



 Office of Internal Oversight

Thematic Evaluation of the Implementation of the OSCE's 2004 Action Plan for the Promotion of Gender Equality



Report number: IE2017/5

Date issued: 28 August 2018

This evaluation was led and conducted by Ms. Barbara Torggler, Deputy Director of the OSCE Office of Internal Oversight (OIO) and Head of Evaluation, with the support of Ms. Elisabeth Duban, gender consultant. Ms. Sabina Sinjerean, Junior Professional Officer in OIO, significantly contributed to the data collection and analysis. Ms. Lana Ackar, Associate Gender Officer in ODIHR, Mr. Aziz Tyuryaev, Temporary staff member in OIO, and Mr. Sebastian Fessler, Junior Professional Officer in OIO, also provided valuable inputs.

OIO thanks the members of the evaluation reference group from the OSG/Gender Section, CPC/PESU, OIO, the SMM, the OSCE Mission in Kosovo, the OSCE Mission to Serbia, and ODIHR, for their feedback and support during various stages of the evaluation process. Special thanks are also extended to the following OSCE executive structures for hosting members of the evaluation team: The Presence in Albania, the Programme Office in Astana, the Mission to Bosnia and Herzegovina, the Programme Office in Dushanbe, and the Mission in Kosovo.

Last but not least, the evaluators thank OSCE staff members from many executive structures, external partners, experts, and counterparts in participating States, who were consulted for this evaluation, for sharing their perspectives and experiences. This significantly enriched this evaluation.

This report reflects the evaluative perspective of its authors, and does not necessarily represent the views expressed by any of the stakeholders and members of the evaluation reference group listed above.

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Acronyms

| | |
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| AML | Anti-Money Laundering |
| ATU | Action Against Terrorism Unit |
| BiH | Bosnia and Herzegovina |
| CEDAW | Convention on the Elimination of All Forms of Discrimination against Women |
| CFT | Countering of Financing of Terrorism |
| CoE | Council of Europe |
| CSO | Civil Society Organization |
| ExB | Extrabudgetary |
| GAP | Gender Action Plan |
| GBV | Gender-Based Violence |
| GFP | Gender Focal Point |
| GLP | Gender Liaison Point |
| HCNM | High Commissioner on National Minorities |
| HoM | Head of Mission |
| LGBTI | Lesbian, Gay, Bisexual, Trans-, and/or Intersex |
| MC | Ministerial Council |
| NAP | National Action Plan |
| NGO | Non-Governmental Organisation |
| OCEEA | Office of the Co-ordinator of OSCE Economic and Environmental Activities |
| ODIHR | Office for Democratic Institutions and Human Rights |
| OIO | Office of Internal Oversight |
| OSCE | Organisation for Security and Cooperation in Europe |
| PCU | Project Coordinator in Ukraine |
| pS | participating States |
| RFOM | Representative on Freedom of the Media |
| SDGs | Sustainable Development Goals |
| SG | Secretary General |
| SMM | Special Monitoring Mission to Ukraine |
| SPMU | Strategic Police Matters Unit |
| THB | Trafficking in Human Beings |
| UB | Unified Budget |
| UNSCR 1325 | United Nation Security Council Resolution 1325 |
| VERLT | Violent Extremism and Radicalization that lead to Terrorism |

Executive Summary

Introduction

1. The OSCE Action Plan for the Promotion of Gender Equality was endorsed by the Ministerial Council in 2004 (MC.DEC/14/04). Since then, it has served to guide the OSCE's efforts to advance gender equality. In 2012, the Office of Internal Oversight (OIO) conducted its first review of the 2004 Action Plan, focusing on the integration of a gender perspective in the activities, projects, programmes and policies of the OSCE. The present evaluation repeated this approach and also looked at the institutional structures and processes in place to support gender mainstreaming and gender-specific programming. Gender mainstreaming was examined across executive structures, and involved all three OSCE dimensions, the politico-military, the environmental and economic, and the human.

Evaluation Purpose and Scope

2. The main purpose of this evaluation was to contribute to organizational learning, and to provide recommendations that would help the OSCE strengthen its work, produce results, and better demonstrate the organization's achievements in the future.

3. The following specific objectives guided this evaluation:

- To assess the effectiveness of the organizational structures and practices in place to advance the promotion of gender equality in policies, programmes, projects and activities;
- To identify lessons learned, good practices and demonstrated results in implementation that can contribute to learning across executive structures; and
- To assess the relevance and comparative advantage of the OSCE's work for the promotion of gender equality and the empowerment of women.

4. A detailed list of the questions that guided this evaluation can be found in the evaluation terms of reference, included in Annex I. The evaluation covered the period from 2012, when the previous OIO evaluation report was published, up to the time of the present evaluation in 2017.

5. A variety of methods were used for this evaluation. These included a systematic in-depth desk study of relevant OSCE Decisions, policies, strategies, programmatic documents, reports, prior evaluations, and of selected academic and other studies; and a review of gender mainstreaming evaluations of other international organizations, in order to synthesize lessons learned that might be of relevance to the OSCE. A large number of semi-structured interviews with a variety of stakeholders from the geographic areas covered by the OSCE were conducted in addition to visits to five OSCE field structures. The evaluation also included a detailed portfolio review of project documents from each of these five structures; a review of project proposals implemented in 2016, covering the Secretariat and all field structures; an analysis of Head of Mission and field office / activity reports to the Permanent Council, OSCE publications and events, press releases, and OIO evaluations, project expenditure data; and observation of several relevant conferences, meetings and capacity building events.

Background

6. The OSCE 2004 Action Plan for the Promotion of Gender Equality (MC.DEC/14/04), (hereinafter the 2004 Action Plan), together with a number of related Ministerial Council Decisions, constitute the main OSCE policy environment for the Organization's efforts regarding gender equality. The 2004 Action Plan highlights the values that are at the core of the OSCE's mission, and particularly stresses the right of women to fully exercise their human rights, as well as the link between gender equality and comprehensive security - the OSCE's main objective.

7. The 2004 Action Plan foresees gender mainstreaming as an important strategy for the work towards gender equality, and it calls for a gender perspective to be taken into account in the Organization's activities, projects, and programmes. Participating States, the Chairperson-in-Office, the Secretary General, and the Heads of Institutions and Missions, are jointly responsible for the promotion of gender equality in the policies and practices of the OSCE, with the goal of achieving gender equality both within the OSCE's operations, as well as in participating States. In 2014, a Ministerial Decision was taken to develop an Addendum to the Action Plan. However, so far the OSCE's Permanent Council has not approved any revision due to a lack of consensus among participating States.

Evaluation findings and conclusions

Institutional structures and processes

8. Among the OSCE institutional structures involved in the implementation of the 2004 Action Plan, the Secretariat's Gender Section plays the main role. Most OSCE officials interviewed for this evaluation see it as the primary custodian of the 2004 Action Plan and the central entity that is expected to be driving its implementation at the organizational level. Other structures, such as ODIHR and the Special Representative of the OSCE Chairperson-in-Office, also play an important role in terms of supporting the implementation of the 2004 Action Plan at the level of the organization and in participating States.

9. The OSCE has several types of gender advisors and officers working in its various executive structures. Similar to the Secretariat's Gender Section, a number of them, such as the OSCE Mission in Kosovo, the OSCE Mission to Bosnia and Herzegovina, and the Special Monitoring Mission to Ukraine, have dedicated gender advisors and / or gender officers. Most of these staff are located in their respective Head of Mission offices and support the implementation of the 2004 Action Plan across their Mission. Additionally, in a large number of executive structures, there are officers who manage gender-specific interventions related to various thematic areas, such as democratic governance, or combating trafficking in human beings. Most of the activities they manage either belong to the OSCE's human dimension work or are cross-dimensional in nature.

10. The gender advisors and officers, together with other OSCE officials, are united in the OSCE-wide Gender Focal Point (GFP) Network that has over 70 members from all executive structures. The GFP Network is managed by the Secretariat's Gender Section. The majority of executive structures furthermore have local GFP networks and / or working groups with members from various departments and units.

11. Evidence collected during this evaluation indicates that in those field structures that have dedicated gender advisors and officers, more progress with gender mainstreaming has been made than in others that lack such dedicated gender resources. The fact that they all operate out of Head of Mission or Head of Department offices also seems to have been significant as it has put them at an advantage in terms of access to senior leadership support and outreach across their entire executive structure.

12. The Organization-wide GFP Network has also made a contribution to advancing the implementation of the 2004 Action Plan. Its establishment is a major achievement of the Secretariat's Gender Section. Most of the GFPs interviewed appreciate being united in a Network, especially as it provides them with the opportunity to connect with and share experiences with other Network members. Many staff members also consider the local GFP networks and working groups within executive structures important mechanisms to support gender mainstreaming in activities, policies and programmes.

13. The evaluation also established, however, that several shortcomings hamper the effectiveness of these networks. They revolve around several issues including the content, leadership, composition and impact of these networks. For instance, the evaluation observed a general demand for more frequent information exchanges, including about good practices, especially in those areas where gender mainstreaming is perceived to be difficult. There is an interest in relevant state-of-the-art tools, guidance material, analysis and research from within and outside the organization. The evaluation team also observed the need, albeit not recognized by many, to share evidence of how gender mainstreaming can positively influence the achievement of the OSCE's larger objectives, thereby contributing not only to increasing gender equality, but also to ensuring peace and security.

14. There is a clear call for stronger leadership of the Network and for more active engagement of the Gender Section as an initiator and facilitator of exchange and learning through the Network, including by engaging, supporting and providing feedback to GFPs on a more frequent basis. The evaluation further observed that while many of the members of the OSCE-wide GFP Network as well as of local GFP networks and working groups are extremely committed, competent and active, this is not always the case. There are others, who either do not fulfil these requirements, or they do, but because they lack seniority they also lack access to leadership, and therefore the ability to influence decision-making. Furthermore, given that the large majority of GFPs works in the human dimension, outreach to staff working in the first and second dimensions or in recruitment and fund administration is not automatic. Efforts are currently made by the Gender Section as well as several executive structures to strengthen the various GFP networks. Good practices in this regard also exist. For instance, the SMM's group of gender focal points stands out as one of the most active and internally networked in the OSCE.

Gender Equality Roadmaps and Action Plans

15. At the time of the evaluation, both the Secretariat and ODIHR had developed gender equality roadmaps and nine (out of 16) field structures had gender action plans, while three additional ones were in the process of developing them. In most cases the creation of these roadmaps and action plans was driven by gender advisors, officers and focal points. The development of such documents constitutes a significant step forward in terms of establishing the institutional structures and processes required to support the implementation of the 2004 Action Plan.

16. Yet, a review of the roadmaps and action plans available to OIO revealed that the quality of these plans is very uneven, with several of them having significant shortcomings that should be remedied in order to convert them into more effective strategic planning instruments. Guidance material for the development of good quality action plans is currently being developed by the Gender Section. Good examples of OSCE action plans that could serve as models for others also exist.

The Gender Marker

17. Another important initiative to strengthen the institutional structures and processes in support of gender mainstreaming was the introduction of a gender marker to help assess the degree to which both Unified Budget and Extrabudgetary projects are gender mainstreamed. In 2016 the gender marker was piloted at the Unified Budget Proposal level in six Secretariat Departments, two field structures and ODIHR. Since then, several executive structures decided to apply the gender marker beyond this level, and to integrate it into their project development processes. The gender marker is also being used across the OSCE as part of project-level self-reporting to the Secretary General's Annual Report on the implementation of the 2004 OSCE Action Plan. A strategic decision regarding the future use of the gender marker beyond the pilot stage is still pending. This has created a certain loss of momentum with some of those who were originally motivated to introduce it. The gender marker methodology also requires further refinement and dissemination in order to be more useful.

Leadership commitment

18. The evaluation found that within the OSCE, management support for gender mainstreaming has varied over time, and across executive structures, management levels, areas of work and dimensions. While there is no scarcity of statements of support for gender equality, real leadership action for change has not always been consistent. Consequently, more often than not progress is the result of the personal motivation and enthusiasm of a few individuals, whose commitment and determination have made a difference, rather than the consequence of an institutionalized effort.

19. There are also only few executive structures that have introduced measures to follow up on staff performance in the area of gender mainstreaming. Specific initiatives include the integration of related objectives in regular performance appraisal procedures for GFPs. This general omission might be due to a misconception held by supervisors and other staff alike that contributing to gender equality can be left to the 'gender people' (gender section, gender advisors, gender experts, GFPs), most of them women, rather than understanding it as every staff member's responsibility.

20. Importantly, the evaluation also noticed the lack of a clear narrative and shared theory of change about why gender mainstreaming is important. *Many OSCE officials still have a very limited understanding (or no understanding at all) of how the integration of a gender perspective could contribute to achieving the mission and larger objectives of their unit.* Therefore, starting from the level of the Secretary General, Heads of Institution, and Heads of Mission, clear and sustained messages are important in more than one way, including to explain (1) that gender mainstreaming is central to achieving the organization's mission and objectives related to peace and security (and why this is so), and (2) to confirm that gender equality is a human right and therefore a goal in itself, and (3) to emphasize that all OSCE officials are expected to contribute to these goals.

Gender mainstreaming in the project cycle

21. An analysis of proposals of projects implemented in 2016 demonstrates two positive trends since 2011. There has been improvement in the proportion of project proposals that can be considered fully gender mainstreamed, and there has been a small reduction in the number of gender blind proposals. More significant trends have not been especially positive. The most significant change from 2011-2016 was an increase in the proportion of projects that only vaguely mention gender, with a corresponding decrease in those that raise gender concerns in a more meaningful way. In fact, in 2016, more than half of the proposals for Unified Budget and Extrabudgetary projects combined merely mentioned gender vaguely, while only about 30 per cent included it in a more substantial way. Fully mainstreamed proposals still only account for less than ten per cent of the total. With few exceptions, most of them belong to the human dimension. The figures suggest that despite investments and combined efforts to improve gender mainstreaming over the past five years, positive changes have been minimal.

22. An in-depth analysis of the portfolio of selected executive structures confirms these trends. While the majority of project proposals mention gender in some form, there continue to be gender blind documents (both proposals and self-evaluations) that make no references to gender mainstreaming or gender equality objectives. A review of projects over time does indicate, however, that there have been improvements in some field structures in how gender mainstreaming is approached, thanks to these structures' concentrated efforts in this area.

23. With regard to the effectiveness of gender mainstreaming by dimension, the analysis shows that gender equality concerns have been included across all three dimensions to some extent. Significant differences do exist, though, in that gender equality concerns are better integrated in the human dimension than in the other two dimensions. The best performers in terms of gender mainstreaming are the OSCE Mission in Kosovo and the OSCE Mission to Serbia. They have the largest proportion of gender mainstreamed projects. The Mission to Serbia is the executive structure with by far the largest proportion of *fully* gender mainstreamed project proposals in 2016. Once more, most of these proposals belong to the human dimension.

Gender-specific programming and gender mainstreaming

24. While progress in gender mainstreaming has been slow overall, a positive finding is that many interesting and relevant interventions exist in all three dimensions. They include both gender-specific

projects (i.e. projects that have gender equality as a principal objective) and gender mainstreamed interventions. Regarding first dimension interventions, key results of gender mainstreaming can be seen in the enhancement of women's professional role in security institutions and the use of varied mechanisms to increase overall gender sensitivity, as well as enhanced female participation in public safety initiatives at the community level. Positive developments in the first dimension are very much tied to the fact that UNSCR 1325, and related Security Council Resolutions, provide guideposts around which programming can be developed, and the OSCE has done well to both promote UNSCR 1325 and align its programming with the Resolution's objectives. This is one of the areas where the OSCE has the potential to become a thought leader in the context of the intersections of security, conflict prevention and conflict resolution and gender. This would, however, require Organization-wide efforts to better capture the results of its work.

25. Positive steps were also taken to apply a gender lens to topics such as VERLT and de-mining and arms control projects. Further efforts are needed to clarify what effective gender mainstreaming should look like in these contexts. Too often, first dimension projects still rely on including objectives for one-time equal participation of women and men in events, or addressing the issue of domestic violence, as fulfilment of gender mainstreaming requirements.

26. In the second dimension, the evaluation observed that many projects, for instance on women's economic empowerment, might be highly relevant for participating States. However, given their small scope, the impact of such projects in terms of improving women's economic status might be negligible. Often the outcomes of such interventions are also not known due to lack of follow-up. Projects that concern natural resources management and disaster risk reduction demonstrate positive examples of gender mainstreaming in terms of varied interventions to increase women's participation and to address gender differences in the impact of natural disasters. Higher-level results (at the outcome and impact levels) could not be determined. There have also been efforts to include a gender-sensitive approach in work on labour migration. Gaps were observed in second dimension anti-corruption and environmental projects in that they tend to more often take a gender blind approach or to include objectives on female participation only.

27. The third dimension is where the majority of gender-specific projects exist. Third dimension programming that has had particularly positive results include capacity-building in gender-responsive budgeting; gender-sensitive legal reform; various interventions to promote women's political participation and empowerment; addressing gender-based violence; and gender analysis and research. In terms of gender mainstreaming, however, even in the third dimension there is room for improvement. Many activities still fall back on a basic approach of ensuring gender balance in events.

28. Overall, the evaluation found that overwhelmingly the focus of gender mainstreaming interventions is on ensuring women's participation in programming as an end in and of itself. There is a lack of creative thinking and use of transformative approaches that would entail challenging gender stereotypes and cultural attitudes, causing people to question the cost of inequitable gender roles and norms.

29. Evaluation of the OSCE's publications (limited to tools and manuals) and regular events revealed that there is often a disconnect or lack of harmony between guidance and recommendations developed regarding gender mainstreaming and project design. Specifically, publications and events

often exhibit more progressive or cutting-edge thinking around gender topics than is reflected in interventions carried out by various executive structures. This finding points to weaknesses in knowledge transfer within the organization and times when approaches are not uniform.

Monitoring and Evaluation

30. Within the project cycle, gender mainstreaming is weakest at the monitoring and evaluation stage. Partly, this is because systems to identify the results of gender mainstreaming are not planned for or identified at the project design stage. While most project proposals have at least some illustrative performance indicators to verify progress, few of these are gender-specific. Even when there are such indicators, they often lack the required quality and specificity. Overall, even when gender considerations are quite effectively integrated in project concept notes and proposals, there is an Organization-wide tendency for them to evaporate by the time progress reports and final self-evaluations are written. Likewise, very few examples of commissioned evaluations were found to address gender mainstreaming.

31. At the level of executive structures, Programme Budget Performance Reports do provide some information on the implementation of gender equality commitments. This information, however, is not very detailed. A high level review of outcome-level Key Performance Indicators across executive structures also reveals that gender-sensitive indicators at that level are quite rare, and mostly relate to work in the human dimension. Only few have indicators to measure progress in terms of gender mainstreaming in the politico-military dimension, and very few relate to the economic and environmental dimension.

32. This means that achievement of outcomes of the OSCE's work, in terms of transforming gender stereotypes, behaviour change, policy implementation, etc. is not systematically measured, and therefore very little data exist. This is unfortunate for many reasons, not least because it makes it very difficult for the OSCE to demonstrate what has been achieved. Evidence suggests that more results may actually have been achieved than those documented. The absence of monitoring data also complicates any type of evaluation work, including the present evaluation exercise.

The Way Forward

33. International experience shows that if gender equality is to become an integral part of the culture of an organization, then consistent and sustained action is needed in many areas. There is no one single magic bullet to make it happen. As this evaluation has demonstrated, while progress has been made within the OSCE in some areas, there is still a long way to go in many others. It also became apparent that in the OSCE, gender equality and the requirement to mainstream gender are indeed still seen by many to be competing with other priorities, rather than to be contributing to achieving programmatic objectives and implementing the main mission of the OSCE in the area of peace and security.

34. The evaluation generated a number of recommendations with corresponding action items directed to the Secretary General, Secretariat departments and units, and to other executive structures. They are intended to help take gender mainstreaming to the next level, and to ensure and

demonstrate results in terms of comprehensive security and gender equality, and ultimately make the Organization more effective. They can be clustered under the headings of:

- I. Strengthen governance and improve complementarities between executive structures*
- II. Improve gender equality roadmaps and action plans, and strengthen their implementation*
- III. Scale-up the support to gender advisors and gender focal points*
- IV. Strengthen leadership for gender mainstreaming*
- V. Enhance capacity building and learning*
- VI. Advance the work on the gender marker*
- VII. Improve the integration of a gender perspective in the project cycle*
- VIII. Increase the effectiveness of gender-specific programming and gender mainstreaming*
- IX. Enhance gender mainstreaming in publications, events and reports to participating States*
- X. Strengthen monitoring and evaluation*

35. The recommendations, together with a number of concrete proposed action items, are included in the respective sections of this report and a full list is available in its final chapter.

1 Introduction

1. The OSCE's Action Plan for the Promotion of Gender Equality was endorsed by the Ministerial Council (MC) in 2004 (MC.DEC/14/04). Since then, the Action Plan has been guiding the OSCE's efforts to advance gender equality. In 2012, the OSCE's Office of Internal Oversight (OIO) conducted its first review of the implementation of the Action Plan, focusing on the integration of a gender perspective in the activities, projects, programmes and policies of the OSCE. The earlier review showed that while some progress had been made across the organization and in specific programmatic areas, the integration of a gender perspective in project proposals, programming and reporting had not been fully realised. It also revealed that gender is still almost exclusively associated with the human dimension, and that there was a need to better share resources and guidance material, as well as lessons learned and good practices across the organization, and to use the Gender Focal Point Network in a more strategic manner.

2. The present evaluation, likewise, considered the integration of a gender perspective in the activities, projects, programmes and policies of the OSCE. It also examined the institutional structures and processes in place to support gender mainstreaming and gender-specific programming. It examined the work across executive structures, and involved all three OSCE dimensions, the politico-military, the environmental and economic, and the human.

3. It seemed opportune to conduct this evaluation at this point of time. First, because discussions are ongoing with the current Austrian Chair(wo)manship and within the organization about how to take the work for gender equality forward in the most effective way. This evaluation aims to feed into, and to provide, evidence-based findings and conclusions that can inform related policy discussions.

4. Second, in times when resources are scarce and competition for them is rising, the OSCE is under increased pressure from donors and partners to demonstrate results and the value added of its work, including in the area of gender equality. This evaluation wants to contribute to this endeavour by helping to identify good practices as well as challenges that are in the way of achieving optimal results.

5. And third, the last OIO review of the OSCE's work on gender equality was completed in 2012.

Five years later, it was time to take stock of progress made since then, and to contribute findings and

Core terms:

For the purpose of this evaluation *gender mainstreaming* and *gender-specific programming* were defined as follows:

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.¹

Gender-specific interventions are those that have gender equality as a principle objective, i.e. specifically aim to address existing gender inequalities as their main objective.

¹ This definition of mainstreaming from the Official Records of the General Assembly, Fifty-Second Session, Supplement No. 3 (A/52/3/Rev.1), chapter IV, paragraph 4, is referenced in the 2004 OSCE Action Plan for the Promotion of Gender Equality.

recommendations that reflect new developments within and outside the OSCE, and that take changes in context into consideration.

1.1 Evaluation purpose and scope

6. The main purpose of this evaluation is to contribute to organizational learning with regard to the integration of a gender perspective in the policies, programmes, projects and activities of the OSCE, and to provide recommendations that will help the OSCE strengthen its work, produce results, and better demonstrate the organization's achievements in the future.

7. The following specific objectives guided this evaluation:

- To assess the effectiveness of the organizational structures and practices in place to advance the promotion of gender equality in policies, programmes, projects and activities;
- To identify lessons learnt, good practices and demonstrated results in implementation that can contribute to learning across executive structures;
- To assess the relevance and comparative advantage of the OSCE's work for the promotion of gender equality and the empowerment of women.

8. The evaluation focused on the implementation of the second pillar of the OSCE's 2004 Action Plan. In order to better assess the degree to which policies, programmes, projects and activities integrate a gender perspective, consideration was also given to the effectiveness of organizational structures and processes in facilitating gender mainstreaming. A detailed list of questions that guided this evaluation can be found in the evaluation terms of reference that are included in Annex I of this report.

9. Through field visits and a portfolio review, the evaluation concentrated on policies, programmes and projects in two geographical areas, South-Eastern Europe and Central Asia. In compiling experiences with gender mainstreaming and insights on organizational structures, examples were also found in OSCE initiatives from other regions. The time frame covered the period 2012, when the previous OIO evaluation report was published, up to when the present evaluation was conducted in 2017.

1.2 Methodology

10. The evaluation was conducted in a participatory way, with dedicated times provided for consultation and discussion. It used a primarily qualitative approach including the following methodologies. (Further details about these are included as Annex II to this report.)

11. A systematic in-depth desk study of relevant OSCE Decisions, policies, strategies, programmatic documents, reports, prior evaluations and reviews etc.; as well as a review of selected academic and other studies on the integration of gender equality concerns in interventions related to the OSCE's mandate (security sector);

12. A review of gender mainstreaming evaluations of other international organizations, in order to synthesize lessons learned that might be of relevance to the OSCE;

13. Semi-structured interviews (both in-person and by phone) with a large number and variety of stakeholders from the geographic areas covered by the OSCE, and including Senior Management, staff, Government and civil society counterparts, programme/project partners, international partners and experts. A full list of persons interviewed can be found in Annex III of this report.

14. Multi-site data collection with a purposive sampling of cases (policies, programmes, projects, structures and processes) to be examined. Visits to five OSCE field operations: (1) Presence in Albania, (2) Mission to Bosnia and Herzegovina, (3) Programme Office in Astana, (4) Mission in Kosovo², and the (5) Programme Office in Dushanbe. Extensive interviews and some site visits were conducted in each country.

15. A portfolio review of project documents from each of the five above-mentioned field operations for Unified Budget (UB) and Extrabudgetary (ExB) projects for the years 2012-2017, using documents obtained from the OSCE's DoCIn system, complemented by additional documentation, and information obtained through interviews. The portfolio review was complemented by a separate statistical analysis of all UB and ExB project proposals implemented in 2016, covering the Secretariat and field structures.

16. An analysis of Head of Mission and field office / activity reports to the Permanent Council, OSCE publications and events, press releases, and OIO evaluations, for the period 2012 – 2017, and of data on annual expenditures for gender-specific projects (UB and ExB) for 2012-2016, consolidated from OSCE's ORACLE system.

17. Observation of relevant conferences, meetings and capacity building events, including the 2017 OSCE Gender Equality Review Conference, where emergent evaluation findings were presented.

18. OIO convened an informal evaluation reference group at the outset of the evaluation that consisted of representatives from several executive structures. The reference group provided feedback to the evaluation terms of reference and on the draft evaluation report. A number of reference group members were requested to provide advice and in-puts during the evaluation process.

1.3 Limitations and constraints

19. OIO's resource constraints created one of the main challenges for this evaluation exercise. Given the limited number of contracted staff in OIO's evaluation section at the time of the evaluation (two staff members), only one official could be engaged in this evaluation. She was assisted by a Junior Professional Officer, as well as an external consultant, who was involved in two (out of five) field missions. This complicated the data collection and limited the time available for analysis.

20. The main constraint, however, was the low quality of project documentation in many executive structures, the shortage of monitoring data (especially on the outcome level), and the fact that not all relevant information is stored on DoCIn. As a consequence, the evaluation team had to

² Note the status neutrality of the OSCE's engagement in Kosovo.

make considerable efforts to compensate for this by conducting additional interviews and looking for information elsewhere.

21. Furthermore, the fact that OSCE field operations vary greatly in their mandates, ways of working, number and capacity of staff, budget, and scope of programmes/projects, made direct comparisons between executive structures difficult.

2 Background

2.1 External policy environment

22. The 2004 OSCE Action Plan for the Promotion of Gender Equality recalls several international treaties and policy documents, primarily the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action. These documents not only affirm the fundamental principle of gender equality, but they also set forth commitments and goals for the States parties. In brief, CEDAW is the most comprehensive international framework for addressing discrimination against women, and as such, the treaty itself and general recommendations and conclusions of the treaty-monitoring Committee all serve as guidance for OSCE's gender mainstreaming efforts.

23. Especially relevant to the OSCE's mandate are State party obligations to establish laws and policies to protect against discrimination, to eliminate harmful gender stereotypes and discrimination in the economic sphere, to ensure equality before the law and protect women's equal rights to participate in political and public life as well as to represent the country at the international level. General recommendations to CEDAW further elaborate State party commitments on such issues as violence against women, the rights of female migrants, women in conflict and post-conflict situations and women's access to justice. Likewise, the Beijing Platform for Action has a broad scope, defining strategic actions and objectives in a number of critical areas of concern that are relevant to the OSCE's comprehensive approach to security.

24. Several thematic treaties and resolutions are of particular importance to the OSCE's work. To date, the UN Security Council has adopted eight resolutions on the subject of women, peace and security, which collectively provide guidance on how to ensure women's equal and full participation in the prevention and resolution of conflicts, peace-building and peacekeeping and which reiterate state commitments to protect women and girls from gender-based violence in situations of armed conflict. UN Security Council resolution 1325 (UNSCR 1325) is the core document that is further elaborated by subsequent resolutions (the most recent in 2015). The UN Convention against Transnational Organized Crime, and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children sets forth states' obligations and is therefore a central document for the OSCE in terms of gender mainstreaming into its efforts on combating human trafficking.

25. At present, of the 57 OSCE participating States (pS), all but nine are members of the Council of Europe (CoE). As such, these states should not only adhere to European human rights principles and standards on gender equality, but they may also be bound by treaties that address particular human

rights issues. Notably, the CoE Convention on Action against Trafficking in Human Beings reinforces the UN Convention on the same subject. Furthermore, of the participating States that are also CoE members, 23 have ratified the Council's newest gender-specific treaty, the Convention on preventing and combating violence against women and domestic violence (known as the Istanbul Convention). Several participating States in which the OSCE has field operations have signed the Istanbul Convention and are in the process of preparing for ratification. The Convention is the most comprehensive on the subject of violence against women, and it also makes clear that such violence cannot be addressed without also considering gender equality. Like CEDAW, the Istanbul Convention obligates states to implement measures to overcome gender inequalities. Under the Istanbul Convention, applying a gender perspective also means recognition that men and boys can be victims of some forms of violence based on their gender.

26. The 2030 Agenda for Sustainable Development was adopted in 2015, building on the Millennium Development Goals. The Agenda includes 17 Sustainable Development Goals (SDGs), one of which (Goal 5) is to achieve gender equality and empower all women and girls. Participating States are at varying stages of developing national frameworks and targets for Goal 5. Gender has also been mainstreamed in indicators related to several of the other SDGs. Goal 16 on the promotion of just, peaceful and inclusive societies is also particularly relevant for the OSCE. The processes taken by national governments to articulate, implement and monitor the SDGs and OSCE gender mainstreaming efforts should be mutually reinforcing.

2.2 Internal policy environment

27. The OSCE's 2004 Action Plan for the Promotion of Gender Equality (MC.DEC/14/04), hereinafter, the 2004 Action Plan), together with a number of related MC Decisions, constitute the main OSCE policy environment for the organization's efforts. The 2004 Action Plan specifically refers to the above mentioned Convention on the Elimination of All Forms of Discrimination against Women (1979), to the Beijing Platform for Action (1995), and to UNSCR 1325 (2000). It followed the OSCE's earlier Action Plan for Gender Issues from 2000 (PC/DEC/353). The Action Plan was adopted by the OSCE's Ministerial Council in December 2004.

28. It highlights the key values that are at the core of the OSCE's mission, including the respect for human rights and fundamental freedoms, democracy, and the rule of law. It particularly stresses the right of women to fully exercise their human rights, as well as the link between gender equality and comprehensive security, the OSCE's main objective. The Action Plan foresees gender mainstreaming as an important strategy for the work towards gender equality, and calls for a gender perspective to be taken into account in the Organization's activities, projects, and programmes. Participating States, the Chairperson-in-Office, the Secretary General, and the Heads of Institutions and Missions, are jointly responsible for the promotion of gender equality in the policies and practices of the OSCE, with the goal of achieving gender equality both within the OSCE's operations, as well as in participating States.

29. The Action Plan is organized around the following three pillars:

Gender-mainstreaming the structures and working environment, and gender-mainstreaming in recruitment:

30. This involves training for all OSCE officials in gender awareness and mainstreaming a gender perspective in their everyday work. Training should be tailor-made for each staff category in order to meet their specific needs and should cover the process of gender mainstreaming of OSCE policies, programmes, and projects, including by taking a gender perspective into account at the planning, reporting, implementation and evaluation stages.

31. The importance of strong leadership in building gender awareness in the OSCE and in creating a gender-sensitive and professional working environment and management culture are also highlighted, as well as the need for managers' performance and sensitivity to gender equality concerns to be taken into account in performance appraisals. The Action Plan furthermore calls for the OSCE's organizational regulations, rules, directives, and instructions to be reviewed with a view of including a gender perspective. Emphasis is also put on the importance of transparent and fair recruitment processes and the need for more women to be nominated and recruited, especially in those positions where they are still under-represented.

Mainstreaming a gender perspective into OSCE activities, policies, programmes and projects:

32. Again, gender mainstreaming as a shared responsibility of participating States, the Secretariat, Institutions and Missions is pointed out, as well as the achievement of gender equality as a goal and as a pre-requisite for comprehensive security. The Action Plan also highlights that this process should aim at overcoming negative stereotypes and at changing perceptions, as well as at developing attitudes conducive to bringing about equality between women and men in participating States.

33. In this endeavour, executive structures should be supported by gender advisors, as well as by internal gender working groups led by gender focal points who are appointed at a sufficiently high level and with access to senior management. The importance of gender analyses in project design, of monitoring and evaluation of progress made, as well as the need for gender-sensitive reporting, are also pointed out.

Promoting Gender Equality in participating States:

34. This chapter of the Action Plan starts with a clear call for participating States to assume, individually and collectively, primary responsibility and accountability towards their citizens for the implementation of their commitments on equal rights and opportunities for women and men. It furthermore states that they have committed themselves to making equality between women and men an integral part of policies both at the State level and within the Organization. This is followed by a list of recommendations for how participating States could exercise their responsibilities.

35. The Action Plan also provides the OSCE's structures with a number of thematic areas that executive structures should prioritize in their cooperation with participating States. These include ensuring non-discriminatory legal and policy frameworks; preventing violence against women;

ensuring equal opportunities for women's participation in political and public life; encouraging women's participation in conflict prevention, crisis management and post-conflict reconstruction; promoting equal opportunities for women in the economic sphere; and building national mechanisms for the advancement of women.

36. The provisions of the Action Plan have been complemented over the years by several Ministerial Council Decisions that relate to specific aspects of the Action Plan. It concludes by calling on the Secretary General (SG), Heads of Institutions and Heads of Missions to develop plans for the implementation of measures for achieving the aims of the Action Plan. The SG is required to report to the Permanent Council on an annual basis on progress made in implementing the Action Plan. The SG's report should include inputs from all executive structures. Last but not least, the Action Plan stipulates that resources will be required for its implementation, and that the document itself would be revised when the Permanent Council so decides. So far no revision has been approved by the Council, although a Ministerial Decision was taken in 2014 to develop an Addendum to the Action Plan. The proposed 'Addendum' was, however, subsequently not approved by the Council due to the lack of consensus among participating States.

2.3 Review of evaluations of gender mainstreaming in other international organizations

37. This evaluation also conducted a review of evaluations of gender mainstreaming in other international organizations³. Gender mainstreaming efforts have been going on for many years, and today a considerable number of related evaluations and other evaluative exercises are available online. Additionally, guidance materials developed by non-governmental organizations (NGOs) and academics provided a perspective on general good practices in gender mainstreaming. The purpose of this exercise was to gain insights into common challenges concerning gender mainstreaming and to learn from the recommendations that other evaluations have generated.

38. One of the main lessons to be drawn from these evaluations is that effective gender mainstreaming is the result of a combination of complementary measures and structures, rather than the consequence of one or two specific activities. These complementary measures include the adoption of a policy environment (gender policies, strategies, action plans) that is contextualized within organizational mandates and strategic documents; clear objectives, indicators, and benchmarks against which progress can be measured, together with gender-sensitive monitoring and evaluation systems; strong leadership commitment; adequate allocation of resources (both human and financial); investment in capacity building activities; effective support structures (gender advisors, gender focal points etc.); a system of accountability and incentives; and the integration of gender performance targets in job descriptions, terms of reference and staff personal development plans, including at senior management level.

³ A full list of the organizations and documents consulted as part of this review is included in the bibliography in Annex V of this report. They include studies from the European Commission, the African Development Bank Group, various UN Agencies and others.

Figure 1: Complementary measures ('ingredients') required for gender mainstreaming



39. Effective gender mainstreaming remains a challenge for most organizations, and many of the obstacles and weak points uncovered by this evaluation concerning the OSCE are also common for others. Lessons learned by other organizations therefore offer a useful perspective that can be applied to the OSCE’s approach to gender mainstreaming going forward. It is in this spirit, that key insights from the review of evaluations of gender mainstreaming in other organizations are offered in dedicated boxes throughout the text of the present report.

2.4 Context

40. This evaluation acknowledges that OSCE’s work promoting gender equality is very much influenced by contextual factors. The OSCE’s participating States span a large region and represent countries with differing historical and cultural backgrounds. Despite the fact that virtually all participating States are signatories to international conventions on gender equality themes, there is considerable diversity in terms of whether national governments express the political will to fulfil their obligations. In some States, a great deal of progress has been made and gender equality is integrated into reform agendas and part of national dialogue.

41. In others, the climate seems to have worsened and gender equality movements have been met with considerable backlash. Nationalism, especially in post-Soviet countries, at times expresses itself as a return to traditional values which also encompass rigid gender roles for women and men. In Balkan countries the rise of nationalism has significantly affected women’s rights during and after the conflict, the consequences of which are still visible today. Although the OSCE’s gender mainstreaming policy is the uniform standard for the organization and participating States, the evaluators are aware that inconsistent views on gender equality and its promotion present challenges to collaboration and programming.

3 Institutional Structures and Processes

42. This chapter looks at the institutional structures and mechanisms for mainstreaming gender in the work of the organization. In line with the evaluation terms of reference, the evaluation focused on those structures and mechanisms that have a direct bearing on gender mainstreaming in the policies, programmes, and projects of the organization. The chapter starts with a discussion of shared responsibilities and governance related to the promotion of gender equality in policies, programmes, and projects, and continues with reflections about gender action plans, the global gender focal point network, gender resources, management support, and the application of the gender marker. Related issues such as training for gender mainstreaming and recruitment are also touched upon.

3.1 Shared responsibilities and governance

Sharing responsibilities

43. The 2004 Action Plan not only stipulates that responsibilities for the promotion of gender equality are shared between participating States, the Chairperson-in-Office, the Secretary General, and the Heads of Institutions and Missions, but also specifically calls on executive structures and various entities (units within executive structures) to exercise leadership in particular areas. These include the Secretariat's Department for Human Resources regarding gender mainstreaming in performance appraisals and recruitment; the Secretariat's former Project Coordination Cell, and its Press and Public Information Section (now called Communication and Media Relations); as well as gender advisors, gender working groups, and gender focal points across executive structures. Several of these structures will be discussed in more detail below.

44. Regarding specific support responsibilities to participating States, one or several executive structures and / or entities are assigned to particular thematic areas. For instance, ODIHR's role is to ensure non-discriminatory legal and policy frameworks, and equal opportunities for the participation of women in political and public life. HCNM and RFOM are also expected to contribute to the latter. Secretariat entities, including OCEEA, the SPMU and ATU, are expected to support other thematic areas. The Action Plan furthermore calls upon the OSCE's Parliamentary Assembly, with the help of its Special Representative on Gender Issues, to promote gender equality in Parliamentary Assembly discussions.

45. An important institutional resource that is not mentioned in the 2004 Action Plan is the Special Representative of the OSCE Chairperson-in-Office on Gender. Special Representatives are nominated by the Chairperson-in-Office to help deal with crises or to ensure better co-ordination of participating States' efforts in specific areas. The main task of the Special Representative on Gender is to advocate for the promotion of gender equality and the empowerment of women in participating States. She does this by visiting selected countries at the request of the Chair(wo)manship and by engaging political leadership, Government and civil society representatives, and other stakeholders, in discussions around topics related to gender equality. Normally, a report on her visit is then issued, including a number of recommendations to the relevant participating State. In the last years, visits have taken the current Special Representative to Ukraine, Bosnia and Herzegovina, and Georgia. Upon request of the Chair(wo)manship, the Special Representative also participates in key OSCE events, such as the Human Dimension Implementation Meetings and the Annual Gender Review Conference,

the second of which was held in 2017.

46. The Secretariat's Gender Section is also not specifically mentioned in the Action Plan, as it did not exist in its current form when the 2004 Action Plan was developed, nor are a few other entities and functions that were more recently established. Most staff members interviewed see the Secretariat's Gender Section as the main custodian of the 2004 Action Plan and the central entity that is expected to be driving its implementation at the organizational level. While having no official mandate, it serves the Secretary General, in whose Office it is also located. The activities undertaken by the Gender Section are both numerous and diverse, implicating a variety of thematic areas (all three dimensions), many different clients (pS' delegations, Chairperson-in-Office, SG, senior management, staff, field structures, counterparts in pS etc.), and a mixture of different types of engagement (advocacy, awareness raising, policy dialogue, reporting, technical support and capacity building, exchange and cooperation with other international organizations, speech writing, reviewing project proposals, event organization, etc.).

