

The Secretary General's

Annual Evaluation Report

on the Implementation of the
2004 OSCE Action Plan for the
Promotion of **Gender Equality**

3 July 2014



Organization for Security and
Co-operation in Europe

SEC.DOC/1/14
30 June 2013

ENGLISH only

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Foreword

I am pleased to present this year's Annual Evaluation Report as it once again shows that the OSCE has moved forward in implementing its commitments on gender equality, positioning the Organization in the forefront of this field. This positive trend is visible in the enhanced gender mainstreaming of the internal structures of the Organization as well as its policies and programming. It is exemplified by the notable growth of the number of women in senior management positions across the Organization, now at 35 per-cent. In programming, we have seen a continued effort to gender mainstream projects thereby strengthening the OSCE's comprehensive security concept.

This year is special in terms of OSCE gender equality commitments: our guiding document, the 2004 Gender Action Plan for the Promotion of Gender Equality, commemorates its 10th anniversary. To mark this occasion, the OSCE executive structures have embarked on the task of taking stock of our accomplishments thus far and devising an implementation strategy that addresses all aspects of the Gender Action Plan and the way forward.

These renewed efforts to enhance the implementation of the Gender Action Plan have already shown results. For instance, several Field Operations have created their own implementation strategies or action plans for gender that are adapted to their needs. The Gender Focal Point Network has been strengthened throughout the Organization with many Field Operations creating internal gender structures to ensure that a gender perspective is reflected in their programming activities and policies. Furthermore, the Secretariat and the Institutions have developed, or are in the process of developing, their internal strategies and roadmaps to enhance the implementation of gender-related commitments.

While working intensively on strengthening the Organization's capacities to tackle all phases of the conflict cycle in a comprehensive and inclusive way, we have made critical steps forward in incorporating gender aspects in security issues, guided by the relevant OSCE commitments and the international legal framework on Women, Peace and Security. For example, the OSCE guidance note on "Enhancing Gender-Responsive Mediation" has been recognized by international experts as a milestone in this area, and we did – for the first time - an analysis of the voluntary responses on UNSCR 1325 in the framework of the Annual

Information Exchange on the Code of Conduct on Politico-Military Aspects of Security that gave us a clearer picture of where we stand with regards to implementation of Women, Peace and Security issues. There has been progress in the Organization and in participating States in this regard, but there is still a way to go and we should enhance our efforts to build consensus on creating a more systematic approach to achieving comprehensive and gender-inclusive security.

In view of the 10th anniversary of the Gender Action Plan I encourage participating States to take stock of their achievements, share experiences on implementing gender-related commitments and redouble efforts to make gender equality a reality. This year the Evaluation Report presents good practices in gender-responsive budgeting as one of the most effective tools for gender mainstreaming. The examples outlined here can serve as an inspiration for us all to pursue this approach further.

I am grateful to have such committed staff in the Secretariat departments, Institutions and Field Operations as without their efforts and dedication, all this progress would not have been possible. Their input, feedback and experience formed a vital basis on which the Gender Section of the Office of the Secretary General, under the leadership of the Senior Gender Adviser, Ambassador Miroslava Beham, could build and compile this report.

Lamberto Zannier



OSCE Secretary General

Introduction

Ministerial Council Decision No.14/04 on the 2004 OSCE Action Plan for the Promotion of Gender Equality, requests the Secretary General to present to the Permanent Council an annual report on the implementation of gender-related commitments by OSCE structures and participating States. This report is structured around the Action Plan's pillars.

Chapter one addresses the mainstreaming of gender in Pillar One – which refers to the structures, working environment and recruitment procedures of the OSCE.

Chapter two assesses progress in gender mainstreaming of the OSCE activities, policies, programmes and projects, as outlined in Pillar Two. As in previous years, the separate reports of the Institutions are annexed to the main report; however their inputs were also taken into account throughout the body of the main report.

Chapter three addresses implementation of gender-related commitments and gender mainstreaming in participating States as outlined in Pillar Three of the Gender Action Plan. This year, the chapter examines developments in the implementation of a specific thematic tool for gender mainstreaming, namely gender-responsive budgeting. It provides an introduction to the concept of gender-responsive budgeting and an overview of information, lessons learned and good practices from OSCE participating States and Partners for Co-operation of their experiences with mainstreaming a gender perspective in national and sub-national planning and budgeting processes and the impact of these initiatives on gender equality outcomes.

Chapter four provides Recommendations and Strategic Priorities to improve the implementation of the Gender Action Plan on the occasion of its 10th anniversary. The goal of these recommendations is to leverage the visibility of the Gender Action Plan's anniversary and take full advantage of some of the lessons learned over the past ten years thus ensuring they feed into new outcomes that will continue to promote the integration of a gender perspective into an understanding of comprehensive security.

This Annual Evaluation Report is important because it also marks the return to the annual calendar year reporting format. This change was much appreciated by all

OSCE structures as it now aligns with project and budget cycles in the OSCE and greatly facilitates the collection and reporting of data. The next Annual Evaluation Report will cover progress during the year 2014 and will be presented to the Permanent Council by the Secretary General in June 2015.

Executive Summary

Progress made in the Mainstreaming of Gender in OSCE Structures and Working Environment

One of the key trends of Pillar One of the Gender Action Plan is the continuing gender balance among general services staff and international staff in all OSCE structures. However, when data is disaggregated by dimension and field of expertise, it is evident that men continue to be over-represented in first-dimension positions and under-represented in third-dimension positions. The number of women among senior management in OSCE structures in the period covered is on the increase, as in the past, but a balance has still not been reached.

The main concern is still the low number of women who head OSCE Institutions and Field Operations. Four out of 16 (25 per-cent) Head of Mission (HoM) positions were held by women during the reporting period, and for the first time, with the appointment of the High Commissioner of National Minorities (HCNM) in July 2013, two women have simultaneously headed Institutions. When it comes to the Deputy Head of Mission positions, there is a balance; men and women are equally represented among the ten posts filled. However, when put in a broader historical context, the above mentioned numbers show modest change; since the establishment of the OSCE Field Operations, there have been only eight women ever appointed as Heads of Mission out of a total of 130 (just over 6 per-cent). Since the establishment of the OSCE Institutions, there have been only three women appointed as Head of Institution, out of a total of 17 (17.6 per-cent).

