ANNEX 1
WOMEN’S PARTICIPATION IN CONFLICT PREVENTION, CRISIS MANAGEMENT AND POST-CONFLICT RECONSTRUCTION

DISCUSSION PAPER
For the 2020 Gender Equality Review Conference
This series of four discussion papers was prepared to inform the Third OSCE Gender Equality Review Conference, scheduled to take place on 27-28 October 2020. The event is co-organized by the Albanian OSCE Chairmanship2020, the OSCE Secretariat, and the OSCE Office for Democratic Institutions and Human Rights (ODIHR).The papers aim to provide a brief overview of the current state of progress with respect to the implementation of OSCE’s commitments to gender equality. These working papers, including proposed recommendations, are meant as food for thought to stimulate discussion and debate at the Conference.

The first discussion paper provides a snapshot of major achievements, remaining challenges, and examples of good practices and recommendations to achieve key OSCE commitments related to women’s political participation. It is based on data from various ODIHR resources on women’s political participation, the OSCE’s “Internal Report - Mapping Beijing +25 Implementation and OSCE Commitments”, and other relevant sources.

The second discussion paper examines the levels of women’s participation in conflict prevention, crisis management and post-conflict reconstruction, based on OSCE studies, data from the United Nations Development Programme (UNDP) and the United Nations Economic Commission for Europe (UNECE), as well as other UN reports.

Equal opportunities for women in the economic sphere are the main focus of the third discussion paper, which relies on data from the World Bank, the World Economic Forum and regional reports by the UNECE for the Beijing Platform for Action+25 review.

The fourth discussion paper provides an overview of the main achievements and remaining challenges in preventing and countering violence against women in OSCE participating States. It is based on data from country and regional review reports for the Beijing Platform for Action+25 review, as well as other secondary sources.

All four discussion papers were prepared by gender advisers and staff in the OSCE Secretariat and ODIHR. They highlight good practices, which were drawn from information provided by gender focal points in OSCE executive structures.
**OSCE documents containing commitments pertaining to the participation of women in conflict prevention, crisis management and post-conflict reconstruction**

- Ministerial Council Decision on the OSCE Action Plan for the Promotion of Gender Equality (MC.DEC/14/04)

- Ministerial Council Decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation (MC.DEC/14/05)

- Ministerial Council Decision on Women’s Participation in Political and Public Life (MC.DEC/7/09)

- Ministerial Council Decision on Elements of the Conflict Cycle, Related to Enhancing the OSCE’s Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation (MC.DEC/3/11)

- Ministerial Declaration on OSCE Assistance Projects in the field of Small Arms and Light Weapons and Stockpiles of Conventional Ammunition (MC.DOC/3/16)

- Ministerial Council Decision on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition (MC.DEC/10/17)

- Ministerial Declaration on OSCE efforts in the field of Norms and Best Practices on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition (MC.DOC/5/18)

- Ministerial Declaration on Preventing and Countering Violent Extremism and Radicalization that lead to Terrorism (MC.DOC/4/15)
OSCE commitments in the politico-military dimension and the OSCE’s related work cover a wide range of topics, including disarmament, arms control, and preventing and countering violent extremism and radicalization that lead to terrorism (P/CVERLT), to conflict prevention and resolution, and post-conflict rehabilitation. This paper will focus on a few topics where OSCE executive structures have played an active role in supporting the implementation of gender-related commitments in the politico-military dimension within the past three years. It also examines the levels of women’s participation in conflict prevention, crisis management and post-conflict reconstruction on the basis of OSCE studies, data by the United Nations Development Programme (UNDP) and the United Nations Economic Commission for Europe (UNECE), as well as other UN reports.

All but one of the above OSCE declarations and decisions make direct reference to the United Nations Security Council (UNSC) resolutions on Women, Peace and Security (WPS), reiterating the OSCE’s commitment to support the United Nations in implementing this global policy framework. OSCE executive structures have supported the participating States in developing and implementing national action plans (NAPs) on Women, Peace and Security that are widely recognized as effective policy tools to make progress in this area. The OSCE has published two studies on NAPs in 2014 and 2020,² and the Secretariat’s Programme for Gender Issues, ODIHR and OSCE field operations have offered workshops and tools for the participating States to design and improve their action plans. Many examples in the below sections illustrate how the OSCE has supported the implementation of the WPS agenda in specific areas.