47. The Gender Section also manages a number of projects, which include supporting participating States with the development of National Action Plans for the implementation of UNSCR 1325, and encouraging voluntary reporting on UNSCR 1325, and building the capacity of women's mentor networks. One of the largest (and still ongoing) projects has been the mostly EU-funded survey on the security and well-being of women in various OSCE pS.

48. On one hand, the Gender Section's long list of activities reflects the needs, demands and expectations that the organization has vis-à-vis the Gender Section. The diversity of activities also points to the complexity of interventions that are required to make gender mainstreaming fully operational. Most staff members interviewed consider the Gender Section to be the main point of contact and support structure for gender related topics and concerns in the organization. (Some also interpret this to mean that anything that relates to gender equality is to be addressed by the Gender Section, at least for issues of concern to the Secretariat, rather than dealing with it by themselves.) On the other hand, the evaluation also observed a certain lack of strategic planning and priority setting on the side of the Gender Section, which has led it to spread its resources thinly across many different activities (see above), and not always in the most strategic and effective way.

Streamlining the work of the Gender Section

49. This evaluation proposes a number of complementary measures to better focus and strengthen the role and work of the Gender Section. These include defining clear working priorities for the Gender Section, particularly with regard to striking the right balance between more internally oriented activities, such as providing inputs to policy and programme development, supporting gender mainstreaming in the work of executive structures, including a gender perspective in training activities etc., and more externally oriented activities, such as advocacy and awareness raising with pS (in Vienna and in the field) and project implementation. Clear direction for this will be required from senior management. There is also a need for the Gender Section to identify its main comparative advantage, to set clear priorities and to be more strategic in its own work, and to identify a few long-term objectives to be achieved within the next few years. Naturally, this process would have to include consideration of whether some current activities could be given less priority.

50. For instance, it is quite clear that the Gender Section has a certain comparative advantage with regard to providing support for gender mainstreaming, as it is the only entity that can do so across executive structures and across all three OSCE dimensions, and that can facilitate sharing of good practices and lessons learned between them. As this evaluation established (and this will be discussed in more detail below), not only more support, but also more strategic support is needed in this area, including by providing tailor-made training and back-stopping to advance gender mainstreaming, strengthening the gender focal point network and working with gender advisors across the organization to build additional support structures outside the Secretariat.

51. Another area where the Gender Section has a significant comparative advantage is that of serving as a knowledge hub / resource centre on gender and security, especially regarding the 1st and 2nd dimensions, as well as a number of cross-cutting issues. This type of work includes collecting, analysing, and making good practices on gender equality in the context of comprehensive security available across the organization. It also involves the development of tools and guidelines, thematic reports, and the provision of expert advice to other executive structures. Data collected by this evaluation confirmed the need for this type of support, which was also expressed by staff members from various executive structures. Expectations also exist that the Gender Section would play a more active role in terms of helping field structures introduce new and innovative practices with regard to gender mainstreaming.

52. For strategic reasons, the Gender Section's engagement in the area of advocacy and awareness raising is also required, in order to help the SG advance specific topics at the political level in Vienna. Supporting the respective Chairperson-in-Office, whenever requested, is vital as well. Most importantly, however, the Gender Section should be part of key policy dialogue and strategic planning processes. Some argue that the Gender Section's location in OSG would automatically guarantee access to all important processes, or if not, that gender equality concerns could be raised by OSG's management. There is, however, evidence to suggest that in the past the Section has not always had the possibility to participate in important policy discussions, and / or that it was sometimes only invited to contribute late in the process, once the policy document had already been drafted or the main decisions had already been taken. OSG management also oversees seven other units that are part of OSG, and it has not always had the capacity to advocate for the inclusion of gender equality concerns into all processes either. On some occasions the Gender Section, while invited, might also not have contributed due to lack of capacities or competing priorities.

53. At the time of the evaluation discussions were ongoing about the possibility of increasing the level of the post of the Senior Gender Advisor, which is expected to facilitate access to these high level policy and planning processes. While this might indeed be the case, other potential ways to ensure the integration of gender concerns into high level policy dialogue and planning processes could also be considered until such a decision is taken, for instance having a SG's instruction to include the Gender Section automatically in all relevant dialogues and meetings, and whenever other Directors are involved. The elevation of the Gender Unit would certainly have the benefit of increasing its visibility and image, which would send a strong signal of organizational commitment to gender equality to both executive structures and participating States.

Creating synergies and improving coordination

54. The division of and complementarity of labour between the Gender Section and other structures / entities is also not entirely clear to all, and there are some with whom coordination could be improved. One such example is the limited integration of the work of the Chairperson-in-Office's Special Representative. On one hand, the Special Representative's work is much appreciated both by the Gender Section and by the executive structures visited. According to staff interviewed, her visits have created a great deal of visibility for OSCE's gender equality work and raised awareness with Government and civil society counterparts. Reportedly, this has given a boost to the OSCE's efforts to advance the implementation of the 2004 Action Plan in those specific participating States. On the other hand, however, beyond these particular contexts, insights and lessons learned from these country visits do not seem to have systematically been shared and used to inform policy making and planning in the organization.

55. It would be worth considering, as was already done in the past, whether the function of the Special Representative of the OSCE Chairperson-in-Office on Gender and the Gender Section could be combined in one Secretariat office, similar to the Office of the Special Representative for Combating Trafficking in Human Beings. Doing this would automatically bring the two functions closer together, raise the profile and visibility of the work for gender equality, facilitate the integration of gender equality perspectives in policy and planning, as well as help clarify the Gender Section's role vis-à-vis participating States. Setting clear priorities for the work of the combined office would, of course, still be essential, as the demands and expectations regarding the results to be achieved by these combined functions are likely to increase even further. Additional resources (both financial and human) for such a combined office would also be required.

56. Evaluation findings also point to the need for the Gender Section and ODIHR to better define their relationship, including the boundaries and complementarities of their respective mandates, the division of labour, and cooperation modalities. As was mentioned above, ODIHR's thematic responsibilities in regard to supporting pS are described in the Action Plan, while the Gender Section's are not. The evaluation observed a few areas in which more clarity regarding each structure's unique comparative advantage and the most effective division of labour would be beneficial in order to ensure complementarity of activities. These include, for instance, the work on UNSCR 1325. Some staff members expressed the view that everything that concerns the third dimension should be left to ODIHR, but since many activities are multi-dimensional, this distinction is not always clear cut. Furthermore, ODIHR's role differs from that of the Gender Section, and there are certain activities, such as supporting gender mainstreaming in OSCE programmes and projects in the third dimension, as well as policy dialogue related to third dimension topics, where the Gender Section's involvement is also required.

57. At the working level, cooperation between ODIHR staff and Gender Section staff seems to function quite well. Coordination calls are conducted regularly, and these are appreciated by both sides. The cooperation could be taken further by also increasing coordination at the policy level, and by seeking each other's inputs in annual as well as longer term planning processes. This would not only help improve coordination, but also ensure that the work is complementary and builds on each entity's specific comparative advantage.

58. Overall, in the organization there are also many other actors that are involved in the implementation of the 2004 Action Plan. Interviews conducted as part of this evaluation confirmed that executive structures do indeed consider the implementation of the Action Plan as one of their roles. It also became apparent, however, that within executive structures not all staff members see the promotion of gender equality as a shared responsibility, and that some believe that all gender equality-related work should be dealt with by gender advisors and / or gender focal points, rather than acknowledging the need for themselves to also contribute (a similar pattern to that noted above about the Gender Section's role within the Secretariat).

ACTION POINTS:

- Clarify the mandate / role of the Gender Section and set clear working priorities for it.
- Clarify the division of labour, and improve coordination between ODIHR and the Secretariat, including the Gender Section and other entities, in concerned thematic areas (UNSCR 1325; gender-based violence and others).
- Ensure that the Gender Section is involved in key strategic and programmatic planning and decision making processes.
- Improve the creation of synergies between the work of the Special Representative on Gender and the Gender Section.
- Consider combining the two functions of the Special Representative on Gender and the Secretariat's Senior Gender Advisor into one (such as for combatting trafficking in human beings).

3.2 Gender equality road maps and action plans

59. Despite it being called an 'Action Plan' the OSCE's 2004 Action Plan for the Promotion of Gender Equality lacks many of the elements of a classical action plan, such as clear objectives in terms of results to be achieved, indicators to measure progress, and time-lines for implementation. There is also no underlying shared organization-wide theory of change that describes how the activities listed in the 2004 Action Plan would contribute to peace and security. Cognizant of some of these issues, the 2004 Action Plan stipulates that the SG and Heads of Institutions should, by 2005, develop plans with concrete measures for implementing it.

60. The Secretariat's Gender Equality Roadmap, covering the period from 2017 – 2020, was developed over the past few years, and finally adopted by the SG in 2017. ODIHR developed a Gender Mainstreaming Roadmap (2016 – 2018), which was endorsed by its Director in 2017.⁴ Nine (out of 16) field operations have also developed Gender Action Plans for their respective operations.⁵ Most of them span a period of three years. Some of the current gender action plans already constitute second generation plans, and integrate lessons learned from earlier plans. Three additional field structures are currently in the process of developing their first action plans.⁶ Four field structures do not have

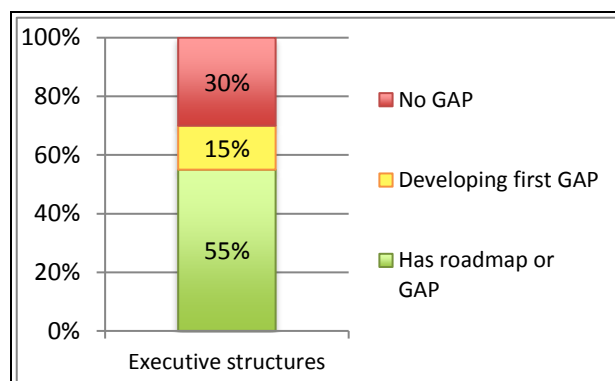
⁴ ODIHR did not provide its Roadmap to OIO despite repeated requests to do so. OIO was told that the Roadmap was currently being revised.

⁵ The following nine field structures / programmes have gender action plans: Presence in Albania, Mission to Bosnia and Herzegovina, Programme Office in Dushanbe, Mission to Moldova, Mission to Montenegro, Mission to Serbia, Mission to Skopje, Project Coordinator in Uzbekistan, and the Special Monitoring Mission to Ukraine (SMM). The SMM has started developing a follow up gender action plan for the year 2018 and onwards.

⁶ The following three field structures are currently developing (or planning to develop) their first action plans: Programme Office in Astana; the Programme Office in Bishkek, which is developing a Gender strategy for the mission 2017-2020, to be followed by an annually updatable gender action plan; and the Mission in Kosovo.

any gender action plan⁷, nor do the RFOM and the HCNM⁸. Thus, just under a third of executive structures currently do not have a dedicated gender action plan. See Figure 2 below.

Figure 2: Status of Gender Action Plans in Executive Structures (2017)



61. The development of these roadmaps and action plans constitutes a significant step forward in terms of establishing the institutional structures and processes required to support the implementation of the 2004 Action Plan. Yet, a review of the 10 OSCE roadmaps / action plans available to OIO revealed that the quality of these plans is very uneven, with several of them having significant shortcomings that should be remedied in order to convert them into effective strategic planning instruments. Good examples of OSCE action plans that could serve as models for others also exist.

Good practice example: The Gender Strategy and Action Plan of the Programme Office in Dushanbe

The OSCE Programme Office in Dushanbe has developed a comprehensive three-year Gender Strategy (2016 – 2018) that describes how the main provisions of the 2004 Action Plan apply in the specific country context. The Strategy outlines the roles and responsibilities of Senior Management in regard to the implementation of the strategy and the coordination of the Office’s gender focal point network, as well as the responsibilities that gender focal points and programme managers have for gender mainstreaming.

Terms of Reference (TORs) for the gender focal points have also been developed. The Strategy explains at what stage of the programme / project cycle gender concerns should be considered. It specifies, for instance, that in programmes and projects, gender aspects should be considered as early as the project formulation phase.

The Strategy furthermore provides a list of activities that the Office commits to undertake to mainstream gender in various thematic areas. It also explains how staff capacities for the promotion of gender equality will be built, and how gender equality concerns will be taken into consideration in recruitment and public information.

The Office’s Gender Strategy is accompanied by an Annual Gender Action Plan that outlines in detail the activities to be undertaken in a given year, responsibilities, time-

⁷ The following structures do not have any gender action plans: Centre in Ashgabat; Project Co-ordinator in Ukraine; Observer Mission at the Russian Checkpoints; Personal Representative of the Chairperson-in-Office on the Conflict Dealt with by the OSCE Minsk Conference.

⁸ The HCNM does, however, have a 2014 Implementation Strategy for the 2004 OSCE Gender Action Plan.

frames for implementation, and associated costs. It is foreseen that the implementation of the Office's Gender Action Plan is monitored on a quarterly basis.

62. Some of the other action plans, such as those from the Mission to Bosnia and Herzegovina, the Mission to Serbia, and the Presence in Albania, also demonstrate many of the above features. The Secretariat's new Roadmap stands out in that it doesn't only include indicators but also clear benchmarks (milestones) related to some of the indicators. This is important because without clear objectives and benchmarks, measuring progress towards expected results will be difficult, if not impossible.

63. ODIHR's process of conducting an in-depth Strategic Review⁹ of its gender mainstreaming efforts so far, which served as a basis for the development of the new Roadmap, is a promising practice for other executive structures in the OSCE.

Good practice example: ODIHR Strategic Review of Gender Mainstreaming

In order to thoroughly assess gender mainstreaming efforts, ODIHR initiated a Strategic Review, which was completed in 2013. This involved establishing baseline information on programming (through a staff survey, focus groups and document review), and generated both advice pertaining to gender mainstreaming in key projects, and general recommendations on improving the process in ODIHR on the whole.

The Strategic Review process produced several outputs to aid in gender mainstreaming, such as an instruction on project development, and templates for budget requests and performance appraisals. The review process also included workshops to draft ODIHR's cross-departmental Roadmap for gender mainstreaming (2014-2016).

Why is this a good practice? The review provided recommendations for concrete actions, and hence a solid basis for the subsequent development of ODIHR's Roadmap. The review methodology engaged with staff to identify roadblocks to gender mainstreaming. Several outputs of the Strategic Review were tools to aid in gender mainstreaming.

64. Several other OSCE action plans are deficient in that they lack all or many of even the most basic features of an action plan, such as a description of the goals to be achieved, time-lines, indicators, and responsibilities. While the development of these action plans might still serve to raise awareness about gender equality, their usefulness as tools to drive change, guide action, and measure progress is questionable. In many ways the weaknesses of gender action plans reflect general weaknesses with regard to strategic planning and results-based management in the organization.¹⁰

65. The evaluation also observed that many action plans tend to reflect the status quo, i.e. describe activities that are already ongoing or foreseen, rather than being truly aspirational and geared towards the future; the large majority of them furthermore focus on the human dimension,

⁹ OSCE/ODIHR. 2013. Strategic Review: Enhancing Gender Mainstreaming in ODIHR Programmes. Synthesis Report.

¹⁰ To remedy some of the shortcomings of gender action plans, the Gender Section has prepared a draft guidance note on developing Gender Action Plans that was reportedly being field-tested when this evaluation was finalized (January 2018).

which raises the question of how gender mainstreaming in the first and second dimensions is expected to be improved. As this evaluation found, and previous assessments came to similar conclusions, gender mainstreaming is often focused on the third dimension, and so there is all the more reason for action plans, strategies and roadmaps to be geared toward filling gaps in the other two dimensions. Interviews with programme staff across dimensions also showed that many staff members indeed do not consider the gender action plans to be guiding documents for mainstreaming gender in their respective programme / project portfolio.

66. This might also be due to the fact that in most cases, the development of the action plans was driven by the executive structures' gender experts and focal points (including the Secretariat's Gender Unit). Overall ownership for these action plans by programme staff therefore remains to be established. Several gender focal points also reported about futile efforts on their side to more actively involve programme staff (working in all three dimensions) in the development of these action plans. Fairly often staff members seem to have shown only limited interest or capacity to actively participate. As a result, certain programmatic areas tend to be under-represented in the action plans.

67. It is still too early to draw any overall conclusions about the effectiveness of the various roadmaps and action plans, given that implementation of most plans only started in 2016 or later. Data collected during this evaluation suggests, however, that so far action plans have not been particularly effective. There have been improvements in some structures, however, and more information on this will be provided in a later chapter of this report.

BOX: LESSONS LEARNED FROM OTHER ORGANIZATIONS

Relevant and effective gender action plans are:

- results-oriented;
- resourced;
- supported by incentive structures to encourage their consistent use; and
- linked to accountability measures that make their use mandatory.

68. Evaluations of gender mainstreaming in other international organizations also show the importance of linking gender policies and strategies both conceptually and operationally to the corporate strategic plan. Otherwise, they risk becoming isolated documents that fall outside the main planning, implementation, monitoring and reporting processes. They might also be considered of little relevance by those responsible for these larger thematic areas and programmes.

69. In the OSCE context this could mean that each gender strategy and action plan should be linked to the respective executive structure's overall strategic document (where those exist), or at least, what is in the action plan should be connected to the work-plan of the larger programme that it relates to. For instance, an activity to promote women's participation in conflict prevention, crisis management and post-conflict reconstruction that is mentioned in a gender action plan, should be considered part and parcel of any existing larger conflict prevention, crisis management and post-conflict reconstruction programme.

70. To conclude, the evaluation highlights the following features that are likely to contribute to ensuring the effectiveness, usefulness and benefits of any gender-related policies/strategies:

- Conducting a prior gender analysis (of the issues to be addressed) as well as a review of what has worked so far and what has not in terms of gender-specific programming and mainstreaming (i.e. lessons learned);
- A consultative and inclusive process for developing the roadmap / action plan;
- Linking the roadmap / action plan to programmatic work-plans, objectives and results (based on a shared theory of change / intervention logic);
- Results-orientation;
- Time-lines for implementation;
- Objectives, indicators, and benchmarks (to measure progress in implementation);
- Identifying the resources required to implement the activities planned;
- A staff member at higher level who is committed to driving the process of developing and implementing the roadmap / action plan;
- Technical support provided by a gender advisor and / or gender focal point with relevant expertise in this area;
- A clear description of the responsibilities for implementation and follow-up;
- Incentive structures and accountability measures;
- Effective dissemination of the policy / strategy;
- Procedures for monitoring and evaluating progress in implementation, and
- Accountability measures in case of non-compliance.

ACTION POINTS

- With the support of gender advisors and experts, develop common quality standards / guidelines for the creation, structure, and follow-up of gender action plans / roadmaps in the OSCE.
- With the support of gender advisors and experts, develop / revise existing gender action plans / roadmaps to ensure their usefulness as strategic planning (and potential advocacy and fund-raising) instruments that fulfil the required quality standards (as listed above).

3.3 Resources

3.3.1. Human resources

71. The OSCE has a variety of resources to support the implementation of the 2004 Action Plan. These include dedicated gender advisors and officers in various parts of the organization, such as in the Gender Section in the Secretariat, in ODIHR and in several field structures, as well as a large number of gender focal points in service throughout the organization. The Special Representative of the OSCE Chairperson-in-Office on Gender also supports the work of the organization.

Gender advisors and officers

72. The roles and positions of the OSCE’s dedicated gender resources vary. There are gender advisors and officers whose main role is to support gender mainstreaming within the programmes and activities of their respective executive structures and / or in other executive structures, and there are those whose main role is to manage and / or implement gender-specific activities that promote gender equality in pS. The first group of gender advisors is located in the Secretariat’s Gender Section and in three field structures. The following table provides an overview:

Table 1: Gender advisors and officers (1st group)

| Executive structure | Unit / department | Title / position | Sex |
|---------------------|---|--|-----------------|
| Secretariat | Gender Section / OSG | 1 Senior Gender Advisor, 4 Gender Advisors | 5 females |
| Mission in Kosovo | Office of Central Coordination / Department of HoM | 1 Gender Advisor | 1 male |
| | Analysis and Reporting Cell / Office of the Director / Department of Human Rights and Communities | 1 Senior Advisor 1 National Programme Officer | 2 females |
| Mission to BiH | Planning Unit / Office of HoM | 1 National Programme Officer, Gender Issues 1 National Programme Officer, Gender Strategies | 2 females |
| SMM | Gender Office / Office of HoM ¹¹ | 1 Gender Advisor | 1 female |
| | | 1 Monitoring Officer acting as Gender Officer (on a rotational basis, initiated in September 2017) | 1 female / male |

73. Typically, the main role (or one of the main roles) of these gender advisors and officers is to **support others in integrating a gender perspective into the activities, policies, programmes and projects** of their respective executive structure or department. In the case of the Secretariat, support is also extended to executive structures in the field. This type of work also involves raising awareness of the gender dimensions of policies and programmes, building capacities of staff, management and partners; sharing good practices, reviewing projects to ensure that a gender perspective is integrated etc. It often also involves coordinating the local network of gender focal points, representing the office in relevant international meetings etc. Additionally, some of the gender advisors implement gender-specific projects, while others promote gender mainstreaming in the working environment, in recruitment, performance management etc.

74. As the table shows, most of these advisors / officers are located in the respective HoM office. The Secretariat’s Gender Section is part of OSG. In the case of the OSCE Mission in Kosovo, only one advisor is based in the HoM office, while the other two work in the Office of the Director of the Department of Human Rights and Communities, the Mission’s largest department.¹² In the Mission to

¹¹ The SMM’s Gender Office was established in 2017 per the SMM’s new organigram. Prior to that, the SMM only had a gender advisor.

¹² The gender equality and mainstreaming portfolio of the Mission in Kosovo was established within the Analysis and Reporting Cell of the Department of Human Rights and Communities in 2016. The roles and responsibilities of the two staff members carrying the portfolio are

Bosnia and Herzegovina, the two gender officers were previously part of the Human Dimension Department. Their positions were moved to the HoM Office's planning unit in 2016. In the case of the SMM, the gender advisor, who was part of the Human Dimension Unit in the past, now manages a dedicated Gender Office, reports directly to the Deputy Chief Monitor, and participates in the SMM daily Senior Management Meeting. As a new practice, the advisor is supported by monitoring officers assigned to the SMM's Gender Office on a rotational basis. All in all, the OSCE currently has 11 professional staff, 10 women and one man, working full time (or most of their time) in a support role, assisting others within the organization with the fulfilment of their gender equality-related commitments.

75. The other group of gender advisors and officers are those whose main role is to **manage gender-specific programmes and projects** in specific thematic areas. They work in dedicated units in various executive structures. These include staff in ODIHR, which has two dedicated gender advisors and officers located in the Democratic Governance and Gender Unit that is part of the larger Democratization Department¹³, as well as the Gender Equality and Anti-Trafficking Unit (Department of Human Dimension Activities) of the Programme Office in Dushanbe; the Civil Society and Gender Unit (Democratization Department) of the Presence in Albania; the Anti-Trafficking/Gender Unit of the Mission to Moldova; the Human Security Unit of the Project Co-ordinator in Ukraine; and the Gender Section in the Secretariat, which also has staff working on an ExB funded project.¹⁴ There are others who primarily work on gender-specific interventions without this necessarily being indicated in the name of their respective positions or units. For instance, the Mission in Kosovo has two staff members in the Public Participation Section of the Democratization Department, and two staff members within the Special Advisory Unit of the Office of the Director of the Department for Security and Public Safety, who work full- or most of their time on gender-specific interventions. ODIHR reports to have three advisors and officers working on Gender and the Security sector and Anti-Trafficking issues located in the Human Rights Department, and there are also other executive structures with staff members that manage gender-specific interventions.

76. All these units have staff with significant expertise and experience related to gender equality programming. With only one exception, dedicated professional gender staff in these units are all females. Most of the activities they manage either belong to the OSCE's human dimension work, or they are cross-dimensional in nature, for instance interventions related to combating human trafficking.

77. To summarize the above, the evaluation distinguished between two groups of gender advisors and officers: (a) those whose main role (or one of their main roles) is to advise and support other OSCE

described in detailed terms of reference. They include working with the three Department sections as well as with Regional Centres to "...to monitor, advocate, report and implement the Department's programmatic activities designed towards fostering gender equality within thematic portfolios...., to assess how the Department can foster gender equality through all its programming by both identifying specific gender equality activities to implement and by gender mainstreaming within all activities of the Department." This also entails working "... with each Section to ensure gender mainstreaming within the Section's monitoring, advocacy and reporting, and project implementation". They also work on gender specific projects of the three sections in the department.

¹³ The Democratic Governance and Gender Unit has the following two dedicated posts: 1 Advisor on Gender Issues, and 1 Associate Gender Officer. The Chief of the Democratic Governance and Gender Unit deals both with gender equality, as well as with democratic governance in the broader sense. All three of them are females. An additional gender-specific post currently exists in ODIHR's Tolerance and Non-Discrimination Department. This post was approved in 2017 and vacant at the time when this evaluation was conducted.

¹⁴ The names of the positions of these staff members specifically refer to 'gender', such as 'gender and anti-trafficking officer', 'national civil society and gender officer', or 'national gender officer'.

staff with integrating a gender perspective in policies, programmes, projects and activities, and (b) those whose main role is to manage and implement gender-specific projects and activities in specific areas related to the OSCE's mandate. The former group's advisory role is primarily **internal**, as it is OSCE staff that mostly benefits from its services, while the latter group's services are largely directed towards **external** counterparts in pS, i.e. those who benefit from the implementation of OSCE policies, programmes, projects in activities.

78. While this division of labour is not always clear-cut, as some of the advisors and officers with internal responsibilities might also directly deal with external counterparts, and vice versa, it is nevertheless significant when looking at the availability of resources to support gender mainstreaming within the organization. As the table above shows, there are currently 11 gender advisors and officers in the OSCE whose primary role (or one of their primary roles) is to provide support internally. Out of these 11, six are based in three specific field structures (OSCE Mission in Kosovo, Mission to Bosnia and Herzegovina, and the SMM). Their work is focused on these three particular structures. **This means that the remaining 13 field structures (as well as the three Institutions) primarily rely on the Secretariat's Gender Section, the OSCE-wide GFP Network, or internal GFP networks for support.**

79. Evidence collected during this evaluation indicates that in those field structures that have 'internal gender advisors and officers' (OSCE Mission in Kosovo, Mission to Bosnia and Herzegovina, and the SMM), more progress with gender mainstreaming has been made than in others. The fact that the gender advisors and officers all operate out of Head of Mission or Head of Department offices also seems to have been significant as it has put them at an advantage in terms of access to senior leadership support and outreach across the entire executive structure. Ideally, each field structure would have its own dedicated gender advisor(s) located in the office of the HoM or HoDs. Considering the OSCE's limited financial resources, this possibility seems to be unrealistic for most field structures at the moment. Secretariat support and GFP support therefore remain vital for most of them.

80. Regarding the Secretariat, however, having a Gender Section located in OSG does, so far, not seem to have significantly improved gender mainstreaming in the programmes and projects of the Secretariat. This is due to various reasons, including the Section's remit across executive structures, which implies that the Gender Section cannot focus on the Secretariat alone. Many other issues also play a role, such as limited management support, weak capacities of some GFPs, and lack of accountability measures, which are discussed in other parts of this report.

The OSCE-wide Gender Focal Point Network

81. The OSCE's Gender Focal Point Network spans the entire organization, including the Institutions, and comprises 74 GFPs.¹⁵ Out of these, the Secretariat, Institutions, and the Parliamentary Assembly together have 41 GFPs. All field structures combined have 33 GFPs. The Network also includes most of the above-mentioned gender advisors and gender officers. The Secretariat's Gender Section established and manages the Network. This entails organizing annual GFP meetings, and sharing information about activities and events that could be of interest to Network members (such as those organized on the occasion of International Women's Day, or the latest OSCE Review

¹⁵ This reflects the status as of September 2017.

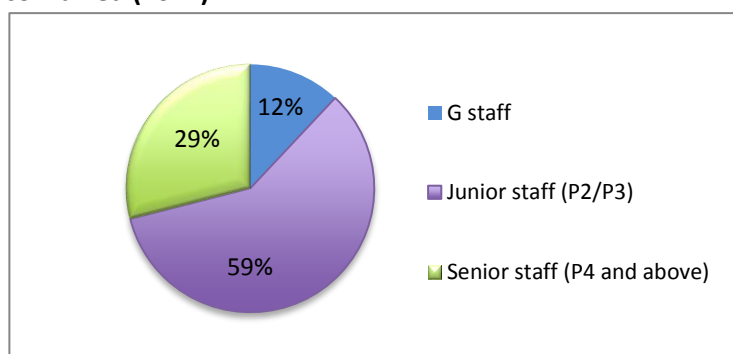
Conference).

82. The roles of GFPs are described in the TOR for GFPs, which were drafted by the Gender Section. Executive structures are invited to use these TOR as a model and to adjust them to the particular context in which they are working. The TOR outline the various tasks of a GFP, which include advising and supporting senior management with mainstreaming a gender perspective into OSCE strategies, policies, programmes, projects and activities; supporting gender mainstreaming in institutional structures, the working environment, and in recruitment; as well as reporting and sharing information about relevant events and activities. The TOR also stipulate that a minimum of ten percent of the GFPs' working hours should be allocated to GFP tasks, and that GFPs should have full access to senior management, and at their request contribute to overall planning of the executive structure / entity, including policy, programmes and projects.

83. Most of the members of the OSCE's GFP Network work in programmatic departments / units. Quite a large number of them are located in OSG or in HoM / HoD offices. The Secretariat also has a number of GFPs working in service departments such as DHR, DMF and OIO. It is interesting to note that outside the Secretariat almost all GFPs are based either in human dimension departments or in HoM / HoD offices. Exceptions to this include six GFPs working in structures whose main mandate relates to the first Dimension, such as the SMM, the Observer Mission at the two Russian Checkpoints, and the BMSC in Tajikistan. There are also two GFPs working in the Politico-Military Dimension in other field structures. Surprising is the fact that the entire OSCE GFP Network has only one member who works in the Economic/Environmental Dimension. This GFP is based in the Environmental Section of OCEEA in the Secretariat.

84. Executive structures tend to have a mix of GFPs at different professional levels. The large majority of the 74 GFPs are professional staff, 14 of them are G-staff. In the Secretariat, Institutions and the Parliamentary Assembly combined, over half of the 41 GFPs are at the P2/P3 level or equivalent. Five GFPs are General Services (G) staff, and 12 GFPs (29%) are senior at the P4 level and higher.

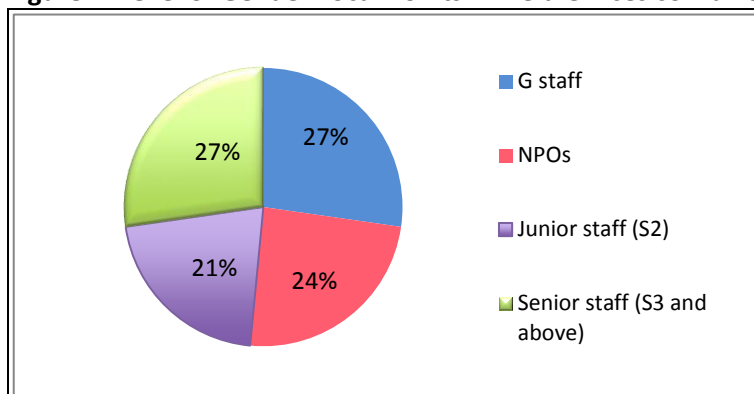
Figure 3: Level of Gender Focal Points in Secretariat, Institutions and Parliamentary Assembly combined (2017)



85. The 33 GFPs working in field structures include 9 G staff, 8 NPOs (almost all of them NP1), 7 GFPs at S2 levels, and 9 (about 27% of GFPs working in field structures) at more senior levels. The latter include three Deputy HoMs (of the Mission to Serbia, Programme Office in Astana, and the

Mission to Montenegro).¹⁶ This shows that the proportion of GFPs at more senior levels in the field is about the same as in the Secretariat and Institutions. **It follows that overall for the organization, about 27% (20 out of 74) of GFPs are in senior positions, while the large majority belongs to more junior levels.**

Figure 4: Level of Gender Focal Points in Field Offices combined (2017)



Out of the 74 current members of the OSCE-wide GFP Network 58 are females and 16 are males. 10 of the male GFPs are based in the Secretariat (8) and the Parliamentary Assembly (2). The other six work in field structures, most of them in HoM offices. None of the Institutions have a male member of the OSCE's GFP Network.

86. The establishment of an organization-wide GFP Network is a major achievement of the Secretariat's Gender Section. Most of the GFPs interviewed consider it important to be united in a Network, especially as it provides them with the opportunity to connect with and share experiences with other Network members, particularly during the annual Network meetings organized by the Secretariat. However, while the existence and need for a Network are hardly questioned, most of the people interviewed (both inside and outside the Network), indicated that so far the Network has not been as useful as it could be.

87. Criticism revolves around several issues including the content, leadership, composition, and impact of the Network. With regard to content, the evaluation observed a general demand for good quality inputs and more frequent exchange outside the annual GFP meetings. Over and over, the need for the exchange of good practices within the organization, especially in areas where mainstreaming is perceived to be difficult by many, such as in the first and second dimension work, was pointed out. There is also an interest in relevant state-of-the-art practices, tools, guidance material, analysis and research from outside the organization. The evaluation team also observed the need, albeit not recognized by many, to share evidence for how gender mainstreaming can positively influence the achievement of the OSCE's larger objectives, thereby contributing not only to increasing gender equality, but also to ensuring peace and security.

88. There is also a call for stronger leadership of the Network. As an organizer of the Network, the Gender Section needs to be the main initiator and facilitator of the exchanges between executive

¹⁶ The Deputy HoM of the Mission in Kosovo used to be the Mission's main GFP. However, this position was vacant at the time of this evaluation.

structures and the main provider of external experiences. There is also an expectation that the Secretariat's Gender Section, through the GFP Network, would drive gender mainstreaming in the organization, including by engaging, supporting and providing feedback to GFPs on a more frequent basis.

89. Reservations also exist with regard to the composition of the GFP Network. The evaluation team observed that while many of its members are extremely committed, competent and active, this is not always the case. There are others, who either do not fulfil these requirements, or they do, but because they lack seniority they also lack access to leadership, and therefore the ability to influence decision-making. Furthermore, given that the large majority of GFPs works in the human dimension, outreach to staff working in the first and second dimensions is not automatic. GFPs with a background related to the human dimension, often also feel unqualified and / or they are not perceived to be qualified to provide hands-on technical support to colleagues working in the first or second dimensions. There is a need to encourage executive structures to nominate GFPs in dimensions other than the human to the OSCE-wide Network, or to include more members of local GFP / GLP networks, which usually span dimensions. The current situation with only 16 out of 74 GFPs being men reinforces many people's perception that gender-related work is something to be carried out by women for women.

90. Another issue that became apparent, even though this was not the focus of the present evaluation, is the importance for GFP networks to include qualified and committed staff members working in units dealing with recruitment and fund administration. With the exception of a few GFPs in the Secretariat, the OSCE-wide GFP Network does not include any focal points working in service units. For the overall implementation of the 2004 Action Plan, their engagement and cooperation in terms of integrating a gender perspective in training, rules, directives, recruitment and performance appraisal is crucial. It is also important to ensure that when building capacities for gender mainstreaming, the specific capacities and skill sets required to do this type of work are not forgotten.

91. It is difficult to determine exactly what the OSCE-wide GFP Network has achieved so far. Certainly, having GFPs and an organization-wide GFP Network has contributed to raising awareness about gender equality across executive structures. The Network has also been a driving force behind the development of gender action plans, the introduction of the gender marker in a number of contexts, and many of the GFPs have advocated for and contributed to gender mainstreaming in programmes, projects and activities.

92. Overall, however, gender is far from being fully mainstreamed in the policies, programmes, projects and activities of the organization, nor do all staff have a sound understanding of what gender mainstreaming entails and of its purpose and consequences. In that sense, the impact of the GFP Network is still quite limited. It was also observed that so far, for a large number of GFPs, one of their main activities has been to collect and provide inputs to the SG's Annual Progress Report and to fulfil other reporting requirements, some of these taking a considerable amount of their time. As a consequence, staff members outside the Network are not always able to benefit from the advisory, advocacy and information services that GFPs should also provide.

93. On the other hand, as already pointed out above, evidence from other international

organizations shows that a combination of factors is needed for gender mainstreaming to be successful. It would therefore be both unrealistic and unfair to expect the GFP Network do the job alone.

Local gender focal point networks

94. The OSCE-wide GFP network is complemented by internal networks / working groups of gender focal points / gender liaison points (GLPs) established by the majority of field operations (ten out of 16), as well as by the Secretariat and ODIHR. As with the larger network, the main purpose of the local networks / groups is to support gender mainstreaming in the work of the respective executive structures. Depending on the size of the structure, these internal networks typically include staff from various programmatic units / departments, as well as from Administration. In field structures with field offices in the same country, staff members working in these offices are also included. The SMM's network comprises gender focal points in monitoring teams and hubs. Overall, there is not a uniform system of local GFP networks and the different structures make use of gender advisors and focal points and networks according to the needs they see or what they think is important.

95. In some executive structures two types of internal networks / groups exist. This is the case in ODIHR, for instance, which has both a Gender Leadership Group and a Gender Working Group. The former, which includes ODIHR's First Deputy Director and representatives of programmatic departments and Common Services, supports the efforts of the latter, which is made up of focal points from all units / departments. The Working Group's main role is to strengthen gender mainstreaming in the programmatic and non-programmatic work of the Institution. It also led the consultation process and drafting of ODIHR's Gender Mainstreaming Roadmap. Both groups are chaired by the First Deputy Director.

96. Several of the local networks have terms of reference, which in most cases form part of the respective executive structure's gender equality roadmap, gender strategy or action plan. Some missions, such as the Mission to Bosnia and Herzegovina and the SMM, have terms of reference for individual gender focal points only, but not for the network / working group. ODIHR has distinct terms of references for each group, which describe their respective responsibilities and working methods.

97. Among the local GFP networks / working groups, the SMM's group of gender focal points stands out as one of the most active and connected in the OSCE. While the work of the gender focal points in the SMM is in many ways different to that of their counterparts in other executive structures, the SMM GFP network could still serve as a model in terms of management, working methods, and activity.

Good practice example: The SMM gender focal point network

In addition to a Gender Advisor, the SMM has a gender focal point network of 13 people (one in each monitoring team and patrol hub).¹⁷ The SMM has adopted several good practices in managing the GFP network, beginning with recruitment. Management no longer appoints focal points, but within the larger monitoring teams and patrol hubs they are selected from among SMM monitors through open calls for applications, a written test and interview. Both the team or hub management is involved in the interviews, as well as the Gender Advisor.

Coordination between the Gender Advisor and focal points is managed through regular communication, including through a dedicated email list, and interactions during coordination meetings that take place two to three times a year. The coordination meetings involve the entire gender focal point network, encourage sharing of lessons learned from the field, identify specific areas of progress as well as challenges in gender mainstreaming and assign time-sensitive action points for the forthcoming six months. Recent coordination meetings have engaged representatives from the Secretariat Gender Section, the Project Co-ordinator in Ukraine and gender experts working in Ukraine (e.g. UNWOMEN and civil society organizations) who provided guidance and contextual information.

The GFP network benefits from top-down support from SMM leadership and, in turn, the focal points are expected to provide bottom-up capacity-building in gender mainstreaming (one of their tasks is to implement training activities within each hub). They have been offered a ‘Train the Trainers’ course to boost their skills as gender trainers. They are also part of a working group that is developing a new gender action plan for the SMM. Furthermore, GFPs provide inputs to the Gender Advisor for the recently established SMM internal Gender Bi-Monthly Report that provides an overview of activities undertaken by the SMM’s Gender Office and GFPs, and discusses thematic areas such as the impact of the conflict on gender-based violence in Ukraine, and the implementation of Regional Action Plans on UNSCR 1325.

Why is this a good practice? The SMM GFP network is remarkable in many ways, including how it is managed, the strong engagement of the GFPs in achieving specific objectives, follow-up on the achievement of these objectives, the way GFPs are appointed, etc. It also shows that even in a difficult and male-dominated working environment, where many of the monitors have limited or no previous experience with the topic of gender equality, significant action can be taken to advance gender equality. These lessons are transferable to other executive structures in the OSCE.

98. Other executive structures have also made efforts to strengthen their local GFP networks. One of these is the Presence in Albania, where the members of the gender working group, under the leadership of the main GFP, have contributed to the development of the Presence’s gender action plan. They have also supported the main GFP when providing gender training for other staff. Reportedly, increased emphasis will be put on supporting colleagues to carry out gender mainstreaming in the future. The same applies to the Mission in Kosovo, where the Mission’s GFPs were, for instance, involved in the development of its new draft gender action plan.

99. In reality, however, not all of the local networks and working groups that have been established on paper are functional and active in practice. Some of the groups are yet to be created

¹⁷ These are located in the following monitoring teams (MT) and patrol hubs (PH): Kyiv MT, Lviv MT, Odessa MT, Chernivtsi MT, Ivano-Frankivsk MT, Dnipro MT, Kharkiv MT, Kherson MT, Donetsk MT/PH, Luhansk MT/PH, Kramatorsk PH, Sievierodonetsk PH, Mariupol PH.

and / or they have yet to meet and cooperate. Others were negatively influenced and their work delayed by extended restructuring due to changes in office mandates or competing priorities. It was also observed that the role of the GFPs / GLPs is also not always clear, neither to themselves nor to other staff, even though terms of references for GFPs exist in the majority of executive structures. Furthermore, not all gender focal points see the value of network meetings or activities. Often they appreciate their potential value but are dissatisfied with the way the respected network currently operates.