In detail, the findings of this report in the above mentioned area are as follows:

1. There was a continuing demand by staff across the Organization's structures during 2013 for training on gender sensitivity and mainstreaming. The Gender Section and the Training Section of the Department of Human Resources both received more requests for capacity-building than they were able to fulfil due to limited human and financial resources. Capacity-building trainings have proven to be a successful tool to enhance staff responsibility and accountability for implementing the Gender Action Plan.

This year there were also requests for thematic-specific trainings, for example, gender-based violence training, policing and gender training, and

Women, Peace and Security Issues training. Regular training for staff is essential.

2. Staff in the Secretariat and in the Office of the High Commissioner on National Minorities are most likely to use flexible working arrangements in the form of staggered working hours, job-sharing and telecommuting.
3. The overall percentage of women OSCE staff, across all categories and structures remains consistent with previous years at 46 per-cent of all staff.
4. The percentage of women in professional positions (National Professional Officers, P1 to P4 and S, S1 and S2) across all structures has not changed in comparison with previous reporting periods (48 per-cent).
5. The percentage of women holding senior management positions (S3+ and P5+), increased from 34 per-cent in the previous reporting period to 35 per-cent. This is the highest percentage of women in senior management positions since data collection started in 2004.
6. Men have applied for contracted professional and senior management positions at a higher rate than in the previous reporting period: 55 per-cent of applicants in 2013 were men, compared to 44 per-cent in the previous reporting period. However, only 41 per-cent of men were hired compared to 50 per-cent in the previous reporting period.
7. During the reporting period, four vacancies closed for Head of Mission positions. A total of 15 nominations were received for four positions (seven male, eight female). Three men and one woman were appointed.
8. Women comprised 42 per-cent of those shortlisted for seconded positions in 2013, compared to 45 per-cent in the previous reporting period. For all seconded positions, women comprised 43 per-cent of those recruited during the reporting period. This was down from 48 per-cent during the previous reporting period.
9. The Gender Focal Point network has been strengthened through formal recognition of the role. Tasks related to this position are now recognized in

the staff member's Performance Appraisal Report (PAR) and a standardized Terms of Reference has been developed to provide the focal points and their supervisors with greater guidance on how the position can be used for optimal impact.

10. With its First Deputy Director as Gender Focal Point, ODIHR remains a role model of how to establish responsibility and accountability for gender mainstreaming at a senior management level, in addition to having substantive gender experts among its staff.

Progress made in the Gender Mainstreaming of OSCE Policies, Programmes, Projects and Activities

Under Pillar Two of the Gender Action Plan, the key trend is that the bulk of mainstreamed projects continue to be in the third dimension, with far fewer mainstreamed projects reported in the first and second dimensions. The overall number of projects reported as gender-mainstreamed fell from 389 in the previous reporting period to 332 in the current period. The lower number of gender mainstreamed projects is most likely due to the reorganization of the programming structure and streamlining efforts in some Field Operations (the OSCE Mission in Kosovo, for example, has begun to cluster its projects along thematic lines instead of reporting on each project separately, so the total number of projects in this Mission fell from 260 to 48). The lower number of projects thus does not necessarily signify a downward trend, but might be due to a decrease in the overall number of projects implemented by the OSCE in this reporting period. However data on the relative number of projects is unavailable.

11. From the total amount of gender-mainstreamed projects reported by all OSCE structures in this reporting period (332), 66 per-cent included targeted action on gender equality or women's empowerment, while the rest (34 per-cent) were only participatory in nature, i.e. the focus was on increasing the participation of women. This ratio is the same as in the last reporting period, so there seems to have been little increase in grasping the substantive aspects of gender mainstreaming.
12. In the first dimension there was a decrease in the number of projects reported to be gender mainstreamed from 101 to 80. Out of these 80

projects, 35 (44 per-cent) had targeted action. This shows that the first dimension continues to have the lowest percentage of targeted action projects among the three dimensions suggesting that there is still a lack of capacity for integrating gender aspects in a substantive way in this dimension's work.

13. In the second dimension, there has been a slight increase in the number of projects that include a gender mainstreaming aspect (46 in 2013 compared to 44 in the previous reporting period). There has also been an increase in the number of projects with targeted action (from 70 to 86 per-cent). One of the reasons for this increase might be the recent development of a manual for gender mainstreaming of Aarhus activities. This manual was published in 2012 and gives clear guidelines for the gender mainstreaming of environmental projects.
14. In the third dimension, there was a decrease in the number of projects reported to be gender mainstreamed from 244 to 206. Out of these, 146 projects (71 per-cent) had targeted action.
15. Given the lack of data on the absolute number of UB and ExB projects, it is not possible to determine the proportion of the total number of projects in the OSCE that are gender mainstreamed. Therefore, it is difficult to track progress over time. By identifying the percentage of budgets dedicated to targeted actions on gender equality, it would be possible to make a gender analysis of programming budgets. Such an information and analysis could be achieved by including a gender marker in the Organization's budgeting process.
16. Despite progress in gender mainstreaming across the Organization there are still a number of gaps. It is difficult to draw conclusions, partly because the Gender Action Plan does not provide a baseline or indicators against which progress has been systematically measured beyond figures on recruitment under Pillar One of the Action Plan.

Progress Made in the Priority Areas of Achieving Equality between Men and Women in participating States

The goal of this year's theme of chapter three of the Annual Evaluation Report is to raise awareness of the good practices participating States have developed on gender responsive budgeting as a tool for gender mainstreaming. It also presents a chance to reflect on how equal access to resources, services and opportunities for all sections of the population - men and women, minorities and rural and urban residents - is a prerequisite for achieving results across the three dimensions of comprehensive security.

Government planning, programming and budgeting processes have a critical impact on the advancement of gender equality and the fulfilment of women's rights. If a gender perspective is not applied to these processes, the outcomes may in fact reinforce existing inequalities, discrimination and negative stereotypes.

The goal of gender responsive budgeting is to provide evidence of how policies and budgets contribute, or do not contribute, to equality and simultaneously increase awareness among government civil servants employed in financial departments to understand the impact of their work on gender equality. Gender responsive budgeting creates transparency and thus can also build capacity among civil society to monitor and demand accountability from governments for planning and budgeting processes.