National Action Plans on Women, Peace and Security in the OSCE region

1 From the above-listed OSCE documents, MC.DOC/3/16 is the only one that does not refer to one or more of the ten UNSC resolutions related to Women, Peace and Security.
2 Both studies are available online at https://www.osce.org/secretariat/444625.
Inclusion of women in peace processes

The Ministerial Council decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation calls on “participating States and OSCE structures, as appropriate, to develop specific policies to encourage the full and equal participation of women and women’s organizations in conflict prevention, conflict resolution and post-conflict rehabilitation, as well as to encourage and support the sharing of experiences and best practices and, further, to engage with women’s peace initiatives.” The Ministerial Council decision on Elements of the Conflict Cycle for its part urges “participating States to implement UNSCR 1325 by ensuring increased representation of women at all levels in conflict resolution and peace processes.”

Based on these commitments, the Mediation Support Team of the OSCE Conflict Prevention Centre (CPC) and the Programme for Gender Issues prepared a toolkit that provides guidance to OSCE participating States, special representatives of the OSCE Chairmanship and OSCE executive structures on how to include women in peace processes. A mapping of existing OSCE-supported formal negotiation processes carried out prior to the development of the toolkit showed that between 1992 and 2017 only one out of 52 OSCE mediators had been a woman. In late 2019, a woman was appointed to the position of Special Representative of the OSCE Chairperson-in-Office in Ukraine and in the Trilateral Contact Group for the second time. There are still very few women in the support teams of mediators or in leading positions in the negotiation teams. Another challenge revealed by the mapping is the lack of systematic interlinkages between the formal negotiation processes and informal peace initiatives that are often led by women from civil society organizations. The third prevailing challenge is the lack of a gender analysis and gender perspective in the negotiations.

NAPs on Women, Peace and Security offer insights as to how OSCE participating States plan to advance women’s participation in conflict resolution and peacebuilding in their national contexts. Around two thirds of the 40 current WPS NAPs in the OSCE region set women’s participation in peace and mediation efforts as a goal.

Many NAPs only include a general commitment on female representation, but Switzerland and Norway have, for example, both made women’s inclusion in mediation and peacebuilding efforts a priority area in their NAPs and set out concrete targets and measures to be taken. Georgia’s NAP includes clear minimum targets for women’s participation in Georgia’s negotiation teams in the Geneva International Discussions (40 percent) and the Incident Prevention and Response Mechanism meetings (33 percent), which were established following the August 2008 war in Georgia.

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In recent years, women mediator networks have emerged in several regions. At least five networks involving women from several OSCE participating States are active in the OSCE area. These networks can contribute to increase women’s participation in peace mediation efforts. They are, however, relatively new and have so far focused on building internal structures and capacities. Most women involved in peace dialogues or more widely in peacebuilding efforts in conflict-affected areas either work in civil society or community-level initiatives. Many of these initiatives address the immediate humanitarian and human security needs of people living in conflict areas. Common challenges for such women’s initiatives include a lack of access to decision-makers—including in OSCE-supported official negotiation formats—and scarcity of resources to carry out their activities.

The effective implementation of the OSCE toolkit can bring about significant progress in implementing OSCE commitments in this area in the future. The OSCE Mission to Moldova has started to map and analyze the gender aspects of the current issues under discussions in the working groups of the Transdnistrian Settlement Process and their different implications on women and men. Through this process, the Mission can better support the working group members in developing ways to address gendered challenges in the Process.

### WOMEN’S PARTICIPATION IN THE SECURITY AND DEFENCE SECTOR WORK

The OSCE participating States have made several commitments to promote gender equality in the security and defence sectors. This includes the Ministerial Council decision on Women’s Participation in Political and Public Life, which notably urges the participating States to consider taking measures to create equal opportunities within security services, including the armed forces, and to allow for balanced recruitment, retention and promotion of men and women. Also relevant to women’s participation in defence and security is the OSCE Code of Conduct on Politico-Military Aspects of Security, which highlights the responsibilities of participating States “to ensure that military, paramilitary and security forces personnel will be able to enjoy and exercise their human rights and fundamental freedoms.”

Data collected for ODIHR’s 2018 baseline study on “Women in the Armed Forces” showed that around one in ten military personnel in the OSCE region were women, with figures ranging between two and 17 percent. In recent years, we have seen a growing trend whereby restrictions to women’s full participation in close combat roles have been lifted. In 2018, the United Kingdom opened all military positions to women. In the same year, Ukraine expanded the number of military roles and ranks open to women and recognized their right to serve on equal employment terms.