100. It was also observed that some of the GFPs were appointed for no other reason than being the only female in the unit, no matter whether they had the expertise and capacities required to advise others on gender mainstreaming. Many are expected to exercise their role as an addition to their main duties, without being held accountable for results achieved as a GFP, nor receiving credit for this work as part of the regular performance review mechanism. This leaves it up to the commitment and enthusiasm of each GFP to take her/his role seriously or not, and to work the required extra time. This practice is, however, changing in some of the field operations, where GFP-related activities have become an integral part of their job.

101. Leadership commitment behind the networks, as well as a strong Gender Advisor or lead gender focal point driving the process, were also identified as factors that influenced the establishment and work of the various networks. Leadership support is also important when it comes to the selection of the GFPs, especially in terms of assuring that they are at a high enough level to influence decision-making and that they have full access to management. In some executive structures / departments the work of GFPs is indeed hampered by lack of leadership commitment for gender mainstreaming. As a consequence, the GFPs receive only minimal support, encouragement, acknowledgement for their efforts from their supervisors.

ACTION POINTS:

- Encourage larger executive structures to have dedicated gender advisors in the office of HoM.
- Mobilize EXB resources so that the Secretariat's Gender Section can provide more strategic and targeted gender mainstreaming support to executive structures.
- Ensure that the OSCE-wide GFP Network as well as local GFP networks / working groups include GFPs for all dimensions (more GFPs working in the 1st and 2nd Dimensions), GFPs at senior levels with access to leadership, more GFPs working in Administration and Finance, and more male GFPs.
- Establish (where they do not yet exist) specific objectives for GFP networks, as well as action points for network members, such as the development of good practices in gender mainstreaming and sharing of lessons learned.
- Integrate a performance objective on gender in the performance appraisal of senior and mid-level leadership (HoM / HoI, Directors, Department and Section Chiefs etc.) and of all GFPs.

3.3.2. Financial resources

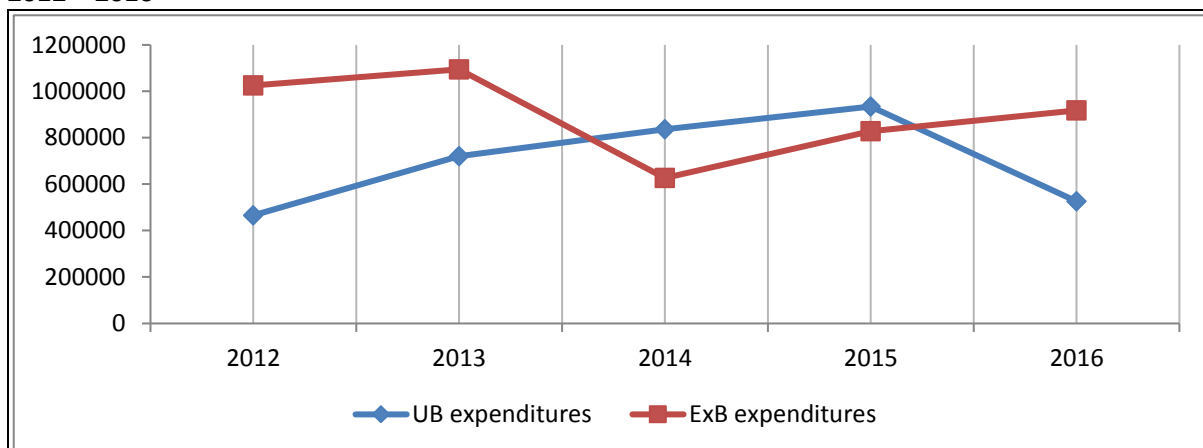
102. The implementation of the 2004 Action Plan is financed through a variety of resources, not all of which can be easily estimated. In terms of staff costs, while the expenditures incurred to cover the

costs related to the employment of dedicated gender advisors and officers are available, other related staff costs are not. GFPs, for instance, are encouraged to allocate ten percent of their working time to GFP-related tasks, but this is not always the case. Furthermore, many other staff members also spend some of their time on gender-related activities, but the working time that is dedicated to these activities is not tracked. The overall amount of working time dedicated to the implementation of the 2004 Action Plan is therefore not known.

103. Regarding the implementation of policies, programmes and activities, a similar distinction applies. OIO was able to roughly estimate the overall budget allocated for dedicated gender activities (**gender-specific interventions**) by identifying activities with project titles including a set of key words such as ‘gender’, ‘equality’, ‘women’, ‘men’, ‘girls’ and / or ‘boys’. The search was based on the assumption that gender-specific activities, i.e. those with gender equality as a principle objective, would carry at least one of these key words in their title. It is, of course, possible that a few gender-specific projects do not, and that these might therefore have been missed. On the other hand, some projects with ‘equality’ in the title might cover preventing or addressing discrimination on other grounds, not only on the basis of gender. It is worth noting also that the search did not identify even a single project with the words ‘men’, ‘girls’ or ‘boys’ in the title.

104. The review of Oracle data revealed that for the five-year period of 2012 - 2016 a total of Euro 7,975,052 was spent on gender-specific projects across executive structures. Around 56% of this amount was funded from ExB funds, while around 44% were funded from UB funds:

Figure 5: Trends in gender-specific UB and EXB expenditures (in Euro) across executive structures, 2012 – 2016¹⁸



As the figure shows, EXB expenditures decreased from approximately Euro 1,025,000 in 2012 to Euro 626,500 in 2014, and then increased again to around Euro 918,100 in 2016. UB expenditures increased over the years from around Euro 466,000 in 2012 to Euro 935,000 in 2015, and subsequently decreased significantly to Euro 525,000 in 2016, almost the level of 2012. Only rarely would these expenditures include any staff costs, which means that the actual budget spent on gender-specific work (including staff costs) is much higher than the above figure.¹⁹ These figures should also be viewed

¹⁸ This reflects data retrieved from Oracle on September 18th, 2017.

¹⁹ To put these figures into perspective, the amount of Euro 7,975,000 is considerably more than what the OSCE spent on projects addressing money laundering / financing of terrorism over a period that was twice as long (around less than 5,000,000 Euros, over the period 2004-

with caution because some executive structures reorganized their overall project architecture by combining a large number of small projects into few larger projects. Therefore, some former gender-specific small projects might now constitute tasks within larger projects that overall do not have gender equality as one of their main objectives, which means that they would be overlooked by the methodology employed in this evaluation. For other structures, such as for ODIHR, gender-specific interventions were also not discernible in ORACLE, due to the generic nature and brevity of project titles, which tend to reveal little of their content.

105. It is also worth mentioning that for the five year period combined the largest share of UB resources for gender-specific projects was spent by the Mission in Kosovo (approx. Euro 700,000) and the (former) Office in Tajikistan (approx. Euro 600,000), while EXB expenditures were highest in the Secretariat (approx. Euro 1,523,000), followed by the (former) Office in Tajikistan (approx. Euro 1,155,000), and ODIHR (Euro 917,000). These three combined account for around 80% of EXB expenditures. All other executive structures each spent significantly fewer EXB resources on gender-specific interventions. In fact, several of them did not spend any. In regard to expenditures, it is also important to note that overall UB expenditures of the Gender Section amounted to only around 1.1% of Secretariat UB expenditures in the years 2014 – 2017.²⁰

106. Resources dedicated to **gender mainstreaming** within policies, programmes, projects and activities across the work of the OSCE are not identifiable. The main reason for this is that no gender marker, or similar system, is used to track financial resources dedicated to gender mainstreaming in UB and EXB funded activities. Efforts were once made by the Secretariat to adapt the financial system so that resources could be tracked, but this initiative was not approved by all pS, and was therefore not continued in this form. This makes it impossible to estimate the total amount of financial resources dedicated to gender mainstreaming in the work of the organization. Overall, however, and for the reasons discussed above, it can be concluded that the resources spent on gender-related work (gender-specific interventions and mainstreaming and related staff costs combined) are far higher than the expenditures listed in the above table.

3.4 Leadership and management support

107. Leadership and management support are key ingredients of successful gender mainstreaming. This is both a finding of the present evaluation, as well as one of the insights emerging from international research on gender mainstreaming in other organizations. At the level of the Chair(wo)manship, some participating States have exhibited strong leadership for work on gender equality. In more recent years, the 2014 Swiss and the 2015 Serbian Chair(wo)manship stand out for their efforts to take stock of the implementation of the 2004 Action Plan ten years after its adoption, and to advocate for an Addendum to the Action Plan, in line with Ministerial Council Decision 8/14. The Addendum was, however, not adopted by the PC in 2015 due to a lack of consensus by pS. By many this is seen as a demonstration of a number of participating States' lack of leadership and commitment. In 2017, the Austrian Chairperson-in-Office tried to provide new impetus for the

2016), as well as projects that addressed Small Arms and Light Weapons and Conventional Ammunition issues (around 4,300,000 Euros, over the period 2004-2014), and more than what the OSCE spent on projects aimed at combating drug trafficking (around 7,000,000 Euros, over the period 2004-2015).

²⁰ This reflects data retrieved from Oracle on January 24th, 2018.

implementation of the Action Plan by hosting the second Gender Equality Review Conference, which once more aimed to take stock of achievements and to identify a number of recommendations for the way forward.

108. Within the organization, management support for gender mainstreaming has varied over time, and across executive structures, management levels, areas of work and dimensions. While there is no scarcity of statements of support for gender equality, real leadership action for change has not always been consistent. Consequently, more than often progress is the result of the motivation and personality of a few individuals, whose commitment and determination have made a difference, rather than the consequence of an institutionalized effort. Experiences collected from many other international organizations confirm that expressions of leadership need to be sustained by a combination of different mechanisms and translated into concrete activities.

BOX: LESSONS LEARNED FROM OTHER ORGANIZATIONS

International evaluation studies show that leadership declarations for gender mainstreaming are important, but not enough. In order to avoid policy evaporation, leadership support must be sustained over time, and it needs to ensure that policy is translated into concrete programmes and projects, as well as into an organisational structure in which staff motivation, incentives, performance, and accountability benchmarks are closely aligned with learning opportunities, resources, and knowledge management.

109. In regard to the establishment of accountability mechanisms, there are a few executive structures that have introduced measures to follow up on staff performance in the area of gender mainstreaming. Specific initiatives include the integration of related objectives in regular performance appraisal procedures for GFPs. Only few examples exist, however, of ordinary staff being held accountable for the achievement of gender-related results. Two examples are the Directors in the Secretariat, who were encouraged by the former SG to have an annual performance objective on gender, as well as section heads in the Department of Human Rights and Communities of the Mission in Kosovo. This general omission might be due to a misconception held by supervisors and other staff alike that contributing to gender equality can be left to the 'gender people' (gender section, gender advisors, gender experts, GFPs, GLPs), most of them women, rather than understanding it as every staff member's responsibility. There is also no policy / regulation that stipulates which categories of staff and at what levels, should be held accountable against such a gender-related performance objective. This leaves it up to the respective supervisors to decide.

110. The evaluation also observed that many staff members have a very limited understanding (or no understanding at all) of how the integration of a gender perspective could contribute to achieving the mission and larger objectives of their unit. Therefore, starting from the level of the SG/Hols/HoMs, clear and sustained messages are important in more than one ways, including to explain (1) that gender mainstreaming is central to achieving the organization's mission and objectives related to peace and security (and why this is so), and (2) to confirm that gender equality is a human right and therefore a goal in itself, and (3) to emphasize that all staff members are expected to contribute to these goals.

111. Evidence also shows that while leadership at the highest level is essential, intermediate level leadership is equally important to ensure the integration of a gender perspective into concrete policies, programmes, and activities, as well as monitoring and evaluating progress, initiating corrective measures if needed, and holding staff accountable for the achievement of results. The evaluation observed several instances where leadership at the level of senior management in the Secretariat and in field structures expressed strong support for gender mainstreaming, while at the same time mid-level management did not follow suit, with the result that gender concerns were not integrated in the work.

112. The establishment of incentives and rewards for good performance would be equally important, not only to acknowledge achievements and to motivate staff, but also to give visibility to the work for gender equality. The Secretary General's White Ribbon Award for male champions on gender equality is one example. While it is possible that more examples, such as prizes or special public acknowledgement of gender-related achievements, exist in some executive structures, none were mentioned to the evaluators. Certainly, this is currently not a widespread practice within the OSCE.

ACTION POINTS:

- Disseminate leadership messages that clarify the reasons for gender mainstreaming (supporting the OSCE's main objectives related to peace and security, AND working towards gender equality), and about who is called to action (shared responsibility).
- Initiate an OSCE-wide award / prize / recognition for specific achievements related to gender mainstreaming (for instance, for introducing good gender-sensitive indicators and monitoring; for successful mainstreaming in 1st or 2nd dimension work; for the involvement of men as role models; for innovative recruitment practices to advance gender balance etc.).

3.5 Staff training

113. Assessing gender training for staff was not the focus of this exercise, nor did the evaluation aim to take stock of all training activities conducted across the organization. However, the issue of training was raised many times in interviews and during the field visits conducted by the evaluation team. Furthermore, several of the evaluation analyses revealed serious shortcomings with regard to gender mainstreaming that point to the need for specific types of training and capacity building.

114. Currently, executive structures offer a number of different types of training activities for staff. These include introductory trainings for new staff members that are offered by GFPs in field structures. In some field operations this training is integrated into general mission specific induction trainings. This is also the case in the Secretariat, where the Gender Section provides one-hour gender training as part of the week-long GO-Programme for new staff members. DHR, together with the Gender Section, is currently also considering developing online introductory gender training for all staff new to the organization.

115. Additionally, there is the three-day Intensive Gender Training in Vienna that is offered by DHR together with the Gender Section for staff in all executive structures. The target group are GFPs, members of Gender Working Groups, as well as staff who want to integrate a gender perspective into

their daily work. This training is longer and more in-depth than the introductory training events, and has a focus on gender mainstreaming in programmes and projects.

116. Senior management in the Secretariat has recently started to benefit from an Executive Gender Coach Programme that aims to strengthen senior leadership for the work for gender equality. Other learning opportunities also exist such as a Mentoring Programme for Women, the annual GFP meeting, as well as individual gender-specific activities conducted in Vienna such as Coffee Briefings, MenEngage events, Gender Power Breakfasts etc. The latter two have a strong advocacy angle and focus on delegations of participating States, but staff members are also encouraged to attend. Some efforts have been made to integrate gender considerations in staff trainings on other topics, for instance on Project Cycle Management and recruitment practices.

117. With regard to whether trainings have a positive impact on improving competencies in gender mainstreaming, this evaluation found that most staff interviewed who have participated in either any introductory gender training of some kind, or in the Intensive Gender Training found them useful. This view was also shared by staff working in Administration and fund management. It also became apparent, however, that while these trainings certainly contribute to increasing staff members' awareness of the potential gender dimensions of the OSCE's processes, programmes and activities, as well as their motivation, they do not always fully equip them with the skills needed to mainstream gender in their specific area of work. The trainings also did not necessarily seem to convincingly demonstrate how gender mainstreaming would contribute to achieving the overall mission and objectives of their work, be it in the political-military area, or related to economic and environmental issues.

118. What staff members seem to have benefited from the most is very hands-on tailor-made support for mainstreaming, conducted by people who are not only familiar with gender mainstreaming, but also with the concerned thematic area. As an example, staff working in the first dimension would benefit most from assistance when that support is provided by someone who fully understands both the particular thematic area, for instance, border management, as well as this area's potential gender dimensions. This kind of support could be provided by qualified GFPs working in the same dimension. However, given the limited capacity and other constraints faced by GFPs at this point in time, additional assistance is still needed. In the long run, however, and considering the capacity constraints of the Secretariat's Gender Section and the high staff turnover in the OSCE, it might be advisable to conduct training of trainer courses for GFPs, who could then in turn strengthen the capacities of their peers. As discussed further above, GFPs often lack the expertise and experience to support others with gender mainstreaming. It would therefore also be useful to consider developing an (online) introductory training for newly appointed GFPs that includes some form of experience sharing with other, more experienced, GFPs in the region.

119. Given that both human and financial resources of the Secretariat are limited, including those of the Secretariat's Gender Section and of DHR, it will be necessary to be more strategic about building capacities for gender mainstreaming. Such a strategic approach should entail developing some clarity about the goals of the training, its focus (which Dimension? Which executive structures? National / regional? The level of staff to be trained?), the methods to be used (Online? Classical capacity building? Technical advice? Mentoring? On the job training?), its sequencing and timing, as well as

resource requirements. The division of responsibilities for the provision of capacity building as well as potential complementarities (between the Gender Section and DHR, as well as other executive structures that provide gender training for staff) also need to be identified, and a management decision taken with regards to their primary ownership.

120. The development of such an integrated training strategy would also provide an opportunity to review whether gender equality considerations could be increasingly integrated in other OSCE training activities, such as for instance on issues related to the first and second dimensions. This would then, in turn, help participants understand how to include a gender perspective in their respective areas of work.

ACTION POINTS:

- DHR and the Gender Section to develop an integrated gender training strategy for the OSCE with a clear goal, focus, time-line, resource requirements, description of responsibilities and ownership of its components, and a variety of complementary capacity building and learning methods.

3.6 The gender marker

121. Discussions about the introduction of a gender marker system across the OSCE have been going on for many years. Originally, it was conceived as a means to track funding allocations. Following a sensitization period, as well as a number of preparatory activities, this project ultimately did not find the approval of the ACMF. Subsequently, efforts were made to introduce the gender marker into the Unified Budget Proposal, which would not have made it possible to track expenditures on gender mainstreaming, but at least allowed for a degree of organization-wide comparison of programming. To this end, in 2016, and with the support of the Gender Section, the gender marker was piloted at the UBP level in six Secretariat Departments, two field structures (Mission in Kosovo and Mission to Skopje) and ODIHR. Following the piloting period, a report was prepared by the Gender Section based on feedback received from participating executive structures, which was submitted to the SG, but it had not yet been cleared nor distributed to the concerned executive structures at the time this evaluation was conducted.

122. Since then, several executive structures decided to apply the gender marker beyond the UBP level, and to integrate it into their project development processes. According to information ODIHR submitted to the SG Annual Report on implementation of the 2004 Action Plan (in 2017), the ODIHR gender mainstreaming roadmap intends to go even further, and to institutionalize the gender marker system for projects, through revised project templates, staff training and setting targets to improve the gender marker rating yearly.

Good practice example: Incorporation of the gender marker in project proposals

As part of the pilot, the Mission in Kosovo conducted internal training for staff and senior management to present and explain the gender marker. The Mission revised its project proposal cover sheet to include a place to indicate the gender marker score,

which management checks before sign off. In some cases, projects also list gender marker scores at the activity level.

The Mission to Bosnia and Herzegovina took a slightly different approach by requiring the gender marker score to be listed on budget request forms in the section on gender mainstreaming. The Mission also developed a short technical guidance note about how to apply the gender marker with FAQs.

Why is this a good practice? By integrating the gender marker score into the standard project templates, the Missions are able to collect information about gender mainstreaming for all projects. Guidance and training help to ensure that there is a uniform understanding of how to use the gender marker.

123. The gender marker is also being applied across the OSCE as part of project-level self-reporting to the Secretary General's Annual Evaluation Report on the implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality. The 2015 Annual Evaluation Report was the first to include an overview of gender marker scores. The use of the marker thereby helps to assess the degree to which both UB and ExB projects are gender mainstreamed, by executive structure, dimension and year.

124. As to the usefulness of the gender marker, gender advisors from several field missions noted that it serves as a reminder to staff to think critically about gender integration in project design. Having to assign a gender score to project proposals had helped to deter the "copy-paste" approach sometimes seen in project documents. The fact that a number of executive structures have taken the initiative to adapt the gender marker tool to their respective needs is also an indicator that the methodology has proven to be useful. In general, gender advisors tend to place value on the gender marker system and characterize it as a means to gain an overview of how gender is being addressed across portfolios, and to assess the overall sensitivity to gender issues in their missions. Opinions held by other staff appear to be more mixed. Some stated that they find the gender marker beneficial. Others, however, do not see its relevance to the programming cycle, either for project design or implementation, and apply the gender marker only when so requested as part of the reporting to the Secretary General's Annual Evaluation Report.

125. The evaluation furthermore noted a certain loss of momentum with a number of executive structures and entities that had first been interested in the gender marker, and involved in the pilot. Initial expectations that the pilot would have some kind of continuation, or that at least lessons from the pilot would be shared and discussed, and some feedback would be provided to participating structures, have been disappointed for lack of follow up on the side of the Secretariat.

126. With regard to the application of the gender marker methodology in its present form, a number of shortcomings exist. For instance, a review of the questionnaires submitted to the Secretary General by the 14 field offices in 2017 (for projects from January-December 2016) revealed that the practice for assigning gender marker scores to projects is inconsistent. In brief, some missions provide a gender marker score (G0, G1, G2 or G3 score; see text box below) only for those projects that have at least some minimal attention to gender, either omitting information about the projects in the portfolio that do not address gender concerns at all or including such projects but marking them "not

applicable.”²¹ Other missions assign a score to every project even though some appear not to meet the criteria for any gender marker. Still others have modified the methodology, for example using G1.5 or G2.5 scores or assigning gender markers for each activity and producing an average for the project as a whole.

127. All these factors combined make it very difficult to draw any reliable conclusions from the combined scores about the extent of gender mainstreaming in the organization. Furthermore, given that executive structures have not received any substantial feedback on their reports from the Secretariat, these exercises have not been fully used as a learning opportunity either. These findings also indicate that the OSCE has not yet articulated a clear vision of the purpose of the gender marker, nor are there any strategic objectives with regard to the distribution of scores. For instance, it is not clear what proportion of gender-specific projects is desirable within one portfolio or for the entire organization; or whether the goal should be to only have gender-specific projects in certain areas, while striving for an overall portfolio that consists mainly of projects categorized as G2, i.e. projects that are fully gender mainstreamed.

OSCE gender marker categories for projects²²:

G0-Projects that do not have any gender mainstreaming

G1- Projects that have a limited contribution to gender equality (also described as “projects that only gender mainstream in terms of participation and/or only gender mainstream to a small extent.”)

G2- Projects that have gender equality as a significant objective or are fully gender mainstreamed (“gender equality issues are mainstreamed fully at all stages of a project or to significant extent.”)

G3- Projects that have gender equality as a principal objective.

128. Clarifying these issues would also provide an opportunity to review the design of the gender marker (G0 – G3 and their respective definitions), and its usefulness and effectiveness. There are other international organizations that use the gender marker in different ways than the OSCE does. For instance, other organizations that use gender markers typically also require that some basic gender analysis be conducted for all projects and a justification given for those that do not mainstream gender.

129. Another issue to consider is that the first two gender marker scores (G1 and G2) are hierarchical, but that the G3 score refers to a specific type of project (gender-specific) and is not a measure of gender mainstreaming. These types of scores create the false impression that G3 is better than G2, and that the goal should be to have more G3s (gender-specific projects), which is not

²¹ Note that the questionnaires circulated to executive structures indicate that projects that do not have any gender mainstreaming should be considered in the overall summary reporting, and that they would receive a zero score (G-0), but that detailed information should only be provided for projects scored G1 – G3.

²² See Questionnaire for Field Operations and Institutions, Annual Evaluation Report 2016, OSCE Action Plan for the Promotion of Gender Equality and Annual Progress Report on the Implementation of the OSCE 2004 Action Plan on the Promotion of Gender Equality (2016), p. 13.

necessarily the case. It also implies that gender-specific projects are automatically fully gender-mainstreamed, which is not always true either.

130. The current system also does not make it easy to single out positive practices of truly gender transformative interventions, i.e. those that are trying to address root causes of gender inequalities and discrimination, such as gender norms and cultural values, although there may be examples of gender-transformative activities in the organization.²³

BOX: LESSONS LEARNED FROM OTHER ORGANIZATIONS

Other organizations that use gender markers found that a gender marker system can improve awareness of gender issues internally. However, the effectiveness of the system as a measure is compromised when staff members have a poor understanding of the particular methodology and use gender markers inconsistently.

Providing staff with practical training that is reinforced through internal guidance aids in overcoming these problems. Guidance on using gender markers is most effective when it includes such information as the criteria for each score, when to apply gender markers in the programming cycle/financial reporting system, the unit of analysis, how to score projects with multiple activities, assigning responsibility for applying the gender marker, and establishing oversight and a quality assurance systems.

ACTION POINTS:

- Take a strategic decision regarding the purpose of the gender marker and its further use, and communicate this decision across the organization, together with the results and lessons learned from the pilot phase.
- Depending on this decision, further refine the gender marker system with a view of using it throughout the project cycle, including by revisiting its current scoring system.
- Provide practical training and develop detailed internal guidelines on using the gender marker.

4 Gender Mainstreaming in the Project Cycle

131. This evaluation used two methods to gain an understanding of how the OSCE is mainstreaming gender in the project cycle and to identify whether there have been any changes, either positive or negative, in this process over the past five years, i.e. since OIO conducted its previous evaluation²⁴: (a) a rapid analysis of UB and EXB project proposals implemented in 2016 across executive structures (Institutions excluded)²⁵, and (b) an-depth portfolio review of five selected field structures over five

²³ UNDP uses the Gender Results Effectiveness Scale (GRES), an analytical framework for evaluating gender equality-related results. It distinguishes between results that are gender negative – gender blind – gender targeted – gender responsive – and gender transformative.

²⁴ See OSCE/OIO, How effectively has the OSCE Integrated a Gender Perspective into Its Policies, Programmes, Projects and Activities? Baseline Review, 2012, p. 34.

²⁵ The rapid analysis involved project proposals implemented in 2016. For UB only 2016 proposals were included, while for EXB the analysis included proposals both from 2016 and from earlier years if these projects were still being implemented in 2016. The analysis involved screening project proposals for a number of key words: “gender,” “women” and/or “girls”, and classifying the projects into one of five categories reflecting the extent to which project proposals included these words, as well as how / where they were included in the proposals. In order to increase comparability, the present evaluation used the same five categories that were applied during the previous OIO evaluation. The sample sizes of the previous and current evaluations varied. The 2011 sample consisted of 187 project proposals from all executive structures, while the 2016 sample is considerably larger, amounting to 424 project proposals from the Secretariat and 14 field operations (excluding the SMM, the Personal Representative of the Chair(wo)man-in-Office, and the Observer Mission at Russian Checkpoints).

years (2012 – 2017).²⁶ These were complemented by information from document research and interviews. (See methodology section for further information).

132. Note that for the sake of comparability the categories used for the analyses of project proposals were in line with those applied in OIO's previous gender evaluation, although they differ from the gender marker scores that are currently in use. However, overall it can be said that Category 2 below roughly corresponds to a G1 gender marker score, and Categories 3 and 4 would both be covered by a G2 gender marker score.

4.1. Overview of progress and trends

133. The analysis of proposals of projects implemented in 2016 demonstrates two positive trends since 2011. There has been improvement in the proportion of project proposals that can be considered fully gender mainstreamed (Cat. 4)²⁷, and there has been a small reduction in the number of gender blind proposals (Cat. 1).²⁸

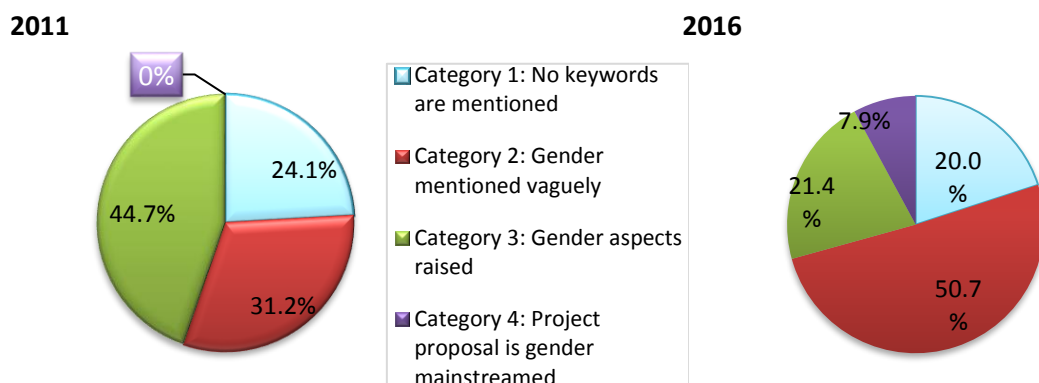
134. More significant trends have not been especially positive. The most significant change from 2011 to 2016 was an increase in the proportion of projects that only vaguely mention gender (Cat. 2), with a corresponding decrease in those that raise gender concerns in a more meaningful way (Cat. 3). In fact, in 2016, more than half (50.7%) of ExB and UB proposals combined still only mentioned gender vaguely (Cat. 2), while only 21.4%, included gender in a more substantial way (Cat. 3). While there has been a slightly positive trend with regard to project proposals that are fully gender mainstreamed (Cat. 4), they still only account for less than ten percent of the total. The figures suggest that despite investments and combined efforts to improve gender mainstreaming over the past five years, positive changes have been minimal. This is reflected in the figures below.

²⁶ The portfolio review considered all project documents that were available through the DocIn system and included ExB and UB project proposals, interim/progress reports and self-evaluations, for the period 2012 – mid 2017. Additional documentation was requested for those executive structures that had not made sufficient information available on DocIn.

²⁷ These are proposals where gender equality related concerns have been integrated in a meaningful way throughout the proposal, including in all project activities, as well as the sections on monitoring and evaluation.

²⁸ These are proposals that do not make any reference to gender equality considerations or women's concerns.

Figure 6: ExB and UB project proposals by gender category and year



135. The portfolio review confirms the trends revealed by the data above. While the majority of project proposals mention gender in some form, there continue to be gender blind documents (both proposals and self-evaluations) that make no references to gender mainstreaming or gender equality. A review of projects over time indicates, however, that there have been improvements in some field structures in how gender mainstreaming is approached. Statements about gender mainstreaming in some project proposals have become more detailed and specific and at times refer to particular measures to promote gender equality. However, as described in section 4.2 below, there are still considerable weaknesses in terms of the relevance of gender mainstreaming statements. The general tendency is to refer only to ensuring gender balance among beneficiaries (e.g. among trainees and trainers/experts, in working groups, etc.), without any contextual information on identifying barriers to women’s participation or strategic objectives relevant to promoting gender equality.

136. The previous OIO evaluation concluded that 2011 ExB proposals integrated gender more often than UB proposals. The project proposal analysis for 2016 also suggests that ExB projects have a greater tendency to raise gender issues than UB projects. However, the conclusions of the portfolio review (which included self-evaluations as well as proposals) do not support this finding. The portfolio review considered 498 UB and 67 ExB projects, all but five of the latter were initiated between 2012 and 2017. Around 40% of the EXB projects began in 2014 or 2016. It established that gender mainstreaming is not necessarily more detailed or deliberate in ExB as compared to UB projects. In some cases, the text included in ExB proposals is very similar to that used in UB project proposals on the same themes; in other cases, the text in ExB proposals is less detailed. There were only a few instances in which ExB proposals provide more information relevant to gender equality concerns.

137. With regard to the effectiveness of gender mainstreaming by dimension, the analysis of 2016 project proposals shows that gender equality concerns have been included across all three dimensions to some extent. Significant differences do exist between dimensions, though. The following table shows, for instance, that gender equality concerns are better integrated in the human dimension, than in the other two dimensions. In the politico-military dimension, while 56% of all proposals mention gender equality, only 16% are gender mainstreamed. In the economic-environmental dimension only four percent of all project proposals show a degree of gender mainstreaming, while 61% only mention gender vaguely, and 35% are totally gender blind.

Table 2: Gender mainstreaming by dimension in proposals of projects implemented in 2016 (EXB and UB)

| Dimension | ExB and UB proposals combined | | |
|----------------------------|-------------------------------|-----------------------------------|----------------------------------|
| | Cat. 1 (gender blind) | Cat. 2 (gender mentioned vaguely) | Cat. 3 + 4 (gender mainstreamed) |
| Politico-military | 28% | 56% | 16% |
| Economic and environmental | 35% | 61% | 4% |
| Human Dimension | 9% | 48% | 43% |

138. The number of project proposals that are **fully** gender mainstreamed (Cat. 4.) is still extremely small even though there has been some improvement since 2011. They account for around seven percent of all proposals reviewed. With few exceptions, most of them belong to the human dimension. When compared to data collected for OIO’s previous gender evaluation in 2012, in the politico-military and economic and environmental dimensions, there seems to have been some progress with regard to the proportion of projects that mention gender vaguely, whereas the proportion of gender mainstreamed projects is still quite low. For the former as well as across dimensions, some of this progress seems to be attributable to intensified efforts to advance the work on UNSCR 1325.

139. The analysis of project proposals, however, presents a narrow view of the effectiveness of gender mainstreaming due to the specific word-count methodology that was used. When the content of gender mainstreaming statements is considered, there is not a noticeable difference in the approach to gender mainstreaming across dimensions. As a general rule, field offices that address gender in some detail do so in all dimensions, while those that have weaker gender mainstreaming tend to be weak overall. It should be noted, though, that of the five field offices under review, two have no second dimension projects. Section 5 of this report provides further information about the results of gender mainstreaming by dimension.

140. Regarding gender mainstreaming across executive structures, data from the review of 2016 project proposals revealed that progress has been very uneven. The best performers in this regard are the OSCE Mission in Kosovo and the OSCE Mission to Serbia. They have the largest proportion of gender mainstreamed projects (see column on Cat. 3 and 4 combined, below). The Mission to Serbia is the executive structure with by far the largest proportion of fully gender mainstreamed project proposals (Cat.4). Once more, most of these proposals belong to the human dimension.

Table 3: Gender mainstreaming across executive structures in proposals of projects implemented in 2016 (EXB and UB)²⁹

| | Cat 1 % | Cat 2 % | Cat 3 % | Cat 4 % | Cat 3 + 4 combined % |
|---|------------|------------|------------|------------|-------------------------|
| OSCE Presence in Albania | 8 | 46 | 38 | 8 | 46 |
| OSCE Centre in Ashgabat | 47 | 47 | 7 | 0 | 7 |
| OSCE Programme Office in Astana | 65 | 33 | 0 | 2 | 2 |
| OSCE Programme Office in Bishkek | 13 | 48 | 30 | 9 | 39 |
| OSCE Mission to Bosnia and Herzegovina | 7 | 60 | 27 | 7 | 33 |
| OSCE Mission in Kosovo | 0 | 38 | 44 | 19 | 63 |
| OSCE Mission to Montenegro | 6 | 44 | 44 | 6 | 50 |
| OSCE Mission to Moldova | 18 | 47 | 35 | 0 | 35 |
| OSCE Mission to Serbia | 0 | 39 | 30 | 30 | 61 |
| OSCE Mission to Skopje | 3 | 76 | 17 | 3 | 21 |
| OSCE Programme Office in Dushanbe | 0 | 71 | 19 | 10 | 29 |
| OSCE Project Co-ordinator in Ukraine | 9 | 59 | 31 | 0 | 31 |
| OSCE Project Co-ordinator in Uzbekistan | 24 | 68 | 8 | 0 | 8 |
| OSCE Office in Yerevan | 24 | 41 | 24 | 12 | 35 |
| OSCE Secretariat ³⁰ | 10 | 16 | 3 | 6 | 9 |

141. The above table also shows that while improvements are needed across the entire organization, there are a number of executive structures in which efforts to advance gender mainstreaming should be intensified. Obviously, this will include addressing any internal bottlenecks with regard to leadership commitment, weak institutional structures and capacities for gender mainstreaming, while taking the specific country contexts that might make the work more challenging into account.

4.2. Technical aspects of gender mainstreaming

142. The following section synthesizes findings from the portfolio review of five executive structures, which complemented the rapid analysis of proposals of projects implemented in 2016. Under the portfolio review, documents were considered both from the standpoint of how gender is technically integrated throughout the project cycle, in addition to the level of detail, responsiveness and content of gender mainstreaming statements. Observations from the portfolio review were supplemented with information gained from questionnaires submitted by the selected field offices to the Secretariat for the SG's Annual Progress Report on the Implementation of the Action Plan for the Promotion of Gender Equality (for 2015 and 2016), and from field visits and interviews conducted for this evaluation.

143. The previous OIO evaluation reviewed project proposals from 2011 against the gender mainstreaming checklist developed by PESU and found that none fulfilled more than half of the criteria

²⁹ The percentage figures are rounded, which is why for some countries Cat. 1 – 4 combined slightly exceed 100%.

³⁰ The Secretariat also has a large number of projects for which not enough information was available on DoCln (Cat. 0). These were not included in this table, which is why for the Secretariat all categories combined do not equal 100%.

in the checklist.³¹ The current portfolio review, likewise, revealed that the majority of project documents (proposals, progress reports and self-evaluations) do not conform to the recommended formats (templates or checklist) given in the OSCE project management manual developed by PESU.³² Of note, an earlier review of ODIHR found that few staff were familiar with the PESU gender mainstreaming checklist.³³ When asked for feedback on the checklist, respondents highlighted the difficulty of applying it to small initiatives (such as conferences) and for revising ongoing projects and activities.

144. *Concept development.* Project proposals usually do not describe the concept development process, but they nevertheless provide some insights about where gender mainstreaming could be improved at the concept stage. Outside of gender-specific projects, it is not a standard practice to include conclusions from gender analysis, data and statistics or contextual information about how gender issues may intersect with project objectives in project proposals. They usually make limited references to including national institutions for the promotion of gender equality as stakeholders unless the topic appears to directly implicate women.

145. A few proposals mention coordination with either the respective executive structure's gender unit / gender advisor, or the gender focal point of a particular department. OIO's field visits and meetings with gender advisors and GFPs confirmed that in some field operations, there is good cooperation with in-house gender experts (a gender advisor or working group) at the concept development phase. The staff stated that this advisory role has resulted in improvements in gender mainstreaming, which is visible in the project documentation of some executive structures. However, there is not a uniform approach in terms of the timing when feedback is given, the degree of assistance that gender advisors are able to provide (given their other duties), and the authority of the gender advisor to request modifications (for example, whether she or he is in the Head of Mission office or in a department). Overall, gender mainstreaming statements in proposals are often vague and non-specific, which suggests that project managers are not necessarily considering how to integrate gender at the concept phase but instead rely on the gender expert staff to assist during project implementation.

146. The evaluation also learned through interviews with staff that in some contexts the omission of gender considerations in the concept paper that is agreed with the host Government necessarily means that as a consequence the corresponding project proposal will suffer from the same shortcoming, as it needs to reflect the content of the agreed concept paper, which makes it difficult to include any additional elements at a later stage. This also points to the need to integrate a gender perspective right from the start of the concept development phase and the initial discussions with counterparts.

147. All of these findings suggest that OSCE staff tend not to develop tailored approaches to improving gender equality when projects are designed but that, rather, a standard approach to gender mainstreaming is overlaid once the concept has been developed. OSCE guidance on project

³¹ Project Management in the OSCE, a Manual for Programme and Project Managers (2010).

³² Project Management in the OSCE. A Manual for Programme and Project Managers (2010).

³³ OSCE/ODIHR. 2013. Strategic Review: Enhancing Gender Mainstreaming in ODIHR Programmes. Synthesis Report, p. 6.

management recommends conducting needs assessments and situational analysis, with dedicated attention to the implications of the project for both women and men, as part of the project identification and development phases.³⁴ Conducting such analyses seems to occur rarely, although this step is especially pertinent for field operations that are reducing the number of gender-specific projects in their portfolios, while at the same time incorporating gender-specific activities into broader programmes that were not previously particularly gender sensitive.

148. *Project design.* The portfolio review included an assessment of the technical aspects of gender mainstreaming, specifically in which sections of project proposals gender is mentioned. It revealed that field structures that were reviewed take differing approaches to this. While some project proposals include one or two pages of text describing the gender mainstreaming approach, others omit information about gender entirely or note that gender mainstreaming is “not applicable.” This practice is not limited to any one office or dimension, but there are patterns in which some missions tend overall to have a more detailed approach to gender and some to have less.

149. When gender mainstreaming is included in project documents, it most often appears under the “horizontal issues” heading (in proposals and self-evaluations). However, several good examples were noted in which statements about gender issues are included in multiple sections of project documents, such as the Background and Justification sections of project proposals. The format of the project proposal template and how gender mainstreaming is framed (as a stand-alone section or part of horizontal issues) correlates with the level of detail and approach. When templates have a distinct section with the heading “gender mainstreaming activities,” as is the practice in the Mission to Bosnia and Herzegovina and the Mission in Kosovo, virtually all project proposal include some relevant information. When the option is given to discuss gender under the more general “horizontal issues” section, the text is more often omitted. Furthermore, when headings indicate that information should be provided on the “impact on gender relations and/or involvement of women,” gender mainstreaming statements tend to focus narrowly on these topics rather than exploring others, such as the influence of gender stereotypes or issues that men and boys face.

Good practice example: Gender mainstreaming statements in project proposals

The most effective gender mainstreaming statements revealed during the portfolio review have many of the following characteristics:

- Relevant contextual information and sex-disaggregated data/gender statistics are provided.
- Gender issues are described in the Background and Justification sections, additionally to be mentioned under horizontal issues.
- Gender mainstreaming approaches are noted in relevant descriptions of activities and results.
- The gender mainstreaming statement also includes details about interventions or approaches that are linked to the project activities and results. In some cases, project proposals list the activities with a

³⁴ Project Management in the OSCE. A Manual for Programme and Project Managers (2010), p. 30.

corresponding gender mainstreaming action for each (for example, in a matrix format).