17. Throughout the OSCE region a wide range of governments at national, regional and local levels have employed gender responsive budgeting tools to reduce corruption and increase accountability and transparency in planning and budgeting processes thus contributing towards greater gender equality. Key partners in these initiatives include civil society, parliaments and regional and international organizations.
19. Mainstreaming gender in budgetary processes should be understood as one aspect of mainstreaming gender throughout all actions related to planning, budgeting, implementation and evaluation.
20. Gender responsive budgeting is a strategy for improving the effectiveness of actions. This leads to an increase in equality and improved progress towards the ultimate OSCE goal of comprehensive security.

Recommendations

2014 offers the unique opportunity to move on to a new stage of the OSCE's engagement on gender mainstreaming and promoting gender equality. A Gender Equality Review Conference, the first one ever held in the OSCE, will take place on 10-11 July 2014 in Vienna, organized by the Swiss Chairmanship, the Secretariat and ODIHR.

By holding the Review Conference, the Chairmanship, the Secretariat and ODIHR are following up on recommendations from last year's Annual Evaluation Report. Since the beginning of this year the OSCE executive structures have been working on realizing also other recommendations put forward last year – the development of an implementation strategy for the 2004 Gender Action Plan, for example. For this purpose, a task force was set up in the Secretariat representing all departments and units, and other OSCE structures, including Field Operations and Institutions, are working on tailor-made action plans and roadmaps for improving the implementation of the Gender Action Plan.

This year's recommendations are framed in the context of the anniversary of the Gender Action Plan and the Gender Equality Review Conference, but take into account also the upcoming 40th anniversary of the Helsinki Final Act in 2015 and the accompanying process of developing a new framework for modernizing the OSCE.

1. Outcome documents should be endorsed at the Review Conference covering all three dimensions as well as structural and institutional issues. They should be substantial and guide the OSCE and its participating States on the implementation of gender-related commitments in a more systematic, comprehensive and effective way.
2. A Gender Equality Network of national representatives at the strategic policy level from all participating States should be established in order to help closing the existing gap with regards to data collection and sharing of information and experiences of participating States with the OSCE structures and among themselves. As an important aspect of its activities, the OSCE Gender Equality Network should partner with other international organizations in the co-ordination of requests for input from national states

on gender equality issues and find ways to align timelines and maximize synergies in this respect.

3. The eight clusters of the Helsinki+40 process, should be gender mainstreamed in order to meet existing gender-related commitments as outlined in the Gender Action Plan and subsequent Ministerial Council Decisions on gender equality.

Conclusion

The OSCE has made some commendable advances in gender mainstreaming its policies, structures and programmes, including improvements in the balance of men and women in senior management positions. Overall, there is an enhanced awareness of the importance of including a gender perspective in all areas the OSCE covers across the three dimensions.

However, areas still remain where progress can be enhanced. Previous Annual Evaluation Reports have identified similar gaps, including the lack of a systematic approach to measuring progress on the Gender Action Plan and the persistent challenges to effective mainstreaming of gender in projects and policies. Monitoring and evaluation of gender equality commitments need to be improved in order to regularly adjust our methodology to ensure that we are progressing in the right direction. Additionally, strengthening the accountability framework for implementation, including identifying clearer targets, is needed. This pertains to the OSCE structures as well as to participating States. By outlining good practices in gender responsive budgeting, this report wants to promote a tool that can efficiently and effectively strengthen gender mainstreaming in the Organization and in participating States if applied in a consistent way. This specific approach should be pursued further by all stakeholders.

Against this background, the initiatives planned for the 10th anniversary of the Gender Action Plan are geared towards improving implementation in key gap areas and the recommendations of this Annual Evaluation Report reflect these lessons. While the OSCE executive structures have embarked upon the establishment of more structured approaches to strengthen the promotion of gender equality in the Organization, the Gender Equality Review Conference and

the establishment of a Gender Equality Network can present the beginning of more systematized efforts to monitor and advance the implementation of gender-related commitments by participating States – to the benefit of all, girls and boys, men and women and our entire societies.

Chapter 1: Progress Made in Gender Mainstreaming in OSCE Structures and Working Environment¹

The first pillar of the Gender Action Plan recognizes the importance of gender mainstreaming throughout the structures of the OSCE, its working environment and its recruitment processes.

1.1 Capacity Building on Gender Issues for OSCE Staff

In order to enhance the understanding of how gender mainstreaming should be applied in the OSCE's daily work – from the working environment to programming and project development and implementation – OSCE staff is offered capacity-building training across all structures of the Organization.

The Department of Human Resources (DHR) Training Section continues to include a module on gender issues in the General Orientation (GO) Programme that targets incoming international staff and mission members throughout the Organization, as well as local employees in the Secretariat. During the reporting period 1 January to 29 December 2013 a total of 205 new staff members (106 men, 99 women) participated in the GO Programme. A Training Officer from the DHR/Training Section and a representative from the Gender Section facilitate the module on gender issues.

The DHR/Training Section also organized a three-day intensive gender seminar during the reporting period in which 19 staff (seven men, twelve women) participated. A Training Officer from the DHR/Training Section and an external consultant facilitated this workshop. The training targeted staff with project/programme responsibilities in the Secretariat, Field Operations and Institutions.

The Gender Section also organized seminars on gender mainstreaming for five Field Operations (Presence in Albania, Project Co-ordinator in Uzbekistan, Centres in Astana, Centre in Ashgabat and Bishkek) during the reporting period. Two hundred and seventy-one mission members (169 men and 102 women)

¹MC.DEC/14/04 on the 2004 OSCE Action Plan for the Promotion of Gender Equality, Section III A.

participated in the sessions, which concentrated on the practical integration of a gender perspective in the programming and policy work of the Field Operations.

During the reporting period, several Field Operations included training on gender mainstreaming in their curricula. The Mission in Kosovo, Mission to Skopje and the Mission to Bosnia and Herzegovina (BiH) continue to hold induction training for new staff members that includes a session on gender mainstreaming. New staff members are briefed on gender-related activities within the Mission, as well as general OSCE gender-related policy. In addition, the OSCE Mission in Kosovo also includes a session on mainstreaming gender in projects in its regular Project Cycle Management Training. The Project Co-ordinator in Ukraine organized a specific training session on gender and gender mainstreaming as part of the annual staff retreat.