#### Number of women in armed forces

<table>
<thead>
<tr>
<th>Year</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>2017</td>
<td>10%</td>
</tr>
<tr>
<td>2019</td>
<td>11%</td>
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4 The Nordic Women Mediators, the Mediterranean Women Mediators, the Women Mediators across the Commonwealth, the Women’s Peace Dialogue and the Regional Women’s Lobby for Peace, Security and Justice in South East Europe.

5 The Women Mediators Networks are part of the Global Alliance of Women Mediator Networks: “www.globalmediators.org”

According to the above-mentioned 2018 ODHR baseline study, more than half of the 28 participating States that took part in the study had taken strategic action to enhance gender equality and increase the representation of women across all positions in the armed forces. This includes tailored recruitment campaigns to attract more female applicants, obligatory trainings on unconscious bias for personnel (Sweden) and inclusion of women and men in recruitment and promotion selection boards (Bosnia and Herzegovina, Germany, and Spain). The study also showed that many participating States have taken measures to adjust uniforms and equipment for women, incorporated gender considerations in the design and allocation of safe accommodation and washing facilities, and improved maternity and parental leave.

The study “Implementing the Women, Peace and Security Agenda in the OSCE Region” noted that in participating States with ‘inward-facing’ WPS national action plans, the role of security sector institutions, including ministries of defence and armed forces had a prominent role developing and implementing NAPs. Many of these action plans foresee activities that are in line with the above-mentioned policy commitments.

Thematic guidance on how to integrate gender into the defence sector can be found in the “Toolkit on Gender and Security”, published in 2019 by the Geneva Centre for the Democratic Control of Armed Forces (DCAF), ODHR and UN Women, which also features a tool on defence and gender.

In terms of female representation in the police sector, a UNDP mapping in the UNECE region based on 2017 data shows an average of 18.8 percent of women police officers in the surveyed countries. The figures range from 6.2 percent in Turkey to 38.6 percent in Lithuania, and point to a slight upward trend since 2013. More recently, the OSCE Secretariat’s Strategic Police Matters Unit compiled information on women’s participation in the police services of participating States hosting OSCE field operations. Comparable data has been difficult to come by, and remains limited to only a few participating States. The upward trend discerned in the UNDP mapping on women’s participation in police services has nevertheless been difficult to corroborate within the OSCE area.

Women also remain underrepresented in border management agencies, though members of the OSCE Gender Equality Platform for Border Security and Management highlighted a lifting of employment restrictions and a slight upward trend in women’s participation in recent years. Ukraine, Moldova, and Canada all provide good practice examples on how to improve the gender balance within border management. In Ukraine, formal restrictions on employing women within the state border service have been removed as foreseen in the National Action Plan on UNSCR 1325, allowing women to work in all ranks, positions and locations. Some 27.2 percent of all personnel (both military and civilian) are women, 21.3 percent of whom are military staff. Moldova has also set a target of 20 percent of women officers in border police by 2020. In Canada, 47.5 percent of the border services agency personnel are women.

The OSCE Gender Equality Platform in Border Security and Management was launched in 2017 and has more than 30 representatives from participating States.
members from 20 OSCE participating States. Since its launch, the members of the platform have been receiving gender-related guidance and support from the OSCE, including training programmes and study visits on mainstreaming a gender perspective in the work of border agencies. The OSCE has also made available an online training on gender mainstreaming in border security and management for public use in English and Russian. The OSCE Border Management Staff College in Dushanbe annually offers a Women Leaders’ Course for mid- and senior-level female border and security management officials. In the last three years, 197 female and 382 male staff from border management agencies of OSCE participating States have graduated from the staff courses and 51 female managers have enhanced their skills due to the Women Leaders’ Course.

Women in the security sector continue to face challenges. The ODIHR 2018 baseline study noted that contract expiry, family reasons and economic aspects were common reasons for both men and women to resign from the armed forces, but that servicewomen also leave because of an unsupportive organizational culture and lack of career opportunities. OSCE experiences have indicated similar challenges for women in the police services. Supportive actions for women in the security sector, including mentoring and networking programmes, have been initiated in a few participating States, including through the establishment of women’s police associations.

Formal and informal complaint mechanisms for gender-related harassment (including sexual harassment), violence, discrimination, bullying, and abuse are in place in most participating States. While the number of formal complaints remains low in many states, security sector institutions in participating States have officially communicated that harassment is a common problem— in particular for women. Further work to ensure that complaint mechanisms capture such harassment and that institutional cultures are able to address the root causes of harassment and discrimination should be considered.

