

The OSCE and “Women, Peace and Security”: 10 Years after the adoption of UNSCR 1325

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1. Introduction

On October 31st of 2000, the United Nation’s Security Council adopted Resolution 1325 on Women, Peace and Security, calling for the full and equal participation of women in all peace and security initiatives and advocating for the mainstreaming of gender issues in peace and security processes.

2. UNSCR 1325 and the OSCE

UNSCR 1325 addresses all states in general, all UN member states, all actors involved in negotiating and implementing peace agreements and involved in Disarmament, Demobilization and Reintegration (DDR), all parties to armed conflict. It also addresses the UN Secretary-General and all UN entities. The Resolution assigns to each of these stakeholders specific responsibilities and tasks with regards to **increasing the protection of girls and women from violence, the integration of a gender perspective in peace and security related activities, and the participation of women in decision-making processes.**

With the assignment of tasks and responsibilities to the different stakeholders, the UNSCR 1325 sets out a number of basic principles on the topic of women, peace and security, which universally apply to all international security organizations, including the OSCE¹. All OSCE participating States are UN member states and while both organizations share many commonalities, there are also many significant differences. Consequently, the OSCE has adopted some of the provisions of UNSCR 1325 directly, while “customizing²” others to its specific mandate and its comprehensive approach on security.

In 2004, the OSCE adopted an Action Plan for the Promotion of Gender Equality. The **Ministerial Council Decision 14/04 on the 2004 OSCE Action Plan for the Promotion of Gender Equality** sets out the priorities of the OSCE in promoting gender equality in the Organization and in all participating States, and to ensure the monitoring of its implementation. It stresses the need “to take all necessary measures to encourage gender awareness raising and to promote equality in rights and full and equal participation of women and men in society”. In order to achieve the goals laid out in the

¹ 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 in its region.

² The “customizing” involves the translation from the UN-context to the OSCE context. The operational activities of the OSCE through its field operations are not comparable to UN peace keeping operations. OSCE does not have own military or police services which are deployed during operations.

Action Plan, "participating States, the Secretariat, institutions and missions shall ensure that a gender perspective is integrated into OSCE activities, programmes and projects". Finally, the Action Plan states that, "gender equality contributes to comprehensive security, which is the goal of the OSCE activities in all three dimensions."

The Ministerial Council Decision highlights the following 3 strands to promote gender equality in the OSCE:

- Gender Mainstreaming in the structures and the working environment, and gender mainstreaming in recruitment³;
- Mainstreaming a gender perspective into OSCE activities, policies and programmes⁴ across the three dimensions;
- Promoting the rights, interests and concerns of women in six priority areas where inequality and discrimination are most prevalent⁵.

The Secretary-General is tasked to report on the progress of the Action Plan by submitting his Annual Evaluation Report to the Permanent Council.

The Action Plan assigns responsibility for its implementation to all OSCE actors. To assist field operations, institutions, participating States and units in the Secretariat integrate a gender perspective into their work, the Gender Section, part of the Office of the OSCE Secretary General, implements thematic programmes, develops tools and methodologies including on the implementation of UNSCR 1325, provides training to staff in co-ordination with the Training Section. The OSCE Office for Democratic Institutions and Human Rights (ODIHR) also implements programmes on gender equality and women's rights.

In 2005 the OSCE participating States adopted **Ministerial Council Decision 14/05 on Women in conflict prevention, crisis-management and post-conflict rehabilitation**. This decision refers more explicitly to UNSCR 1325 and focuses on the representation of women in conflict prevention and post-conflict rehabilitation processes, on training and education on the rights of women and girls, on sharing best practices regarding the participation of women in peace initiatives and on the evaluation of gender mainstreaming efforts. . On the same occasion, OSCE participating states adopted **MC.DEC 15/05 on Preventing and combating violence against women**, which is closely related to some of the provisions of the UNSCR 1325, focusing on the protection of girls and women.

The OSCE furthered its commitment towards the implementation of UNSCR 1325, during the Athens summit in December 2009 by adopting **Ministerial Council Decision 07/09 on Women's participation in political and public life**. The Decision addresses the under-representation of women in the OSCE area in decision-making structures within the legislative, executive and judicial branches among others, and calls for increasing women's share of higher level positions with the armed forces.

³ This strand addresses the topics of training, the role of management and the gender balance.

⁴ "Gender mainstreaming of OSCE activities, policies and programmes in the politico-military dimension shall also take into account obligation embodied in Security Council Resolution 1325 calling for increased participation of women in, *inter alia*, conflict prevention and post-conflict reconstruction processes" (Section III, Para 36.)