- Gender-sensitive indicators, as well as realistic benchmarks and targets are included if relevant.

Why is this a good practice? Such proposals have sufficient detail that they can serve as a road map during project implementation. Contextual information ensures that the approach is specific to the project and not generic. Targets and indicators help improve how gender is addressed during implementation, and are critical for monitoring and evaluation.

150. Regarding the content of gender mainstreaming statements, it is not uncommon for the same or very similar text to be “recycled” from year to year in projects on similar themes. In some cases, the gender mainstreaming text appears to be boilerplate and it does not have sufficient links to the described activities. In other cases, the text may be generic but it is then supplemented with more specific information describing approaches relevant to the given project. Some field operations use particularly effective gender mainstreaming in proposals that correspond to the characteristics listed as good practices above. Examples of effective gender mainstreaming statements are generally succinct (no more than two pages), and they should not require much effort to write if project managers are familiar with the programming environment.

151. *Approaches to gender mainstreaming.* The portfolio review highlighted two negative tendencies in terms of the approach to gender mainstreaming. In some cases, proposals for projects that are similar (or are continuations) use virtually identical gender mainstreaming text from year to year, without exploring the need for tailored activities or making use of lessons learned from previous projects. But it was also observed that approaches to gender mainstreaming are not always uniform (in planning or implementation) between projects with similar goals and objectives when uniformity would be expected. Variation was observed between thematically similar UB and ExB projects within the same executive structure and also between the approaches taken by the Secretariat and in the field. For instance, there are examples of considerable differences in the gender responsiveness of specific projects relevant to trafficking in human beings, VERLT and water resources management, with some projects taking a nuanced approach to gender mainstreaming and others starting from the presumption that the topic is essentially ‘gender neutral.’

152. Statements about gender mainstreaming in project documents almost always concern women as beneficiaries or a particular target group, rather than considering gender inequalities more broadly. It is a common practice across the field operations included in the portfolio review to refer to women as belonging to vulnerable categories of people as a shorthand means of explaining women’s specific needs and priorities. Project proposals often refer to “vulnerable groups, including women.” It is problematic to conflate gender and vulnerability and to approach gender mainstreaming from the perspective that women are inherently vulnerable. Instead, the ways in which discrimination and inequality place women in situations of vulnerability should be explored, as well as the active role that women can play in bringing about positive change.

153. In a similar manner, there is little exploration of how gender and other statuses intersect. For example, many proposals for projects that focus on youth do not address differences between young

women and men as beneficiaries but speak of youth as a homogeneous group. In still other cases, activities for “women and youth” (e.g. economic empowerment) are combined and objectives are not sufficiently defined for each group.

154. There are, however, some positive examples of projects that engage with female leaders (members of parliament or police officers, for example), address the differing needs of specific groups of women (women from minority communities, women with disabilities or girls), as well as some activities that directly address negative gender stereotypes.

155. Few project proposals describe the potential positive impacts of gender mainstreaming for males. Furthermore, only a small number of projects have explicit objectives or implement activities on engaging with men and/or boys, but since the previous OIO evaluation, such efforts appear to have increased across the organization. Of the projects reviewed, only one (from the Mission in Kosovo) is a gender-specific project that targets men and boys. There is evidence in many of the participating States of a need for further engagement with males in the thematic areas in which the OSCE works (e.g. countering violent extremism and radicalization that leads to terrorism-VERLT).

Good practice examples: Engaging men and boys

The Gender Section launched the organization-wide MenEngage Network in 2012 and since then has supported various initiatives within this campaign, including for example an expert meeting (Vienna, November 2017) in which good practices for involving men in combating violence against women and in promoting female participation in public life were documented. To bring visibility and recognize leadership, the Secretary General has awarded a White Ribbon to several male champions on gender equality of the OSCE.

At the field level, the Programme Office in Dushanbe conducts several activities on women’s public participation. The broader public participation projects (No. 5500561 and No. 5500593) include a gender mainstreaming mentorship programme that trains girls and boys to challenge gender stereotypes and act as mentors to their peers. The project also supports the creation of a local MenEngage forum, which has had positive results in dispelling stereotypes about gender equality being a “women’s issue.”

The Mission in Kosovo’s cross-dimensional ExB project (No. 2100961) on encouraging men to promote gender equality and reassess gender roles has components on enhancing men’s role as advocates, promoting non-violent behaviour among young (school age) men/boys and a survey of male practices and attitudes related to gender equality. Key activities of the project include training a group of senior male police officers to serve as role models and trainers for others in this male-dominated field and educational programs for boys (such as school-based Be a Man clubs) that have resulted in positive attitudinal changes around gender-based violence and stereotypes. The project is the first gender-specific project for the Mission that focuses on men and boys. It has generated preliminary recommendations about how some of the specific activities could be incorporated into other Mission projects as cross-cutting elements that would improve outreach to men and boys. Other Mission projects have

strengthened men's capacities to serve as trainers and advisors on issues related to women's property rights.

Why are these good practices? Given the OSCE's security mandate, beneficiaries of many programmes are male, yet there are few examples of efforts to work with men directly to address gender inequalities, discrimination and stereotypes. These projects demonstrate an understanding of the fact that transforming gender norms cannot be achieved without the participation of men and their willingness to challenge dominant attitudes. Because these are relatively new projects, evaluation of their outcomes will be very important for generating lessons learned for the organization.

156. Very few projects address discrimination on the basis of gender identity or sexual orientation, but this topic is usually raised in projects on combating hate crimes or protecting human rights. Note also that despite limited programming, ODIHR's annual Human Dimension Implementation Meeting has consistently included side events about the protection of the rights of lesbian, gay, bisexual, trans-, and/or intersex (LGBTI) persons during the past six years.

157. A minority of proposals explicitly link the gender mainstreaming approach with the strategy of the particular intervention in order to show how the overall project will benefit. As described in greater detail below, gender mainstreaming most often means attention to the inclusion of women in project implementation. It is implicit in project proposals that increasing the involvement of women fulfils obligations to provide equal opportunities. However, few project proposals explain how female participation will contribute positively to the overall project/programme objectives or how gender mainstreaming itself will contribute to the project's higher level goals.

158. Project proposals make few references to broader organizational strategies or to international norms and standards on gender equality. The proposals that do reference mission-level gender action plans, the 2004 OSCE Action Plan or UN conventions, are not necessarily for gender-specific projects, but more often for projects on human rights, rule of law and security (the latter specifically referencing UNSCR 1325). While some gender-specific project proposals do refer to the activities of other international and donor organizations on promoting gender equality (and some are even collaborative), others do not include information about coordination or how the gender mainstreaming approaches may enhance or support other efforts in the participating State.

159. *Gender marker scores.* Because there is variation in how executive structures use the gender marker when preparing their inputs to the SG's Annual Progress Report, and in the size and scope of field level projects, direct comparisons between portfolios is not particularly useful. Nevertheless, the SG's Report³⁵ includes a breakdown of the number of projects receiving G1, G2 and G3 scores. In the three years that the gender marker has been used, just under half of the projects that addressed gender in some form received G1 markers, followed by over a third with G2 scores and less than 15% receiving G3 scores. The data included in the Annual Report, however, is based only on those projects that received a score at all. Comparing the number of projects reported to the SG annual questionnaire with the overall numbers of funded projects for the organization (i.e., those listed in Oracle) shows

³⁵ 2016 Annual Progress Report on the Implementation of the OSCE Action Plan for the Promotion of Gender Equality, p.14.

that there are significant discrepancies. For instance, regarding UB projects from field structures, in 2016 only about 60% of all projects were given a gender marker score and reported to the SG. This means that almost 40% of projects were either gender blind (had no gender mainstreaming), and hence not reported, or not reported for some other reason.

160. The portfolio review of the content of project proposals furthermore noted that the self-reported gender marker scores often overstate the level of gender responsiveness. In a number of cases, projects that received G2 scores, in fact, only meet the criteria for a G1 score, in the sense that they only reference aspects of female participation without including relevant information across the project document. Therefore they should not be classified as fully gender mainstreamed.

161. *Implementation.* The majority of project proposals approach gender mainstreaming during implementation narrowly. Most focus on ensuring gender balance among beneficiaries (e.g. among trainees and trainers/experts, in working groups, etc.), promoting the participation of women in project activities and, to a lesser extent, integrating gender-sensitive materials into existing activities (such as trainings). Even gender-specific projects tend to use these methods, albeit with women as the sole or primary target group. A few projects have used more varied interventions, such as capacity-building for coalitions or other groups of women, research and promoting gender mainstreaming as a tool in local governance.

162. Several interviewees for this assessment noted the lack of creative or innovative approaches to promote gender equality and specifically that standard interventions, such as trainings, fail to engage stakeholders or beneficiaries in a way that would cause them to question gender stereotypes or to affect attitudinal changes. A small number of project proposals explicitly mention the types of proactive approaches that field operations are planning to take to ensure female participation or gender balance in activities (e.g. including gender work experience in trainers'/consultants' terms of reference, engaging directly with selection committees to promote gender balance, or working with parents to increase trust so that girls will be permitted to participate in youth-focused activities). Most proposals, however, do not include any details about how gender mainstreaming will be implemented, other than noting that the OSCE will "encourage" government or other partners to nominate female candidates. A minority of gender mainstreaming statements are actually justifications for not challenging the *status quo* and include statements to the effect that "the OSCE cannot change the gender imbalance in the sector", or the organisation must rely on the government partner to nominate more women. This hands-off approach contradicts the principles underlying the 2004 Gender Action plan which calls for OSCE structures to proactively assist participating States to develop measures to bring about equal opportunities for women.

163. Because the portfolio review is limited to project documents, visits to field structures and interviews provided additional information about project implementation. In a minority of cases, in which project proposals have weak gender mainstreaming, gender advisors or project managers consulted demonstrated a deeper understanding of the relevant gender issues and explained how they had been addressed in implementation. However, the converse was also true- some gender mainstreaming statements in project proposals are quite strong and yet gender was given minimal attention during implementation. As a general rule, when project proposals include insufficient gender mainstreaming (defined as using standard or generic language, the absence of contextual

information and poor demonstration of relevance to project objectives), gender mainstreaming in project implementation is similarly minimal- for example, focusing only on the number of female beneficiaries or participants.

164. *Monitoring and evaluation.* Within the project cycle, gender mainstreaming is weakest at the monitoring and evaluation stage. This problem stems, in part, from the fact that systems to identify the results of gender mainstreaming are not planned for or identified at the project design stage- for instance, in the M&E section of project proposals.

165. Not all project proposals include log frames, but most have at least some illustrative performance indicators to verify progress toward or achievements of results, but few of these are gender-specific. Although gender mainstreaming typically takes the form of increasing women's participation in a particular area or activity, project proposals rarely include corresponding targets or indicators for monitoring purposes. The portfolio review revealed several other weak areas concerning the use of indicators:

- An imbalance between quantitative and qualitative indicators, with the majority of them being quantitative.
- An imbalance between output and outcome level indicators, with the majority of them being at the output level.
- With the exception of gender-specific projects and a few others, indicators are almost never gender-sensitive, nor do they include sex-disaggregated measures. Typically, they only state that a certain number of participants/trainees/journalists/professionals etc. will be beneficiaries, without requiring sex-disaggregation.
- When indicators include women, it is often a combined indicator that would be difficult to measure, for example "women and youth" or "women and members of minority communities/underrepresented groups."
- In some cases, indicators include targets for female participation (most often 30%), but justifications for specific targets are rarely included, and so it is not clear whether these targets are achievable or realistic. The lack of baseline data in most of the participating States in which the OSCE has field operations makes setting targets particularly challenging.
- A few indicators do attempt to measure progress toward gender equality, but, as formulated, they would be very difficult to measure or quantify (e.g. "amendments to X law are drafted, anti-discrimination clauses are advocated for, and gender-sensitive language is used" or "gender mainstreaming is increased in Y institution").

Good practice example: Gender-sensitive indicators

The following are sample indicators extracted from the log frames for two UB projects- the first on democratic governance (Mission to Bosnia and Herzegovina, 2016, No. 2200388) and the second on community rights (Mission in Kosovo, 2017. No. 2101008).

Project 1 of the Mission to Bosnia and Herzegovina (BiH) included gender-sensitive indicators:

Result: (1) Government ability to meet national and regional challenges is improved through cooperation, among the BiH parliaments, regional actors and cantons, and by strategic development processes

Sample indicators:

Number of policy, awareness raising and co-operation initiatives (in-country or regional) proposed and supported by women MPs, caucuses or gender committees.

At least one activity is substantially prepared by women MPs, caucuses or gender committees.

Number of activities organized during Gender Week.

Women MPs from four BiH parliaments participated at regional conference.

Result: (2) Commitment and ability of elected officials in local government units to improve governance for the benefit of all people of the local government unit is strengthened.

Sample indicator:

Number of municipalities that commenced introduction of gender-responsive budgeting.

Project 2 of the Mission in Kosovo used gender-specific indicators with targets:

Result: (1) Institutional capacities to promote inter-community relations and inclusion and to address community security concerns and needs are enhanced.

Sample indicators:

At least 150 representatives of Kosovo institutions, communities, police and civil society attend at least 10 meetings organised in at least 6 municipalities...; and meetings are attended by at least 60 women.

At least 10 young women and 10 young men from different communities attend the three-day youth forum.

At least 25 community representatives and officials (a minimum of 10 women) attend at least one working meeting on promotion of intercommunity dialog through education.

Result: (4) Kosovo institutions are supported to better monitor and support communities' participation in decision-making and representation in civil service.

Sample indicator:

... at least 75% of municipal communities' mechanisms conduct gender mainstreaming within at least one policy document.

Why are these good practices? Neither project is gender-specific, but both include several activities in which gender is a focus. These activities are reflected in the log frame indicators. The selected indicators meet the SMART criteria, and they include indicators at the outcome level, especially for the first project. The progress report for the first project³⁶ contained narrative information about the inclusion of gender equality issues during public debates (on EU integration) and Gender Week (e.g., maternity leave,

³⁶ Note that no self-evaluation was available for the first project. The second project is being implemented in 2017.

domestic violence and discrimination), and about training in gender responsive budgeting, which generally reflect the issues the indicators are measuring.

166. Only a small proportion of progress/interim reports and self-evaluations, as compared to project proposals, was available through DocIn. For many projects, therefore, no self-evaluations could be reviewed. However, the documents that were reviewed demonstrated that gender mainstreaming tends to “evaporate” from the project design and proposal stage to the M&E stage. Even when gender mainstreaming in proposals is quite thoughtful, information about gender is often absent from progress/interim reports and self-evaluations, or it is treated in a superficial manner. The opposite is also true; in some cases gender mainstreaming information is omitted entirely from project proposals, but self-evaluations state that the project had been ‘gender neutral.’ Most often this is not the case, and opportunities were missed to apply a gender lens.

167. With the exception of gender-specific projects, the self-evaluations that do include information relevant to gender mainstreaming tend to focus on reporting of outputs – sometimes with numerical information about women’s participation but very often including only generic statements that mirror the project proposal (e.g. “women and men benefited equally”). Projects with gender-specific activities (for instance, gender-responsive budgeting) usually provide greater detail about relevant outputs, but even then, information about gender mainstreaming is limited to reporting on those single activities. The existence of numerical targets for female participation in project proposals does not always lead to reporting against those targets in self-evaluations.

168. It should be mentioned that some field offices have recognized that reporting on outcomes is a general weakness in terms of monitoring and evaluation, and at least two, the Presence in Albania and the Mission to Bosnia and Herzegovina, have taken steps to improve outcome-level reporting generally. There appears to be a positive correlation between these efforts and increased reporting on gender-related outputs. For instance, in Bosnia and Herzegovina, several mission progress reports on democratic governance projects provide information about how local government authorities, after participating in OSCE-led workshops and trainings, went on to develop and adopt gender action plans or to hold regular meetings to discuss gender issues.

169. When gender issues are mentioned in self-evaluations, the information is most often presented under the “horizontal Issues” section of the report, but as noted above, the information rarely concerns the impact of the project on gender relations or gender equality. It is concerning that a number of self-evaluations note failures to engage women as participants or beneficiaries, or other problematic aspects of gender mainstreaming, without conducting much analysis of the reasons or providing recommendations for future work.

170. Although the *OSCE Manual for Programme and Project Managers* recommends that self-evaluations include questions about gender under sections on “Impact” and “Sustainability,” there were only a handful of examples of such information being included in self-evaluations among the reviewed documents. Singular positive examples were found in self-evaluations from the Programme Office in Astana, Mission to Bosnia and Herzegovina and the Mission in Kosovo of providing lessons learned about the importance of taking a proactive approach to gender mainstreaming when working

with the host government, linking gender mainstreaming efforts to the sustainability of the project, describing the added value of engaging men as gender equality advocates, and identifying setbacks while also providing information about plans for follow-on actions. It should be emphasized that such self-evaluations correspond to a very small minority of projects in each office, but they nevertheless indicate that even relatively short UB projects can generate qualitative information about results.

BOX: LESSONS LEARNED FROM OTHER ORGANIZATIONS

A review of how other organizations assess gender mainstreaming revealed several issues that are also characteristic of the OSCE: when staff do not have the technical capacity to conduct gender analysis, mainstreaming is limited; even when gender mainstreaming is effective in the first stages of the project cycle, it tends to be weak at the monitoring and evaluation stage. The specific gender institutions of an organization are not always structured in a way to allow for timely or relevant input at the early project design phase.

Gender mainstreaming can be improved when gender analysis is integrated as an essential component of strategic planning in parallel with increasing staff competencies and providing guidance on how to conduct gender analysis. Gender advisors/focal points should be systematically included in the initial design process, which would allow them to participate in selecting priority areas, interventions and indicators.

ACTION POINTS:

- Re-design the templates for project concept papers used by field structures in their initial discussions with Government with a dedicated section on gender mainstreaming.
- Re-design the OSCE project proposal template with a dedicated section on gender mainstreaming with brief instructions about the content and level of detail.
- Work with Gender Advisors and gender focal points to collect examples of SMART gender-sensitive indicators (from within and outside the organization) for the OSCE's key thematic areas of programming, with particular attention to the first dimension, and share it across executive structures
- Integrate teaching on the formulation and use of gender-sensitive SMART indicators in any training on Results-based Management, monitoring and evaluation.

5 Results of Gender-Specific Programming and Gender Mainstreaming

171. This section provides information on the results of gender-specific projects and also examines the effectiveness of gender mainstreaming for promoting gender equality, by dimension. The findings are based on the portfolio review, an overall document review, interviews with staff and partners, and observations of the evaluation team. The following analysis concerns the results of programming. Specific information about gender mainstreaming in publications and events, by dimension, can be found in chapter 6.

5.1. Note about gender-specific projects

172. For the purpose of this evaluation, gender-specific projects are defined as those that meet the criteria of the G3 marker, i.e. projects that have gender equality as a principal objective. Over the past years and across executive structures the large majority of gender-specific projects have been in the human dimension. For 2016, for instance, this was the case for about 60% of all gender-specific projects (UB and ExB combined), as compared to only around four percent of gender-specific projects in both the politico-military and the economic and environmental dimensions. These results were confirmed by the in-depth portfolio review of five executive structures from 2012 – 2017.

Table 4: Gender-specific projects by dimension in 2016 (Secretariat and field structures combined)³⁷

| Dimension | Gender-specific projects | | | |
|--------------------------------------|--------------------------|------------|-----------|------------|
| | ExB | | UB | |
| Politico-military dimension | 0 | 0% | 1 | 4% |
| Economic and environmental dimension | 1 | 4% | 0 | 0% |
| Human dimension | 4 | 17% | 10 | 43% |
| Cross-dimensional | 6 | 26% | 0 | 0% |
| Policy and direction | 0 | 0% | 1 | 4% |
| Total | 11 | 48% | 12 | 52% |

173. The evaluation also noted that gender-specific projects are often assumed to be gender mainstreamed by the nature of their focus. Various evaluations, including the present one, have, however, established that a considerable proportion of them are not. This is evident in the approach taken to gender mainstreaming in which “gender” is still very much associated with programming for the benefit of women (as noted in section 4.2 above). On the other hand, though, it is also true that of all gender mainstreamed projects, the majority are gender-specific. This indicates that when gender equality is not an explicit objective, there is an even lower likelihood of gender mainstreaming occurring.

174. It is in this context worth revisiting an analysis of 203 ODIHR UB and ExB project documents (conducted in 2013) that determined that 57% of ODIHR project documents were gender blind at that time.³⁸ Only 19% were considered to be adequately gender mainstreamed, and the remaining quarter of all documents had some, but inadequate, gender analysis. Notably, gender-specific projects accounted for a large number of those that demonstrated the most effective gender mainstreaming. When such projects were removed from the analysis, 73% of the remaining project documents (i.e. those that were not gender-specific) were considered gender blind.

³⁷ Information is based on data available in DoCIn.

³⁸ Note that the ODIHR-specific analysis used three categories based on the PESU gender mainstreaming checklist (gender blind, some mention of gender, adequate gender mainstreaming). See OSCE/ODIHR. 2013. Strategic Review: Enhancing Gender Mainstreaming in ODIHR Programmes. Synthesis Report.

175. The fact that there has consistently been a larger proportion of gender-specific projects in the human dimension also explains why gender mainstreaming appears to be better in third dimension projects. The current evaluation has found improvements in terms of a decrease in gender blind projects overall. However, the patterns persist of missed opportunities for gender mainstreaming within gender-specific projects, too few gender-specific projects in the first and second dimension, and far from adequate attention to gender in other (non gender-specific) projects.

5.2. The politico-military dimension

176. A small proportion of first dimension projects are gender-specific, and these include supporting the implementation of UNSCR 1325 at the national level, promoting concepts of gender-sensitivity, gender balance and/or diversity in security sector reform, and capacity-building for police to more effectively respond to incidents of domestic violence. A few concrete examples are mentioned below.

177. The OSCE conducts various activities to promote UNSCR 1325, such as supporting the development of national action plans, raising awareness and promoting the principles of the Resolution (through roundtable events, for instance). In 2016 and 2017 the Gender Section organized two National Action Plan Academies on UNSCR 1325, the results of which included the publication of a tool for drafting, monitoring and evaluating NAPs and fostering collaboration between government and civil society stakeholders from participating States that are developing or revising NAPs (described in section 6 of this report). After the 2017 event, the Gender Section received requests from two participating States for additional and tailored workshops on NAPs. One such tailored event was held in Ukraine later during that year. All in all, these NAP Academies benefited 19 participating States and Kosovo. Their ultimate impact is not yet clear. Anecdotal evidence indicates, however, that the Academies have led to the revision or drafting of a number of NAPs.

178. The Mission to Bosnia and Herzegovina (in cooperation with the NGO Inclusive Security), supported the development of Local Action Plans on Women, Peace, and Security in various pilot municipalities. Considerable work has been carried out in Ukraine to support the implementation of UNSCR 1325 through training for law enforcement, the security sector and social services on gender-based violence (GBV) occurring in conflict and post-conflict settings (by PCU, ODIHR), fostering dialog between the government and civil society groups on co-ordination, localization and implementation of the NAP on UNSCR 1325 (PCU, Gender Section, Special Representative on Gender Issues), and monitoring of the development and implementation of regional action plans on UNSCR 1325 (SMM). In 2017, the SMM issued a request for information to all monitoring teams to collect specific information about such regional action plans within routine monitoring work. The request generated a significant increase in gender thematic patrol reports. Information on gender equality and UNSCR 1325 is included not only in the SMM's reports to the OSCE's Permanent Council, and also at times in the SMM's weekly reports.

179. Significant results relevant to promoting gender equality have been achieved in the area of police reform. The Mission in Kosovo, the Presence in Albania and the Mission to Bosnia and Herzegovina have all contributed to improving the gender balance in the police force, by in large through their long-term support for associations of women in the police. OSCE's contribution has been

strategic in that it has supported the establishment of permanent associations, provided guidance to strengthen them internally (in the case of Kosovo, a key result of the Mission's assistance was the development of the first multi-year strategy of the Association of Women in the Kosovo Police), and in parallel worked in partnership with such associations to increase the gender sensitivity of the police forces as a whole. The impact of the work of the OSCE in Kosovo is demonstrated by the fact that the national association of women in the police has effected changes that make the police force more accessible to women overall, for instance in the areas of internal policy change on maternity leave, incorporating diversity issues in training, improving how incidents of harassment are managed internally and preparing female officers for promotion. The Association of Women in the Kosovo Police has become a model for the sub-region.

180. The Programme Office in Dushanbe has worked to increase the gender-sensitivity of the police through support for specialized units that deal with domestic violence cases. By not only increasing the capacity of specialized female inspectors through training, but also encouraging information exchange between the police and service-providing organizations (including women's CSOs) on developing a national referral mechanism, the Office has contributed to improving the policing culture around GBV. Another interesting example of work within the security sector is a project in Kyrgyzstan, where the Programme Office in Bishkek supported the Kyrgyz Association of Women Police, which in turn initiated the establishment of the Kyrgyz Association of Women in the Security Sector. The latter includes women from all security-providing structures and aims to strengthen women's participation in the security sector, including increasing the quality of their participation as well as women's involvement in decision-making. The project also included strengthening the cooperation between the Association of Women Police and the Forum of Women Members of Parliament to promote parliamentary oversight of police and law enforcement reforms.

181. The Border Security and Management Unit in the Secretariat's Transnational Threats Department works towards addressing challenges related to the hiring, retention and promotion of women in the security services. It does this by working with national services, particularly by supporting the working group on gender mainstreaming that was established by the national focal point network for border management security. Furthermore, as part of its ExB (No. 1101675) funded *Women Leadership and Empowerment Initiative for Border Security and Management Agencies (2016 – 2018)* the OSCE Gender Equality Platform for Border Security and Management was launched in cooperation with national gender focal points from services in a number of participating States, and basic online training on gender mainstreaming in border security and management is being developed. The latter is to be complemented later by more advanced capacity building measures for mid-level and senior management. The project also foresees conducting a survey to collect statistics on female officers and their status within the border security and management services of the OSCE's participating States. This is important as it will provide much needed baseline data against which progress can later be measured. Another interesting initiative to promote women and to integrate a gender perspective in border security and management is that of the Border Management Staff College in Tajikistan.

Good practice example: Gender mainstreaming in the Border Management Staff College (BMSC) in Tajikistan

The BMSC has provided courses, seminars, workshops and conferences to border management officials since 2009. Its main purpose is to build capacities to strengthen harmonization and the enhancement of border management and security standards and routines across OSCE participating States. As of 2016, BMSC's activities have enrolled almost 3000 participants from border, customs and drug control agencies from a large number of countries. Out of these, only 14% (414) were women.

In order to increase the participation of women, the BMSC introduced women-only courses for mid- to senior level female border management officials. These were initiated have so far been conducted four times; 96 women have graduated from these courses.³⁹ Gender components have also been included in the content of trainings, both women-only and mixed, for instance, on topics such as trafficking of human beings, human rights, patrolling and interviewing, and VERLT.

Apparently, the demand for women-only courses now far exceeds the number of available places. BMSC staff also report that over the last years the overall number of women enrolled in BMSC's courses has increased, including the proportion of women in mixed courses. This suggests that border management services are slowly moving towards employing more women at mid- and senior management levels.

182. Another area with demonstrated results of gender mainstreaming are activities on inclusive security (which include public safety and community policing). While it is more difficult to quantify the results, project managers noted that there has been a positive increase in women's participation in community safety forums and in the proportion of women on local public safety committees. Project self-evaluations also suggest that some of the improvements implemented in local communities are those that women typically prioritize (e.g. increased street lighting, safety around schools), suggesting that female participation has led to meaningful results. Some of the effective gender mainstreaming methods used in Kosovo include training on gender-sensitive case management for police, working with selection committees to improve gender balance and holding separate community safety forums for women and men to allow for uninhibited expression of safety concerns.

183. The Secretariat and ODIHR have given considerable attention to the intersections of gender and VERLT. Some of the field operations that were examined for this evaluation are making positive efforts to mainstream gender in first dimension activities on VERLT. Projects include activities on dispelling stereotypes about women and girls as the victims of violent extremism and initiating a discussion of women's potential in countering VERLT. The portfolio review, however, suggests that such activities tend to focus on women's informal role as mothers or family members without giving attention to how to support the formalization of women's expertise in security institutions. Field level work appears not to be fully in accord with some of the recommendations that have been developed by the Secretariat on the various roles that women can play, both positive (countering VERLT) and negative (as recruits, perpetrators, etc.) and on the development of gender-sensitive rehabilitation

³⁹ Evaluation of the Border Management Staff College (BMSC), 2009-2016; Report number: 14/2016. The overall number of women graduates (414) includes the 96 graduates from women-only courses.

and reintegration programmes. Some experts external to the OSCE suggested that there is a need for greater attention to the intersections of masculinities and VERT in programming.

184. There are several examples among the projects included in the portfolio review of gender issues being raised in the context of de-mining and arms control. At minimum, this attention helps to dispel the notion that these are gender neutral subjects.⁴⁰ But the absence of self-evaluations and outcome level reporting made it difficult to determine how gender mainstreaming was carried out in practice and whether it led to any concrete results. Another important area is that of gender-responsive mediation, supported by the Gender Section together with Operations Services. A dedicated Guidance Note was issued in 2013.⁴¹

185. Aside from the examples provided above, a considerable number of first dimension project proposals included in the portfolio review acknowledge the low participation of women in security sector institutions, but they rarely include proactive approaches to increase recruitment of women into the sector or to promote women who are already working there (in administrative positions, for example) to higher posts. The portfolio review suggests that some field missions do not reflect gender issues throughout the content of police training activities, but rather gender mainstreaming is accomplished by including sessions on domestic violence. Very often, first dimension projects only address gender issues in terms of striving for equal participation of women and men in the planned activities.

5.3. The economic and environmental dimension

186. A few of the gender-specific projects identified in the portfolio review are within the economic and environmental dimension. They concern women's economic empowerment with a focus on self-employment and entrepreneurship, organic farming/green technologies and increasing access to cross-border trade (the Presence in Albania, Programme Office in Astana and the Programme Office in Dushanbe, respectively). Output information for such projects is available (e.g. the number of women who have received training or business consultations), but assessing results proved difficult. In some cases, the cohort of women trained is relatively small. There is also insufficient documentation of long-term results in terms of women making use of new knowledge and information to improve their economic status. Furthermore, OSCE is one of several organizations that provide support in the area of entrepreneurship and business development, and other organizations often link training programs to mentoring or the provision of microfinance which can increase effectiveness. So while gender mainstreaming may be effective within a particular OSCE project, the overall impact may be minimal given limits of programming at the field level.

187. Within the Secretariat and some field operations there are positive examples of gender mainstreaming in projects on water resource management, environmental affairs/energy efficiency and disaster risk reduction. The approach to gender mainstreaming and potential results vary considerably, even within the same field office. In some cases, project documents make no references

⁴⁰ The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) has interesting publications on the gender dimensions of small arms and light weapons, and on the integration of a gender perspective in the work to control and reduce their proliferation and misuse. A few of them are listed in the bibliography in Annex V of this report.

⁴¹ Reference to this Guidance Note is included in the list of publications in Annex IV of this report.

to gender differences relevant to water resources- they are essentially gender blind- and thus no results can be tracked. In other cases, proposals include good gender analyses of differences in the use of natural resources or about the impact of natural disasters on women and men, but in terms of interventions, they stop at the point of ensuring equal participation of women in activities. While it is important to counter the commonly-held belief that these are gender neutral subjects, this is also a minimalistic approach to gender mainstreaming. On the other hand, a small number of projects on water and energy resources (from the Programme Office in Dushanbe) acknowledge that men dominate formal decision-making in these sectors but managed to achieve positive outcomes in terms of working directly with the few women in relevant government offices and by engaging women in academic courses in order to increase the pool of female experts. The project example that is most frequently given by staff from the Secretariat and that explicitly aims to address some of these issues is an ExB project on Women, Water Management and Conflict Prevention (No. 1101516), that aimed to increase women's participation in conflict resolution and water management in Central Asia and Afghanistan.

188. In projects that address environmental issues more broadly, gender mainstreaming tends to be limited to including women or women's NGOs in the activities of Aarhus Centres. A dedicated guideline⁴² also exists. Specific positive results of the inclusion of women could, however, not be identified as they are not reported in project documents, nor did interviews reveal further insights. Furthermore, some staff working on projects related to Aarhus activities had difficulty articulating the form that gender mainstreaming would take in this context, beyond considering whether there is gender balance among experts, staff and volunteers who are engaged in the Centres.

Good practice example: Gender mainstreaming in disaster risk reduction

The OSCE Mission to Serbia has made important contributions to improving the body of knowledge about gender-sensitive approaches to managing the impacts of natural disasters. The Mission has carried out a number of activities, including conducting and publishing gender analyses of the impacts of 2014 floods in Serbia (carried out by Aarhus Centres), developing recommendations and guidelines for gender-sensitive media reporting of emergencies, and supporting working meetings with stakeholders from the government emergency services, civil society and the media on mainstreaming gender into national programmes and policies in flood risk reduction and management.

189. Gender mainstreaming remains quite weak in projects on anti-corruption/transparent governance and anti-money laundering, comprising only minimal attention to the inclusion of women as participants, but without exploring such topics of the types of corrupt practices that women and men encounter or the differential impacts of and attitudes toward corruption/money laundering. A recent OIO Evaluation of the OSCE's work on Anti-Money Laundering (AML) and Countering of Financing of Terrorism (CFT)⁴³ revealed that projects in this area are often described as 'gender neutral', without any preceding gender analysis to substantiate this claim. It was also noted that field structures tend to argue that the OSCE's assistance aims to enhance compliance with and enforcement of non-gender mainstreamed international AML and CFT regimes, and that there was therefore no

⁴² Gender Mainstreaming in Aarhus Activities. A Guideline for Practitioners. OSCE 2012

⁴³ OSCE Anti-Money Laundering and Counter Terrorism Financing Assistance Projects, 2004-2016. This evaluation was still ongoing at the time of the present evaluation exercise.

need for and no room to advocate for the integration of a gender perspective, as this was neither required nor expected by counterparts.

190. In order to address the gender dimensions of labour migration OCEEA introduced a guide on gender-sensitive labour migration policies⁴⁴ as well as a dedicated labour migration manual for trainers, an update of which is planned for the future. These documents, as well as related capacity building activities⁴⁵, have been implemented since 2009. They acknowledge that female migrant workers are often confronted with gender-specific disadvantages in the migration process, as they often work in gender-segregated labour market segments, such as domestic and care work, which entail a higher risk of violation of their rights, both as women and as informal workers.

5.4 The human dimension

191. The majority of gender-specific projects are in the human dimension, including projects with the primary objective of promoting gender equality (for example, through strengthening national gender equality institutions and improving the gender-sensitivity of state structures). Other examples of gender-specific projects address topics of women's political participation (local and national) and gender-based violence (almost exclusively domestic violence). There were two projects in the portfolio review on female education (one focused on vocational training for women offenders and one that addressed reproductive health). Not only does the third dimension account for the largest proportion of total projects, it is thematically a diverse sector and thus there are more varied results of gender mainstreaming than for the other two dimensions.

192. There are examples of positive results in both gender-specific projects and in other projects that have effective gender mainstreaming. Several interviewees drew attention to the positive impacts of OSCE capacity-building in gender-responsive budgeting (in the context of local governance projects), some of which are summarized below.

Good practice example: Building local government capacity in gender-responsive budgeting

Several field operations support projects that work directly with civil servants to increase their capacity to mainstream gender into various government processes, with particular emphasis on gender-responsive budgeting (GRB).

Under good governance programming, the Mission in Kosovo has conducted trainings and other capacity building exercises (such as roundtables and a study visit to Vienna) on GRB in a number of municipalities. As a result, several municipalities have established databases with sex-disaggregated data and allocated budgets in a gender-responsive manner. OSCE's contribution is also appreciated by Kosovo's Agency for Gender Equality, which has identified GRB as an area in which OSCE projects have led to positive results.

The Mission to Bosnia and Herzegovina partnered with UN Women to conduct trainings at the canton level on a GRB methodology. In the case of BiH, the GRB projects were not only a means to improve gender mainstreaming, but government stakeholders who did

⁴⁴ Guide on Gender-Sensitive Labour Migration Policies. OSCE 2009.

⁴⁵ The last project, "Gender and Labour: awareness raising and capacity building in Eastern Europe and Mediterranean region" (No. 1101513), was completed in 2016.

not generally cooperate viewed gender issues as a neutral topic around which they could work together. Concrete results of the activities include the adoption of GRB action plans and other gender-specific policies by several local municipalities and improved cooperation between government authorities.

For several years, the Programme Office in Astana, working in cooperation with the National Commission for Women's Affairs and Family-Demographic Policy, has trained local authorities on gender mainstreaming, focusing on budgeting and statistics, socio-economic policy and national development. The Office notes that the majority of trainees are men, given that the target group is government employees. One aim of the trainings is to dispel the stereotype that promoting gender equality only means ensuring women's equal participation in events.

Why are these good practices? Mainstreaming gender in policy and budgeting decisions is an area of work that has led to a number of tangible and sustainable results in a relatively short time. Furthermore, interviews conducted for this evaluation showed that while other organizations also support gender-responsive budgeting, the OSCE has a certain comparative advantage when engaging with government and civil society at the local level that other organizations often don't reach. The OSCE's work thereby complements and operationalizes efforts made at central levels.

193. Gender-sensitive legal reform is a second broad category of the OSCE's work that has led to positive results, specifically through the provision of expertise related to legislative drafting or amendments and national policy development. Various stakeholders interviewed drew attention to the fact that OSCE experts contributed to improving gender mainstreaming in laws on local self-governance (Albania), electoral laws (specifically, a gender quota for political parties, Albania and Armenia) and an education strategy (Kosovo), for example. ODIHR and other executive structures have also been instrumental in contributing to draft laws on domestic violence and on gender equality. For example, since 2012, the OSCE has produced opinions on domestic violence legislation for several countries (Georgia, the Kyrgyz Republic, Moldova, Montenegro and Ukraine), as well as for Kosovo. In addition to providing legal analysis, OSCE executive structures have played an important role in advocacy and educational campaigns once new laws have been enacted. It should be noted that given that such interventions are often undertaken by OSCE staff without any additional budget requirements, they are not always followed-up through the usual reporting mechanisms (as is the case for projects). As a consequence, results achieved often remain undocumented and anecdotal.

194. Gender mainstreaming in projects on strengthening electoral processes and citizen participation in political life have led to positive results for women, both in terms of women as potential candidates and as voters. Specific activities include promoting the use of gender quotas in political parties, supporting groups of female politicians or activists (such as alliances, clubs or caucuses), holding networking and training events for women, and collaborating with national gender equality mechanisms to improve awareness of gender issues and promote a positive image of women in public life. OSCE has been particularly effective at the municipal level and in at least one country, Armenia, activities to build women's leadership skills resulted in an increase in the number of female candidates standing in local elections and, ultimately, in a large proportion of the female trainees from the project gaining seats on local councils.

Good practice example: Gender mainstreaming in political parties

The Presence in Albania has worked consistently over the years towards *Increasing Women's participation in political and public life* (UB No. 2500444). This included supporting Albanian women politicians, promoting a 50% gender quota on candidate lists for local councils, training newly elected councillors, assisting the Albanian Alliance of Women Members of Parliament, as well as the National Platform for Women that brings together women from all over the country and across the political spectrum. The cooperation included strengthening women's understanding of political processes and their capacity to engage, resulting in women across political parties jointly lobbying for gender equality in politics, particularly for the gender quota for local elections, which was finally adopted in 2015. The Presence also involved men in key positions (mayors, councillors, MPs etc.) with a view of raising their awareness of gender equality concerns, including the need for gender-sensitive budgeting.

In Tajikistan, the OSCE is the only international organization working with women politicians, political parties, Parliament and local governments. The Programme Office has been supporting women's political participation through its *Public Participation Project* (UB No. 5500593). This entailed working with women politicians from several political parties, with male members of Parliament to encourage them to support female politicians, as well as with men and youth (both females and males) in various regions of the country to change attitudes towards women's political leadership and women's leadership in general, thereby challenging existing stereotypes and ingrained behaviour patterns. A variety of methods were used including mentoring and building mentoring capacities; conducting roundtables for politicians, youth and civil society; study visits (including to Albania); role plays etc. According to Government counterparts interviewed, the project contributed to a large number of outcomes including the advancement of women politicians within their respective parties; the promotion of gender quotas in Parliament (not yet implemented); the development of party gender action plans including gender-responsive budgeting; and the further transmission of knowledge by women politicians at central level to the regional and local levels.

Why are these good practices? A combination of factors, including the commitment of these two executive structures to engage consistently over several years, thereby addressing the issue of women's political participation from a number of different angles (local – central; politicians – public; women – men; established politicians – youth), and through a variety of complementary methods (mentoring, teaching, roundtables, study tours, etc.). This has contributed to the achievement of several concrete outcomes.

195. Also related to supporting gender mainstreaming in political parties, ODIHR has developed a self-assessment tool, a gender audit, for political parties to assess internal party policies, processes and structures from a gender perspective so that the party can strengthen good practices and address any gaps or inequalities. The methodology consists of four stages, beginning with data collection and ending with implementing gender action plans and their monitoring. The methodology has been piloted in Armenia, Georgia and Tajikistan, and is also being used in Bosnia and Herzegovina.