ODIHR continues to carry out its Human Dimension Induction Course (HDIC), which also includes a module on gender equality. Since it was introduced back in 2004, the HDIC has been organized on a regular basis for new staff from OSCE Institutions and Field Operations, including ODIHR, working on the human dimension. Three induction courses took place for a total of 75 participants (47 women, 28 men) during this reporting period. They were all held in Warsaw in February/March, July and November 2013. One of the topics covered during the course was gender equality. The session looked at relevant international standards and OSCE commitments on gender equality, as well as ODIHR's mandate in this sphere. During the session, ODIHR presented case studies on women's political participation as well as gender and security sector programming.

Training for short-term (STO) and long-term (LTO) election observers conducted by ODIHR highlighted the importance of following women's participation in elections. For training sessions held between January and December 2013, out of a total of 94 participants, 53 were women, or 56 per-cent. ODIHR's e-learning course for STOs (launched in 2012), includes reference to the observation of women's participation in elections. The course has now been completed by more than 800 individuals from 117 countries, including 49 OSCE participating States and 10 OSCE Partners for Co-operation.

Following gender-mainstreaming training for ODIHR staff, organized on 18 and 19 October 2012 in Warsaw, three Departments (Democratization, Human Rights,

and Tolerance and Non-Discrimination) decided to undertake a strategic review to enhance gender mainstreaming in their activities. The review aimed to provide concrete recommendations for developing an institutional mechanism for gender mainstreaming in the programmatic work of ODIHR. Based on the recommendations emerging from this exercise, one-and-a-half days of gender training were organized in Warsaw for 14 staff (mainly from programmatic departments) on 2 and 3 December 2013. During the training, facilitated by an external expert, ODIHR management committed itself to continue gender training tailored to programmatic activities in the future. The expert also supported the three programmatic departments involved in the strategic review, to develop road maps for enhancing gender mainstreaming in ODIHR programmes.

Overall statistics show that women have been participating in training to a greater degree than men. This figure increased during the reporting period: 66 per-cent of participants were women as compared to 61 per-cent during the last reporting period.

1.2 Management

To support the different needs of staff, the OSCE offers flexible working arrangements. During the reporting period, 56 staff members (47 women and nine men) in the Secretariat made use of this provision, which includes staggered working hours, job-sharing, part-time work and telecommuting. This compares with the previous reporting period, during which 50 staff (42 women and eight men) used flexible working hours. Through Staff Instruction (SI) 27 these working arrangements have been made available to other Institutions and Field Operations to adopt in accordance with their needs.

1.3 The Professional Working Environment

As part of the GO Programme, new OSCE staff is informed about Staff Instruction (SI) 21 on the Policy on the Professional Working Environment and its related formal and informal processes.² Participants are not only familiarized with the SI, but are also informed on the means and policies for identifying and reporting

² The revised SI, which now includes responsibilities of management, staff and the Organization in handling cases alleging violation of the policy on the Professional Working Environment and provides clearer definitions on harassment and discrimination and includes retaliation as improper behaviour, was promulgated on 1 November 2013.

potential violations. Since June 2012 all new staff and mission members are required to read and sign the OSCE Code of Conduct when they receive their employment contracts in order to promote awareness of this issue.

As part of the OSCE's on-going commitment to strengthen its framework for addressing ethics issues, the Secretary General appointed the Deputy Director for HR/Chief of Personnel as the Ethics Co-ordinator in April 2013. A mandatory online Ethics Awareness Training was developed in 2013 and is being rolled out across the Organization in 2014. Further awareness-raising activities supporting awareness and implementation of the revised SI 21 are planned for 2014.

There were ten official complaints made in 2013, alleging violation of the Professional Working Environment. Seven claimed general harassment, two cited both general harassment and gender-based discrimination, and one alleged general discrimination. Four of the ten complainants were men and six were women. Women complainants accounted for both cases of gender discrimination; the alleged offenders included both men and women.

These numbers represent just a partial indicator of the status of the professional working environment in the Organization as they only reflect formal complaints - informal complaints are not recorded.

The Mediation Co-ordination Team in the Secretariat, consisting of the Director for Human Resources and both DHR gender focal points, provides advice and support to staff/teams and arranges for mediation expertise, as appropriate: it raises awareness of OSCE staff/mission members of the mechanisms available to deal with conflict in the workplace, and organizes training and briefings on Conflict in the Workplace for staff. There was no official request for mediation in the reporting period.

1.4 Gender Balance in Professional and Management Positions

Paragraph 31 of the Gender Action Plan requests the Secretariat to prepare annual statistics that show the distribution of women and men by category of posts at each level. Detailed sex-disaggregated statistics can be found in Annex I.

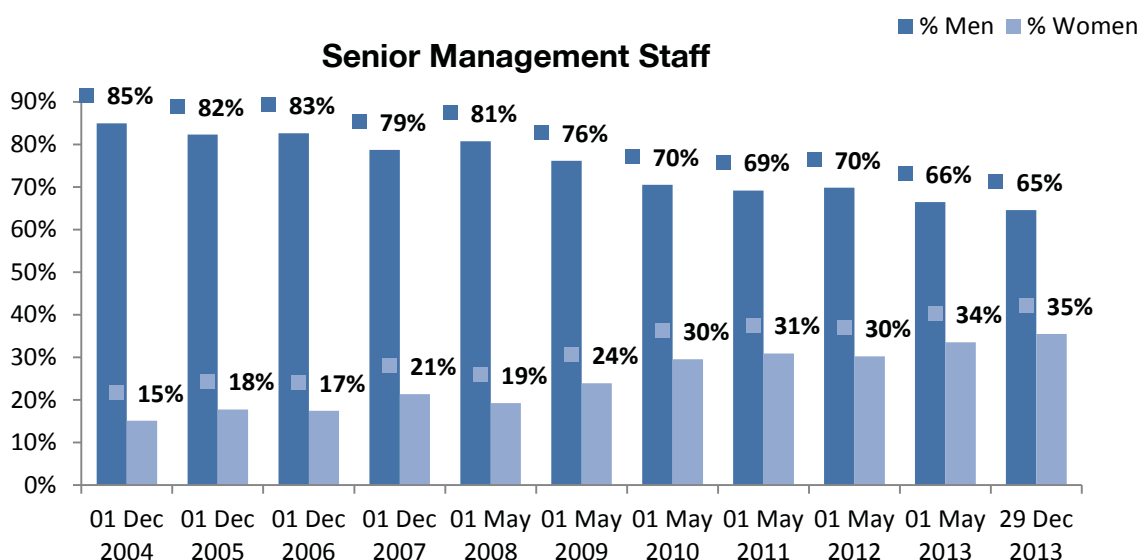
The statistics attached to this report show the representation of women and men in the OSCE structures as of 29 December 2013.³