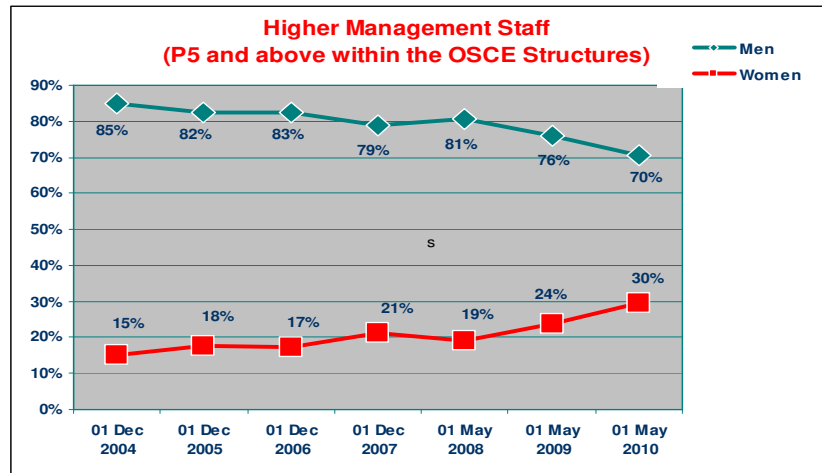
⁵ These priority areas are:

- establishing non-discriminatory legal and policy frameworks,
- preventing violence against women,
- promoting the participation of women in political and public life,
- promoting women's participation in conflict prevention, crisis management and post-conflict reconstruction,
- promoting equal opportunities for women in the economic sphere, and
- creating national mechanisms for the advancement of women.

3. The OSCE and the implementation of 1325: current status and activities

The participation of women in decision-making processes

Noticeable progress has been made in the OSCE regarding the representation of women in higher management positions (P5 and above.)



The number of women working in the OSCE first security dimension (relating to politico-military activities⁶) in the OSCE structures and as consultants to the OSCE, remains however low.

Given the diverse status of the OSCE Staff (contracted by the OSCE or seconded to the OSCE by a participating State) and the subsequent recruitment mechanisms, the OSCE has taken different initiatives to address the lower rates of women's participation within the first dimension:

- The OSCE Office of Internal Oversight, as tasked by the Secretary General, is currently in the process of conducting a survey on the secondment process. The findings of the survey, among other things, will help to create a strategy for achieving a gender balance in the secondment process.
- The Gender Section, in co-operation with other Secretariat Units, has developed the *GenderBase*, an electronic databank to attract suitable profiles of female experts and increase their pool for consultancies in politico-military fields.

The integration of a gender perspective in peace and security related activities

This refers to both the activities aimed at enhancing the capacity of OSCE staff to integrate a gender perspective in their work and the advocacy towards participating States to integrate a gender perspective in security and peace related policies and measures.

All international Staff who joins the OSCE is enrolled in the General Orientation (GO) programme. In this mandatory training programme, a module on gender equality in the OSCE provides information on the OSCE commitments to gender equality and on the tools which have been developed to integrate a gender perspective in the work of the

⁶ Addressing topics such as: Arms Control, Policing, Border Management and Security, Combating Terrorism, Military Reform, and Conflict Prevention.

OSCE. Additionally, every year, more in-depth three day training on gender mainstreaming is offered to OSCE Staff.

In order to institutionalize gender mainstreaming in the OSCE's project-work, the latest review of the OSCE Project Management Manual (2010) includes checklists and guidelines to integrate a gender perspective into the OSCE projects.

The Gender Section has launched a project to create online coaching modules to support staff working in the first OSCE-dimension. In addition, the Gender Section has published a number of resources and tools to assist OSCE staff to integrate a gender perspective into their work:

- Bringing Security Home: Combating Violence Against Women in the OSCE Region – A Compilation of Good Practices, June 2009.
- Guide on Gender-Sensitive Labour Migration Policies, May 2009.
- Integrating a Gender Approach into community policing, November 2008.
- Gender and Environment: A Guide to the Integration of Gender Aspects in the OSCE's Environmental Projects, November 2008.
- Filling the GAPS and Annexes, 2006 and 2008.
- OSCE Magazine, July-August 2009, on Gender and Security.
- Gender matters in the OSCE: CD toolkit, June 2010.

All tools are available at: www.osce.org/gender/publications.html

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) developed, in co-operation with ODIHR and UN-INSTRAW the **Gender and Security Reform Toolkit** which today is widely recognized and appreciated by organizations involved in Security Sector Reform (SSR) programmes.

At the request of field operations, the Gender Section has performed baseline gender assessments to support projects within the framework of Security Sector Reform programmes. These assessments have helped project and programme managers to integrate a gender perspective in their work.