The widely used anti-harassment trainings are often insufficient.

IMPROVING GENDER BALANCE IN THE SECURITY SECTOR

OSCE Field Operations have supported their host countries to work towards more gender-balanced and gender-responsive security sector institutions.

The OSCE Mission in Bosnia and Herzegovina, for example, closely co-operates with associations of women police officers and the Bosnia and Herzegovina Association of Women Judges by providing relevant capacity-building. With the support of the Programme Office in Bishkek, the Kyrgyz Association of the Women in the Security Sector was established in 2017. It includes representatives from all law enforcement agencies of Kyrgyzstan and focuses on enhancing the capacity of women and achieving gender equality in the security sector. The OSCE Missions to Montenegro, in Kosovo and to Skopje support women police associations with mentoring programmes. In Serbia, the OSCE Mission supports a mentoring programme for women working in the Ministries of Interior and Defence.

Experience from these interventions indicate that in order to achieve the necessary institutional change required for recruiting and retaining more women into the security sector, a holistic approach is required. Best practice is to conduct a comprehensive gender analysis or the institution prior to any intervention. This process should generate more buy in from management as the identified factors hampering a gender sensitive work environment is displayed in the analysis. Additionally, a gender analysis will provide important information in order to draft a work plan with clear targets, roles and responsibilities. There are several toolkits available to guide security sectors institutions in this process.
GENDER AND PREVENTING AND COUNTERING VIOLENT EXTREMISM AND RADICALIZATION THAT LEAD TO TERRORISM

The OSCE promotes a whole-of-society approach to preventing and countering violent extremism and radicalization that lead to terrorism (P/CVERLT). The OSCE Ministerial Council Declaration on P/CVERLT calls on the participating States and OSCE executive structures to take gender considerations into account in their efforts to counter terrorism and prevent and counter VERLT.

The OSCE supports the implementation of the UN Global Counter-Terrorism Strategy that also highlights the importance of integrating a gender perspective and promoting women’s participation in P/CVERLT efforts. In 2016, the UN Secretary-General's Plan of Action to Prevent Violent Extremism (PVE) called on all UN Member States to prepare a PVE-related national action plan. A 2017 analysis of PVE action plans showed that they generally lacked a gender perspective, and that many action plans referred to women mainly as victims, and not as agents of change.10

In 2020 the UN Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism noted an upsurge in policy and programmes that address the gender dimension of violent extremism, but remained concerned that many of these programmes instrumentalize women for counter-terrorism instead of working towards genuine gender equality and women’s empowerment.11

The OSCE has actively focused on gender and P/CVERLT since at least 2014 when it launched a good practices document on the topic in co-operation with the Global Counterterrorism Forum (GCTF).12 Since then, the OSCE has integrated gender aspects into the agendas of related national and international meetings as well as in other activities in this field. In line with OSCE commitments, executive structures have in the last years supported P/CVERLT efforts in participating States through capacity-building and awareness-raising activities and by developing knowledge and learning tools. Between 2017 and 2019, the OSCE Mission to Serbia, the OSCE Mission in Kosovo, the OSCE Presence in Albania and the OSCE Project Co-ordinator in Uzbekistan carried out awareness-raising activities related to VERLT for women in local Muslim communities, women police officers, the civil society, municipal officials and students.

In 2017, the OSCE’s Transnational Threats Department (TNTD) conducted trainings for women leaders on P/CVERLT in South-Eastern Europe (the so-called LIVE trainings). TNTD has also developed the handbook “Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism – Good Practices for Law Enforcement” that helps law enforcement and security actors to create better and more gender-sensitive responses to VERLT. By 2019, at least fourteen OSCE participating States had adopted a national action plan or a national strategy on PVE. A gender analysis of these action plans could provide valuable information on how PVE policies have evolved in the OSCE region, and how the OSCE’s support efforts could be improved.