196. As noted elsewhere in this evaluation, lack of data and information about a particular gender inequality often means that the problem is overlooked, or that the government response is inadequate. OSCE work in the area of research and analysis is helping to increase the availability of data on particular gender-related concerns and to expand the general scope of knowledge. Examples in the human dimension include trial monitoring with a gender lens and needs assessments for female

and male returnees/ displaced persons. In these cases, the collection of sex-disaggregated data and gender analysis within the projects was reported to have contributed to strengthening the results overall. In many cases, the OSCE is not only conducting research but also developing methodologies for information gathering and analysis that are then disseminated as tools that can be used by a number of different organizations in various contexts.

Good practice example: Gender analysis and support for research with gender themes

Several field operations have used court/trial monitoring tools to assess the gender sensitivity of the justice system. Under a trial monitoring programme, the (former) OSCE Project Co-ordinator in Baku collected data and information about domestic violence cases in order to evaluate the application of the law and protection of victims' rights. The Programme Office in Dushanbe has also initiated trial monitoring of domestic violence and family law cases in a 2017 rule of law project. The Mission to Bosnia and Herzegovina supported trial monitoring for domestic violence cases, and this work contributed to enhancing the Mission's monitoring and reporting on war crimes processing which uses a war crimes case map tool. The Mission has improved the use of the tool as a means to monitor conflict-related sexual violence cases with a gender perspective.

Why is this a good practice? OSCE's work conducting research and analysis provides the evidence base needed both to design follow-on projects that address specific gaps (for instance, training for judges, prosecutors and lawyers in Azerbaijan) and to guide gender-sensitive reform in the sector. The monitoring work in Bosnia and Herzegovina is contributing to prosecution efforts both in the country and internationally. Practitioners informed the evaluators that they consult OSCE monitoring to assist them in the prosecution of war crimes with sexual violence elements.

197. Among the projects in the portfolio review, there were examples of missed opportunities in which gender equality-related concerns were only addressed in terms of ensuring that women participate equally as beneficiaries or as experts. For instance, projects working in the penal system (some on offender rehabilitation and others on national oversight mechanisms) pay attention to women as a particular group in the context of ensuring gender balance, but do not demonstrate insight into how OSCE programming could promote international standards on the treatment of female prisoners. There are examples of media projects conducting gender-specific activities (such as during the 16 Days of Activism campaign), but minimal attention is devoted to topics such as dispelling gender stereotypes or combating sexism in the media projects that were reviewed.

198. Note that the OSCE Representative on Freedom in the Media has conducted several activities related to the topic of the safety of female journalists (e.g. an expert meeting and conference, a publication, and a publicity campaign), yet the recommendations generated by such interventions have not yet been reflected in the media programming of the field offices covered by the portfolio review. Surprisingly, the approach to gender mainstreaming in several project proposals on human rights (education and support for national human rights institutions) is quite superficial (again, the focus is limited to gender balance among trainees), missing opportunities to increase awareness of women's human rights and build the capacity of institutions to protect against, monitor and respond to gender discrimination. Ending on a positive note, projects from 2017 from some executive structures do show improvements in including activities on integrating gender-specific content into

human rights trainings (for instance, teaching on how to consider human rights violations from a gender perspective and engaging with issues of multiple discrimination) and so this may be an area in which past weaknesses in gender mainstreaming are being addressed.

5.5 Cross-dimensional projects

199. The analysis of 2016 project proposals and the portfolio review indicate that there are few projects classified as cross-dimensional. Although a cross-dimensional approach can be particularly effective for programming that aims to improve gender equality, given that the topic itself is cross-cutting, there are only a small number of gender-specific and cross-dimensional projects in the OSCE. In 2016 around 26% of all gender-specific projects (of the Secretariat and field structures combined) were classified as such. Examples include the following project in Bosnia and Herzegovina (UB No. 2200384 [2016] and No. 2200397 [2017]), which was initiated as a third dimension project, and later expanded when the managing gender unit was relocated to the Head of Mission office in 2016.

200. Another example of a cross-dimensional intervention is a multi-year project on gender equality of the Mission to Bosnia and Herzegovina, which has conducted activities for an external audience and in parallel works on capacity-building on gender mainstreaming within the Mission. The activities implicate the first and third dimensions, for instance supporting the development of an action plan on UNSCR 1325, media training on gender-sensitive reporting, conducting a gender audit of political parties (in collaboration with ODIHR), and work on gender-based violence. A key result of this project is the creation of a unified database that combines information on domestic violence interventions from the police, social welfare centres, shelters and SOS hotlines. In addition to establishing the database, the OSCE office conducted training and awareness-raising activities to promote its use. The database currently contains 60% of relevant electronic records and is unique in the South East Europe region. The Gender Centre of the Government of the Federation of Bosnia and Herzegovina has taken over the management of the database. Other results include training for the Mission field offices and programmatic staff in the Head Office, and drafting the Mission's second gender action plan.

201. A number of projects to combat trafficking in human beings (THB) included in the portfolio review are categorized as cross-dimensional, but the issue is also addressed in stand-alone third dimension projects and as a sub-topic within more general first dimension and third dimension projects (e.g. on organized crime and transnational threats or within rule of law work, respectively). Key results of gender mainstreaming efforts by the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings are improving knowledge of and changing attitudes about the problem, specifically combating stereotypes of women as passive victims and increasing the focus on the structural factors that affect the vulnerabilities of women and men.⁴⁶ Field-level THB programming has introduced gender-sensitive approaches to national referral mechanisms and victim protection and in training for legal professionals. Still, the portfolio review revealed that a number of THB projects only take minimal gender mainstreaming actions (limited to gender balanced participation) and are missing opportunities to develop more effective interventions.

⁴⁶ See Independent Evaluation of the OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, Report number 6/2014, pp.22-23.

202. Last but not least, the Secretariat's Gender Section is currently managing a project (ExB No. 1101656) to conduct a Survey on the Wellbeing and Safety of Women in South Eastern Europe, Eastern Europe, the South Caucasus and Turkey, in order to address the lack of comparable data on violence against women in these regions. The survey expands on an earlier EU-wide survey that covered 28 participating States.⁴⁷ The survey results will not only increase available statistical data, but they will also provide a unique perspective on violence against women in conflict-affected regions.

5.6 Are we really making a difference?

203. It bears repeating that weaknesses in monitoring and evaluation across the organization presented the evaluators with considerable challenges in drawing conclusions about results relevant to promoting gender equality. Because monitoring and evaluation tends to focus only on the preliminary stages of the results chain, on inputs, activities and outputs, results appear anecdotal and fragmented. To put it another way, it proved difficult to identify gender-relevant results beyond the number and proportion of women who have been trained, institutions that have been created or laws that have been revised or enacted.

204. A positive finding is that there are a number of interesting and relevant interventions being carried out across the OSCE, both gender-specific projects and projects in which gender has been mainstreamed. Unsurprisingly, there is a correlation between projects that are targeted and specific in their approach to gender mainstreaming and results that appear to have a greater impact and to be more sustainable.

205. Regarding first dimension interventions, key results of gender mainstreaming can be seen in improvements in the gender balance in security institutions (police, border control) and the use of varied mechanisms to increase overall gender sensitivity (support for women's associations, development of strategies, training programs, training of trainers) as well as increased female participation in public safety initiatives at the community level. Positive developments in the first dimension are very much tied to the fact that UNSCR 1325, and related Security Council Resolutions, provide guideposts around which programming can be developed, and the OSCE has done well to both promote UNSCR 1325 and align its programming with the resolution's objectives.

206. The OSCE has the potential to become a thought leader in the context of the intersections of security, conflict prevention and conflict resolution and gender, but this would require organization-wide efforts to better capture the results of its work in these areas. Given that UNSCR 1325 is almost twenty years old, the OSCE should be evaluating its impact on women, peace and security.

207. While positive steps are being taken to apply a gender lens to topics such as VERLT and demining and arms control projects, further efforts are needed to clarify what effective gender mainstreaming should look like in these contexts. Too often, first dimension projects still rely on including objectives for equal participation of women and men in events, or addressing the issue of domestic violence, as fulfilment of gender mainstreaming requirements.

⁴⁷ Conducted by the European Union Agency for Fundamental Rights- FRA.

208. In the second dimension, the evaluation observed that while many projects, for instance on women's economic empowerment, are relevant for pS in which there are field structures, the impact of such projects in terms of improving women's economic status might be either negligible and / or it was not documented. In part this is due to the fact that the interventions have been fairly small in scale, in part it is the result of limited follow-up.

209. Projects that concern natural resources management and disaster risk reduction demonstrate positive examples of gender mainstreaming in terms of varied interventions to increase women's participation and to address gender differences in the impact of natural disasters, but higher-level results (at the outcome and impact levels) could not be determined. Gaps were observed in second dimension anti-corruption and environmental projects in that they tend more often to take a gender blind approach or to include objectives on female participation only. The OSCE has not adequately developed its own framework for gender mainstreaming within the field of anti-corruption work, but it has produced guidance on gender and the environment. Other organizations have produced gender-specific guidance on these topics, and so the OSCE is well-positioned to contribute its specific perspective on the links to security and stability.

210. The third dimension is where gender mainstreaming is most effective, and this observation is supported by the fact that the majority of gender-specific projects are in the human dimension. There is a common understanding across the OSCE that promoting gender equality is an essential human right, and this explains why gender mainstreaming is generally thought to be more relevant to the human dimension.

211. Third dimension programming that has had particularly positive results include capacity-building in gender-responsive budgeting; gender-sensitive legal reform (particularly the provision of legal commentary and expertise in legislative drafting); various interventions to promote women's political participation and empowerment; addressing gender-based violence; and gender analysis and research. The OSCE should not, however, rest on its laurels regarding programming in the human dimension. While a number of third dimension project documents include good gender analysis and descriptions of the problems to be addressed, many of them nevertheless fall back on a basic approach of ensuring gender balance in events. Furthermore, there are human dimension projects that fail to recognize important gender inequalities in a particular field.

212. The evaluation found that overwhelmingly the focus of gender mainstreaming interventions is on ensuring women's participation in programming. There is a lack of creative thinking and use of transformative approaches that would entail challenging gender stereotypes and cultural attitudes, causing people to question the cost of inequitable gender roles and norms and providing new models of equality. If there are organization-wide improvements in gender mainstreaming since 2012, they are centred around increasing staff awareness of gender issues. This then translates to the inclusion of information about gender (or more precisely about women) in project documents, but it has not lead to many projects being fully mainstreamed, or to the systematic application of approaches that address gender inequalities at their source.

ACTION POINTS:

Politico-military dimension

- Map areas of intersection between the Project Co-ordinator in Ukraine, the SMM, the Gender Section, and ODIHR in order to strengthen complementarity and increase synergies between activities to promote UNSCR 1325 in Ukraine.
- Improve the transfer of recommendations and lessons learned developed during events hosted by the Secretariat to field structures involved in interventions on VERLT, including on transforming gender stereotypes in that context.
- Document and better communicate results from gender mainstreaming in first dimension programming as part of lessons learned about the impact of gender mainstreaming in the security sector.

Economic and environmental dimension

- Improve the integration of a gender perspective in second dimension programmes and projects, with a focus on thematic areas where the OSCE has a general comparative advantage (such as in anti-corruption and anti-money laundering / countering the financing of terrorism).

Human dimension

- Ensure that gender-specific projects are also fully gender mainstreamed. Give particular attention to how such projects can more effectively include men as advocates and beneficiaries.
- Devise innovative and transformative methods for addressing gender inequalities within programmes, projects, and activities, and share effective examples with other dimensions.
- Ensure that there are no “blind spots” or missed opportunities (thematic areas for which gender mainstreaming has been weak) within the third dimension portfolio.

Cross-dimensional

- Document and better communicate how cross-dimensional projects with effective gender mainstreaming contribute to results in the area of comprehensive security, and can have a positive impact on improving gender equality/reducing gender inequality.

6 Gender Mainstreaming in Publications and Events

213. This evaluation considers the extent to which gender is mainstreamed in OSCE publications and events as a specific category of the organization’s activities and projects. The evaluation team examined whether publications and events themselves demonstrate integration of gender issues, how they are used by OSCE staff as resources to improve gender mainstreaming in their work, and whether they effectively communicate information about OSCE work on promoting gender equality to an external audience.

6.1 Tools, manuals and studies

214. Two types of publications were reviewed for this evaluation. First, all gender-specific publications from 2012-2017 that fit into the categories of (a) guides, manuals, and handbooks or (b) studies and reports were compiled from the OSCE website and reviewed. The review did not include other gender-specific materials such as fact sheets, brochures or posters. Second, a purposive sample of 30 general guides, manuals, and handbooks (five for each year) were studied to assess the extent to which they reflect gender considerations.

215. From 2012-2017,⁴⁸ 47 gender-specific guides, manuals, and handbooks as well as studies and reports were published. With the exception of 2014 in which there were 12 gender-specific publications, other years have from six to eight publications each. Half of the gender-specific publications were developed by field operations (ten offices in total, as well as the SMM) and tend to take the form of country-specific guidance and analysis. More than a quarter are ODIHR publications (26%) and the remainder are materials developed by the Secretariat (specifically, the Gender Section). Gender Section publications generally have a broad scope, and two are the outputs of OSCE-sponsored events. As described below, memorializing recommendations from conferences is a particularly good practice; it facilitates the distribution of recommendations to a wide audience and also provides participants with materials that can assist them in putting into practice new knowledge and skills. A full list of gender-specific publications is included as Annex IV to this report.

216. Of the total publications, over half (53%) are relevant to human dimension topics, followed by a quarter that are dedicated to the politico-military dimension and 13% from the economic and environmental dimension. See the table below.

Table 6. Gender-specific publications by dimension (2012-2017)

| Dimension | Number of gender-specific publications | % of total |
|--------------------------------------|--|-------------|
| Politico-military dimension | 12 | 25.5 |
| Economic and environmental dimension | 6 | 12.8 |
| Human dimension | 25 | 53.1 |
| Cross-dimensional/ other | 4 | 8.5 |
| Total | 47 | 99.9 |

217. Thematically, most of the gender-specific publications on first dimension topics relate to women, peace and security / UNSCR 1325 or domestic violence (some are manuals and guidance for law enforcement). Some ODIHR tools address integrating gender considerations into oversight processes of the security sector. Specific mention should be made of the SMM's efforts to consolidate the gender-related information that the Mission collects from routine monitoring. In 2015, the SMM published a thematic report on the gender dimensions of monitoring⁴⁹ and acknowledges that there is a need to update this document. The SMM Gender Advisor has written an internal report analysing information on GBV gained from all monitoring teams, and discussions are presently ongoing within the Mission about making the findings available to an external audience.

218. There are several gaps in first dimension gender-specific publications on such topics as arms control, border management and countering terrorism. The absence of gender-specific publications, however, may reflect the fact that gender is quite well integrated into some other first dimension documents, including on VERLT, as described below. Presumably, there has not been a recognized need to develop complementary gender-specific materials for these subjects.

219. Second dimension gender-specific publications are quite limited and tend to focus on

⁴⁸ Only publications from January-September 2017 were available for the document review.

⁴⁹ *Gender Dimensions of SMM's Monitoring: One Year of Progress* (2015).

environmental issues, namely on how gender intersects with disaster risk reduction or gender mainstreaming in Aarhus activities (one publication). Only two publications cover topics of women's economic empowerment (manuals on female entrepreneurship by the (former) Project Co-ordinator in Baku and on gender and labour migration by ODIHR).⁵⁰ Guidance materials on how to identify and address gender considerations in anti-corruption programming and in the related topic of cross-border trade are lacking. In contrast to the situation in the first dimension, the gender aspects of these topics are not adequately addressed in general publications.

220. As is the case with programming generally, the most diverse publications by theme are those that relate to human dimension topics. Gender-specific publications from the third dimension are dedicated to such issues as hate crimes, women's political empowerment, property rights, women in the media, gender-sensitive legislation and gender-based violence. A considerable number of these publications are tools and manuals, as opposed to research reports. Of note, several manuals and handbooks (particularly on domestic violence) have been published in national languages only, most often because they target specific audiences (such as the police, those who implement programs for perpetrators and victims). If feasible, translating such materials (into English and/or Russian) would increase their impact and improve the exchange of good practices between field operations .

221. The purposefully-selected sample of 30 guides, manuals, and handbooks (that are not gender-specific) published from 2012-2017 was limited to English-language publications and comprised five publications per year, covering all three dimensions and a range of executive structures. Of the publications in the sample, all but two mention gender issues or women in some form. However, only four of the publications (three from the politico-military dimension and one from the human dimension) have particularly effective gender mainstreaming, as characterized by a sufficient level of detail and information that is embedded throughout the publication where relevant.

Good practice example. Effective gender mainstreaming was found in the following publications:

- Security Sector Governance and Reform: Guidelines for OSCE Staff (2016)
- Human Rights Handbook on Policing Assemblies (2016)
- Mediation and Dialogue Facilitation in the OSCE (2014)
- Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community-Policing Approach (2014)

Eight publications have poor gender mainstreaming, meaning that gender equality is only mentioned in the context of reviewing international standards or the work of other organisations (for example, UN Women). The majority of publications in the sample refer without much detail to gender equality as an OSCE value as well as a core principle of human rights and cite key international and OSCE documents (such as MC decisions). Some publications exhibit particularly good practices, such as indicating sub-sections that address gender issues or women in the table of contents, listing resources that provide further information on a particular gender subject within the text, and including gender experts on review panels and as contributors or authors.

222. Several publications recommend adopting gender-sensitive approaches in particular fields,

⁵⁰ There is also an OSCE *Guide on Gender-Sensitive Labour Migration Policies* from 2009.

but in most cases this phrase is used without any further context, explanations or examples of what gender-sensitivity entails. For example, publications may include statements such as: “police should take account of the gender, culture and the age of the victim when investigating human trafficking cases” or “training programmes should be gender-sensitive...”. The information provided is likely to be insufficient to educate readers about the measures they should take if they are not already familiar with the process of gender mainstreaming. A few publications provide references to additional gender-specific guidance, but this is not the norm. Similarly, many of the publications reiterate the principles of gender equality and diversity as part of the conceptual framework without also describing their value- not merely as goals in and of themselves but also as a means to enhance and improve interventions and, ultimately, to advance peace and security.

223. As is the case with project documents, the large majority of publications refer to women exclusively in reference to gender equality principles. A small number include information on gender identity/sexual orientation and the rights of LGBTI⁵¹ individuals (in the context of combating hate crimes). Only one publication mentions the gender-specific needs of men and boys when referring to victims of THB.

224. Thematically, publications on policing and combating terrorism as well as those addressing hate crimes and elections give greater attention to gender issues; those that cover rule of law and media are quite superficial in their approach to gender. As noted above, for some thematic areas there are both gender-specific publications and effective gender mainstreaming. Other topics are more comprehensively addressed by gender-specific publications (examples are materials on gender-based violence). Considering the quality of gender mainstreaming over time, no significant differences were observed in materials published in 2012 as compared to 2017.

225. One of OSCE’s strengths is the production of handbooks, manuals and guides on gender mainstreaming in diverse thematic areas (for example, police oversight, labour migration, business management, legislative drafting, local governance, etc.). By in large, these materials are of high quality, are aimed at practitioners and external stakeholders and are comprehensive, ranging from 50-100 pages on average. These tools are not necessarily focused on improving the integration of gender in the OSCE programming cycle, however. In fact, during interviews for this evaluation, several project officers highlighted this specific need for internal and sector-specific tools and guidance that would assist them with gender mainstreaming throughout the project cycle. They expressed a preference for targeted and short documents and checklists. Few individuals referenced using the kinds of publications that were reviewed here, and in some cases interviewees were not even aware of the existence of OSCE guidance.

226. Some of the thematic areas for which there are gaps in written guidance are reflected in weaker gender mainstreaming in programming (as observed from the portfolio review). However, there are also situations in which it appears that instruction on gender mainstreaming provided by OSCE publications is not systematically or thoroughly consulted when project concepts are developed. This phenomenon is most noticeable in programming on environmental issues and related to combating terrorism, two topics for which there are several tools on how to mainstream gender that

⁵¹ LGBTI stands for lesbian, gay, bisexual, and transgender, intersex people.

go farther than increasing female participation, the standard intervention included in projects.

227. The finding that there are gaps for which OSCE publications do not adequately address the gender dimensions of certain thematic areas does not suggest that the organization should necessarily produce additional materials. Given budget reductions, it may be more effective to improve awareness of relevant materials produced by other organizations that could contribute to OSCE programming, rather than recommending increasing the number of OSCE publications. This evaluation suggests that the organization should be strategic in selecting topics for which guidance does not exist as well as facilitate information-sharing about other resources.

228. Assessing the extent to which an external audience is aware of OSCE's gender-specific publications or is making use of guidance on gender mainstreaming was not within the scope of this evaluation. A review of press releases indicates that the publication of new resources with gender equality themes is announced regularly. At least one older publication series, the jointly-published Gender and Security Sector Reform Toolkit (2008)⁵², has proven to have made sufficiently important contributions to the field and updated publications are currently being planned. A number of interviewees from outside the OSCE mentioned the organization's analytical publications in the national context as one of its strengths, highlighting both studies on gender topics and research that includes a gender perspective.

6.2. Events

229. While conferences and meetings are important outputs for the OSCE, they are not the primary focus of this evaluation. A thorough assessment of gender mainstreaming in OSCE events would require consideration of various types of activities, organized by the Secretariat, ODIHR and field operations as well as a dedicated assessment of their impact. Nevertheless, this evaluation examined several important gender-themed events and reviewed regular meetings and annual conferences, covering each of the three dimensions, to assess the degree to which they incorporate gender topics.

230. The OSCE's most visible gender-specific event is its **Gender Equality Review Conference**, organized⁵³ twice (in 2014 and 2017) for the purpose of reviewing implementation of the 2004 OSCE Action Plan, identifying gaps and, specifically in 2017, assessing progress in addressing the recommendations and conclusions of the 2014 conference. Both review conferences have had the same structure, consisting of working sessions that reflect each dimension (gender mainstreaming in the conflict cycle, equal economic opportunities and women's participation in political and public life) and the cross-dimensional topic of gender-based violence. There has been a working session dedicated to the topic of institutional mechanisms for gender mainstreaming in both conferences. In 2017, particular attention was devoted to identifying emerging issues and how they may impact implementation of the 2004 Gender Action Plan in the future.

231. The conferences seem to be a useful platform to bring together varied stakeholders from the

⁵² Produced by ODIHR, the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW).

⁵³ The conferences were organized jointly by the Secretariat Gender Section, ODIHR, the Swiss Chair-in-Office (2014) and Austrian Chair-in-Office (2017).

participating States, from OSCE structures, national governments, intergovernmental and international organizations and civil society to focus on the actions that are needed to improve gender mainstreaming in the OSCE. Both review conferences have generated a large number of recommendations, and efforts were made to focus on proactive steps for both the OSCE and participating States. It should be noted that the recommendations are consistent with the findings of the present evaluation, especially those that concern the OSCE institutional framework for gender mainstreaming.⁵⁴ In neither conference, however, were specific responsible agencies or timelines established for next steps, and it is unclear to what extent the 2017 conference was a follow-on from that which was held in 2014 in terms of monitoring progress in implementing the previous conference recommendations. The topics of the 2017 conference, and subsequent discussions during working sessions, were wide-ranging, and this presented challenges to synthesizing the key recommendations for the future. While convening such a two-day conference has high visibility and undoubtedly reinforces the importance of improving gender mainstreaming, smaller and technical working groups may ultimately be more effective in terms of devising dedicated plans for specific areas of improvement, for example a plan for staff gender re/training or a plan for an organization-wide campaign on gender stereotypes.

232. The Gender Section⁵⁵ has organized two **National Action Plan (NAP) Academies on UNSCR 1325** (2016, 2017), as well as one country-specific NAP workshop (Ukraine, 2017), bringing together practitioners (both government and civil society representatives) from 19 participating States and Kosovo to discuss best practices and to collaborate on strategies to either develop or update existing NAPs. Lessons learned from the 2016 event were compiled in a dedicated publication⁵⁶ that also serves as a practical tool for experts involved in drafting NAPs. Reportedly, some participants have used the insights gained for revising or drafting NAPs, but this information still needs to be confirmed.

233. In 2016, the Gender Section and German Chair(wo)manship hosted the **Gender Conference: Combating Violence against Women in the OSCE Region– Bringing Security Home**, an event that built upon recommendations from the 2014 Gender Equality Review Conference on the need to expand the commitment to address VAW. The organization of the conference is evidence of good follow-up and attention to the particular topic of VAW as a cross-cutting theme. The conference itself was a forum to discuss progress, exchange good practices and address gaps as well as the possible development of an OSCE-wide action plan to combat violence against women. An important output of the conference was a reader on the situation of VAW in the OSCE region based on findings, highlights and recommendations of the conference and published by the Gender Section.⁵⁷

234. A 2016 technical expert meeting on **Gender Mainstreaming in Operational Responses to Violent Extremism and Radicalization that Lead to Terrorism**, organized by the Transnational Threats Department and ODIHR in consultation with the Gender Section is a positive indication of the OSCE's

⁵⁴ Summaries of achievements and actions needed can be found in the report on the *Second Gender Equality Review Conference 'From commitment to action'* 12- 13 June 2017, and in the report on *Achieving Gender Equality in the OSCE Region: A Roadmap*, Chairmanship Conclusions, Swiss OSCE Chairmanship and Incoming Serbian OSCE Chairmanship, OSCE Gender Equality Review Conference Vienna, 10-11 July 2014. The *Gender Equality Review Conference Report , Outcomes and Proceedings* (2015) also provides a summary of recommended actions.

⁵⁵ In cooperation with the Institute for Inclusive Security.

⁵⁶ *Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security* (2016).

⁵⁷ *Combating violence against women in the OSCE region* (2016).

commitment to improve the integration of a gender perspective into countering VERLT and an example of one of several efforts in this area. The 2016 expert meeting was preceded by others on essentially the same theme: roundtables (2011, 2012) and a workshop (2014). The 2016 event was structured around six topics that covered differing aspects of gender mainstreaming, such as lessons learned, good practices, challenges, gaps in capacity and coordinating operational responses with civil society efforts.

235. In addition to such gender-specific events, this evaluation considered two annual first dimension events: the Counter-Terrorism Conference and the Security Review Conference. Event agendas were reviewed briefly in order to determine whether gender topics are an explicit part of the events, with an understanding that gender issues may have been raised during individual sessions but not captured in the general event documents. Since 2012, gender mainstreaming has improved in the most recent first dimension events, and gender issues have become increasingly visible in event programmes.

236. Based on agendas for the **Counter-Terrorism Conference**, gender themes have been an explicit part of the programme since 2015, when two sessions on the incitement and recruitment of foreign terrorist fighters specifically mentioned female recruits. The 2017 Counter-Terrorism Conference picked up on the themes of the 2016 technical expert meeting with a side event on the role of women in preventing and countering VERLT. A number of conference recommendations compiled by the Chair(wo)manship refer to integrating gender aspects into efforts to prevent and counter VERLT, including recognition of links between violent extremism and GBV.⁵⁸ A parallel meeting⁵⁹ that followed the conference provided an additional opportunity to consider some of the topics raised during the conference more deeply and generated further recommendations to develop gender-sensitive rehabilitation and reintegration programmes and to support research into the specialised approaches for working with women among violent extremist offenders and foreign terrorist fighters.

237. The 2017 **Security Review Conference** agenda is the first since 2012 that mentions a specific focus on women's contribution to sustainable peace and security in a session on early warning, conflict prevention, crisis management, conflict resolution and post-conflict rehabilitation. The 2017 Security Review Conference also included a side event on mainstreaming gender in OSCE projects on small arms and light weapons (SALW). The Chairperson's report for the 2017 conference indicates that delegations underscored the need to improve gender mainstreaming throughout the conflict cycle in line with political commitments under the 2004 OSCE Action Plan, Ministerial Council Decisions and UNSCR 1325.

238. It is also notable that one of the agenda items for a recent Forum for Security Co-operation meeting (September 2017) was the role of the defence sector in implementing UNSCR 1325 on women, peace and security.

⁵⁸ See Chair(wo)manship's Perception Paper, Recommendations from the 2017 OSCE-wide Counter-Terrorism Conference on 'Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism.'

⁵⁹ A meeting convened by the Prevention Project for civil society organizations, OSCE executive structures, the United Nations and interested participating States.

239. Chapter 4 above notes an inconsistency in approaches to gender mainstreaming in like programmes. A related shortcoming is the fact that the positive examples of gender mainstreaming in first dimension events have had limited influence on programming at the field level. Specifically, some of the events reviewed for this evaluation have generated quite nuanced recommendations, but the deeper thinking around gender appears to be “stuck” at the Secretariat level. It is not clear if the problem stems from limited field staff participation in Vienna-based events, inadequate communication of the outcomes of events, or lack of guidance on how to address recommendations in project design.

240. A review of the **Economic and Environmental Forum**, a core second dimension annual event, indicates that gender mainstreaming has been rather superficial over the last several years. Because forum agendas from 2012-2017 have virtually no explicit references to gender themes (the exceptions are 2015, in which a session on water governance and disaster risk reduction referred to gender aspects and 2017, in which a session on promoting economic participation included the topic of women’s empowerment), consolidated summaries of the events were also reviewed.⁶⁰ Most of these mention statements made during the events about gender mainstreaming, but a closer look reveals that these statements are mainly reiterations of the need to use gender-sensitive approaches in good governance (relevant to anti-corruption, migration and environmental governance) and some reporting on good practices from Serbia and Central Asia (related to water governance and a green economy project). Sessions that explore relevant gender issues in greater depth or which offer specific tools or methodologies for gender mainstreaming have been lacking. This situation may be improving incrementally as suggested by reporting from one of the 2017 Economic and Environmental Forum preparatory meetings, in which several recommendations for further work in the area of women’s economic empowerment, including in entrepreneurship, were generated.

241. All of the annual **Human Dimension Implementation Meetings** (HDIM) since 2012 have had a working session dedicated to the topic of tolerance and non-discrimination that addresses equal opportunities for women and men and reviews implementation of the OSCE 2004 Gender Action Plan. Since 2012, there have at times been separate working sessions on violence against women and others in which the topic is combined with the session on non-discrimination. A brief review of annotated agendas indicates that gender issues are referenced in descriptions of most of the working sessions, suggesting that gender is incorporated throughout the event programme. In addition to the working sessions, side events give opportunities to explore gender equality issues in greater depth. During the Human Dimension Implementation Meetings for 2012-2017, there have consistently been from seven to ten side events that explicitly address gender issues each year. For four years (2014 - 2017), the ODIHR Democratization Department has conducted a side event on women’s role in political and public life.

242. Side events add to the overall discussions about gender equality during each HDIM. Gender-specific side events have covered such diverse topics as female prisoners, gender equality and parliamentary ethics, domestic violence and Romani women, hate crimes against women, the Istanbul Convention and female genital mutilation (FGM), women peace and security, female journalists covering conflicts, sexual and reproductive health and the rights of LGBTI persons. A particularly

⁶⁰ Note that a consolidated summary for the 25th Economic and Environmental Forum (2017) is not yet available.

positive aspect of the HDIM side events is that some are organized by OSCE executive structures (ODIHR, Gender Section, field missions), either jointly with or separately by UN Agencies or CSOs, and some are conducted by Permanent Missions/ Delegations of participating States.

243. Recent side events on gender equality themes indicate progress has been made in highlighting such topics during OSCE events. However, ultimately, gender themes must be mainstreamed into core conference sessions where they can be discussed alongside other topics of the overall programme. One goal of gender mainstreaming in events, as it is with other OSCE projects, is to raise awareness of the gender dimensions of the primary topics discussed at any conference. It is important that gender equality not be portrayed as a topic additional to or outside the main event.

Good practice example: Gender-specific side events

The following are examples of gender-specific side events that were part of recent OSCE annual events.

The 2017 Security Review Conference included a side event for exchanging information and best practices on incorporating a gender perspective into projects in the field of SALW.⁶¹ Panellists represented experts from the OSCE (Mission to Montenegro), the UN and researchers. This particular panel served an important purpose to dispel notions that management of SALW is a gender neutral subject.

ODIHR regularly organizes a Women's Power Breakfast during the HDIM as a platform to discuss "the transformative potential of gender-sensitive institutions" and differing approaches to gender mainstreaming. In 2017, the morning event was also used to introduce attendees to a new ODIHR publication on gender-sensitive legislation.

The 2016 HDIM meeting included a side event that showcased how field operations in Armenia, Moldova and Tajikistan have worked with grass-roots organizations (Women's Resource Centres) to empower women at the local level. This side event was the first that brought representatives from these three women's network together to exchange lessons learned and common approaches.

Why are these good practices? Side events provide opportunities for OSCE, participating States and other stakeholders to explore gender issues in greater depth than often can be achieved during working sessions. OSCE can also demonstrate positive examples of gender mainstreaming and generate recommendations for further improvements. It is important that the outcomes of such side events be memorialized so that they contribute to organizational learning.

244. A few interviewees from field visits, both OSCE staff and people from other organizations, mentioned that they have attended OSCE events with gender thematic sessions and found them to be generally useful.

ACTION POINTS:

⁶¹ Co-sponsored by the Delegation of Canada, Ministry of Foreign Affairs of Denmark, Permanent Mission of Hungary Permanent, Permanent Mission of Italy, Permanent Mission of Montenegro, Permanent Mission of Romania, Permanent Mission of the Republic of Serbia, Representation of Spain and the United Kingdom Delegation.

- Promote available OSCE gender mainstreaming tools and guidelines among project officers in executive structures,
- Focus strategically on producing materials that build upon OSCE’s comparative advantage in terms of gender mainstreaming in first and second dimension activities (for instance, arms control, border management, anti-corruption), and which complement topics of other organizations’ publications.
- Use annual meetings and events (Security Review Conference, Economic and Environmental Forum, Gender Review Conference etc.) to raise awareness about and advocate for gender mainstreaming in “neglected” areas (security-related work, anti-corruption, anti-money laundering etc.).

7 Monitoring and Evaluation

245. The 2004 Action Plan for the Promotion of Gender Equality emphasizes the importance of integrating gender considerations in the monitoring and evaluation of policies and programmes, and calls for the creation of adequate monitoring and review mechanisms. It also requires the SG to report to the Permanent Council on an annual basis on progress made across executive structures in implementing the Action Plan.

246. The OSCE has several monitoring and evaluation instruments in place. These include project progress reports, self-evaluations, as well as external evaluations commissioned by executive structures. At the level of executive structures the key monitoring instrument is the Programme Budget Performance Report (PBPR), which summarizes progress made towards the programme objectives defined in the respective Unified Budget Proposal and describes the outcomes and outputs achieved by each executive structure. In addition, there are independent evaluations conducted by the OSCE’s Office of Internal Oversight, which tend to focus either on larger projects, or on the programmatic level, while taking project-level information into account. Similar to gender mainstreaming in the design and implementation of programmes and projects, all monitoring and evaluation activities should take the gender equality dimensions of the interventions into account.

247. Specific additional mechanisms exist to monitor the implementation of the 2004 Action Plan. At the level of the organization these are the SG’s Annual Progress Report on the Implementation of the OSCE 2004 Action Plan on the Promotion of Gender Equality⁶², which pulls information together from all executive structures, as well as the annual reports of the Special Representative of the OSCE Chair(wo)manship-in-Office on Gender Issues, with a focus on the situation in participating States. At the level of executive structures, a few have introduced regular monitoring activities to follow up on the implementation of the respective gender action plans and roadmaps, which were discussed in an earlier chapter of this evaluation report.

7.1 Monitoring and evaluation across the organization

248. The technical aspects of monitoring and evaluation within the project cycle were addressed in an earlier section of this report (4.2). It suffices to repeat here that even when gender considerations are quite effectively integrated in project concept notes and proposals, there is an organization-wide

⁶² Until its 2015 edition, this report was called *Secretary General’s Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality*.

tendency for them to evaporate by the time progress reports and final self-evaluations are written. Likewise, very few examples of external commissioned evaluations were found to address gender mainstreaming.

249. Insufficient monitoring and evaluation at the project and programme level are partly due to a monitoring and evaluation culture in the organization that is still evolving, as pointed out repeatedly by OIO evaluations over the years, as well as a result of other challenges that are particular to the issue at hand. These include lack of commitment and capacities related to gender mainstreaming overall, and to the formulation of gender-sensitive indicators in particular. In fact, a number of field offices requested sharing of good practices on performance indicators from the Secretariat's Gender Section when responding to the questionnaires circulated to collect information for the SG's most recent Annual Progress Report on the implementation of the 2004 Action Plan.

250. At the level of executive structures, Programme Budget Performance Reports submitted by executive structures to the OSCE's Permanent Council do provide some information on the implementation of gender equality commitments. This information, however, is not very detailed. A high level review of outcome-level Key Performance Indicators⁶³ across executive structures also reveals that gender-sensitive indicators are quite rare, and mostly relate to work in the human dimension, for instance activities to prevent domestic violence, and to support women's political participation. Only few executive structures, such as the Mission to Kosovo and the Programme Office in Bishkek, have indicators to measure progress in terms of gender mainstreaming in the politico-military dimension, and there are hardly any that relate to the economic and environmental dimension.

251. Given that outcome-level gender-sensitive indicators are also rarely in use at the project level, this means that achievement of outcomes of the organization's work, in terms of transforming gender stereotypes, behaviour change, policy implementation, etc. is not systematically measured, and therefore very little data exist. This is unfortunate for many reasons, not least that it makes it very difficult for executive structures to demonstrate what has been achieved. Furthermore, given the lack of structured and systematic monitoring and independent evaluation of implementation, more results may actually have been achieved than those documented. The absence of monitoring data also complicates any type of evaluation work, including the present evaluation exercise.

252. On the other hand, the current evaluation also established that evaluations conducted in the OSCE often did not aim to examine the gender dimensions of the interventions evaluated in the first place. These include external evaluations commissioned by executive structures, as well as the independent evaluations conducted by OIO. A self-critical review of a sample of OIO evaluations from 2009 – 2016, revealed that gender considerations had not been systematically integrated. Many of the evaluations are even gender blind, while others only include a gender perspective in a very marginal way. OIO is currently changing its approach, and systematically including a gender perspective in all its evaluation work starting from 2017.

BOX: LESSONS LEARNED FROM OTHER ORGANIZATIONS

⁶³ Note that in accordance with PC Decision No. 1252/Corr.1 paragraph II point 2, Key Performance Indicators in reference to the Unified Budget were shared with the PC for the first time in July 2017.

Other organizations that have evaluated their own approaches to gender mainstreaming uncovered challenges in the area of monitoring and evaluation similar to those described above.

Good practices to improve the effectiveness of monitoring and evaluation include making gender-sensitive monitoring and evaluation an integral part of results-based planning tools. Monitoring and reporting should be focused at the outcome level. It is also critical to track any unintended negative consequences of gender mainstreaming measures, gender equality programming or the lack of such approaches.

253. Another monitoring and evaluation-related challenge that is quite particular to the OSCE given its mandate is that, while being part of a larger programme, not all of its work that addresses gender equality objectives is organized in the form of projects. This includes some of the legal analysis and advice provided by various executive structures, political monitoring and reporting activities, as well as diplomatic work such as policy dialogue and advocacy, that could have implications for promoting the objectives of UNSCR 1325, for instance.

254. Most of these activities are reported on in different types of documents, but given that they are not part of the typical project cycle, information about what has been achieved in terms of promoting gender equality is not captured by the usual monitoring mechanisms. This, in turn, makes it harder to analyse and draw lessons from these efforts, and to establish links with other strands of activities. A case in point is the gender-sensitive data collected by the SMM, which could inform programmatic activities conducted by the Project Co-ordinator in Ukraine. Both structures are conscious of these opportunities and have started working to increase synergies. For example, the evaluators learned of recent positive collaboration and information-sharing between the SMM and the PCU in the context of the SMM's GFP meetings, and particularly on the needs of female IDPs. In 2017, a workshop was furthermore held jointly by the Secretariat's Gender Section, the PCU and the SMM together with Inclusive Security on Regional Action Plans on UNSCR 1325 for representatives from five regions of Ukraine. In terms of programming, however, improvements could still be made in the way that information obtained from monitoring is available to the PCU for the design of projects with gender components.

7.2 The Secretary General's Annual Report

255. The Secretary General's Annual Evaluation Report on the implementation of the 2004 Action Plan (re-named the Annual Progress Report in 2017) is the main instrument by which participating States are regularly updated on the implementation of the 2004 Action Plan.

256. The report is especially strong on analysing the gender dimensions of the OSCE working environment, particularly with regard to the gender balance of OSCE staff. Detailed statistics are provided across executive structures. In terms of evaluating gender mainstreaming in programmes and projects, the information provided is less thorough. This is due to the specific methodology used to collect and analyse information, which is based on self-reported achievements by executive structures. The evaluation noticed that the information provided by executive structures in terms of

gender marker scores of projects and activities is not always accurate.

