)	Includes a definition of the main gender-related terms used in OSCE documents.	Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
Outline for Heads of Mission (May 2006)	Outlines the main responsibilities of the Heads of Mission with regard to the implementation of the Action Plan in their Missions.	Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
Guide to Gender Mainstreaming in OSCE Events (August 2006)	Provides concrete step by step suggestions for the appropriate mainstreaming of gender issues in the organization of events.	Accessible in Doc.In: Secretariat/SG and central services/Gender Issues
Filling the GAPS, guidelines for Mission Programme Officers on Gender Mainstreaming	Aims at helping Mission Programme Officers to include gender perspectives in their analysis of situations in the field and in policy and strategic development.	
Concept paper on gender sensitivity	Gives an overview of the use of the term "gender sensitivity" in different contexts.	
Tools of Other International Organizations		
Council of Europe: Handbook on National Machinery to Promote Gender Equality and action plans. Guidelines for establishing and implementing National Machinery to promote equality, with examples of good practice	Gives guidelines for establishing and implementing National Machinery and Action Plans to promote equality, with examples of good practice.	http://www.coe.int/T/E/Human_Rights/Equality/PDF_EG(2001)07_E.pdf
CIDA: A Project Level Handbook: The Why and How of Gender-Sensitive Indicators	Explains why gender-sensitive indicators are useful tools for measuring development results, offers suggestions and guidance for using indicators, and provides a conceptual and methodological understanding of gender-sensitive indicators.	http://www.acdi-cida.gc.ca/CIDAWEB/acdi-cida.nsf/En/REN-218124842-P9X
European Commission: Handbook on concepts and methods for mainstreaming gender equality	Explains how to mainstream gender in the projects of the EC development co-operation.	http://ec.europa.eu/comm/europeaid/projects/gender/toolkit_en.htm
Department for International Development (DFID): Gender and Peacekeeping Training Course	Contains training modules with reading materials and tools for gender mainstreaming in emergency situations.	http://www.genderandpeacekeeping.org/participant-e.asp

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Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ): Gender and Project Management	Specifies to GTZ staff how to integrate gender in project management.	http://www2.gtz.de/dokumente/bib/02-5196.pdf#search=%22gtz%20gender%20and%20project%20management%22
Swiss Agency for Development and Cooperation (SDC): Gender Tool Kit - Instruments for gender mainstreaming	Provides different tools on various areas, e.g. gender analysis, gender analysis framework, gender in country programmes, gender inside the organization, etc.	http://www.deza.admin.ch/index.php?navID=21929&langID=1&userhash=8dee51d3f8fa3603cd8e4096c9b02c
UNDP: Gender Mainstreaming Tools Marketplace – an Annotated Resource Guide	A compilation of links to tools on gender mainstreaming in different sectors, such as governance, environment, crisis prevention, human development, training, etc.	http://www.undp.org/women/tools_marketplace.pdf
UNDP: Gender Mainstreaming in Practice: A Handbook	Practical handbook for gender mainstreaming in policy making areas such as: Macroeconomics and trade, education, labour, poverty, health, justice and human rights, conflict, environment.	http://www.undp.org/women/docs/RBEC_GM_manual.pdf
UNDP: Gender Approaches in Conflict and Post-Conflict Situations	Provides practical tools for gender mainstreaming: Gender analysis, capacities and vulnerabilities framework, checklist and engendering the project cycle.	http://www.undp.org/women/docs/gendermanualfinalBCPR.pdf
UNIFEM: Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW	Provides guidelines for government budgeting with a gender perspective.	http://www.unifem.org/attachments/products/MonitoringGovernmentBudgetsComplianceCEDAW_eng.pdf
Capacity Building for OSCE Staff		
General Orientation Programme	A one hour session is offered to all OSCE staff when attending the General Orientation programme.	Contact Training Section
Gender Training	More in-depth training on gender mainstreaming is provided upon request to Missions, Institutions and Secretariat.	Contact Training Section
Contacts		
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ODIHR Democratization Section Gender Unit	Tiina Ilsen, Gender Adviser Nana Kalandadze, Gender Officer Jolanta Cichocka, Administrative Assistant	Tiina.ilsen@odihr.pl Ext: 4172 Nana.kalandadze@odihr.pl Ext. 4171 Jolanta.cichocka@odihr.pl Ext.4120
ODIHR Human Rights Section	Ingrid Kraiser, Human Rights Officer	Ingrid.kraiser@odihr.pl Ext. 4151
Focal Points for Gender Issues in Missions and Institutions	A Focal Point for Gender Issues has been appointed in all Missions and Institutions.	A complete list is available on: http://docin.osce.org/docin/llisapi.dll?func=ll&objId=473063&objAction=browse

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Focal Points for Gender Issues in the OSCE Secretariat	A Focal Point for Gender Issues has been appointed in all Departments and Units in the Secretariat.	A complete list is available on: http://docin.osce.org/docin/lisapi.dll?func=ll&objId=797030&objAction=browse&sort=name
Training Section	Nicole Watson, Training Officer	Nicole.watson@osce.org Ext: 284