1.4.1 Analysis of the General Categories of Staff in Field Operations, Institutions and the Secretariat

In December 2013, the total number of OSCE staff in all categories was 2,415 with women representing 46 per-cent⁴, the same share as in previous two years. The percentage of women in professional positions (National Professional Officers, P1 to P4 and S, S1 and S2) remained the same as for the last reporting period at 48 per-cent.⁵

Women make up 35 per-cent of senior management positions (S3+ and P5+), holding 50 of 141 filled positions. This represents a slight increase compared to the previous reporting period when women made up just 34 per-cent of senior management positions (49 posts of 146). It is the highest percentage of women in senior management positions since 2004 when data collection on this indicator was initiated.⁶

Graph 1: Development of Post Distribution by Category of Staff



³ 29 December is the day when the Department of Human resources makes changes to posts and counts as year's end.

⁴ Annex I, table 3.

⁵ The rate of nominations of women is affected by a number of factors including the number of vacancy notices, location of the post and sphere of field of work etc.

⁶ Annex I, table 3.

As of 29 December 2013, 25 per-cent of **Head of Mission** (HoM) positions were held by women; four of a total of sixteen HoM (Field Operations to Astana, Moldova, Montenegro and Ukraine). This is an increase by seven per-cent from the previous reporting period. As of 29 December 2013, there were 10 filled **Deputy Heads of Mission** (DHoM) positions of which five or 50 per-cent were occupied by women (Centre in Astana, Mission to Bosnia and Herzegovina, Mission in Kosovo, Mission to Serbia and Mission to Skopje). This remains unchanged compared to the previous reporting period, but is a dramatic increase compared to 1 May 2012 when there were only three women (27 per-cent) holding the position of DHoM.

The overall percentage of women working in **Field Operations** has remained the same over the two reporting periods (44 per-cent). There is a slight increase in the staffing of general services (42 per-cent in the current reporting period compared to 41 per-cent in the previous reporting period). There has been also a slight increase in the professional categories (from 50 per-cent to 51 per-cent).⁷ The number of women in senior management positions⁸ in Field Operations has risen steadily over the last three reporting periods, from 28 per-cent on 1 May 2012 to 32 per-cent as of 1 May 2013 to 34 per-cent on 29 December 2013.⁹

Women currently account for 31 per-cent of seconded positions (or 14 out of 45 positions) at the **Secretariat**, which is roughly the same as during the previous reporting period when women held 14 out of 47 seconded positions (or 30 per-cent).¹⁰ Women's representation has remained constant at 52 per-cent of positions in the Secretariat overall. When the overall Secretariat statistics are disaggregated however some changes are apparent – women now account for 40 per-cent of professional positions¹¹ compared to 38 per-cent in the previous reporting period and 32 per-cent of senior management posts¹² compared to 34 per-cent in the previous reporting period. It should be noted that the number of filled senior management posts in the Secretariat have been reduced from 26 to 22 posts. In the previous reporting period women held two D positions as compared to this reporting period when women only hold P5 positions.¹³

⁷ Annex I, table 2.

⁸ Senior Management Staff represent S3+, P5+, Heads and Deputy Heads of Field Operations.

⁹ Annex I, table 2.

¹⁰ Annex I, table 5.

¹¹ S, P1, P2, P3, P4. – Annex I, table 9.

¹² P5, D1, D2 and the Secretary General. – Annex I, table 10.

¹³ Annex I, table 10.

The number of women in professional positions at **ODIHR** increased from 45 per-cent in the previous reporting period to 47 per-cent on 29 December 2013¹⁴. Women made up 57 per-cent of ODIHR's overall staff in the reporting period. Women held four out of a total of 11 seconded positions, or 36 per-cent, which has changed the gender balance towards employing more men in seconded positions since May 2012 when women held 75 per-cent of seconded staff positions. Four of the seven senior management posts are occupied by women, which is an increase since the last reporting period when women held three out of the seven posts. Among professional staff at the level of P4 and P5, 50 per-cent of these positions are occupied by women, as compared to 51 per-cent in the previous reporting period.¹⁵

In this reporting period the percentage of women in professional positions in **HCNM** has increased from the previous one; from 33 per-cent to 42 per-cent (or six out of fifteen) compared with six out of 18 in the previous reporting period).¹⁶ Women in senior management positions make up 50 per-cent compared to 33 per-cent in the previous period.¹⁷

The post of the **Representative on Freedom of the Media** (RFoM) continues to be filled by a woman.¹⁸ Women have three out of nine professional positions (or 33 per-cent) at the Office of the RFoM, as compared to the previous reporting period, when women were four of the nine professional staff (or 44 per-cent).¹⁹ The percentage of women in senior management position remains stable since the last reporting period at 50 per-cent (one out of two positions).

1.4.2 Analysis of Gender Balance by Field of Expertise in Field Operations

Data across the OSCE structures on gender balance in fields of expertise is not exactly comparable as job categories and titles often differ across Field Operations.²⁰ However, the data available is sufficient to capture trends in the representation of women across thematic areas in the Field Operations. The

¹⁴S, P1, P2, P3, P4- Annex I, table 9.

¹⁵Annex I, table 6.

¹⁶ Annex I, table 7.

¹⁷ Annex I, table 10.

¹⁸ This is the second time in the history of the OSCE where a woman is heading an Institution. ODIHR had a female Director between 1994 and 1997.