257. Another problem in drawing organization-wide conclusions about the extent of gender mainstreaming, and its evolution over the years, has to do with the fact that most executive structures tend to only report those activities and projects that they consider to be gender-sensitive. In other words, projects that are gender blind usually do not feature in the submissions for the SG's Annual Reports, which means that the aggregate gender marker scores presented in the Report are misleading in the sense that they are not presented in the framework of the overall number of projects. For instance, a comparison of the number of UB projects reported on by all field structures combined for the 2016 Annual Progress report, with the total number of UB projects featured in ORACLE, shows that reported projects only constitute around 60% of the overall number of projects in that year.

258. Regarding its usefulness, this evaluation also found that while some of the gender focal points consider the reporting exercise useful as it helps them to raise awareness of gender equality within their respective executive structures, most staff (other than gender advisors and gender focal points) do not consider the Annual Report to be relevant to their own work. Its value can, of course, be seen in that it provides an overview of the OSCE's activities to participating States (whose views about the report were not collected by this evaluation), as required by the 2004 Action Plan.

259. Internally, however, there are a number of measures that could be taken to increase its usefulness as a monitoring tool and its relevance for staff. These include shortening it; requesting information on results (outputs and outcomes) from executive structures (rather than on activities); presenting good practices including information on what makes them good practices; ensuring the overall reliability of the data presented; providing feedback to executive structures on their submissions to the Report; better promotion of the Report among staff; and last but not least, using the submissions of executive structures in a strategic way for other purposes as well, such as to inform policy and planning (including planning of capacity-building initiatives for those executive structures that report low gender marker scores). Improvements introduced by the Secretariat's Gender Section in 2017 are already going in this direction. The Section is also committed to further revisiting the Annual Report to improve its usefulness to the OSCE. This includes the development of a new, more results-oriented, format for the questionnaire used to elicit information from executive structures.

260. To conclude, many challenges with monitoring and evaluation exist within the organization. Some are particular to the work related to gender equality, while others are of a more general nature and apply to other areas as well, such as the need to improve indicators, the lack of outcome monitoring, and weakness of the overall evaluation culture, for instance. On the whole the OSCE does not use monitoring and evaluation as effectively as it should as an accountability mechanism or as a learning tool in programming. As a result, good practices are not systematically identified or shared across the organization, which means that lessons learned do not inform new programming and planning. Furthermore, when results of gender mainstreaming are neither monitored nor communicated, the benefits of gender mainstreaming are also not seen. Rather than create an incentive for developing more gender-sensitive interventions, this creates a perception that gender mainstreaming is not a priority and that it merely constitutes an administrative requirement, rather than an integral part of programming.

ACTION POINTS:

- Include a gender perspective in the overall monitoring and evaluation system in the OSCE, starting with the adaptation of all templates and formats used when establishing baseline data, developing indicators, monitoring and reporting on outputs and outcomes, identifying and disseminating good practises and lessons learned.
- Encourage executive structures to commission external evaluations of gender mainstreaming in their programmes and projects.
- Improve the Secretary General’s Annual Evaluation / Progress Report by making it shorter and more results-oriented, include a meaningful analysis of good practices, and ensure the overall reliability of the data presented.

8 External Communication

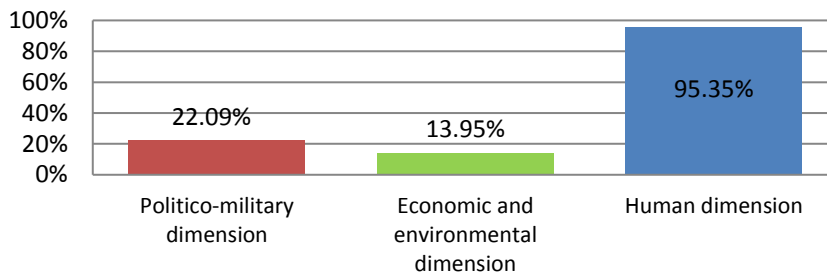
8.1 Reporting to participating States

261. The evaluation analysed two types of reports from field structures to the OSCE’s Permanent Council (from 2012-2016): **Mission bi-weekly and activity reports** (random sample of 224 in total, covering 15 field operations including the Special Monitoring Mission) and **Head of Mission reports** (95 reports, covering 15 field operations including the SMM). The purpose was to assess the extent to which field structures are communicating about their work with a gender perspective. To this end, a basic analysis of the occurrence of the following key words: “gender,” “women” and/or “girls” in the reports was conducted.

262. The analysis showed that around 90% of Head of Mission reports include some information about gender equality and / or women, while only around 60% of bi-weekly and activity reports do. The difference can be explained by the fact that the former category of reports are delivered semi-annually or annually and thus have a broader scope and more latitude to report on gender equality concerns. Over the years, reporting rates were lowest in 2014, and highest in 2016 for both bi-weekly and activity reports and Head of Mission reports.

263. With regard to OSCE’s dimensions, a gender perspective was most thoroughly integrated in those parts of the reports that speak about work in the human dimension. In fact, of all the Head of Mission reports that mention gender in some form, more than 90% refer to the third dimension, followed by less than a quarter of reports that refer to the politico-military dimension, and even fewer that relate gender equality concerns to the economic and environmental dimension. See chart below, and note that some reports make references to gender in more than one dimension. This pattern is also observed in bi-weekly and activity reports.

Figure 7: Proportion of Head of Mission reports that mention gender, by dimension



264. This finding confirms that which was discussed in other parts of this evaluation, namely that gender equality is still strongly associated with human dimension topics. Given that this evaluation has determined that there are examples in the organization of effective gender mainstreaming across all dimensions, and progress has been made in the first dimension in particular, these reports indicate that these positive developments are not being effectively communicated to participating States. It is also significant that there is a tendency for Head of Mission reports to mention women and/or girls more often than talking about “gender equality.” Geographically, only small differences were observed, with the largest share of Head of Missions that used any of the key terms from (former) field structures in the Caucasus, followed by those in the other regions. Only the SMM showed lower reporting rates.

265. The keyword search was complemented by an in-depth analysis of a sample of 22 Head of Mission reports to determine the precise manner in which gender issues are being reported to participating States. The analysis showed that while references to gender or women are made, very few of the reports refer to progress toward gender equality when describing the political or economic situation of the host country. Thus opportunities are missed to link the OSCE vision of comprehensive security with national efforts and commitments. When reference is made to gender or women, it is in the context of describing field office work, most often on legislative reform or capacity building related to the human dimension. Overall, while Head of Mission reports explicitly mention OSCE gender mainstreaming efforts, they provide limited detail. The lack of detail may limit the usefulness of such statements in terms of identifying and disseminating good practices on gender mainstreaming to participating States. Furthermore, the consistent focus on the human dimension creates the impression, which only partly reflects reality, that the OSCE’s work for gender equality neglects the other two dimensions.

266. About the SMM in particular, most of the information conveyed to the Permanent Council relates to the work of the SMM and the gender focal points, rather than conveying observations made during monitoring activities about the situation in the country. This finding points to a larger issue in the SMM, which is the need to synthesize and publicise gender equality related information in a way that would be useful to a broader OSCE audience, including participating States, or to external stakeholders.

ACTION POINTS:

- Improve the integration of a gender perspective in reporting to participating States. Special attention should be given to any positive results in the 1st and 2nd dimensions that demonstrate how gender mainstreaming contributes to achieving overall programmatic objectives.

8.2 Sharing with the outside world

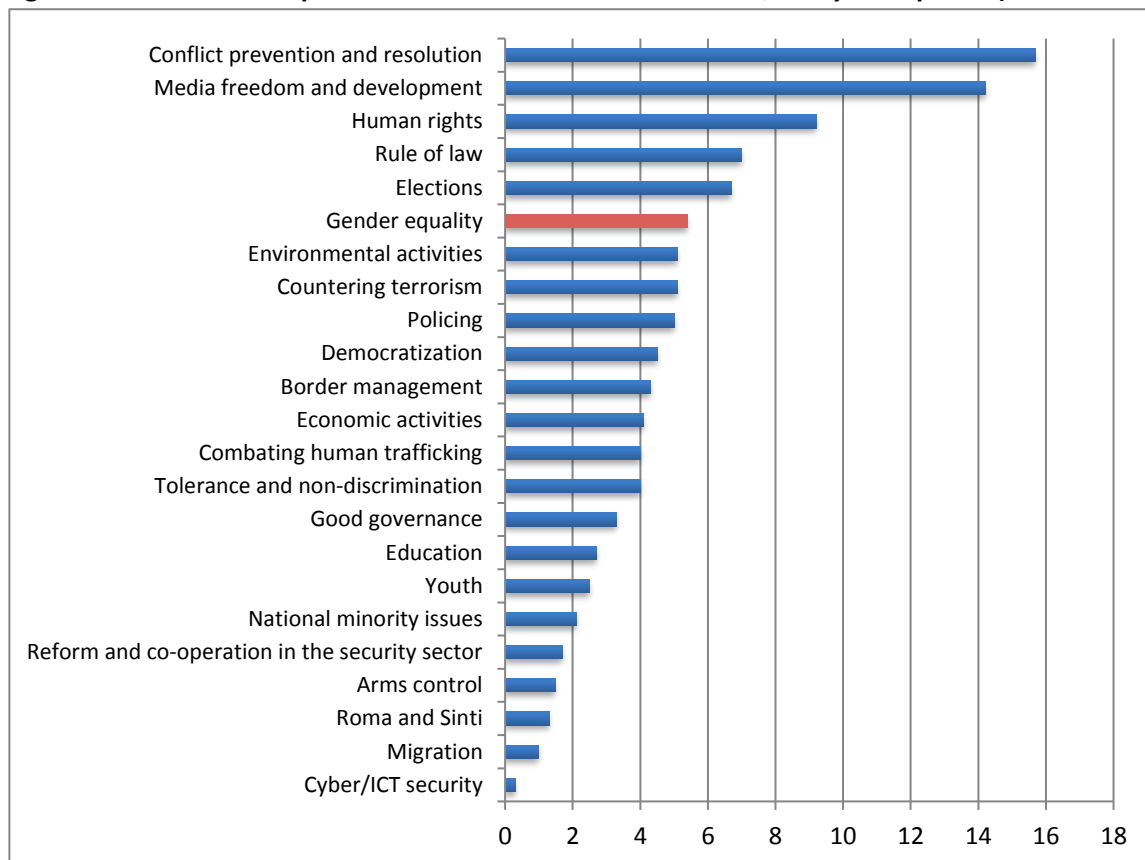
267. The OSCE uses a variety of methods to inform an external audience about the organization's work, including press statements, social media, publication of materials (declarations, speeches, conference materials, manuals and handbooks, research, etc.) both online and in print, as well as maintaining e-libraries. Additional to the publications already discussed in an earlier chapter of this report, this evaluation looked at a selection of these methods, in order to establish to what extent the OSCE is using them to communicate about gender mainstreaming.

268. A simple analysis was conducted of OSCE English-language press releases (from 2012-2017⁶⁴) archived in an OSCE database. The database allows press releases to be filtered by topic (23 discrete topics in total, one of which is 'gender equality') Over six thousand press releases were checked, and of these, consistently around five percent are tagged as related to gender equality themes each year. This may sound like a small number, however, within the thematic categories for which press releases can be filtered in the OSCE system, gender equality is one of the more frequently occurring topics. See Figure 8 below.

269. Press releases may relate to more than one theme, but as a general rule, those tagged as relating to gender equality do not also have other tags. On the whole, the OSCE seems to have prioritized communicating to an external audience about its work promoting gender equality, suggesting that the organization also recognizes that gender-related programming is a particular niche area that is of interest to and relevant for participating States.

⁶⁴ Accessible online: <http://www.osce.org/press-releases>. The review included press releases through 21 August 2017.

Figure 8: OSCE press releases for 2012-2017, by topic (% of total)



270. Within the press releases with gender equality themes, a larger share covers the topic of gender-based violence, but there is also significant variation from year to year. Overall, there are examples of press releases on a range of gender subjects in all three dimensions and related to the organization’s overall priorities. While other areas of analysis for this evaluation pointed to weaknesses in gender mainstreaming in the project cycle and in internal information exchange, the OSCE has a good practice of communicating about its work on gender themes externally to a broader audience.

271. The organization also conducts many public awareness activities and campaigns on gender themes, which is a means of bringing visibility to gender issues and extending the influence of OSCE projects to a wide audience.

Good practice example: Public Awareness Activities

The following are examples of several activities and campaigns that engage the public on gender-related topics; some of the activities explicitly address gender stereotypes.

OSCE executive structures participate in the annual 16 Days of Activism against Gender Violence through a range of activities. For instance, in 2016 and 2017 the Secretariat organized a campaign on social media, high-lighting the work across executive structures, and raising awareness of gender-based violence as a security concern. The 16 Days campaign activities led by the Mission in Kosovo in 2016 also created considerable visibility for the topic of GBV.

In 2017 the SMM in Ukraine undertook a large number of activities with the active involvement of its Gender Focal Points, as well as a lot of support at the team- and hub-level. These included the organization of OSCE Cafés and focus group discussions with a wide variety of stakeholders, presentations and other activities in many parts of the country.

In 2016 the Programme Office in Dushanbe focused on campaigning in remote areas through mobile theatre performances and radio and television broadcasts.

The Mission to Moldova has made use of theatre plays to raise awareness of domestic violence across the country. The Mission supported productions of “Casa M,” a documentary-style play that is based on the real stories of women who experienced domestic violence.

In 2017, the Office of the OSCE Representative on Freedom launched a campaign to address the safety of female journalists online with the tag #SOFJO, creating a platform for people to share experiences and resources for dealing with online harassment.

Why are these good practices? These examples show varied ways that the OSCE is disseminating information about gender equality concerns externally. The messages and means of communication can be tailored to various audiences, many of whom would not be reached through other OSCE activities, such as trainings and conferences.

272. The ODIHR-managed online database of international norms and standards (Legislationline) is an example of a tool to provide the public with access to law and policy documents. ODIHR reports that the number of page views of the gender equality section of the website has increased yearly since 2015. The website is currently undergoing redevelopment, and two additional filters have been added to the gender equality topic (on women’s participation in political and public life and on violence against women). This addition will improve the function of the site in terms of making domestic legislation, case law and OSCE/ODIHR legal opinions relevant to gender issues available to a wide audience.

9 Concluding Reflections: What are we trying to change and why?

Changing programmes

LESSONS LEARNED FROM OTHER ORGANIZATIONS

Experience from other organizations shows that “...there are six areas where action is needed to promote gender equality for it to become embedded in the culture of an organisation... First, an organisation’s **leadership** must consistently lead and support the mainstreaming of gender equality and policy. This must start at the top. Second, **systems of accountability and incentives** must have enough “bite” so staff cannot evade responsibility for delivering gender equality results. Third, gender equality work must be **properly funded** and there must be **sufficient trained senior staff** to gain traction over an organisation; a few junior gender staff is not enough. Fourth, new procedures and practices must be well designed, given a **big push at the outset and**

the momentum maintained rather than allowed to diminish. Fifth, there needs to be a consistent approach to recording results and disseminating lessons.

Finally, the test of whether gender equality has been embedded in the mainstream of an organisation is the degree to which it is seen as contributing to rather than competing with the drive for more effective aid and other priorities.”⁶⁵

273. International experience also shows that if gender equality is to become an integral part of the culture of an organization then consistent and sustained action is needed in all six of these areas. As this evaluation has demonstrated, while in the OSCE progress has been made in some of them, there is still a long way to go in many others. It also became apparent that in the OSCE, gender equality and the requirement to mainstream gender are indeed still seen by many to be competing with other priorities, rather than to be contributing to achieving programmatic objectives and implementing the main mission of the OSCE in the area of peace and security.

274. Overall within the organization there is still a limited understanding of how gender inequalities constitute a security risk, and vice versa, of how gender mainstreaming contributes to achieving the mandate of the OSCE. In other words, there is lack of a shared theory of change and (evidence-based) narrative about how the advancement of gender equality will help the OSCE to achieve its mission. It is the view of the evaluators that, together with political and cultural issues, this is one of the main reasons why progress in many areas has been slow. While other reasons, such as lack of leadership and commitment, absence of accountability measures, weak capacities for mainstreaming, problems related to the project cycle etc., also exist, more often than not they might be a consequence of the above, rather than constitute the actual source of the problem.

275. It is therefore paramount for the organization to clearly demonstrate and to provide evidence for how working for gender equality will contribute to achieving the main mission of the organization. This should be part of all leadership and capacity development initiatives, and involve sharing good practices, where the link between gender equality on one side, and peace and security on the other, has successfully been made and led to tangible results. This is one of the areas where more work is needed. The Secretariat’s Gender Section has an important role to play in collecting, analysing and communicating these practices across the organization. Successful examples from other organizations in areas of relevance to the OSCE mandate should also be disseminated.

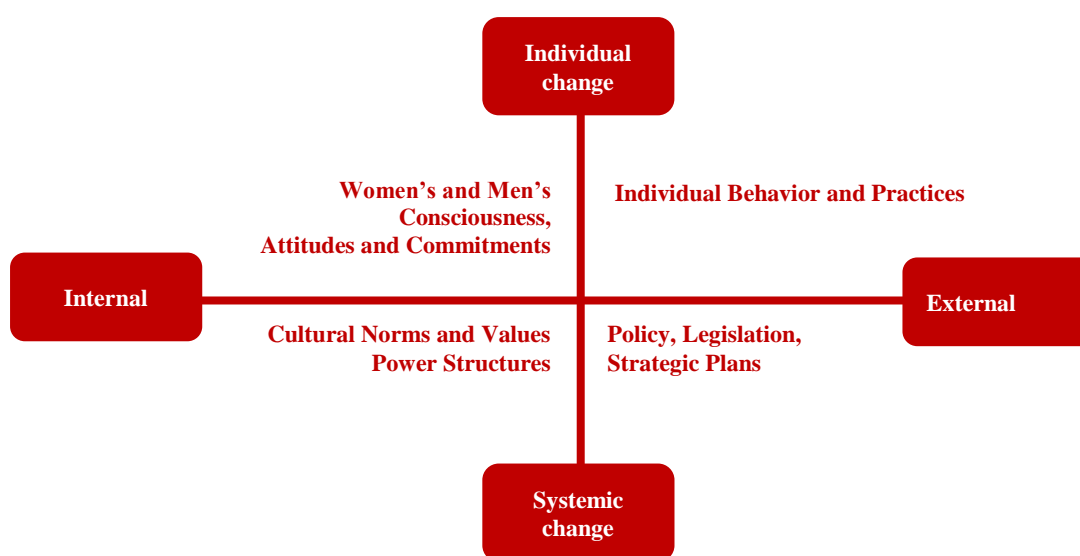
276. Sharing these practices and insights more widely would also help strengthen the OSCE’s comparative advantage in the area of gender equality as it relates to peace and security. Interviews with Government and civil society counterparts in participating States as well as with international partner organizations and experts showed that many stakeholders are looking to the OSCE for leadership in gender mainstreaming, particularly in relation to the politico-military dimension. Hence, there is an opportunity for the OSCE to establish itself more clearly as a state-of-the-art resource in this area.

⁶⁵ See Evaluation Insights, Number 3, November 2011, Operations Evaluation Department, African Development Bank: Mainstreaming Gender Equality. Emerging Evaluation Lessons; and the full working paper titled Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere? An Evaluation Synthesis, ADG Group, OPEV 2011. These, together with many other evaluations consulted for this evaluation, are referenced in the bibliography included in Annex V to this report.

Changing culture

277. Changing gender relations means changing the dominant patriarchal culture. The question therefore must be asked to what extent the OSCE is indeed contributing to cultural change through its work in the area of gender equality. The following diagram aims to depict those areas that need to be transformed to ultimately lead to cultural change. These four areas are inter-dependent and influence each other.

Graph: Four Areas of Change⁶⁶



278. Experience shows that changes in all four areas are needed for sustained cultural change to occur. When the same diagram is used to map the OSCE's interventions for the promotion of gender equality, it is apparent that a large majority of the organization's interventions focus on the two right-hand quadrants, aiming to change behaviour and / or to change or develop policy, legislation, or institutional structures. The evaluation observed only very few examples of work at the level of consciousness, aiming to change cultural values and norms around gender relations, including by challenging female and male stereotypes, or impacting power relations between men and women. Some initiatives with similar ambitions do exist, however, often they are not part of general mainstreaming efforts, but rather constitute isolated projects.

279. With regard to the approaches applied, the evaluation observed that these more transformative interventions often used a number of different complementary and innovative methodologies, engaged people both intellectually and emotionally, and were carried out over an extended period of time. Some of them also stand out for involving men and boys (as participants, partners, role models) in work promoting gender equality. These also should be shared and promoted across the organization. So far, the organization as whole does not seem to approach gender mainstreaming as a tool for addressing the root causes of gender inequalities, and there has been

⁶⁶ The framework was adopted from Ken Wilber's work, *A Theory of Everything*, Boston: Shambala, 2000.

minimal guidance on the methodologies and approaches that are recognized as effective in leading to gender transformative results.

Long-lasting change

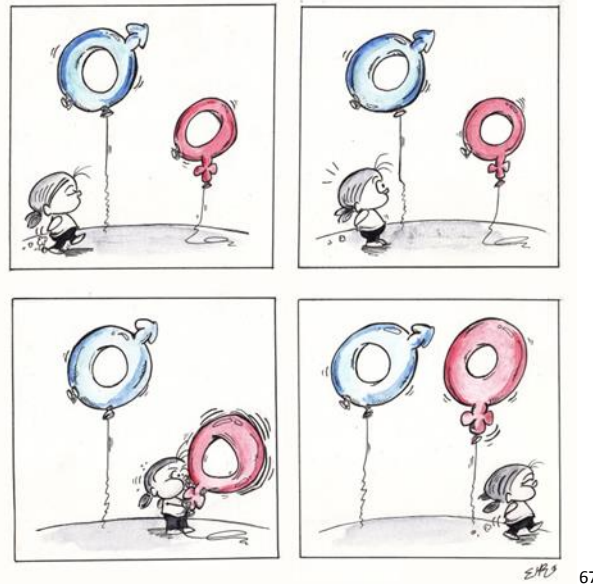
280. Last but not least, the evaluators would like to reiterate that sustainability is an issue in the work of the OSCE. This applies not only to the work for the promotion of gender equality, but also to the organization's engagement overall. This and other evaluations have observed that long-term strategies for engagement often do not exist, and where they exist they are not always fully implemented. Cases in point for this evaluation are the gender action plans and roadmaps (which are not yet fully implemented). Some stakeholders interviewed would argue that this is a consequence of changing Chair(wo)manship and leadership priorities, the annual UB budget cycle, counterparts' preferences for *ad hoc* assistance, lack of political will to address gender inequalities, organizational structures that make it difficult to address cross-cutting issues such as gender equality across programmes etc., - all of which make long-term planning difficult. While these reasons are certainly relevant, it has also become evident that more often there is a lack of strategic planning, and therefore a lack of planning for sustainability, on the side of executive structures as well.

281. This is further compounded by the fact that monitoring and evaluation systems in the OSCE are weak, which means that the results of the organization's work are not well documented. While output level information is usually collected, data on the outcomes and impact of the activities is scarce. This makes it difficult to identify gender-relevant sustainable results beyond the number and proportion of women who have been trained, the institutions that have been created, or the laws that have been revised or enacted. There is hence a need for more data about whether behaviour had been changed – and if so, has this change been sustained; whether new gender-sensitive policies or legislation were ultimately implemented; and whether the root causes of gender inequalities have been addressed. This would make it easier to draw lessons about the effectiveness of the organization's capacity building approaches, and their ultimate impact.

282. A number of external stakeholders interviewed from various countries also pointed to the need for the OSCE to improve its long-term vision. For instance, it was expressed that while the organization is creative and good in instigating new initiatives, it is often lacking the stamina and the capacities required to bring them to fruition. In some cases, the OSCE sees itself as an "incubator" for new approaches that can then be taken up by other organizations, but given the overall climate of competing interests for limited funding, and the fact that the OSCE has unique areas of expertise, the organization would do well to consider ways to replicate its own effective pilot projects that concern gender. This once more points to the importance of long-term planning, transition strategies and effective partnerships with other organizations that might be able to help scale-up some of the work that was started by the OSCE.

283. On the positive side, the evaluation also observed that many staff members are aware of the above mentioned challenges, and executive structures have started to address them. For instance, some field operations have introduced *de facto* long-term interventions with some forward planning about how UB projects will link to one another over the years. Others are working on improving their monitoring and evaluation practices, and their results reporting; and some are proactive in advocating

for gender mainstreaming in areas in which the government does not (yet) see any value or relevance. Such good examples should be well documented and shared, so that others can be inspired and learn from them, and apply them going forward. After all, cultural change is slow and requires sustained commitment.



⁶⁷ This cartoon was designed by Emilio Morales Ruiz from Spain, who won the first place in a Comic and Cartoon Competition on Gender Equality, organized by UN Women together with the European Commission, the Belgian Development Cooperation, and UNRIC, in 2015: https://medium.com/@UN_Women/comic-competition-winners-gender-equality-picture-it-b2b1690c6d14

10 Summary list of evaluation recommendations and action points

284. The following table presents ten main overarching evaluation recommendations with a list of suggested action points. The table also indicates which entities within the OSCE would have primary responsibility for their implementation. Given the large scope of this evaluation, as well as executive structures' shared responsibility for the implementation of the 2004 Action Plan, most of the recommendations concern several entities.

| Recommendation 1: Strengthen governance and improve complementarities between executive structures | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
|---|-----------|-----------------------|-----------------|------------|--------------------------------|-------------------------|---------------------|------------|
| 1.1. Clarify the mandate / role of the Gender Section and set clear working priorities for it. | X | X | | | | | | |
| 1.2. Clarify the division of labour, and improve coordination between ODIHR and the Secretariat, including the Gender Section and other entities, in specific thematic areas (UNSCR 1325; gender-based violence and others). | X | | | | | | X | |
| 1.3. Ensure that the Gender Section is involved in key strategic and programmatic planning and decision-making processes. | X | | | | | | | |
| 1.4. Improve the creation of synergies between the work of the Special Representative of the OSCE Chairperson-in-Office and the Gender Section. | X | | | | | | | X |
| 1.5. Consider combining the two functions of the Special Representative on Gender and the Secretariat's Senior Gender Advisor into one (such as for combatting trafficking in human beings). | X | | | | | | | X |
| Recommendation 2: Improve gender equality roadmaps and action plans, and strengthen their implementation | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
| 2.1. With the support of gender advisors and experts, develop common quality standards / guidelines for the creation, structure, and follow-up of gender action plans / roadmaps in the OSCE. | | X | | | | | | |
| 2.2. With the support of gender advisors and experts, develop / revise existing gender action plans / roadmaps to ensure their usefulness as strategic planning (and potential advocacy and fund-raising) instruments that fulfil the required quality standards. | | X | | | X | X | | |

| Recommendation 3: Scale-up the support to gender advisors and gender focal points (GFPs) | SG | Gender Section | CPC/ PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
|---|-----------|-----------------------|------------------|------------|--------------------------------|-------------------------|---------------------|------------|
| 3.1. Encourage larger executive structures to have dedicated gender advisors in the office of HoM. | X | X | | | | X | X | |
| 3.2. Mobilize ExB resources so that the Secretariat’s Gender Section can provide more strategic and targeted gender mainstreaming support to executive structures. | | X | | | | | | |
| 3.3. Ensure that the OSCE-wide GFP Network as well as local GFP networks / working groups include GFPs for all dimensions (more GFPs working in the 1 st and 2 nd Dimensions are needed), GFPs at senior levels with access to leadership, more GFPs working in Administration and Finance, and more male GFPs. | | X | | X | X | X | X | |
| 3.4. Establish (where they do not yet exist) specific objectives for GFP networks, as well as action points for network members, such as the development of good practices in gender mainstreaming and sharing of lessons learned. | | X | | X | X | X | X | |
| 3.5. Integrate a performance objective on gender in the performance appraisal of senior and mid-level leadership (HoM/HoI, Directors, Department and Section Chiefs etc.) and of all GFPs. | X | | | X | X | X | X | X |
| Recommendation 4: Strengthen leadership for gender mainstreaming | SG | Gender Section | CPC/ PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
| 4.1. Disseminate leadership messages that clarify the reasons for gender mainstreaming (supporting the OSCE’s main objectives related to peace and security, AND working towards gender equality), and about who is called to action (shared responsibility). | X | X | | | X | X | X | X |
| 4.2. Initiate an OSCE-wide award / prize / recognition for specific achievements related to gender mainstreaming (good gender-sensitive indicators and monitoring; successful mainstreaming in 1st or 2nd dimension work; involvement of men as role models; innovative recruitment practices to advance gender balance etc.). | X | X | | X | | | | |
| Recommendation 5: Enhance capacity building and learning | SG | Gender Section | CPC/ PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |

| | | | | | | | | |
|---|-----------|-----------------------|-----------------|------------|--------------------------------|-------------------------|---------------------|------------|
| 5.1 DHR and the Gender Section to develop an integrated gender training strategy for the OSCE with a clear goal, focus, time-line, responsibilities, resource requirements and a variety of methods. | | X | | X | | | | |
| Recommendation 6: Advance the work on the gender marker | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
| 6.1. Take a strategic decision regarding the purpose of the gender marker and its further use, and communicate this decision across the organization, together with the results and lessons learned from the pilot phase. | X | X | X | | | | | |
| 6.2. Depending on this decision, further refine the gender marker system with a view of using it throughout the project cycle, including by revisiting its current scoring system. | | X | X | | | | | |
| 6.3. Provide practical training and develop internal guidelines on using the gender marker. | | X | | | | | | |
| Recommendation 7: Improve the integration of a gender perspective in the project cycle | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
| 7.1. Re-design the templates for project concept papers used by field structures in their initial discussions with Government with a dedicated section on gender mainstreaming. | | | X | | | X | | |
| 7.2. Re-design the OSCE project proposal template with a dedicated section on gender mainstreaming with brief instructions about the content and level of detail that is required. | | | X | | | | | |
| 7.3. Work with Gender Advisors and GFPs to collect examples of SMART gender-sensitive indicators (from within and outside the organization) for the OSCE's key thematic areas of programming, with particular attention to the 1st dimension, and share it across executive structures. | | X | X | | | | | |
| 7.4. Integrate teaching on the formulation and use of gender-sensitive SMART indicators in any training on Results-based Management, monitoring and evaluation. | | X | X | | | | | |

| Recommendation 8: Increase the effectiveness of gender-specific programming and gender mainstreaming | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CiO |
|--|----|----------------|----------|-----|-------------------------|------------------|--------------|-----|
| 8.1. Map areas of intersection between the Project Co-ordinator in Ukraine, the SMM, the Gender Section, and ODIHR in order to strengthen complementarity and increase synergies between activities to promote UNSCR 1325 in Ukraine. | | X | | | X | X | X | |
| 8.2. Improve the transfer of recommendations and lessons learned developed during events hosted by the Secretariat to field structures involved in interventions on VERLT, including on transforming gender stereotypes in this context. | | X | | | X | X | | |
| 8.3. Document and better communicate results from gender mainstreaming in 1st dimension programming as part of lessons learned about the impact of gender mainstreaming in the security sector. | | X | | | X | X | | |
| 8.4. Improve the integration of a gender perspective in 2nd dimension programmes and projects, with a focus on thematic areas where the OSCE has a comparative advantage (such as in anti-corruption and anti-money laundering / countering the financing of terrorism). | | X | | | X | X | | |
| 8.5. Ensure that gender-specific projects are also fully gender mainstreamed. Give particular attention to how such projects can more effectively include men as advocates and beneficiaries. | | X | | | X | X | X | |
| 8.6. Devise innovative and transformative methods for addressing gender inequalities within programmes, projects, and activities, and share effective examples between dimensions. | | X | | | X | X | X | |
| 8.7. Ensure that there are no “blind spots” or missed opportunities (thematic areas for which gender mainstreaming has been weak) within the 3rd dimension portfolio. | | X | | | | X | X | |
| 8.8. Document and better communicate how cross-dimensional projects with effective gender mainstreaming contribute to results and can have a positive impact on improving gender equality/reducing gender inequality. | | X | | | | | | |

| Recommendation 9: Enhance gender mainstreaming in publications, events and reports to participating States | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CI O |
|---|-----------|-----------------------|-----------------|------------|--------------------------------|-------------------------|---------------------|-------------|
| 9.1. Improve promotion of tools to assist with gender mainstreaming among OSCE project officers. | | X | | | | | | |
| 9.2. Focus strategically on producing materials that build upon OSCE's comparative advantage in terms of gender mainstreaming in 1st and 2nd dimension activities (for instance, arms control, border management, anti-corruption), and which complement topics of other organizations' publications. | | X | | | X | X | | |
| 9.3. Use annual meetings and events (Security Review Conference, Economic and Environmental Forum, Gender Review Conference etc.) to raise awareness about and advocate for gender mainstreaming in "neglected" areas (security-related work, anti-corruption, anti-money laundering etc.). | | X | | | X | X | X | X |
| 9.4. Improve the integration of a gender perspective in reporting to participating States. Special attention should be given to any positive results in the 1st and 2nd dimensions that demonstrate how gender mainstreaming contributes to achieving overall programmatic objectives. | | | | | X | X | X | |
| Recommendation 10: Strengthen monitoring and evaluation | SG | Gender Section | CPC/PESU | DHR | Secretariat Departments | Field structures | Institutions | CI O |
| 10.1. Include a gender perspective in all efforts to strengthen monitoring and evaluation in the OSCE (including the establishment of baseline data, indicator development, output and outcome monitoring, evaluation, good practice identification and dissemination etc.). | | | X | | X | X | X | |
| 10.2. Encourage executive structures to commission external evaluations of gender mainstreaming in their programmes and projects. | | | X | | X | X | X | |
| 10.3. Improve the Secretary General's Annual Evaluation / Progress Report by making it shorter and more results-oriented, include a meaningful analysis of good practices, and ensure the overall reliability of the data presented. | | X | | | | | | |

11 Management Response and Action Plan

Evaluation recommendations and action points

Overall Management Response

OSCE welcomes the recommendations of OiO Thematic Evaluation. Responses were received from ODIHR, HCNM, RFOM and 13 out of 15 field operations. Secretariat Departments were also consulted in finalising the document.

Overall, all recommendations are accepted and will be pursued during 2018-2020. They are integrated into the Fit for Purpose reform agenda, the Secretariat's Road Map and the Gender Action Plans of Executive Structures. Shared responsibility of all staff, increased accountability and stronger leadership across the organisation will be combined with efforts to further develop capacity of staff for effective mainstreaming of gender in activities, projects, programmes and policies of the organisation across three dimensions.

Full implementation of the recommendations will require a significant increase in financial and human resources. The Secretariat is now recruiting two new (seconded) staff members in the Gender Section and is raising funds for an ExB project to be implemented in 2018-2020 to effectively address the key recommendations of the Evaluation.

RECOMMENDATION 1:

Strengthen governance and improve complementarities between executive structures (ES):

- 1.1. Clarify the mandate / role of the Gender Section and set clear working priorities for it.
- 1.2. Clarify the division of labour, and improve coordination between ODIHR and the Gender Section in specific thematic areas (UNSCR 1325 on Women Peace and Security; gender-based violence and others).
- 1.3. Ensure that the Gender Section is involved in key strategic and programmatic planning and decision-making processes.
- 1.4. Improve the creation of synergies between the work of the Special Representative of the OSCE Chairperson-in-office and the Gender Section.
- 1.5. Consider combining the two functions of the Special Representative on Gender and the Secretariat's Senior Gender Advisor into one (such as for combatting trafficking in human beings).

MANAGEMENT RESPONSE:

OSCE welcomes the recommendation. Executive Management has already started strengthening overall gender architecture of the OSCE and ensuring complementarities and synergies among relevant mandates and ES through better coordination and exchange of information. The Secretariat and ODIHR have regular meetings to discuss key issues of coordination at senior level as well as regular consultations and collaboration on current and ongoing activities at working level.

SG has included gender mainstreaming as a priority into the Fit for Purpose Agenda. He also made a decision in February 2018 to give the Senior Gender Adviser (SGA) access to two meeting formats at Directors level that will help mainstream gender into strategic planning processes.

Gender Section has started developing a three-year programmatic approach for the implementation of the 2004 GAP and relevant MCDs. This includes a workplan to implement the Secretariat's Road Map, support to ES and systematic capacity building in the OSCE. The document is intended to address the key issues relating to the implementation of the Secretariat's Road Map, the recommendations of the OiO thematic evaluation and reform agenda, and thus will clarify the specific roles and responsibilities of gender section of the Secretariat.

All Executive Structures aim to elevate and deepen the gender mainstreaming work in all three dimensions in the organization. However, substantial increase in human and financial resources will be needed. Gender section has developed a three year ExB proposal for 2018 to 2020 that addressed key challenges identifies by the OIO Thematic Evaluation.

| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
|--|----------------------------|--|
| 1.1 SG will approve internal workplan for Gender Section for 2018 to 2020 (in line with the Implementation Roadmap) with a set of strategic gender objectives, including the clear roles and tasks of gender section in the implementation of Gender Action Plan of 2004. | 2018 | SG, Gender Section, inputs from all executive structures |
| 1.2 Gender Section holds regular meetings with ODIHR. A coordination meeting was organised in February 2018 hosted by the Secretariat; Regular webex coordination meetings are held and will continue every month. Additionally, there are regular communications via email among gender advisers of Secretariat and ODIHR on specific events and topics and joint activities implemented, such as side events | 2018-2020 | Gender Section, ODIHR |
| 1.3 By a decision of SG, SGA is already included in the weekly Director's and Programmatic meetings of SG since Feb 2018. | February 2018 | Executive Management |
| 1.4 Regular meetings of SGA and SR of CiO are carried out. Two planning meetings were held in March 2018. A collaborative approach is introduced by organising joint activities. Monthly coordination meetings with CiO are conducted and include planning with the SR and SGA. Regular exchange of information between SGA and CiO SR will continue. | Ongoing | CiO, SR, Gender Section |
| 1.5 The merits of combining the two functions will be considered based on a review of taskings established in relevant MCDs. Further actions will be proposed to the CiO as deemed appropriate. | Sep 2018 2019 as needed | SG |

RECOMMENDATION 2:**Improve gender equality roadmaps and action plans, and strengthen their implementation:**

2.1. With the support of gender advisors and experts, develop common quality standards / guidelines for the creation, structure, and follow-up of gender action plans / roadmaps in the OSCE.

2.2. With the support of gender advisors and experts, develop / revise existing gender action plans / roadmaps to ensure their usefulness as strategic planning (and potential advocacy and fund-raising) instruments that fulfil the required quality standards.

MANAGEMENT RESPONSE:

OSCE accepts this recommendation. All Executive structures will renew, refine or develop, their gender action plans or strategies. In 2018, Secretariat adopted its workplan for the implementation of its Road Map for 2018 – 2020. The HCNM, SMM and OMiK have adopted or renewed GAPs in the first half of 2018. Eight field operations are currently in process of developing new or renewing existing GAPs (PO in Astana, PO in Bishkek, Office in Dushanbe, PC in Uzbekistan, Mission to Montenegro, Mission to Serbia, Mission to Skopje, PCU).

The status of implementation of these GAPs will be regularly reviewed and included in the Annual Progress Report of SG to PC. Where necessary, gender section will continue providing technical advice and support to Departments and ES.

| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
|---|-------------------------------------|---|
| 2.1.1. In 2017, Gender Section drafted a working document “Guidelines for the creation, structure, and follow-up of gender action plans / roadmaps in the OSCE”. The tool will be further refined and made available for use by OSCE ES. | August 2018 | Gender Section |
| 2.2.1. All ES will develop or revise existing gender action plans / roadmaps 2.2.2. Gender Section will continue providing necessary technical support to ES 2.2.3. The implementation of GAPs will be reported by ES as part of the annual progress report to the PC | Throughout 2018 - 2020 as necessary | Institutions and 15 FOs, Gender Section |

RECOMMENDATION 3:**Scale-up the support to gender advisors and gender focal points (GFPs)**

3.1. Encourage larger executive structures to have dedicated gender advisors in the office of HoM.

3.2. Mobilize ExB resources so that the Secretariat’s Gender Section can provide more strategic and targeted gender mainstreaming support to executive structures.

3.3. Ensure that the OSCE-wide GFP Network as well as local GFP networks / working groups include GFPs for all dimensions, GFPs at senior levels with access to leadership. GFPs working in Administration and Finance, more male GFPs.

3.4. Establish (where they do not yet exist) specific objectives for GFP networks, as well as action points for network members, such as the development of good practices in gender mainstreaming and sharing of lessons learned.

3.5. Integrate a performance objective on gender in the performance appraisal of senior and mid-level leadership (HoM/HoI, Directors, Department and Section Chiefs etc.) and of all GFPs.

MANAGEMENT RESPONSE:

While recognising the importance of having a dedicated full time gender adviser in larger ES, it should be noted that proposals for new post in the UB have failed for ODIHR, and several ES are sceptical about getting budget approval by pS for new posts, especially if they entail an increase of the Unified Budget.