The last 3 OSCE Chairmanships have put gender equality among their priorities, which has proved to be indispensable for the advancement of gender equality in the OSCE and for the further implementation of the principles of UNSCR 1325. Nevertheless, further efforts for the integration of a gender perspective remains necessary to maintain the momentum and capitalize on gained achievements. Security related issues continue to be discussed at different levels and in different fora within the OSCE structure: it is important to put "gender on the agenda."

With the support of the rotating Chairmanships⁷ of the Forum for Security Co-operation (FSC), which addresses military related security issues, the Gender Section launched a series of roundtables on the topic of "Gender and Security."

The first roundtable, "Involving women: A key issue in security and peace reconstruction" took place in March 2009. The second, entitled "Women in the Crossfire: UNSCR 1325 and SALW" featuring presentations on the gendered impacts of Small Arms and Light Weapons, was arranged in October 2009. A third roundtable on the topic of UNSCR 1325 is planned for September 2010.

⁷ The first and second roundtables were held in co-operation with the French and UK Chairmanships, respectively. The third will be supported by the upcoming Irish Chairmanship in September 2010.

In the framework of the FSC, the topic of "Gender and Small Arms and Light Weapons" was introduced during the review of the OSCE document on Small Arms and Light Weapons (SALW) in September 2009. As a result, some participating States have further advocated for a draft decision on the OSCE Plan of Action on Small Arms and Light Weapons. The draft decision (FSC.DEC/2/10) now contains explicit references to the integration of a gender perspective in SALW-control programmes.

Currently, all political bodies of the OSCE are engaged in the so-called "Corfu process", outlining and defining the future security strategy of the OSCE. On June 7th, a special meeting of the Security Committee took place on the topic of "Understanding the Benefits of Women's Involvement in Security". High level speakers advocated for including a gender perspective in the dialogue on future security and in any strategies and security policies to be developed by the OSCE

The Code of Conduct on politico-military aspects of security has been adopted in 1994 by all participating States. Its implementation is followed-up every year by participating States by way of a questionnaire, providing information on security issues. In 2008, 17 participating states decided to deepen their commitment towards the implementation of the Code by reporting on topics related to women, peace and security. They committed themselves on a voluntary basis to include information on this issue in accordance with the OSCE commitments on Gender Equality. With regards to reporting on the Code of Conduct in 2010, at current stage⁸, 8 participating States⁹ have replied to the questionnaire and have included information such as:

- The current policies to implement UNSCR 1325 (e.g. in defence, diplomatic and development activities) and a description of their National Action Plan on 1325 (if they have or are developing one);
- Statistics regarding the representation of women in the Armed Forces and information on policies to achieve gender equality within their respective Armed Forces;
- Measures taken to ensure that a gender perspective is integrated in military operations, including information on training curricula, on the deployment of gender advisors, etc;
- Initiatives to further advance the implementation of UNSCR 1325.

Participating States have asked for a reference guide to help them in responding to the questionnaire. It has been agreed with the Conflict Prevention Centre, that it will also include guidelines with regards to reporting on the topic of women, peace and security;

Increasing the protection of girls and women from violence

This topic is covered in a separate background paper.

4. Challenges and areas for future co-operation

National action plans (NAP) to promote UNSCR 1325

Following the adoption of UNSCR in 2000 and following the approaches that had been used to implement gender equality, several countries adopted national action plans on UNSCR 1325.

In 2006, UN-INSTRAW published "***Securing Equality, engendering Peace: a guide to policy and planning on women, peace and security (UNSCR 1325.)***" In this guide, UN-INSTRAW outlines a possible planning process for the elaboration of action plans on

⁸ As of June 2nd 2010.

⁹ Canada, Estonia, Finland, Norway, the United Kingdom, Lithuania, Slovakia and Sweden.

UNSCR 1325. UN-INSTRAW points out the advantages to create national action plans¹⁰: increased comprehensiveness, co-ordination, awareness-raising, ownership, accountability, and monitoring & evaluation.

Currently 17 states have adopted national Action Plans on UNSCR 1325, eleven of which are OSCE participating States¹¹. Some of the states are emerging out of conflict, while others participate in peace-keeping operations or support otherwise peace and security related processes and activities abroad.

Drawing on the experience of the National Action Plans that have been adopted so far, the following key points were identified during a 1325 conference in Oslo last year¹²:

- The importance of focusing on clear realistic and attainable objectives;
- The inclusion of cross-government strategies in the drafting and implementation processes;
- The development of a strong monitoring and evaluation framework in the NAP;
- The inclusion of budget lines to support the NAP's.