¹⁹ Annex I, table 8.

²⁰ Annex I, table 17.

percentage of men working on Human Rights-related issues has decreased to 42 per-cent compared from 46 per-cent in the previous reporting period.²¹ The status of zero women in the military field²² remains the same. There has been a significant drop of women in civilian police as there are none as of 29 December 2013 compared to the previous reporting period when women made up 11 per-cent of policing staff, and compared with 9 per-cent in 2012. Economic and Environmental Affairs has also experienced a decline in the number of female staff, where women made up 43 per-cent in the current reporting period compared to 46 per-cent in the last one. Media Affairs remains unchanged from the previous reporting period with women making up 70 per-cent of the staff. Female staff working in Rule of Law decreased from 56 per-cent in the last reporting period to 54 per-cent in this year's reporting period.²³

1.4.3 Analysis of Nominations and Recruitment of Seconded Staff in the OSCE Secretariat, Institutions and Field Operations

On 29 December 2013, the OSCE had 405 seconded staff from 43 participating States and one Partner for Co-operation, of which 38 per-cent were women – this is a slight decrease from 39 per-cent as of 1 May 2012 and 42 per-cent in May 2011.²⁴ The seconding States with the highest number of women secondees' were the United States of America, France, Germany, United Kingdom and Italy.²⁵

Between 1 January and 29 December 2013, 47 participating States submitted 1,861 nominations for 210 seconded vacancies. This is a slight decrease from the last reporting period's nominations of 1,956.²⁶ The percentage of women nominees decreased to 36 per-cent from 42 per-cent in the previous reporting period.

In the current reporting period women comprised 42 per-cent of those short-listed for the positions, which is a slight decrease compared to 45 per-cent in the last reporting period. The total number of recruited seconded women staff made up 43

²¹ Annex I, table 17.

²² In Articles IV, (Dayton Article IV Annex 1-B.)

²³ Annex I, table 17.

²⁴ Annex I, table 15.

²⁵ Annex I, table 15.

²⁶ Annex I, table 14.

per-cent of those actually hired during the 2013 reporting period,²⁷ down from 48 per-cent during the previous reporting period.

The number of women recruited to seconded positions decreased at the S1 level (from 67 per-cent in the previous reporting period to 62 per-cent in the 2013 reporting period). S2 levels experienced a slight increase (from 39 per-cent in the previous reporting period to 40 per-cent in the current reporting period).²⁸ For S3 positions 33 per-cent of those recruited were women compared to 39 per-cent in the previous period. In S4 positions there was one woman recruited in the reporting period out of five positions open and women made up 19 per-cent of the nominated candidates. In the previous reporting period none of the four S4 candidates hired were women.²⁹

1.4.4 Analysis of the Recruitment for Contracted Posts³⁰

During this year's reporting period, 317 contracted positions were advertised, resulting in a total number of 16,130 applications, of which 49 per-cent came from women.³¹ This is a decrease compared to the previous reporting period when 57 per-cent women applied for contracted positions. Of the total applicants selected for contracted positions, 62 per-cent were women and 38 per-cent were men.³² This is an increase over the last reporting period, when 51 per-cent of those hired were women.

For General Service (GS) positions, women comprised 58 per-cent of applicants, 69 per-cent of those short-listed and 65 per-cent of those employed. This is an increase of those employed compared with the 51 per-cent in the previous reporting period.³³

For contracted professional and management category (P and D positions), the recent trend shows women apply less than their male counterparts, but are employed at a higher rate: women made up 45 per-cent of applicants, 50 per-cent

²⁷ Annex I, table 21.

²⁸ Annex I, table 21.

²⁹ Annex I, table 22.

³⁰ Note that comparisons from year to year are not an accurate representation, as vacancy numbers fluctuate. Additionally, statistics do not take into account qualifications of candidates.

³¹ Annex I, table 20.

³² Annex I, table 20.

³³ Annex I, table 20.

of those short-listed and 59 per-cent of those employed. In the previous reporting period women were 56 per-cent of those who applied, and 53 per-cent of those short-listed and 50 per-cent of those employed.³⁴

In the 2013 reporting period, at the senior management P5-D2 level women comprised 27 per-cent of those who applied, 42 per-cent of those short-listed, and 33 per-cent of those hired. This is similar to the previous reporting period where women made up 28 per-cent of applicants, 40 per-cent of those short-listed and 30 per-cent of those accepted.

Table 1: Recruitment to Professional and Management Posts (P and D)

Year	Applied		Shortlisted		Hired	
	Men	Women	Men	Women	Men	Women
2006	65%	35%	65%	35%	74%	26%
2007/08*	66%	34%	64%	36%	73%	27%
2009**	61%	39%	69%	31%	66%	34%
2010**	62%	38%	62%	38%	62%	38%
2011**	60%	40%	50%	50%	46%	54%
2012**	62%	38%	60%	40%	52%	48%
2013**	46%	54%	47%	53%	50%	50%
2013***	55%	45%	50%	50%	41%	59%

* From 1 January 2007 to 1 May 2008.

From 2009-2013, the reporting period covered 1 May until 30 April.

***From 1 January 2013 to 29 December 2013.

1.4.5 Composition of Interview Panels

The Gender Action Plan stipulates that interview panels should, where possible, be gender-balanced.³⁵ The statistics on interview panels for professional positions

³⁴ Annex I, table 20.

³⁵ Gender Action Plan, paragraph 29.

show a slight over-representation of women, with the average panel comprising 54 per-cent women and 46 per-cent men during the 2013 reporting period.³⁶

The Secretariat in particular has more women on interview panels, with women making up 57 per-cent of all panel membership – this is down from 60 per-cent in the previous reporting period. ODIHR interview panels included 45 per-cent women in this reporting period, down from the previous 50 per-cent.