On a positive side, the SG will take measures to enhance the existing gender architecture of the OSCE, and raise the need for having dedicated gender advisers in field operations where needed. He will advocate with relevant participating states and actors on funding required to advance the work on gender and advocate for structural changes needed for uplifting and strengthening the gender focal points and its network in the organisation.

| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
|--|--------------------|----------------------------|
| 3.1.1.SG will consider advising to Executive Structures to establish full time posts of gender advisers in their offices. In feasibility studies carried out for thematic hubs/offices, the need for gender adviser will be explored as part of studies. | 2018-2020 | SG OSG |
| 3.2.1. SG will advocate with potential donors to provide funding to gender mainstreaming. 3.2.2. Gender Section has developed a three year large scale ExB project proposal for systematic capacity development in the organisation to mainstream gender issues throughout the organisation. SG has already tabled the need for ExB resources with the SDC and with the Norwegian MFA in April – June 2018. | 2018 | SG |
| 3.3.1. SG will issue an IOM with recommendations to ES for strengthening the GFPs and GWGs and the positions of GFPs within ES, clarify the roles and issue a prototype ToR for GFP; set results based objectives and action points. | October 2018 | OSG and GS |
| 3.4.1. Gender section will support the development of good practices and sharing of experiences among GFP Network. The Jarvis online platform was launched in April 2018 and it will proactively share information among ES. | 2018-2020 | GS |
| 3.5.1. DHR will ensure gender focused PMP objectives in the current objective library are reviewed and will advise all staff and managers to ensure gender related PMP objectives are set for all managers and GFPs for the 2019 PM cycle. | Dec 2018 | DHR |

RECOMMENDATION 4:

Strengthen leadership for gender mainstreaming

4.1. Disseminate leadership messages that clarify the reasons for gender mainstreaming (supporting the OSCE's main objectives related to peace and security, and working towards gender equality), and about who is called to action (shared responsibility).

4.2. Initiate an OSCE-wide award / prize / recognition for specific achievements related to gender mainstreaming (good gender-sensitive indicators and monitoring; successful mainstreaming in 1st or 2nd dimension work; involvement of men as role models; innovative recruitment practices to advance gender balance etc.).

MANAGEMENT RESPONSE:

Overall positive response. The importance of core messages from top leadership to staff is well recognised by OSCE. In 2018 SG and Directors at the Secretariat completed a pilot Executive Gender Coaching Programme that equipped the top managers with skills for gender responsive leadership. The pilot training is now being evaluated and recommendations will be issued with regards to continuation of this training and extension to HoM.

| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
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| 4.1.1. Leadership principles and actions were already developed by the participants of the Executive Gender Programme. A set of indicators is now being developed to track progress and potential impact. | July 2018 | SG, Directors |
| 4.1.2. Initiate second phase of Executive Gender Programme based on the findings of the evaluation of the pilot | End of 2018 | DHR |
| 4.2.1. SG launched 3 category gender awards for HoM / DHoM, staff and best initiative for ES in March 2018. The first cycle of award will be granted in March 2019. The revision of the policy on staff recognition and reward (SI 20) will provide for reward/recognition on the grounds of gender-related achievements and successes | March 2018 March 2019 March 2020 | SG and GS |
| 4.2.2. Integrate a performance objective on gender in the performance appraisal of senior and mid-level leadership (HoM/HoI, Directors, Department and Section Chiefs etc.) and of all GFPs. | March 2020 | SG (to communicate), GS, DHR |

RECOMMENDATION 5:

Enhance capacity building and learning

5.1. *DHR and the Gender Section to develop an integrated gender training strategy for the OSCE with a clear goal, focus, time-line, responsibilities, resource requirements and a variety of methods.*

MANAGEMENT RESPONSE:

OSCE appreciates this recommendation. DHR and the Gender Section will develop an OSCE wide gender training strategy for 2018-2020 in consultation with Institutions and ES. However, extra-budgetary funds will be required for its implementation. It includes a project on capacity building

for gender mainstreaming in OSCE proposed by the gender section that is intended to be implemented in close cooperation with DHR and other ES.

| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
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| 5.1.1.Capacity assessment / learning needs assessment 5.1.2.OSCE Learning strategy for mainstreaming gender will be developed to include basic and advanced modules, online and blended training modules 5.1.3.Implement face to face targeted gender courses for ES and FO 5.1.4.Gender section developed an Extra-budgetary project proposal to implement systematic capacity building strategy across three dimensions 5.1.5. Compile a roster of in-house and external gender trainers working on security issues in three dimensions, with a view of enlarging the existing pool of trainers on gender and security | June- December 2018 September 2018 2019-2020 April 2018 2019-2020 | L&D /DHR and Gender Section Gender section in collaboration with L&D /DHR |
| <p>RECOMMENDATION 6: <i>Advance the work on the gender marker:</i></p> <p>6.1. Take a strategic decision regarding the purpose of the gender marker and its further use, and communicate this decision across the organization, together with the results and lessons learned from the pilot phase.</p> <p>6.2. Depending on this decision, further refine the gender marker system with a view of using it throughout the project cycle, including by revisiting its current scoring system.</p> <p>6.3. Provide practical training and develop internal guidelines on using the gender marker.</p> | | |
| <p>MANAGEMENT RESPONSE: We take note of this recommendation. We recognise the gender marker as a necessary tool for advancing gender mainstreaming in ES across all three dimensions. It allows measuring progress in mainstreaming gender and contributed to greater awareness among staff working in all three dimensions. In order to avoid politicizing by pS, we will make sure that the technical briefing paper on gender marker contains clear definitions as per best international practices.</p> | | |
| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
| 6.1. 1.The decision to promote Gender Marker within the ES will be issued by SG along with the revised Technical Briefing note. 6.1.2. Progress on roll out of Gender Marker will be assessed in 2020 and the strategic approach will be updated/adapted based on the assessment | October 2018 2020 | Gender Section and SG/Executive management |

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| 6.2. 1.The Guidelines for use of gender marker was integrated in the 2017 annual progress report. 6.2.2. The following Annual Progress Reports will reflect on the use of gender marker by ES and provide recommendations for future use of gender marker in OSCE. | Feb 2018 | Gender Section in consultation with DMF |
| 6.3. 1.Gender section will provide training on the use of Gender marker (face to face and online) on request of ES. 6.3.2. This training will be also integrated in the gender trainings to staff of Departments and FOs, including project cycle trainings. | 2018 November 2019 2020 | Gender section in collaboration with PESU and L&D/DHR |
| 6.4.1 CPC/PESU and Gender Section will update the relevant project management templates to reflect the guidelines and ensure the application of gender markers accordingly. | November 2018 | Gender Section and CPC/PESU |
| <p>RECOMMENDATION 7: Improve the integration of a gender perspective in the project cycle</p> <p>7.1. Re-design the templates for project concept papers used by field structures in their initial discussions with Government with a dedicated section on gender mainstreaming.</p> <p>7.2. Re-design the OSCE project proposal template with a dedicated section on gender mainstreaming with brief instructions about the content and level of detail that is required.</p> <p>7.3. Work with Gender Advisors and GFPs to collect examples of SMART gender-sensitive indicators (from within and outside the organization) for the OSCE’s key thematic areas of programming, with particular attention to the 1st dimension, and share it across executive structures.</p> <p>7.4. Integrate teaching on the formulation and use of gender-sensitive SMART indicators in any training on Results-based Management, monitoring and evaluation.</p> | | |
| <p>MANAGEMENT RESPONSE: OSCE accepts the recommendation. PESU in collaboration with gender section will refine the existing templates for project concept notes and project proposals, and improve the existing guidelines. OSCE will enhance work on gender sensitive indicators with focus on 1st and 2nd Dimension projects and integrate them in the training modules.</p> | | |
| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
| 7.1.1.PESU with support of gender section will revise following templates and guidance notes: - Project concept papers for FOs - Template for project proposals and instructions | July – Dec 2018 | Gender Section and CPC/PESU |
| 7.3.1.Propose a set of SMART indicators suitable for OSCE programmes | October – December 2018 | Gender section and CPC/PESU |

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| 7.4.1. Develop a training module on gender sensitive indicators and integrate into OSCE PCM (Project Cycle Management) training | 2019 -2020 | Gender Section and CPC/PESU |
| <p>RECOMMENDATION 8: <i>Increase the effectiveness of gender-specific programming and gender mainstreaming:</i></p> <p>8.1. Map areas of intersection between the Project Co-ordinator in Ukraine, the SMM, the Gender Section, and ODIHR in order to strengthen complementarity and increase synergies between activities to promote UNSCR 1325 in Ukraine.</p> <p>8.2. Improve the transfer of recommendations and lessons learned developed during events hosted by the Secretariat to field structures involved in interventions on VERLT, including on transforming gender stereotypes in this context.</p> <p>8.3. Document and better communicate results from gender mainstreaming in 1st dimension programming as part of lessons learned about the impact of gender mainstreaming in the security sector.</p> <p>8.4. Improve the integration of a gender perspective in 2nd dimension programmes and projects, with a focus on thematic areas where the OSCE has a comparative advantage (such as in anti-corruption and anti-money laundering / countering the financing of terrorism).</p> <p>8.5. Ensure that gender-specific projects are also fully gender mainstreamed. Give particular attention to how such projects can more effectively include men as advocates and beneficiaries.</p> <p>8.6. Devise innovative and transformative methods for addressing gender inequalities within programmes, projects, and activities, and share effective examples between dimensions.</p> <p>8.7. Ensure that there are no “blind spots” or missed opportunities (thematic areas for which gender mainstreaming has been weak) within the 3rd dimension portfolio.</p> <p>8.8. Document and better communicate how cross-dimensional projects with effective gender mainstreaming contribute to results and can have a positive impact on improving gender equality/reducing gender inequality.</p> | | |
| <p>MANAGEMENT RESPONSE: OSCE appreciates this recommendation. ES are already addressing it by putting specific attention to gender mainstreaming in projects. However, additional human and financial resources (ExB funding) are required to organise documentation of good practices and transfer of good practices in 1st dimension, i.e. the work on security sector reform, VERLT, border management, etc. For the 2nd Dimension, efforts will be made to improve mainstreaming gender in all areas. For the 3rd Dimension the focus will be on reducing blind spots. The documentation of good practices and lessons learned will require additional efforts, human and financial resources. There is also a need to integrate new transformative approaches into training for staff. Therefore, above mentioned ExB project proposal developed by the gender section will cover this work.</p> | | |
| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
| 8.1.1. Gender Section will map activities of ODIHR, SMM and PCU in promoting UNSCR 1325; suggest areas for synergising and | End of 2018 | Gender Section (GS) |

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| <p>complementarity; and share among ES involved.</p> <p>8.1.2. ODIHR will continue information exchange through group emails, cc-ing the staff responsible for projects in Ukraine in 3 ES</p> | Ongoing | ODIHR |
| <p>8.2.1 Gender Section and TNTD will cooperate to organise exchange of information and good practices on Counter-Terrorism and P/CVERLT that aims at transforming gender stereotypes in this area.</p> | 2019-2020 | GS, TNTD, ES |
| <p>8.3.1. Gender section in cooperation with FSC support unit and ES will plan and undertake assessments of impact of gender mainstreaming in security sector</p> | 2019-2020 | GS, FSC, ES |
| <p>8.4.1. OCEEA and gender section will develop guidance document for gender mainstreaming in second dimension, in consultation with relevant field operations</p> <p>8.4.2. Capacity building of staff on integrating gender issues in the second dimension will be carried out.</p> | 2018- 2019 2019-2020 2020 | GS, OCEEA, ES |
| <p>8.5.1. Good practices and cases will be developed on combating violence against women, which will target all ES that are implementing projects in this area based on international standards</p> <p>8.5.2. Develop cases on engaging men and boys, addressing social norms on gender roles and power relations as well as harmful masculinities. Develop and implement new training modules</p> | 2019-2020 2019-2010 | Gender Section in cooperation with ES Gender section in cooperation with ES |
| <p>8.6.1. Develop guidance notes on transformative and innovative methods for addressing gender inequalities within programmes and projects, integrate them in the existing and new training modules and share on knowledge platform</p> | 2019-2020 | Gender section, L&D, ES |
| <p>8.7.1. Gender section and ODIHR will review and consult each other on identification of blind spots in human dimension and include them in the annual and strategic workplans</p> | 2018-2020 | GS, ODIHR and ES |
| <p>8.8.1. Gender section will undertake assessment of cross-dimensional projects in consultation and cooperation with OiO</p> <p>8.8.2. Gender section will engage with academic institutions, including OSCE academy in Bishkek, in organising forums</p> | 2018-2020 2019-2020 | GS and OiO GS and ES |

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| <p>and expert meetings on cross-dimensional approaches to reducing gender inequalities</p> <p>8.8.3 Organisation wide assessment of the implementation of the Women, Peace and Security Agenda (Third Gender Review Conference)</p> | <p>2020</p> | <p>GS, ODIHR and CiO</p> |
| <p>RECOMMENDATION 9: <i>Enhance gender mainstreaming in publications, events and reports to participating States:</i></p> <p>9.1. Improve promotion of tools to assist with gender mainstreaming among OSCE project officers.</p> <p>9.2. Focus strategically on producing materials that build upon OSCE’s comparative advantage in terms of gender mainstreaming in 1st and 2nd dimension activities (for instance, arms control, border management, anti-corruption), and which complement topics of other organizations’ publications.</p> <p>9.3. Use annual meetings and events (Security Review Conference, Economic and Environmental Forum, Gender Review Conference etc.) to raise awareness about and advocate for gender mainstreaming in “neglected” areas (security-related work, anti-corruption, anti-money laundering etc.).</p> <p>9.4. Improve the integration of a gender perspective in reporting to participating States. Special attention should be given to any positive results in the 1st and 2nd dimensions that demonstrate how gender mainstreaming contributes to achieving overall programmatic objectives.</p> | | |
| <p>MANAGEMENT RESPONSE:</p> <p>OSCE welcomes this recommendation. Gender section in collaboration with programmatic departments and ES will review existing tools for gender mainstreaming in work of OSCE and take measures to disseminate them. Training modules for staff will include relevant sessions. OSCE will encourage programmatic departments and ES to produce publications that address gender dimensions of their work. Also, collaborative efforts will be made to produce materials on gender mainstreaming in 1st and 2nd dimensions. However, additional funding will be required to accomplish and an ExB proposal has been developed by gender section. Specific priority themes of gender in neglected areas will be raised at annual meetings and events in cooperation with the chairs of committees and programmatic departments. Efforts will be made to improve reporting to pS with regards to gender mainstreaming by ES. To fully accomplish this recommendation, gender section intends to recruit more staff in order to support gender mainstreaming across the Secretariat and ES.</p> | | |
| <p>KEY ACTION(S):</p> | <p>TIME FRAME:</p> | <p>RESPONSIBLE UNIT(S)</p> |
| <p>9.1.1. Gender section will review the tools and regularly share various tools to assist with gender mainstreaming on share-point.</p> <p>9.1.2. Further develop knowledge sharing platform on gender in Jarvis</p> | <p>2018-2020</p> | <p>Gender Section</p> |
| <p>9.2.1. Develop a plan for publications in neglected, emerging and critical areas</p> <p>9.2.2. Encourage programmatic departments to produce publications that address gender dimensions of their work</p> | <p>annually</p> | <p>Gender section, ODIHR</p> |

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| 9.3.1. Annually, gender section and ODIHR provides inputs on themes and potential speakers, resource persons to key OSCE annual meetings and events. Consultations are held with relevant departments and ES as well as with Chairs of Committees | Annually | Gender section, ODIHR |
| 9.4.1. CPC will provide guidance to FO on their reporting and raise the importance of gender mainstreaming at regular meetings with HOMs 9.4.2. Gender section will track progress on integration of gender perspective in the reports to pS and establish a baseline in 2018 on key annual events | Annually End of 2018 | CPC Gender section |
| <p>RECOMMENDATION 10: <i>Strengthen monitoring and evaluation:</i></p> <p>10.1. Include a gender perspective in all efforts to strengthen monitoring and evaluation in the OSCE (including the establishment of baseline data, indicator development, output and outcome monitoring, evaluation, good practice identification and dissemination etc.).</p> <p>10.2. Encourage executive structures to commission external evaluations of gender mainstreaming in their programmes and projects.</p> <p>10.3. Improve the Secretary General’s Annual Evaluation / Progress Report by making it shorter and more results-oriented, include a meaningful analysis of good practices, and ensure the overall reliability of the data presented.</p> | | |
| <p>MANAGEMENT RESPONSE: OSCE welcomes this recommendation. The Annual Progress Report Guidelines for 2017 have already encouraged the results based monitoring and evaluation. The 2017 APR report was short, succinct, more reader friendly and received appreciation of pS in this regard. Steps for further improvements will be made for next APRs, including training to staff preparing reports. Focus will be given to results, good practices and lessons learned.</p> | | |
| KEY ACTION(S): | TIME FRAME: | RESPONSIBLE UNIT(S) |
| 10.1.1. New Guidelines for preparing Annual Progress Report of SG to PC were prepared in January 2018 that include instructions for results based reporting in three dimensions, preparing good practices, lessons learned, success stories and next steps. | January to May 2018 | Gender section |
| 10.2.1. OiO will integrate gender perspective in the guidance on evaluations, ToR and other relevant documents to ES 10.2.2. OiO will raise the understanding of evaluation focal points on gender perspective in evaluations | 2018-2020 | OiO, CPC/PESU |
| 10.3.1. CPC/PESU will ensure the use of gender-sensitive indicators, developed in collaboration with the Gender Section (7.3.1), in its Monitoring and Evaluation trainings to executive structures | 2019-2020 | Gender Section and CPC/PESU |

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| Gender Section will address the issues of monitoring and evaluation at annual meetings of GFPs and create a section with relevant resource materials on the online share point for GFPs. Special attention will be paid to documenting good practices and lessons learned. | May 2018 and continue regularly in 2019 and 2020 December 2018 – January 2019 | OiO , gender section |
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Annexes

I. Evaluation terms of reference

Introduction

The OSCE's Action Plan for the Promotion of Gender Equality was endorsed by the organization's Ministerial Council (MC) in 2004 (MC.DEC/14/04). Since then, the Action Plan has been guiding the OSCE's efforts to advance gender equality. The Action Plan followed the earlier OSCE Action Plan for Gender Issues, which was established in 2000 in order to ensure that the OSCE commitments concerning equality in rights and equality of opportunity for women and men are taken into account by participating States (pS) and in the practical work of OSCE institutions and field operations.

Both documents refer to previous declarations and resolutions that are relevant to the OSCE's work to promote gender equality, such as the Charter for European Security adopted at the 1999 OSCE Istanbul Summit, and UN Security Council (SC) resolution 1325 (2000) about women's role in conflict prevention, post-conflict reconstruction, and maintenance and promotion of peace and security. Since the establishment of the 2004 Action Plan, important international developments further strengthened the context for the OSCE's engagement in this area. These include UNSC resolution 2242 (2015) on Women, Peace and Security calling on regional organizations to work on the inclusion of women in peace and security issues; and the adoption by the UN of the 2030 Sustainable Development Agenda, with not only one of the Goals (5) exclusively dedicated to achieving gender equality and the empowerment of women and girls, but also with gender equality concerns being integrated as cross-cutting issues in several of the other goals.

Several decisions taken by the OSCE's MC over the years further reiterated the organization's commitment to contribute to gender equality. These include MC Decisions No. 14/05 on women in conflict prevention, crisis management and post-conflict rehabilitation; No. 07/09 on women's participation in political and public life; No. 03/11 on elements of the conflict cycle, which reaffirmed the significant role of women in the prevention and resolution of conflicts and in peace-building; No. 10/11 on promoting equal opportunities for women in the economic sphere; and No. 15/05 and 07/14 on preventing and combating violence against women.

Background

The 2004 Action Plan for the Promotion of Gender Equality was developed to address shortcomings in the implementation of the 2000 Action Plan for Gender Issues, especially in the fields of training, management, and recruitment, and in the overall practice of gender-mainstreaming throughout the OSCE as well as within pS. It states, for instance, that representation of women was still low at senior and policy-making level within the organization, and that more efforts were needed to mainstream gender in the OSCE's policies and programmes.

The 2004 Action Plan is organized around the following three main areas of engagement (three pillars):

Mainstreaming gender in the structures and working environment of the organization. This includes the need to increase gender awareness through training, and to mainstream gender considerations in recruitment, performance management, and other organizational processes and functions.

Mainstreaming a gender perspective into OSCE activities, policies, programmes and projects in order to promote gender equality as it relates to comprehensive security, the OSCE's main area of concern, with a focus on activities to promote women's empowerment and the participation of women as well as men in public, political and economic life in the context of democratic and economic processes in participating States. It is also intended to overcome negative stereotypes and attitudes that are in the way of achieving gender equality.

Promoting Gender Equality in participating States, for which States themselves bear the primary responsibility. This includes setting up the required legal and policy environment, ratifying and implementing relevant international treaties, working to eliminating all forms of violence against women, including through trafficking in human beings, to assess the impact of gender policies and strategies etc.

The Action Plan also outlines areas of special interest to all pS, which the OSCE is invited to support upon request. These include the establishment of non-discriminatory legal and policy frameworks, preventing violence against women, ensuring equal opportunity for participation of women in political and public life, encouraging women's participation in conflict prevention, crisis management and post-conflict reconstruction etc.

It furthermore calls on the SG to report on the implementation of the Action Plan to the OSCE's Permanent Council (PC) on an annual basis, which has been the practice since 2006. The SG's Annual Evaluation Reports contain contributions on developments related to gender equality and gender-mainstreaming in the OSCE structures from departments, institutions and missions. Based on the issues emerging from these reports, annual discussions are to be held by the PC to monitor the implementation of the Action Plan and to discuss the promotion of gender equality, and the updating of relevant policies and strategies if necessary.

In 2012, the OSCE's Office of Internal Oversight (OIO) reviewed the implementation of the Action Plan. The review focussed on the integration of a gender perspective in the activities, projects, programmes and policies of the OSCE (pillar II. of the Action Plan as described above). It showed that while some progress had been made across the organization, and important work had been done in some programmatic areas (for instance related to the implementation of UNSCR 1325 on Women, Peace and Security), the integration of a gender perspective in project proposals, programming and reporting had so far not been fully realised. Gender was also still often seen to be belonging mostly to the human dimension. The review also showed that there was a need to better share resources and guidance material, as well as lessons learned and good practices across the organization, and to use the Gender Focal Point Network in a more strategic manner.

It furthermore high-lighted the wide-ranging nature of the Action Plan, and its lack of clarity regarding the commitments on integrating gender equality concerns into OSCE's policies, programmes, projects and activities. It recommends the development of a long-term gender strategy for the achievement of gender equality results, including the formulation of key performance indicators, which would help keep track of progress made.

In response both to the OIO recommendation, and to the 2004 Gender Equality Action Plan's call for the development of a plan for its implementation, the Secretariat embarked on the elaboration of a road-map, which is currently (January 2017) being finalised. The road-map is expected to support the implementation of the Action Plan and to strengthen accountability for the achievement of its objectives across the Secretariat. A system of gender markers was also recently piloted.

In 2014, i.e. 10 years after the adoption of the Action Plan, the then Swiss Chairman of the OSCE, together with the Gender Section of the Secretariat, and the Office for Democratic Institutions and Human Rights (ODIHR), organized the first conference to review the implementation of the Action Plan in order to take stock of progress made so far, and to identify gaps in implementation. The conference also took the SG's Annual Reports into consideration, and proposed a number of actions to strengthen the implementation of the organization's commitments on gender equality.

Later that year, and building on discussions following the review conference, the MC took a decision (MC.DEC/ 7/14) on Preventing and Combating Violence against Women, and another decision (MC.DEC/8/14) that tasked the pS to adopt an Addendum to the 2004 Action Plan in 2015, that would provide the pS and all OSCE executive structures with an updated framework for the work on gender equality.

Discussions of the Addendum have started, but to date (January 2017) no consensus has been reached by the pS.

The volume of the OSCE's engagement for gender equality

This evaluation will focus on the second pillar of the 2004 Action Plan, i.e. the integration of a gender perspective into OSCE activities, policies, programmes and projects. These include both gender-specific policies, programmes and projects, and those where gender equality concerns have been mainstreamed. The former specifically aim to address existing gender inequalities as their main objective (such as, for instance, interventions to prevent and combat violence against women), while the latter's main concern are other issues. A gender perspective is, however, integrated to varying degrees to ensure that gender equality concerns are also taken into consideration.

According to the SG's 2015 Annual Evaluation Report the OSCE's third (human) dimension continues to account for the bulk of projects that have taken a gender perspective into account, far ahead of the number of projects reported in the first and second dimensions. Overall, in the 2015 reporting period, a total of 317 projects, both from the Unified Budget (UB) and extrabudgetary (ExB), were reported to include a gender component. This number also comprises gender-specific interventions. Almost half of the 317 projects were reported to integrate a gender perspective in a very limited way only, by trying to increase the participation of women in their activities.

Purpose, Objectives and Scope of the Evaluation

The main purpose of this evaluation is to contribute to organizational learning with regards to the integration of a gender perspective in the policies, programmes and projects of the OSCE, and to provide recommendations that will help the OSCE strengthen its work in support of gender equality and women's empowerment, and better demonstrate the organization's achievements in the future.

It seems opportune to conduct this evaluation at this point of time. First, because discussions about the need for an update of the 2004 Action Plan and for a complementary, more operational document that helps to translate the objectives of the Action Plan into concrete achievable outcomes and

outputs, have been ongoing for a while. These have led to the development of a draft Addendum to the Action Plan (based on the recommendations of the 2014 Gender Equality Review Conference), which was not adopted due to a lack of consensus among pS. In addition, the Gender Section, in close consultation with all Departments and units, developed an implementation road map for the Secretariat as an internal initiative. The evaluation will be able to feed into these discussions, and inform the implementation of the roadmap once it is adopted.

Second, in times when resources are scarce and competition for them is rising, the OSCE is under increased pressure by donors and partners to demonstrate results and the value added of its work, including in the area of gender equality. This evaluation wants to contribute to this endeavour by helping to identify good practices as well as challenges that are in the way of achieving optimal performance.

And third, the last OIO review of the OSCE's work on gender equality was completed in 2012. Five years later, it is now time to take stock of progress made since then, and to contribute findings and recommendations that reflect new developments within and outside the OSCE, and that take changes in context into consideration.

Main evaluation users will be OSCE Senior Management, the Gender Section (OSG), the Programming and Evaluation Support Unit (CPC), as well as programme and project managers in the Secretariat and in the OSCE's executive structures. Selected evaluation findings, conclusions and recommendations will also be brought to the attention of the OSCE's Chairmanship as well as to the pS after discussion with the Secretary General.

Main Objectives

The evaluation aims to achieve the following objectives:

To assess the relevance and comparative advantage of the OSCE's work for the promotion of gender equality and the empowerment of women;

To identify lessons learnt, good practices and demonstrated results in implementation that can contribute to learning across executive structures;

To assess the effectiveness of the organizational structures and practices in place to advance the promotion of gender equality in policies, programmes and projects.

Scope

The evaluation will be both summative and formative in nature, with the main aim being to contribute to improving performance of the OSCE's work in the future.

The focus of the evaluation will be on the implementation of the second pillar of the OSCE's 2004 Action Plan for the Promotion of Gender Equality, i.e. on mainstreaming a gender perspective into OSCE activities, policies, programmes and projects. Organizational structures and processes (first pillar) will be looked at with regards to whether and how they facilitate the integration of a gender perspective in policies, programmes and projects.

The evaluation will examine the work of the OSCE across all three dimensions, i.e. the politico-military dimension, the economic and environmental dimension, and the human dimension. The work in each dimension will be looked at across executive structures, i.e. involving the Secretariat, the field

operations, as well as the OSCE's institutions (Office for Democratic Institutions and Human Rights, the Representative on Freedom of the Media, the High Commissioner on National Minorities).

Geographically, the evaluation will consider a sample of policies, programmes and projects in several of the OSCE's geographical areas of engagement, including in South-Eastern and Eastern Europe, the South Caucasus and in Central Asia. The time frame to be covered is the period from late 2012, when the previous OIO evaluation report was published, up to the date of the present evaluation. Some of the evaluation questions will require the evaluators to also consider material from before 2012. This will be the case, for instance, when current policies or activities can only be understood in their specific historical context. The final selection of the policies, programmes and projects to be included in the evaluation, and the selection of the countries to be visited, will be done during the inception phase of the evaluation.

While the present evaluation exercise will be significantly larger in scope and outreach, it will build on the findings and conclusions generated by the earlier OIO evaluation of the topic, and by any external evaluations commissioned by the OSCE's executive structures. The information contained in the SG's Annual Reports on Gender Equality and other relevant documentation will also be taken into consideration. The evaluation will focus on the following main evaluation questions:

Evaluation Questions

Relevance and comparative advantage

To what extent is the OSCE's work for the promotion of gender equality aligned with the 2004 Action Plan and relevant decisions taken by the MC (internal policy environment)?

What are Senior Management's and staff members' levels of awareness and their perception of the 2004 Action Plan?

To what extent is the 2004 Action Plan contextualized in strategic documents of the organization (both at the level of the Secretariat, institutions and field structures)?

What is the value added of the OSCE's work for the promotion of gender equality to the overall mission and programmatic priorities of the organization?

What is the relevance of the OSCE's work with regards to national priorities and needs?

What is the comparative advantage and unique value added of the OSCE's work for the promotion of gender equality in the larger international context (UNSC Resolutions; 2030 Agenda etc.)?

To what extent does the 2004 Action Plan still reflect current priorities and the needs of the organization? If not, which areas particularly require an update?

Effectiveness in implementation

To what extent is the OSCE's work grounded in shared theories (of change) about how it is going to advance gender equality?

What is the volume of the OSCE's work for the promotion of gender equality, and what are the main results (outputs and contribution to outcomes) achieved so far?

What are some of the lessons learned and good practices that could inspire work elsewhere? What works best in what context?

To what degree has the OSCE successfully communicated about its work towards gender equality and about the results achieved?

To what extent are gender equality and women's empowerment systematically mainstreamed in the work of the organization? What works and what doesn't?

Effectiveness and efficiency of organizational structures and processes

How effective and efficient are the structures and processes in place to support gender mainstreaming in the OSCE?

To what extent do they favour (or hinder) coherence and complementarity in approaches and implementation?

What are some of the good practices in this regard?

To what extent does the staff of the OSCE have the intention, responsibility and capacity to integrate a gender equality perspective in their respective areas of work?

What mechanisms for knowledge management and sharing of experiences exist within the OSCE and how effective are they?

What tools and approaches have been useful to advance the OSCE's work towards gender equality?

What lessons could be learned from other regional (security) Agencies / political organizations / international organizations?

Sustainability

To what extent and in what ways has the OSCE's work for the promotion of gender equality influenced policies, legislation and national processes in the pS?

To what extent have institutional capacities (duty bearers) and individual capacities (rights holders) been strengthened through it?

Are there any examples of how the OSCE's work has challenged stereotypes and led to any measurable shift in attitudes and change in behaviours?

To what degree have synergies between gender-specific interventions and other activities been exploited?

The evaluation questions will be further refined and deepened during the inception phase of the evaluation.

Methodology

The evaluation will be conducted in a participatory way, with dedicated times provided for consultation and discussion. It will use a primarily qualitative approach including:

A systematic in-depth desk study of relevant OSCE decisions, policies, strategies, programmatic documents, reports, prior evaluations and reviews etc.;

A meta-review of academic and other studies on the integration of gender equality concerns in interventions related to the OSCE's mandate (security sector);

The development of a working theory of change, articulating the relationship between selected areas of the OSCE's work for the promotion of gender equality and the key outputs and expected outcomes to be achieved, as well the major assumptions underlying these linkages. The working theory of change will guide the evaluation process. It will be discussed and further refined in consultation with stakeholders;

Phone / WebEx and in-person semi-structured interviews with a range of stakeholders from the geographic areas covered by the OSCE. Interviewees will include Senior Management, staff, delegates of pS, Government and civil society counterparts, researchers, programme / project partners and beneficiaries, donors, international partners and experts.

Multi-site data collection with a purposive sampling of cases (policies, programmes, projects, structures and processes to be looked at). Geographically the visits to OSCE field operations are tentatively planned as follows: two countries in South-East Europe, two countries in Central Asia, one country in the South Caucasus.

A review of the OSCE's institutional structures and processes related to gender mainstreaming.

Attendance of relevant capacity building events and conferences.

The countries to be visited will be purposefully chosen using the following selection criteria:

Geographical balance, i.e. inclusion of several of the OSCE’s areas of engagement.
 Balance of gender-specific interventions and policies, programmes and projects where gender equality concerns have been mainstreamed.
 High engagement in the promotion of gender equality (including a variety of different activities related to all three dimensions).
 Existence of processes and structures that particularly support the organization’s work for the promotion of gender equality.
 OSCE leadership in the international community for promoting gender equality.
 OSCE engagement in urban / rural contexts.
 Availability of monitoring data.

The selection of interventions to be looked at in each one of the countries visited will be guided by considerations related to their visibility, outreach, and programmatic weight within the overall country programme.

Evaluation Team

Division of Labour

The evaluation will be managed by the OSCE’s Office of Internal Oversight (OIO), and conducted by OIO with the assistance of one external consultant. OIO will also have a quality assurance role of the evaluation process. It will participate in the data collection, the data analysis and contribute to the report writing. The division of labour between OIO and the external consultant is presented in the table below. It will be further refined during the inception phase of the evaluation.

Table 1: Division of Labour

| Activity / Output | Responsible for delivery |
|---|---|
| Theory of Change | OIO |
| Inception report (<i>deliverable 1</i>) | External evaluator (together with OIO) |
| Interviews with key stakeholders | External evaluator (together with OIO) |
| Conduct of field missions | External evaluator (together with OIO) |
| Summary reports on key issues emerging from each mission (3 – 5 pages) (<i>deliverable 2</i>) | External evaluator (with inputs from OIO) |
| Draft evaluation report (<i>deliverable 3</i>) | External evaluator (with inputs from OIO) |
| Inputs for a workshop on emerging findings (<i>deliverable 4</i>) | External evaluator (together with OIO) |
| Final evaluation report (<i>deliverable 5</i>) | External evaluator (with inputs from OIO) |

Reference Group

OIO will set up an informal evaluation reference group to accompany the evaluation process. Representatives from several executive structures will be invited to join.

The members of the group will be invited to comment on the present draft evaluation Terms of Reference, and on the draft evaluation report. They will furthermore be welcome to provide advice throughout the evaluation process. The communication and exchange with the reference group will be managed by OIO. More details on the tasks and composition of the Reference Group are provided in annex I of the present document.

Skills and competency requirements of the external consultant

Required qualifications:

A Masters or higher level degree in social sciences or a related field (development studies, political sciences, economics, evaluation etc.)

At least 10 years of professional experience in policy / programme evaluation in the field of international development.

Experience of conducting corporate gender equality evaluations.

Experience of conducting evaluations of gender-specific and gender-mainstreamed programmes

Experience with the evaluation of capacity development programmes.

Familiarity with the international discourse on gender equality and women's empowerment

Knowledge of international and / or regional organizations.

Excellent and proven knowledge of evaluation methodologies and approaches.

Proven experience in producing coherent, clear analytic reports.

Fluency in English (written and spoken).

Working knowledge of Russian would be an asset.

Deliverables and Timelines

Table 2: Tentative timelines

| Tasks | Responsible for delivery | Timeline |
|--|---------------------------------|-----------------------------|
| Development of ToR | OIO | January 2017 |
| Consultation on ToR | OIO | February 2017 |
| Recruitment of consultant/s | OIO / DHR | March 2017 |
| Inception report | Consultant | Early April 2017 |
| Data collection: interviews in and out of Vienna | OIO / consultant | April 2017 |
| Field Missions | Consultant / OIO | April – June 2017 |
| Mission reports | Consultant | April – June 2017 |
| Annual OSCE / CiO meeting on gender equality | Gender Section / OIO | 12 – 13 June 2017 |
| Debriefing workshop to share emerging findings | OIO / Consultant | Late June / early July 2017 |
| Draft evaluation report | Consultant | June 2017 |
| Consultation process on draft report | OIO | June - July 2017 |
| Final evaluation report | Consultant | July 2017 |
| Evaluation brief | OIO | August 2017 |

The evaluation will have five main deliverables: 1) an inception report; 2) short reports summarizing emerging findings during field missions (3 – 5 pages each); 3) a draft evaluation report; 4) inputs for a workshop to share emerging evaluation findings; and 5) a final evaluation report (see table 1 above). **These deliverables are the responsibility of the external evaluator. The contract is deliverable-based.** The following guidelines apply:

The inception report (6 – 10 pages) will include a working Theory of Change; the methodological framework for the evaluation; an evaluation matrix with a list of deepened evaluation questions that shows the relationship between the main questions and the methods of data collection and analysis; the proposed selection of programmes / projects to be included in the sample; and a detailed activity schedule.

Mission reports (3 – 5 pages each) will summarize the key findings and conclusions from each of the 5 missions, and provide recommendations that are mission-specific. Lessons learned and good practices identified during the mission should also be high-lighted with a view to be shared through the overall evaluation report.

The draft evaluation report will contain the following elements: Executive Summary (max. 4 pages); Evaluation purpose and scope; Methodology; Theory of Change; evaluation findings and conclusions; recommendations; annexes. This tentative structure will be further discussed and refined during the inception phase of the evaluation.

Inputs (power-point presentation and / or other material) for a stakeholder workshop to share emerging evaluation findings and to validate evaluation recommendations will be prepared and presented at the workshop.

The final evaluation report (of max. 60 pages excluding annexes) with the comments from OIO and other stakeholders integrated.

Communication Strategy

The main aim of this evaluation will be to contribute to organizational learning and to help the OSCE strengthen its work in support of gender equality and women’s empowerment, and to better demonstrate the organization’s achievements in the future. It will therefore be important to ensure that evaluation findings are shared with the appropriate stakeholders and that they are communicated at the right moment and in the most strategic manner possible.

Given the current restrictions with regards to the OSCE’s evaluation reports, creative ways will be sought to share selected findings and conclusions in the most appropriate way, provided that approval is given by the SG. The following is a tentative plan for how communication products related this evaluation will be shared. It will be confirmed during the inception phase of the evaluation.

Table 3: Tentative Communication Strategy

| Communication Product / Output | Clients | Timeline |
|---|--|---|
| Draft Terms of Reference | Reference Group | February 2017 |
| Terms of Reference | Secretariat, Institutions, Field Structures, and all other interviewees | March - June 2017 (throughout interview process) |
| Inception Report | OIO internal | April 2017 |
| Mission reports | Respective field structures, Reference Group | April – June 2017 |
| Informal presentation of selected emerging findings | OSCE Gender Focal Points | 3 – 5 May 2017 |
| Presentation at annual OSCE / CiO meeting on gender equality (selected findings) | Participating States | 12 – 13 June 2017 |
| Draft evaluation report | Reference Group, Secretariat, concerned executive structures (field structures visited; concerned institutions) | June 2017 |
| Presentation of emerging (cross-cutting) evaluation findings at debriefing workshop | Reference Group and stakeholders across the Secretariat (interviewees, managers of sample projects, management etc.) | Late June / early July 2017 |

| | | |
|-------------------------|--|--------------------------|
| Final evaluation report | Secretary General, Reference Group, Secretariat, executive structures, Audit Committee | July 2017 |
| Evaluation brief | OSCE Secretariat and executive structures, participating States | August 2017 (and beyond) |

Annex:

Informal Evaluation Reference Group *Terms of Reference*

Role of the Reference Group:

An evaluation reference group is a group of key evaluation stakeholders who review and provide feedback on specific evaluation outputs. It is established at the start of the evaluation exercise for the entirety of its duration.

The reference group forms an integral part of the quality assurance system of the evaluation. The group members act in an advisory capacity. They do neither have decision making nor management responsibilities with regards to the evaluation. Responsibility of approval of evaluation products rests with the evaluation manager (OIO).

Composition of the Reference Group:

OIO
OSG
OSG/Gender Section
CPC/PESU
TNT
ODIHR
2 – 3 field structures

Tasks of Reference Group members:

Review and provide feedback on the draft evaluation Terms of Reference,
Assist with the identification of key stakeholders, of sample programmes / projects to be included in the evaluation, and of data sources,
Meet with the evaluation team (individually and / or collectively in-person or via video-conference / phone) and act as key informants for the evaluation,
Review and provide feedback on the draft evaluation report,
Provide advice throughout the evaluation process whenever solicited or on the group member's initiative,
Help with the dissemination of evaluation findings (within the organization) as appropriate.