Using the underlying methodologies to establish action plans (strategic planning, participatory planning and gender/socio-economic analysis), some countries have included in their action plan issues that are closely linked to security and which, so far, have not been addressed: the recently published National Action Plan on UNSCR 1325 and 1820 of the Philippines, for example, contains a specific section dealing with Small Arms control in relation to violence against women, even identifying indicators for follow-up.

International organizations can provide a forum where discussion on the benefits of national action plans can take place and where experiences and best practices can be exchanged. This is not only beneficial for states which intend to draft a national action plan, but also for states that are reviewing their existing action plan.

Monitoring and evaluating the implementation of UNSCR 1325

Monitoring progress and evaluating results are the corner stones of any implementation process. This is applicable to the implementation of UNSCR 1325 at large, as well as to the implementation of National Action plans on 1325, mentioned in the previous paragraph. The definition and the development of indicators allows to:

- Improve decision making and allow corrective action if necessary;
- Measure progress and results as commonly agreed on by all stakeholders;
- Enhance accountability to all stakeholders;
- Assess overall performance of programmes and policies;
- Improve communication on policies by identifying activities, outputs, outcomes and impacts.

As part of the monitoring of the implementation of the Action Plan, the OSCE evaluates its progress every year by publishing the Secretary General's Annual Evaluation Report. The report contains detailed statistical data as well as descriptive parts on initiatives and projects. The last part of the report is dedicated to recommendations. One such recommendation deals with the initiative undertaken by the United Nations on the

¹⁰ The UN-INSTRAW guide holds a table comparing pros and cons of action plan on women, peace and security vs gender mainstreaming. UN-INSTRAW advocates for the drafting of NAP's, in combination with the gender mainstreaming strategy, in order to achieve more focus and visibility.

¹¹ As of May 15th 2010, the countries having adopted a National Action Plan on UNSCR 1325 are: Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands, the Philippines, Uganda and the United Kingdom. Other countries are in the process of developing their National Action Plan, such as Ireland, Serbia, Bosnia and Herzegovina.

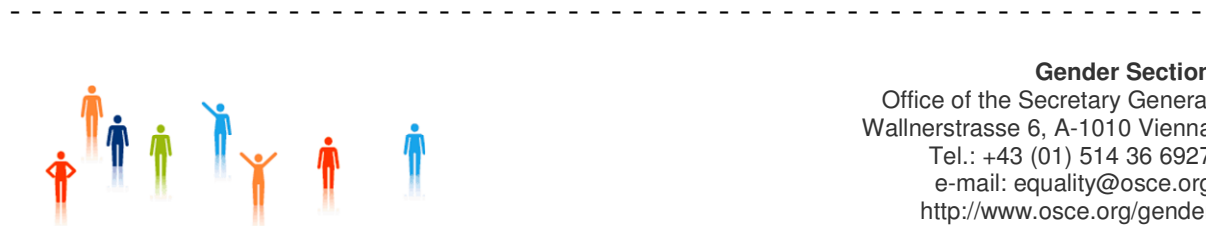
¹² "International conference on UN resolutions 1820 and 1325", held between 11 and 13 November 2009 and organized by UN-INSTRAW and the (Norwegian) FOKUS Forum for Women and Development.

development of indicators to monitor and evaluate the implementation of UNSCR 1325. Currently, the OSCE has no established set of quantitative indicators to monitor and evaluate the implementation of UNSCR 1325. However, the lack of indicators has not proved to be a critical factor in the overall goal of ensuring that gender issues become a top priority on the agenda of the OSCE. As evidenced by important advances in strengthening the foothold of gender issues as a thematic and efficiency oriented, cross cutting dimension, in achieving an improved gender balance as well as in the commitment of the last three Chairmanships to the issue of gender equality. More important is that gender issues continue to receive visibility and be advanced through close advocacy and co-operation with major OSCE actors and with senior levels of policy-making.

Continued advocacy for UNSCR 1325

As previously outlined, part of the activities of the UN, the CoE and the OSCE is devoted to advocate for the implementation of UNSCR 1325 to stakeholders. Over the last years, efforts were made to focus on the operational benefits and the added value of integrating a gender perspective in peace and security related processes. More research on the benefits of gender mainstreaming is needed to support this process, as well as the dissemination of information on "success stories", showcasing them to a broad audience.

Given the complexity of the implementation (addressing a broad variety of topics) and the diversity of the stakeholders (ranging from project managers or actors 'on the field' to policy-makers on the national and international level), co-operation between the UN, the CoE and the OSCE is needed to advance this issue in a more efficient way.



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