1.4.6 Designation of Heads and Deputy Heads of Field Operations, Heads of Institutions and Political Bodies

Since the establishment of OSCE Field Operations in 1992, there have been 130 Heads of Field Operations appointed up until 29 December 2013³⁷, eight of whom were women. In the same period, there have been 81 appointments of Deputy Heads of Mission, 14 of whom have been women.³⁸ Since the establishment of the Secretariat and the three Institutions (RFoM, HCNM and ODIHR), there have been 17 appointed Heads of Institutions and Secretary Generals, with only three of them being women.³⁹

Between 1 January and 29 December 2013 there were four vacancies for Head of Mission positions. A total of 15 nominations were received (7 male, 8 female). Two men and one woman were appointed.⁴⁰

Women made up 46 per-cent of nominees for the two vacant Deputy Heads of Mission posts (DHoM). A total of 13 nominations were received (7 male, 6 female). This is an increase from 25 per-cent in the previous reporting period. No-one was appointed for DHoM positions as the selection was not made before the end of 2013.⁴¹

Two women represented the OSCE political structures during the reporting period; the Chair of the Economic and Environment Committee and the first chair of the Forum for Security Cooperation in 2013. There were no women Special

³⁶ Annex I, table 23.

³⁷ Annex I, table 24.

³⁸ Annex I, table 24.

³⁹ Annex I, table 24.

⁴⁰ The additional vacancy closed on 23 December and the appointment was made in 2014

⁴¹ Annex I, table 21. There are currently a total of three women DHoMs.

Representatives of the Chair-in-Office, apart from the Special Representative on Gender Issues.

Table 2: Heads and Deputy Heads in the Secretariat, Institutions and OSCE Field Operations. Disaggregated data, since the establishment of executive structures (1992-2013)

Institution	Men		Women	
	DHol	Hol	DHol	Hol
OSCE Secretariat	n.a.	5	n.a.	0
ODIHR	3	4	1	1
HCNM	2	3	1	1
RFoM	2	2	0	1
TOTAL	7	14	2	3
Field Operation	Men		Women	
	DHoM	HoM	DHoM	HoM
Office in Baku	3	6	2	0
Office in Yerevan	4	5	1	0
Minsk Conference	n/a	2	n/a	0
Mission to Moldova	10	11	0	1
Project Co-ordinator in Ukraine	1	5	0	1
Centre in Almaty/ Astana	1	7	1	1
Centre in Ashgabat	n/a	5	n/a	1
Centre in Bishkek	2	5	1	0
Centre in Dushanbe /Office in Tajikistan	7	9	0	0
Project Co-ordinator in Uzbekistan	n/a	6	0	0
Mission in Kosovo	6	6	1	0
Mission to Bosnia and Herzegovina	6	6	1	0
Mission to Skopje	1	6	2	0
Mission to Serbia	6	5	2	0
Mission to Montenegro	2	2	0	2
Presence in Albania	3	6	2	0
Office in Minsk – CLOSED	3	5	1	0
Mission to Croatia/ Office in Zagreb – CLOSED	6	5	0	0
Mission to Georgia – CLOSED	6	7	0	1

AG Chechnya – CLOSED	0	8	0	0
Latvia – CLOSED	n/a	2	n/a	0
Estonia – CLOSED	n/a	3	n/a	1
TOTAL	67	122	14	8

1.5 Gender Focal Point Network/ Implementation of the GAP within OSCE structures

There is a network of 59 Gender Focal Points (GFP) throughout the OSCE Secretariat, Field Operations and Institutions. A number of the larger Field Operations, including the Mission in Kosovo, the Centre in Bishkek, the Mission to BiH, the Mission to Skopje and the Office in Tajikistan have created their own gender working groups, in addition to the GFP, with members from all departments and regional offices. These networks are co-ordinated by the official Gender Focal Point of the Field Operation and have regular meetings to follow up on gender-related issues such as gender mainstreaming in programmes.

The position of Gender Focal Point is a voluntary task. Therefore, the amount of time that is spent on gender equality issues is very much dependant on the interest of the person holding the post, the interest of senior management to implement the commitments in the GAP and the time that the immediate supervisor of the GFP allows for gender-related tasks. Furthermore, the process of selection of focal points varies across the OSCE structures. Focal points can inherit the position with their formal job, some are appointed by senior management and others volunteer for the position.

A formal generic terms of reference have been developed for gender focal points by the Gender Section at the Secretariat and have been adapted to specific needs of each Field Operation. In addition, the role and responsibilities of focal points are now also officially recognized in the staff Performance Appraisal Report.

The majority of Gender Focal Points have received training. However, with the high turnover of staff in the OSCE there is a need for regular training for Gender Focal Points.

During the last three years the Gender Section has offered tailor-made courses for the Field Operations as mentioned in Section 1.1. During these trainings, the Gender Section assists Field Operations in developing a Gender Action Plan specific to their needs in order to help them track the implementation of the GAP. To date six out of the 15 Field Operations have created an action plan of some type and others are in the process of formulating one. Furthermore, the Centre in Bishkek has decided that one out of its five strategic goals is gender equality.

1.6 Conclusions

While the **overall gender balance** of the OSCE as a whole has remained the same over the last three reporting periods, we have seen improvements in women's representation in senior managerial positions with the highest percentage recorded since 2004. However, we continue to see imbalances across fields of expertise, including at the management level.

In **G-level positions**, women still make up the majority of applicants, short-listed and successful candidates. The number of women among **professional staff** is relatively stable at 48 per-cent.

Furthermore, there has been an increase in **senior management** positions occupied by women, which has risen by 1% to 35 per-cent since the last reporting period. This is due to a number of factors, including more women being appointed to senior positions in Field Operations, a difference in the number of filled senior management posts (146 in 2012 compared with 141 in 2013) and an increase in the number of female Heads of Mission (by one).

At the same time, the limited progress in recruiting women for the first dimension in **Field Operations** needs to be tackled as there are currently no women working in military affairs and a dramatic decrease to zero of women in civilian police. In Economic and Environmental Activities in Field Operations, the number of women has decreased by eight per-cent. In the third dimension there was an increase (7 per-cent) of women working on Human Rights issues. Rule of Law has experienced a decrease of women (4 per-cent), while Media Affairs remains the same as the previous reporting period with women making up 70 per-cent of the staff.

In the **Secretariat** women continue to hold 52 per-cent of positions overall. When the statistics are disaggregated however some changes are clear – women now hold 40 per-cent of the professional positions compared to 38 per-cent in the previous reporting period and only 32 per-cent of senior management posts, the same as in the previous reporting period.