II. Methodology notes

| Data collection method | Time frame covered | Number and sample |
|---|--|--|
| Field visits | 2012 - 2017 | Visits to five OSCE field operations: (1) Presence in Albania, (2) Mission to Bosnia and Herzegovina, (3) Programme Office in Astana, (4) Mission in Kosovo, and the (5) Programme Office in Dushanbe. Extensive interviews and some site visits were conducted in each country. |
| Semi-structured interviews | 2012 – 2017 (and earlier for some of the evaluation questions) | 275 (in-person and phone) semi-structured interviews with with a large number and variety of stakeholders from the geographic areas covered by the OSCE, and including Senior Management, staff, Government and civil society counterparts, programme/project partners, international partners and experts |
| Desk review | 2012 – 2017 (and earlier for some of the evaluation questions) | A systematic in-depth desk study of relevant OSCE Decisions, policies, strategies, programmatic documents, reports, prior evaluations and reviews, data on annual expenditures for gender-specific projects (UB and ExB) for 2012-2016, consolidated from OSCE’s ORACLE system; as well as a review of selected academic and other studies on the integration of gender equality concerns in interventions related to the OSCE’s mandate (security sector) |
| Review of gender evaluations and other studies from other international organizations | From 2007 - 2017 | Over 30 evaluations and other studies from regional and international organizations |
| Analysis of internal gender equality policies: Roadmaps and Gender Action Plans | Currently valid (2017) | 1 Secretariat Roadmap and all 9 existing Gender Action Plans from field structures were reviewed. (ODIHR’s Roadmap was not reviewed, because it was not made available to OIO.) |
| Project proposal review (Statistical analysis of proposals of projects implemented in 2016 with regards to the inclusion of the terms gender / women / girls) | 2016 | 424 ExB (121) and UB (303) proposals from 15 executive structures: 14 field structures existing in 2016 (excl. the SMM, PR CiO, Observer Mission at the Russian Checkpoints) and the Secretariat. Proposals analysed belonged to projects implemented in 2016. For UB this means that all proposals were from 2016, while EXB proposals were from 2016 and from earlier years. |

| | | |
|--|-------------------------------|---|
| Portfolio review (project proposals/project descriptions, progress reports, midterm reviews, self-evaluations, evaluations) | 2012-2017 (May and July 2017) | 565 discrete projects: 67 ExB and 498 UB from the 5 field structures visited (Albania, BiH, Kosovo, Kazakhstan, Tajikistan). |
| Publications 2 types of publications were reviewed using OSCE filters: (1) gender-specific guides, manuals, and handbooks, and (2) other studies and reports. | 2012-2017 (September 2017) | 2 samples were taken: (1) all gender-specific publications for these years and categories= 46 in total (2) a purposive sample of 30 non gender-specific publications (5 per year) covering each dimension and a range of executive structures. |
| Events | 2012-2017 | Analysis of a purposive sample of 7 specific events that represent key events in each dimension (3 events can be considered gender-specific, and the other 4 are annual events from each of the 3 dimensions) |
| Head of mission and field office / activity reports to the Permanent Council (Statistical analysis with regards to the inclusion of the terms gender / women / girls; as well as more detailed review of a small sample) | 2012-2016 | 3 samples were taken: (1) From 1,306 (full population of) relevant field office / activity reports from 15 field structures (incl. the SMM), 224 were randomly selected and analysed; (2) 95 HoM reports (full population) from 15 field structures (incl. the SMM) were analysed. (3) Out of these, a purposive sample of 23 HoM reports were reviewed in detail (4-5 reports / year for all regions, and including the SMM). |
| Press releases (using OSCE filter for “gender equality” on the OSCE website) | 2012-2017 (Aug. 21 2017) | 6,669 in total, of which 357 (5.35%) specifically relate to gender equality. |
| Ministerial Council Decisions MC Decisions were reviewed with regards to integration of gender equality concerns | 2012-2017 (Aug. 2017) | All MC Decisions for that period were reviewed |
| OIO evaluations OIO evaluation reports (incl. case study reports) and other OIO studies were reviewed with regards to the integration of gender equality concerns | 2009 - 2016 | 41 OIO evaluation reports and other OIO studies / reviews |
| Observation of and participation in key conferences and meetings | 2017 | Observation of relevant conferences, meetings and capacity building events, including the 2017 OSCE Gender Equality Review Conference, where emergent evaluation findings were presented. |

III. List of people interviewed (with position at the time of the evaluation interview) ⁶⁸

| | First Name/Last Name | Position | Unit |
|-------------------------|--------------------------|---|--|
| OSCE Secretariat | | | |
| 1. | Teresa Albano | Economic Affairs Officer | Office of the Co-ordinator of OSCE Economic and Environmental Activities/Economic Governance Unit |
| 2. | Leena Marjatta Avonius | Gender Adviser | Office of the Secretary General/Gender Issues |
| 3. | Mira Beham | Former Senior Adviser on Gender Issues | Office of the Secretary General/Gender Issues |
| 4. | Paul Peter Jozef Bekkers | Director | Office of the Secretary General/Executive Management |
| 5. | Camilla Bognoe | Counter-Terrorism Officer | Transnational Threats Department/Action against Terrorism Unit |
| 6. | Esra Fatma Buttanri | Senior Environmental Affairs Adviser | Office of the Co-ordinator of OSCE Economic and Environmental Activities/Environmental Co-operation Unit |
| 7. | Dennis Thomas Cosgrove | Head of Unit | Transnational Threats Department/Border Security and Management Unit |
| 8. | Amarsanaa Darisuren | Senior Adviser on Gender Issues | Office of the Secretary General/ Gender Issues |
| 9. | Lotta Ekvall | Gender Adviser | Office of the Secretary General/Gender Issues |
| 10. | Ralf Uwe Ernst | Deputy Co-ordinator/Head, Environmental Activities | Office of the Co-ordinator of OSCE Economic and Environmental Activities/Executive Management |
| 11. | Amb. Madina Jarbussynova | Special Representative and Co-ordinator for Combating Trafficking in Human Beings | Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings |
| 12. | Terje Hagen | Director for Human Resources | Department of Human Resources/Executive Management |
| 13. | Oleksandr Kyrylenko | Programme Officer | Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings |
| 14. | Mehdi Knani | Programme Officer | Transnational Threats Department /Action against Terrorism Unit |
| 15. | Sebnem Lust | Chief, Programming and Evaluation support Unit | Conflict Prevention Centre/Programming and Evaluation support Unit |
| 16. | Ermelinda Meksi | Deputy Co-ordinator/Head, Economic Activities | Office of the Co-ordinator of OSCE Economic and Environmental Activities/Executive Management |
| 17. | Robin Mossinkoff | Senior FSC Support Officer | Conflict Prevention Centre/ Forum for Security Co-operation Support Section |
| 18. | Oksana Nazarchuk | Associate Border Security Officer | Transnational Threats Department/Border Security and Management Unit |
| 19. | Tarik Ndifi | Analyst/ Researcher | Conflict Prevention Centre/Operations Service |
| 20. | Ulrike Schmidt | Adviser on Gender Issues | Office of the Secretary General/Gender Issues |
| 21. | Jenniver Sehring | Environmental Affairs Adviser | Office of the Co-ordinator of OSCE Economic and Environmental Activities/Environmental Co-operation Unit |
| 22. | Serani Noor Siegel | Project Manager | Office of the Secretary General/Gender Issues |

⁶⁸ Some interviewees have since left the OSCE. The positions below represent their status at the time of evaluation.

| | | | |
|--|----------------------------|---|--|
| 23. | Thorsten Stodiek | Deputy Head/SPMU | Transnational Threats Department/Strategic Police Matters Unit |
| 24. | Anne Maarit Suotula | Policy Support Officer | Conflict Prevention Centre/Policy Support Service |
| 25. | Lisa Sutton | Director of Internal Oversight | Office of Internal Oversight |
| 26. | Maaïke Cecile Van Adrichem | Adviser on Gender Issues | Office of the Secretary General/Gender Issues |
| 27. | Jasminka Vataavuk | Senior Co-ordinator Adviser | Office of the Secretary General/Co-ordination Team |
| 28. | Guy Vinet | Head/SPMU | Transnational Threats Department /Strategic Police Matters Unit |
| 29. | Thomas Anthony Wuchte | Head/ATU | Transnational Threats Department/Action against Terrorism Unit |
| 30. | Maica Wurmboeck | Project Assistant | Transnational Threats Department/Strategic Police Matters Unit |
| 31. | Lamberto Zannier | Secretary General | Office of the Secretary General/Executive Management |
| Office for Democratic Institutions and Human Rights (ODIHR) | | | |
| 32. | Lana Ackar | Associate Gender Officer | Democratization Department/Democratic Governance and Gender Unit |
| 33. | Ghenadie Barba | Chief, Rule of Law Unit | Democratization Department/Rule of Law Unit |
| 34. | Johannes Heiler | Adviser on Anti-Terrorism Issues | Human Rights Department |
| 35. | Azra Junuzovic | Deputy Head, Tolerance and non-discrimination | Tolerance and Non-Discrimination Department |
| 36. | Richard Stephen Lappin | Deputy Head, Election Department | Elections Department |
| 37. | Ajla Van Heel Merdanovic | Adviser on Gender Issues | Democratization Department/Democratic Governance and Gender Unit |
| 38. | Graziella Francesca Pavone | Human Rights Officer | Human Rights Department |
| 39. | Ewa Sapiezynska | Human Rights Officer | Human Rights Department |
| 40. | Nathalie Tran | Rule of Law Officer | Democratization Department/Rule of Law Unit |
| 41. | Duncan Wood | Chief of Finance/Deputy Head, Common Services | Common Services Department |
| Office of the Representative on Freedom of the Media | | | |
| 42. | Jennifer Elizabeth Adams | Media Freedom Project Officer | OSCE Representative on Freedom of the Media |
| 43. | Frane Maroevic | Director/Office of the RFOM | OSCE Representative on Freedom of the Media |
| OSCE Special Monitoring Mission to Ukraine | | | |
| 44. | Alexander Hug | Principal Deputy Chief Monitor | Office of Head of Mission |
| 45. | Matti Antero Inkeroinen | Monitoring Officer | Monitoring Field Operation Luhansk |
| 46. | Yvette Langenhuizen | Gender Adviser | Office of Head of Mission |
| 47. | Andrew Scott Offenbacher | Monitoring Officer | Monitoring Field Operation Kherson |
| 48. | Aleska Simkic | Deputy Chief Monitor | Office of Head of Mission |
| OSCE Mission to Serbia | | | |
| 49. | Zorana Antonijević | National Programme Officer | Democratisation/Human Rights and Non-Discrimination |
| OSCE Mission to Moldova | | | |
| 50. | David Cameron Gullette | Political Officer | Conflict Prevention/Resolution |
| Austrian Chair(wo)manship in Office | | | |

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|--------------------------------------|-----------------------------|---|---|
| 51. | Jürgen Heissel | Minister Plenipotentiary Deputy Head of Mission for Human Dimension | Austrian Chair(wo)manship in Office/Permanent Mission of Austria to the OSCE/ Mission Office |
| 52. | Melanne Verveer | Ambassador, Special Representative of the OSCE Chairperson-in-Office on Gender | Chair(wo)manship in Office/OSCE |
| External partners and experts | | | |
| 53. | Patricia Flor | Ambassador/Federal Commissioner for Arms Control, Disarmament and Non-Proliferation | Federal Foreign Office, Germany |
| 54. | Daniel de Torres | Assistant Director Head, Gender and Security Division | Gender and Security Division, DCAF |
| 55. | Sabine Freizer | Advisor on women, peace and security | UN Women Regional Office for Europe and Central Asia Regional Office |
| 56. | Miki Jacevic | Vice-chair | Inclusive Security |
| 57. | Lone Jessen | Senior Gender and Political Advisor | Gender, Peace and Security (GPS) Unit, Policy and Mediation Division/ United Nations Department of Political Affairs |
| 58. | Georg Schnetzer | Minister Plenipotentiary, Head of Unit IV.2b | Republic of Austrian Ministry for European and International Affairs |
| 59. | Livia Styp-Rekowska | Senior Immigration and Border Management Specialist | IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia Mission to the UN and other International Organizations in Vienna |
| 60. | Elisabeth Tichy-Fisslberger | Ambassador, Director General for Legal and Consular Affairs and Austrian Coordinator on Combating Human Trafficking | Republic of Austrian Ministry for European and International Affairs |
| 61. | Vassiliy Yuzhanin | Regional Project Development Officer | IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia Mission to the UN and other International Organizations in Vienna |

Individuals interviewed in Albania

| | First Name/Last Name | Position | Unit |
|---------------------------------|--------------------------------|--|--|
| OSCE Presence in Albania | | | |
| 62. | Bernd Borchardt | Head of Presence | Head of Presence Office |
| 63. | Blerina Fani | Legal Assistant | Rule of Law and Human Rights Department |
| 64. | Martin Grna | Human Resources Officer | Fund Administration Unit/Human Resources |
| 65. | Finbar Michael Joseph Hefferon | Associate Co-ordination Officer | Head of Presence Office |
| 66. | Alba Jorganxhi | National Legal Officer | Rule of Law and Human Rights Department |
| 67. | Romina Kuko | Programme Assistant, Police Assistance | Security Cooperation Department/Police Assistance |
| 68. | Elton Lelo | National Civil Society and Gender Officer | Democratization Department/Civil Society and Gender |
| 69. | Erjola Likaj | National Election Legal Officer | Democratization Department/Electoral Reform |
| 70. | Nikoleta Lilo | National Finance Officer | Fund Administration Unit/Finance |
| 71. | Manoela Lussi | Head of Governance, Economic & Environmental Issues Department | Governance, Economic & Environment Issues Department |

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|---|----------------------|--|---|
| 72. | Rudina Mucaj | Senior Programme Co-ordination Assistant | Head of Presence Office/Project & Field Coordination |
| 73. | Alexandru Murzac | Chief, Fund Administration Unit | Fund Administration Unit |
| 74. | Sihana Nebiu | Senior Democratization Officer | Democratization Department/Civil Society and Gender |
| 75. | Adrian John Nessel | Head of Security Co-operation Department | Security Cooperation Department |
| 76. | Miranda Ostrosi | National Programme Officer, Parliamentary Support | Democratization Department/Parliamentary Support |
| 77. | Igor Parnadjiev | Administrative and General Service Officer | Fund Administration Unit/Material Resources |
| 78. | Juliana Rexha | National Anti-Trafficking Officer | Governance, Economic & Environment Issues Department/Anti-trafficking |
| 79. | Robert John Wilton | Deputy Head of Presence | Head of Presence Office |
| Counterparts and International Organizations | | | |
| 80. | Silvana Alimadhi | Chef of Office for Juvenile and Domestic Violence | Albanian State Police |
| 81. | Mirela Arquimandriti | Head of Gender Alliance for Development | Gender Alliance for Development |
| 83. | Enkelejda Bregu | International Aid/Cooperation Officer | European Union Delegation in Albania |
| 84. | Olso Dekovi | Deputy Head of Office | Council of Europe Office in Albania |
| 85. | Sokol Haxhiu | National Programme Officer, Local Governance and Health | Embassy of Switzerland in Albania |
| 86. | Zoje Jakaj | Director | Women`s Prison in Tirana |
| 87. | Erisjana Karcanaaj | Specialist of Social Sector/Criminologist | Women`s Prison in Tirana |
| 88. | Debora Kern | Head of Governance and Health Sector | Embassy of Switzerland in Albania |
| 89. | Etleva Kikina | Head of Administration | Austrian Embassy Technical Cooperation |
| 90. | Etleva Martiri | Programme Manager | Austrian Embassy Technical Cooperation |
| 91. | Mariana Meshi | Executive Director | Different & Equal |
| 92. | Nino Merola | Head of Tirana Office | Italian Agency Development Cooperation |
| 93. | Laureta Roshi | Journalist, Representative of the Ombudsman of Albania | National Platform for Women |
| 94. | Fiorela Shalsi | National Programme Manager, Leadership and Political Participation | UN WOMEN |
| 95. | Edlira Teferici | Head of Diversity Unit | Albanian State Police |
| 96. | Anila Trimi | General Director for Anti-Trafficking | Ministry of Internal Affairs |
| 97. | Endri Xhaferaj | Programme Officer, Human Development and Good Governance | Italian Agency Development Cooperation |

Individuals interviewed in Kazakhstan

| | First Name/Last Name | Position | Unit |
|---|----------------------|--|---|
| OSCE Programme Office in Astana | | | |
| 98. | Mikhail Assafov | Senior Project Assistant | Politico-Military Activities |
| 99. | Diana Digol | Deputy Head of Programme Office | Head of Mission Office |
| 100. | Yavor Dinev | Chief of Fund Administration | Fund Administration Unit |
| 101. | Mariya Dubovitskaya | National Political-Media Officer | Politico Military Unit |
| 102. | Izabella Hartmann | Human Dimension Officer | Human Dimension Unit |
| 103. | Madina Ibrasheva | National Economic and Environmental Officer | Economic and Environmental Unit |
| 104. | Bibigul Izbaier | Senior Project Assistant | Economic and Environmental Unit |
| 105. | Assel Karatayeva | Programme Assistant | Politico-Military |
| 106. | Olga Koshkina | National Administrative Officer | Fund Administration Unit |
| 107. | Gulmira Kuanzhanova | National Legal Officer | Human Dimension Unit |
| 108. | Colin McCullough | Political Officer | Politico-Military Unit |
| 109. | Adilet Mukushev | Senior Legal Assistant | Human Dimension Unit |
| 110. | Aigul Seralinova | Senior Programme Assistant | Human Dimension Unit |
| 111. | György Szabó | Head of Programme Office | Head of Mission Office |
| 112. | Aigul Zharas | Senior Project Assistant | Economic and Environmental Unit |
| Counterparts and International Organizations | | | |
| 113. | Altyn Balabaeva | Chief specialist | Department of the environmental information/National Aarhus Centre |
| 114. | Roza Bekisheva | Lieutenant Colonel | Special group of Administrative Police Committee on protection of women and children against violence/ Ministry of Interior |
| 115. | Elena Beskrovnaya | Program Manager | International Narcotics and Law Enforcement/ Embassy of the United States of America |
| 116. | Bradford Hopewell | Political Officer | Embassy of the United States of America |
| 117. | Gulsara Iskenderova | Chief Specialist | Department of the environmental information/National Aarhus Centre |
| 118. | Meruert Kazbekova | Member of the Mazhilis of the Parliament, Chairperson Union of Women Entrepreneurs of Kazakhstan, President of the Union of legal entities "Business association of women-entrepreneurs "Asia" | Mazhilis of the Parliament of the Republic of Kazakhstan |
| 119. | Gulnara Kushmurzina | Deputy Head | Union of Women entrepreneurs of Kazakhstan |
| 120. | Alexander Lane | Kazakhstan Country Director | U.S. Agency for International Development Mission for Central Asia |
| 121. | Evgeny Makarov | Lieutenant Colonel, Manager | Human Resources Department/ Ministry of Defence |
| 122. | Erlan Makimov | Colonel, Manager | Arms Verification Centre/ Ministry of Defence |
| 123. | Tatyana Nemtcán | Chairperson | Public Foundation "Ak-Bota" |
| 124. | Gauhar Nurahmetova | Consultant | National Commission for Women, Family and Demographic Policy under the President |
| 125. | Diana Okremova | Director | North Kazakhstan Legal Media Centre |

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| 126. | Yerlan Raganiev | Director | National Commission for Women, Family and Demographic Policy under the President |
| 127. | Saltanat Rahimbekova | Chairperson | The Coalition for a Green Economy and G-Global |
| 128. | John Surface | Deputy Political Counsellor | Embassy of the United States of America |
| 129. | Saule Zhuryanova | Director | National Aarhus Centre |

Individuals interviewed in Tajikistan

| | First Name/Last Name | Position | Unit |
|--|---------------------------|---------------------------------------|---|
| OSCE Programme Office in Dushanbe | | | |
| 130. | Bakhrom Abdullaev | National Police Assistance Officer | Politico-Military Department/Police Reform Unit |
| 131. | Vyacheslav Abramets | Border Management Adviser | Politico-Military Department/Border Management Unit |
| 132. | Elvira Aminova | Project Assistant | Programme Support and Coordination |
| 133. | Nargis Babaeva | Programme Assistant | Human Dimension Department/Democratization Unit |
| 134. | Azizzhon Berdykulov | Programme Assistant | Economic and Environmental Department/Good Governance Unit/ |
| 135. | Irene Bernabeu-Esteban | Senior Executive Officer | Programme Support and Coordination |
| 136. | Nagzibek Chiniev | Senior Project Assistant | Human Dimension Department/Gender equality and Anti-Trafficking Unit |
| 137. | Alexander Eliseev | Chief/Education | Border Management Staff College |
| 138. | Samadkul Goibov | National Project Coordination Officer | Programme Support and Coordination |
| 139. | Sanavbar Gurukova | Programme Assistant | Economic and Environmental Department/Economic Affairs Unit |
| 140. | Jamshed Haydarov | Programme Assistant | Human Dimension Department/Gender Equality and Anti-Trafficking Unit |
| 141. | Firuza Hojjeva | Programme Assistant | Economic and Environmental Department /Environmental Legislation and Policy |
| 142. | Vesna Ivanovikj-Castarede | Gender and Anti-Trafficking officer | Human Dimension Department/Gender Equality and Anti-Trafficking |
| 143. | Tahmina Jumaboeva | Programme Assistant | Economic and Environmental Department/Water Management Unit |
| 144. | Mukhabbat Kamarova | National Environmental Officer | Economic and Environmental Department/Environmental Legislation and Policy |
| 145. | Ilona Kazaryan | Chief/Development of Outreach | Border Management Staff College |
| 146. | Scott Kearin | Head | Human Dimension Department |
| 147. | Kishvarsho Khushvakhtov | Training Assistant | Politico-Military Department/Border Patrolling Unit |
| 148. | Sohibtoj Kurbonkhonova | Programme Assistant | Human Dimension Department/Gender equality and Anti-Trafficking Unit |
| 149. | Evgeniy Lim | Senior Legal Assistant | Programme Coordination Unit |
| 150. | Mahbuba Mamadatokhonova | National Gender Officer | Human Dimension Department/Gender equality and Anti-Trafficking Unit |
| 151. | Bakhriniso Narzullaeva | Project Assistant | Economic and Environmental Department/Water Management Unit |
| 152. | Dita Nowicka | Director | Border Management Staff College |
| 153. | Ozodamo Nurmatova | Senior Programme Assistant | Human Dimension Department/Gender equality and Anti-Trafficking Unit |

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|---|---------------------------|---|--|
| 154. | Fabio Piana | Deputy Head of Office | Office of Head of Office |
| 155. | Martin Rossmann | Head | Economic and Environmental Department |
| 156. | Edward Safaryan | Economic Officer | Economic and Environmental Department/Economic Affairs Unit |
| 157. | Abdumannon Saitov | National Project Officer | Politico-Military Department/Counter Terrorism Unit |
| 158. | Mino Salmonova | Environmental Assistant | Economic and Environmental Department/Environmental Legislation and Policy |
| 159. | Sitora Sanginova | Programme Assistant | Human Dimension Department/Democratization Unit |
| 160. | Martina Schmidt | Senior Anti-Corruption Officer | Economic and Environmental Department/Good Governance Unit |
| 161. | Jamilya Sharifova | Senior Programme Assistant | Programme Support and Coordination |
| 162. | Nazira Shozodaeva | National Programme Officer | Politico-Military Department/Demining |
| 163. | Tuula Yrjölä | Head of Office | Office of Head of Office |
| Counterparts and International Organizations | | | |
| 164. | Shamsudin Asomudinovich | Chairman | Party of economic reform of Tajikistan |
| 165. | Ranokhon Bobojien | Deputy Head | People`s Democratic Party of Tajikistan |
| 166. | Sanja Bojanic | Deputy Country Director | UNDP Tajikistan |
| 167. | Maryam Davlatova | Director | NGO Centre for Gender Policy |
| 168. | Rahmonova Dilorom | Head of Women`s Committee | Agrarian Party of Tajikistan |
| 169. | Khojaeva Jashmed | Facilitator | Qumsangir Women`s Resource Centre |
| 170. | Asalmamadova Khurmo | Facilitator | Qumsangir Women`s Resource Centre |
| 171. | Nazarshoeva Kobulmo | Psychologist | Qumsangir Women`s Resource Centre |
| 172. | Marjona Kurbanova | NGO Representative | NGO "Peer to Peer" |
| 173. | Pratibha Mehta | UNDP Resident Representative, UN Resident Coordinator | UNDP Tajikistan |
| 174. | Zaragul Mirasanova | Secretary of the Central Committee of the Communist Party | Communist Party of Tajikistan |
| 175. | Zukhra Mirzoeva | Chairperson | Democratic Party, district of Sino |
| 176. | Manzura Murodasheva | Police Officer | Gender Sensitive Unit/ Ministry of Internal Affairs |
| 177. | Abdusalom Rabihov | NGO Representative | NGO "Peer to peer" |
| 178. | Mavluda Rajabova | Head of Women`s Committee | Socialist Party of Tajikistan |
| 179. | Firuz Rakhmatbekova | NGO Representative | NGO "Peer to peer" |
| 180. | Latifzoda Rustam | Chairman | Agrarian Party of Tajikistan |
| 181. | Gafurova Savzali | Lawyer | Qumsangir Women`s Resource Centre |
| 182. | Hushbakht Sharifzoda | Police Captain | Ministry of Internal Affairs |
| 183. | Farhod Aliyor Shodmonzoda | National Coordinator of Police Reform | Ministry of Internal Affairs |
| 184. | Ashurova Ziyoda | Project Manager, Head | Qumsangir Women`s Resource Centre |
| 185. | Sharbonu Zuvaidova | Member of the Central Council of the party | Economic Reform Party of Tajikistan |

Individuals interviewed in Bosnia and Herzegovina

| | First Name/Last Name | Position | Unit |
|---|----------------------|------------------------------|--|
| OSCE Mission to Bosnia and Herzegovina officials | | | |
| 186. | Amra Bašić | Chief of Fund Administration | Fund Administration Unit |
| 187. | Samir Bašić | National Project Officer | Office of Head of Mission/Security Cooperation |

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|---|------------------------|---|--|
| 188. | Elmaja Bavčić | National Programme Officer, Gender Strategies | Office of Head of Mission/ Planning Unit |
| 189. | Alexander Chuplygin | Deputy Head of Mission | Office of Deputy Head of Mission |
| 190. | Francesco De-Sanctis | Head of Rule of Law | Human Dimension Department |
| 191. | Jasna Dobricik | Deputy Head | Human Dimension Department |
| 192. | Fermin Cordoba Gavin | Head, Human Dimension Department | Human Dimension Department |
| 193. | Dmitry Iordanidi | Head of Field Office | Banja Luka Office |
| 194. | Gordana Ivanovic | National Legal Officer | Human Dimension Department |
| 195. | Bojana Jovanović | Rule of Law Monitoring Assistant | Banja Luka Office/Human Dimension |
| 196. | Rasmiya Kazimova | Senior Planning Adviser | Planning Unit |
| 197. | William Langan | Head of Security Co-operation | Security Co-operation |
| 198. | Joeri Maas | Chief of Policy and Planning | Planning Unit |
| 199. | Amra Mahmuzic | National Executive Officer | Office of Deputy Head of Mission |
| 200. | Vanja Matić | National Programme Officer, Gender Issues | Planning Unit |
| 201. | Nina Mirascija | National Executive Officer | Office of Head of Mission |
| 202. | Jonathan Moore | Head of Mission | Office of Head of Mission |
| 203. | Ljiljana Perkušić | National Chief of Democratic Governance | Human Dimension Department |
| 204. | Maja Soldo-Begovic | National Planning and Co-ordination Officer | Fund Administration Unit |
| 205. | Alfredo Strippoli | Legal Adviser, War Crimes and Rule of Law | Human Dimension Department |
| 206. | Željka Šulc | National Spokesperson | Press Office |
| 207. | Amela Tandara | National Programme Officer | Human Dimension Department |
| 208. | Edmund Theodore Wright | Executive Officer to Deputy Head of Mission | Office of Deputy Head of Mission |
| 209. | Selma Zeković | National Programme Officer | Security Cooperation |
| Counterparts and International Organizations | | | |
| 210. | Idriz Brković | Head of Department for Strategic Planning | Bosnia and Herzegovina Ministry of Security, Protection and Rescue Sector |
| 211. | Igor Cimeša | Head of Department for War Crimes and Crimes against Humanity | District Prosecutor`s Office Banja Luka |
| 212. | Liljana Filipović | Judge | Supreme Court of FBiH |
| 213. | Aida Ganovic | Psychologist | NGO Global Analitika |
| 214. | Azreta Grebović | Secretary of Municipal Council | Federation of Bosnia and Herzegovina, Sarajevo Canton – Municipality of Ilidza Municipal Council |
| 215. | Zlatan Hrnčić | Senior Advisor | Gender Center of the Federation of Bosnia and Herzegovina |
| 216. | Mario Janeček | | BiH Ministry of Security, Counter-terrorism Sector |
| 217. | Sabina Jukan | Executive Director | Association Aarhus Centre in B&H |
| 218. | Azra Alić-Pašalić | | Coalition Prva tolerancija Prijedor |
| 219. | Mujo Rančić | Senior Expert for Planning and Reporting | Bosnia and Herzegovina Ministry of Security, Protection and Rescue Sector |
| 220. | Nevenka Savić | Advisor to the BiH PA Joint Committee on European Integration | BiH Parliamentary Assembly |
| 221. | Sanda Sumonda | Chair of Association of Women Police Officers RS – RS WPON | Ministry of Interior/ Special Anti-Terrorism Unit |
| 222. | Kika Babić Svetlin | Senior Advisor | Agency for Gender Equality |

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|------|------------------|--|---|
| 223. | Ana Vuković | Director | Gender Centre of the Federation of Bosnia and Herzegovina |
| 224. | Mileusnic Zeljka | Assistant Commander Member of Association of Women Police Officers RS – RS WPON | Ministry of Interior/ Special Anti-Terrorism Unit |

Individuals interviewed in Ukraine/ OSCE Project Co-ordinator in Ukraine

| | First Name/Last Name | Position | Unit |
|------|----------------------|-----------------------------------|---------------------------|
| 225. | Hlib Yasnytsky | National Programme Co-ordinator | Office of Head of Mission |
| 226. | Tetiana Rudenko | Human Security Programme Manager | Human Security |
| 227. | Tetiana Medun | National Project Officer (Gender) | Human Security |
| 228. | Svitlana Fesenko | National Evaluation Officer | Office of Head of Mission |

Individuals interviewed in Kosovo

| | First Name/Last Name | Position | Unit |
|-------------------------------|------------------------------|--|---|
| OSCE Mission in Kosovo | | | |
| 229. | Marija Antovska | Chief, Human Resources Management | Administration and Support/ Human Resources Management Division |
| 230. | Sara Bagnato | Senior Programme Officer | Democratization/Public Participation Section |
| 231. | Valentina Bejtullahu Turjaka | National Programme Officer | Department of Human Rights and Communities/Analysis and Reporting Cell Unit |
| 232. | Sofia Botzios | Senior Communities Adviser, Protection | Communities Section |
| 234. | Jan Braathu | Head of Mission | Office of the Head of Mission |
| 235. | Giovanni Corbo | Senior Adviser | Department of Human Rights and Communities/Property, Cultural Heritage and Inter-Faith Dialogue |
| 236. | Valbone Dermaku | National Human Rights Adviser | Department of Human Rights and Communities/Property, Cultural Heritage and Inter-Faith Dialogue |
| 237. | Ivana Drljo | Senior Democratization Officer | Office of the Director/Democratization |
| 238. | Arta Gashi | National Legal Officer, Property | Department of Human Rights and Communities/Property, Cultural Heritage and Inter-Faith Dialogue |
| 239. | Saša Gavrić | Gender Adviser | Office of the Head of Mission/Office of Central Coordination |
| 240. | Drita Gjeli | National Political Officer | Office of the Head of Mission/Office of Political Affairs and Communications |
| 241. | Yusuke Hara | Human Dimension Officer | Regional Centre Prizren |
| 242. | Fehime Karakashi | Programme Assistant | Regional Centre Mitrovica/Mitrovica |
| 243. | Dane Koruga | Chief of Media Section | Democratization/Media Section |
| 244. | Corinna Paola Marini | Human Dimension Officer | Regional Centre Mitrovica/Mitrovica |
| 245. | Lauren Jane McAlister | Senior Adviser | Department of Human Rights and Communities/Office of the Director/ Analysis and Reporting Cell Unit |
| 246. | Ana Maria Mendez Sanchez | Programme Officer | Regional Centre Pristina |

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| 247. | Sebiha Mexhuani | National Co-ordinator | Department of Human Rights and Communities/Law and Justice Section |
| 248. | Šehida Miftari | National Programme Officer | Department of Human Rights and Communities/Law and Justice Section |
| 249. | Sanja Mijajlović | Senior Programme Officer | Regional Centre Mitrovica (Mitrovica)/Field Support Section |
| 250. | Milena Mitrovic | Legal Assistant | Regional Centre Mitrovica (Mitrovica)/ Law and Justice Section Field |
| 251. | Shpresa Muharremi | National KAPS Officer | Department of Security and Public Safety/Special Advisory Unit |
| 252. | Shpresa Mulliqi | National Public Safety Awareness Officer | Department of Security and Public Safety / Special Advisory Unit |
| 253. | Sadete Ternava Osmani | Senior Programme Assistant | OSCE Mission in Kosovo/Regional Centre Gjilan/Gnjilane |
| 254. | Daniele Pedretti | Project/Programme Evaluation Officer | Office of the Head of Mission/Office of Central Coordination |
| 255. | Nathan Robinson Grison | Chief of Analysis and Reporting Cell | Department of Human Rights and Communities/ Analysis and Reporting Cell Unit |
| 256. | Tatiana Turcan | Deputy Head, Office of Central Co-ordination | Office of the Head of Mission/Office of Central Coordination |
| 257. | Barbara Maria Rohmann | Director | Office of the Director/Department of Human Rights and Communities |
| 258. | Aake Karl Roghe | Director | Department of Security and Public Safety |
| 259. | Tatjana Shikoska | Head of Office of Central Coordination | Office of the Head of Mission/Office of Central Coordination |
| 260. | Christopher Henry Tuetsch | Director | Democratization |
| 261. | Vesna Vujovic-Ristovka | Chief of Section | Department of Security and Public Safety/Serious and Organized Crime Section |
| 262. | Peter Welling | Chief of Governance Section | Democratization/Governance Section |
| 263. | Fatmir Zylfijaj | National Programme Officer | Democratization/Governance Section |
| Counterparts and International Organizations | | | |
| 264. | Leotrim Ajeti | Coordinator for Communities | Gračanica/ Gračanice Municipal Office for Communities and Return |
| 265. | Lina Andeer | International Gender Advisor | EULEX |
| 266. | Adem Fazliu | Chief Financial Officer | Municipality Mitrovicë/Mitrovica South |
| 267. | Edi Gusia | Act. Chief Executive | Agency of Gender Equality/ Office of the Prime Minister |
| 268. | Matthias Hirsch | Chief Gender Advisor | KFOR |
| 269. | Fatime Jasiqi | Gender Officer | Ministry of Education |
| 270. | Shpresa Rama | Deputy President | Association of Women in Kosovo Police |
| 271. | Igballe Rogova | Executive Director | Kosovo Women`s Network |
| 272. | Hysni Shala | Head of Office | Human Rights and Diversity Office of the Kosovo Police |
| 273. | Rozava Ukimeraj | General Secretary | Ministry of Local Government Administration |
| 274. | Linda Ukmata Sanaja | Technical Project Analyst | UN Women Office |
| 275. | Stefan Veljković | Programme Director | NGO Sinergija |

IV. List of gender-sensitive OSCE publications and tools (2012 – 2017)

Note that a few publications that provide guidance and insights developed by other organizations are included here as additional materials relevant to OSCE programming.

(1) Politico-military dimension

Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security (2017)

<http://www.osce.org/secretariat/294731> [English; Russian]

Problem Analysis for Psychological and Social-economic Adaptation and Integration of Female IDPs in Hosting Communities (Vinnytsia, Lviv and Kyiv regions) (2017)

<http://www.osce.org/ukraine/303186> [English; Ukrainian]

Countering Domestic Violence: Manual [for law enforcement] (2016)

<http://www.osce.org/tajikistan/248201> [Russian; Tajik]

Gender Dimensions of SMM's Monitoring: One Year of Progress (2015)

<http://www.osce.org/ukraine-smm/165806> [English; Russian; Ukrainian]

Enhancing the Women, Peace and Security Agenda in the Euro-Atlantic and Eurasian Region (2014)

<http://www.osce.org/secretariat/116356> [English]

Integrating Gender into Internal Police Oversight (2014)

<http://www.osce.org/odihr/118326> [English; Russian]

Integrating a Gender Perspective into Internal Oversight within Armed Forces (2014)

<http://www.osce.org/odihr/118325> [English; Russian]

OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325 (2014)

<http://www.osce.org/secretariat/125727> [English; Montenegrin; Russian]

Enhancing Gender-Responsive Mediation (2013)

<http://www.osce.org/secretariat/107533> [Arabic; English; Russian]

Gender and Security Sector Reform Toolkit

<http://www.osce.org/odihr/70294> [Individual tools are in various languages; all are in English; Russian]

Survey on Domestic Violence (2012)

<http://www.osce.org/yerevan/88229> [Armenian; English]

Police response to domestic violence: Manual for specialized course on combating domestic violence for the faculties of public security policing of higher educational institutions of the Ministry of Interior of Ukraine (2012) and Annex to the manual (2012)

<http://www.osce.org/ukraine/93439> [Ukrainian]

<http://www.osce.org/ukraine/93440> [Ukrainian]

External resources:

Global Network of Women Peacebuilders. 2017. *No Money, No NAP: Manual for Costing and Budgeting National Action Plans on UNSCR 1325.*

<http://gnwp.org/publications/>

Inclusive Security. 2017. *Creating National Action Plans: Guide to Implementing UN Security Council Resolution 1325*.

<https://www.inclusivesecurity.org/publication/creating-national-action-plans-a-guide-to-implementing-resolution-1325/>

South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC). 2016. *Gender and SALW in South Eastern Europe. Main Concerns and Policy Response*.

http://www.eurasia.undp.org/content/rbec/en/home/library/democratic_governance/gender-and-small-arms-and-light-weapons-in-southeast-europe.html

United Nations Coordinating Action on Small Arms. 2017. *Women, Men and the Gendered Nature of Small Arms and Light Weapons*.

<http://www.smallarmsstandards.org/isacs/0610-en.pdf>

(2) Economic and environmental dimension

Media, Gender and the Reporting of Emergencies (2017)

<http://www.osce.org/mission-to-serbia/314756>

Gender Analysis of the Impact of the 2014 Floods in Serbia (2015)

<http://www.osce.org/serbia/135021> [English; Serbian]

Information Guide on Women and Men's Access to Property and Housing Rights in Kosovo (2015)

<http://www.osce.org/kosovo/197371> [Albanian; English; Serbian]

Manual on small business management for women entrepreneurs (2013)

<http://www.osce.org/baku/105941> [Azerbaijani; English]

Analytical Report: Research on Conditions for Economic Empowerment of Women in Ukraine as a Contributing Factor to Gender Equality (2012)

<http://www.osce.org/ukraine/100199> [English; Ukrainian]

Gender and Labour Migration Trainer's Manual (2012)

<http://www.osce.org/eea/67967> [English; Russian]

Gender Mainstreaming in Aarhus Activities: A guideline for practitioners (2012)

<http://www.osce.org/secretariat/87675> [English; Russian]

External resources:

Association for Women's Rights in Development (AWID). 2017. *Illicit Financial Flows: Why we should claim these resources for gender, economic and social justice*.

<https://www.awid.org/publications/illicit-financial-flows-why-we-should-claim-these-resources-gender-economic-and-social>

Friedrich Ebert Stiftung. 2016. *Illicit Financial Flows Undermining Gender Justice*.

<http://library.fes.de/pdf-files/iez/12984.pdf>

SIDA Gender Tool Box Briefs, specifically: *Gender and Corruption; Gender and the Environment*.

<https://www.sida.se/English/partners/resources-for-all-partners/methodological-materials/gender-tool-box/>

UNDP/UNIFEM. 2010. *Corruption, Accountability and Gender: Understanding the Connections*.

<http://www.undp.org/content/dam/aplaws/publication/en/publications/womens-empowerment/corruption-accountability-and-gender-understanding-the-connection/Corruption-accountability-and-gender.pdf>

(3) Human dimension

Making Laws Work for Women and Men: A Practical Guide to Gender-Sensitive Legislation (2017)

<http://www.osce.org/odihr/327836> [English; Russian]

Understanding Antisemitic Hate Crime: Do the Experiences, Perceptions and Behaviours of Jews Vary by Gender, Age and Religiosity? (2017)

<http://www.osce.org/odihr/320021> [English]

Empowering women in politics, (1st edition- 2015; 2nd edition- 2016)

<http://www.osce.org/albania/151051> [Albanian; English]

<http://www.osce.org/albania/232216> [Albanian; English]

Gender Equality in Justice (2016)

<http://www.osce.org/ukraine/249266> [Ukrainian]

Manual on Rehabilitation of Victims of Domestic Violence (Educational Methodology Handbook for Students of Psychology) (2016)

<http://www.osce.org/tajikistan/265486> [Tajik]

New Challenges to Freedom of Expression: Countering Online Abuse of Female Journalists (2016)

<http://www.osce.org/fom/220411> [English]

Combating Impunity for Conflict-Related Sexual Violence in Bosnia and Herzegovina: Progress and Challenges (2004-2014) (2015)

<http://www.osce.org/bih/171906> [Bosnian; English]

“For those who have been subjected to domestic violence” (2015)

<http://www.osce.org/tajikistan/167811> [Russian; Tajik]

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In addition, several types of OSCE internal documents were examined. (See for additional information in the methodology notes in Annex II of this evaluation report). These include the following:

- Bi-weekly and activity reports from executive structures and Head of Missions` reports to the OSCE`s Permanent Council (2012-2017);
- UB and ExB Project Proposals, project summary documents, project concepts, project progress reports, project self-evaluations, commissioned evaluations, OIO audits and independent evaluations;
- Gender roadmaps and gender action plans from executive structures; executive structures` inputs to the Secretary General`s Annual Progress / Evaluation reports on the implementation of the 2004 Action Plan; terms of reference of gender focal points, gender liaison points, gender networks and working groups;
- OSCE event and conference agendas, conference outcome papers, handbooks and tools;
- OSCE 2012-2017 Press releases from all executive structures;
- MC Decisions since 2012 till 2017;
- Selected Government gender policies, strategies, legislation and other relevant documents, and many more.