GENDER-SENSITIVE RESPONSES TO VIOLENT EXTREMISM AND RADICALIZATION THAT LEAD TO TERRORISM

The prevention of terrorism and VERLT are included as core elements in the security strategy, and while neither the strategy nor the plan of action against terrorism make specific reference to the role of women in preventing and countering VERLT, they acknowledge the need for gender-sensitive responses. A good example on strengthening the law enforcement capacities to address VERLT can be found in Kosovo\(^{13}\) that accounts for the highest per capita number of ISIL/Daesh foreign recruits in Europe. Some 360 men, women and children moved to Syria and Iraq between 2012 and 2015. The OSCE Mission in Kosovo and the association of Women in Kosovo Police have jointly provided a series of workshops for women police officers to support their understanding of VERLT and increase their capacities to detect and address signs of radicalization towards violent extremism.\(^{14}\)

DISARMAMENT, ARMS CONTROL AND NON-PROLIFERATION

The OSCE participating States have adopted several documents related to the control of illicit trafficking in Small Arms and Light Weapons (SALW) that pay attention to gender aspects. The 2017 Ministerial Council Decision on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition (SCA) and the 2018 Ministerial Declaration on OSCE efforts in the field of Norms and Best Practices on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition, for example, address the negative impact of illicit trafficking in SALW on women and children. They also promote the creation of equal opportunities for women’s participation in policymaking, planning and implementation of actions taken to combat illicit SALW, including in the context of OSCE assistance projects in this field. The 2016 Ministerial Declaration on OSCE Assistance Projects in the field of Small Arms and Light Weapons and Stockpiles of Conventional Ammunition also invites participating States to voluntarily exchange views and information and share best practices on how they address the impact of excessive and destabilizing accumulation and uncontrolled spread of SALW and conventional ammunition on women and children.

In 2019, the Forum for Security Co-operation Support Section of the OSCE’s Conflict Prevention Centre developed a “Guidance Note for Practitioners on Mainstreaming Gender into the OSCE assistance mechanism for SALW and SCA”. This note provides practical examples and tools on how to integrate a gender perspective throughout the assistance process.

Women’s participation in security and confidence-building measures remains low globally. A research paper published by the United Nations Institute for Disarmament Research (UNIDIR) in 2019 notes that while women’s participation in arms control, non-proliferation and disarmament diplomacy has steadily increased over the last four decades, women remain underrepresented in this field.\(^{15}\) A gendered distribution of diplomats in the UN General Assembly Main Committees persists, and the lowest

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\(^{13}\) All references to Kosovo, whether to the territory, institutions or population in this Report should be understood in compliance with United Nations Security Council Resolution 1244.


The Vienna Document on Confidence- and Security Building Measures (CSBMs) is a politically binding document that promotes predictability and military stability among OSCE participating States through transparency and verification measures, such as inspections and evaluations. It showed that women constituted just five percent of the total number of inspection team members and six percent of the total number of evaluation visit team members. Between 2011 and 2015 only four out of 468 inspection teams were led by a woman, while no woman was assigned to lead an evaluation visit team. In order to address the scarcity of female experts in the field of disarmament, arms control and non-proliferation, the OSCE has created the Scholarship for Peace and Security programme that provides trainings for young female professionals in these areas. The initiative, carried out jointly with the United Nations Office for Disarmament Affairs (UNODA), aims to increase women’s participation in policymaking, planning and implementation processes on hard security issues. In 2018 and 2019, 170 participants took part in the programme.

Among its alumnae are young women who have subsequently pursued a future career in the field of security issues; carried out awareness-raising campaigns and organized trainings on disarmament and non-proliferation in their countries. Some have also participated in drafting the first national action plan on the implementation of UNSCR 1325 in their country; and supported the creation of the first all-female demining team in Afghanistan. Continued efforts will be needed to further support the programme’s alumnae through networking and mentoring in the areas of arms control, conflict prevention and resolution.

The proportion of women (33 percent) is found in the First Committee on disarmament and international security. Women rarely head delegations in arms control, non-proliferation and disarmament forums, and there is an inverse relationship between seniority and women’s representation in these areas. The report concludes that more efforts are needed to speed up the move towards more gender balanced representation in diplomatic forums.

In 2016, the OSCE CPC prepared a statistical overview on women’s participation in verification activities conducted in the framework of the Vienna Document. It showed that women constituted just five percent of the total number of inspection team members and six percent of the total number of evaluation visit team members. Between 2011 and 2015 only four out of 468 inspection teams were led by a woman, while no woman was assigned to lead an evaluation visit team. In order to address the scarcity of female experts in the field of disarmament, arms control and non-proliferation, the OSCE has created the Scholarship for Peace and Security programme that provides trainings for young female professionals in these areas. The initiative, carried out jointly with the United Nations Office for Disarmament Affairs (UNODA), aims to increase women’s participation in policymaking, planning and implementation processes on hard security issues. In 2018 and 2019, 170 participants took part in the programme.

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