ODIHR personnel statistics show a gender-balanced workplace. Inequality at the level of general services staff remains an issue, since there are twice as many women as men. However, this is offset within the professional staff category, where women and men are almost equally represented. In ODIHR's senior management posts,⁴² women make up 57 per cent compared to 42 per cent in the previous reporting period.

HCNM is headed by a woman and overall women make up 61 per-cent of staff (a two per-cent increase compared with the previous reporting period). Female professional staff has increased by nine per-cent to 42 per-cent and women in senior management positions now make up 50 per-cent compared to 33 per-cent in the previous reporting period.

RFOM continues to be headed by a woman and women make up 50 per-cent of the staff. RFOM has seen a decrease in female professional staff to 33 per-cent. Furthermore, women continue to hold 50 per-cent of senior management positions (one out of two positions).

Staff in the Secretariat and HCNM use **flexible working hours** in the form of staggered working hours, job sharing and telecommuting.

The **GO Programme** continues to dedicate one session to gender issues and gender mainstreaming in the OSCE. Field Operations have participated in gender mainstreaming trainings. The Gender Section recommends that all OSCE officials receive annual gender equality training and that department and units of the Secretariat also receive individual briefings from the Gender Section tailored to their needs and programmes. This will increase the understanding of gender equality concepts and OSCE policy and enhance staff responsibility and accountability for implementing the Gender Action Plan.

⁴² Senior Management Staff represent P5 and D positions.

The **Gender Focal Point** network continues to operate throughout the Organization and some progress has been made to formally recognize the position and develop an organizational framework for the post. However, much of the effectiveness of a Gender Focal Point is dependent on their individual voluntary commitment as well as the support they receive from their immediate supervisor and senior management.

Chapter 2: Progress Made in the Gender Mainstreaming of OSCE Policies, Programmes, Projects and Activities

As stipulated in the Gender Action Plan, the participating States, the Secretariat, Institutions and Field Operations shall ensure that a gender perspective is integrated into OSCE activities, programmes, policies and projects. The Gender Action Plan further recognizes that gender mainstreaming requires consistent, systematic attention to the gender perspective in the activities of the Organization based on a cross-cutting approach which includes all three dimensions: the politico-military, the economic and environmental and the human dimension.

2.1 Gender Mainstreaming in the Three Dimensions

During the 2013 reporting period a total of 332 projects, both Unified and Extra Budgetary were reported as including gender mainstreaming elements. This is a lower number compared to the three previous reporting periods, (389 projects during the last reporting period, 365 in 2012 and 265 during the 2011 reporting period). The lower number of gender mainstreamed projects is most likely due to the reorganization of the programming structure and streamlining efforts in some Field Operations (OMiK, for example, has begun to cluster its projects along thematic lines instead of reporting on each project separately, so the total number of projects in this Mission fell from 260 to 48). The lower number of projects does not necessarily signify a downward trend with regard to gender mainstreaming, but might also be due to a decrease in the overall number of projects implemented by the OSCE in this reporting period. However, creating awareness and appreciation of the benefits of gender mainstreaming has to be a continuous task securing the active support of senior management to fulfil the goals set in the Gender Action Plan.

In order to fully understand the statistics presented in Table 3 below, it should be noted that due to the current absence of an aggregate list of projects, it is not possible to determine the percentage of overall projects in the OSCE that this number represents or whether the overall number of OSCE projects increases or decreases. Thus the 332 projects mentioned here do not represent the total number of projects carried out by the OSCE in the three dimensions, but the number of projects identified as including gender mainstreaming aspects. This is

based on self-assessment by project managers and Gender Focal Points, who used a template developed by the Gender Section. Analysis in this section refers only to these 332 projects.

As pointed out in previous reports, OSCE Structures have diverse approaches to gender mainstreaming based on their context and location. The Gender Section classified two main types of gender aspects reported in projects – targeted action and participatory mainstreaming. Targeted action is a comprehensive approach that applies a gender perspective throughout the project cycle. Field Operations such as those in Serbia and Armenia employ this approach, acting early in the project cycle to include a gender perspective. The second category is participatory mainstreaming which only addresses women’s participation within project work (percentage of attendees at conferences, trainings etc.).⁴³

Of the 332 gender mainstreamed projects reported by OSCE structures for this period, 66 per-cent included targeted action, while 34per-cent were only participatory in nature.⁴⁴ This is constant compared to the previous reporting period.

Table 3: Projects in Field Operations including a gender aspect by dimension (1 January to 29 December 2013)

Dimension	Total Projects Reported	Targeted Action	Total Projects Reported	Targeted Action
	Reporting period 2012/2013		2013	
Politico-Military	101	42	80	35
Economic and Environmental	44	31	46	38
Human Dimension	244	190	206	146
Totals	389	263	332	219
Mainstreamed	66%		66%	

⁴³ Next year, it will be useful to further elaborate on this distinction for missions earlier in the reporting period.

⁴⁴ Statistics cited in the report are not based on the number of projects, without regard to their size, budget, duration or other factors that might more accurately measure their impact, nor does it include the total number of all OSCE projects (gender mainstreamed and not gender mainstreamed). Consequently, the figures do not necessarily indicate definitive trends within the OSCE.

A compilation of gender mainstreamed projects with the information received and structured by dimensions is available in Doc-In.⁴⁵

2.2 Politico-Military Dimension

The politico-military dimension covers key security areas such as policing, conflict prevention and arms control. Gender mainstreaming these issues is an important component to creating stable and sustainable societies, in which security is accessible to all citizens. In the OSCE there are several Ministerial Council decisions supporting the inclusion of gender issues in the security sector,⁴⁶ but despite this the politico-military dimension is traditionally the hardest to gender mainstream. During the present and the last three reporting periods, however, we have seen an upward trend of gender-mainstreamed projects in the first dimension. For this reporting period, OSCE structures reported a total of 80 projects within the politico-military dimension that included a gender perspective. Out of these, 44per-cent, or 35 projects were targeted. This means the first dimension has the highest percentage among the three dimensions for participatory projects and the lowest for targeted action.

2.2.1 Promoting Women's Participation in Conflict Prevention, Crisis Management and Post-Conflict Reconstruction

The assistance provided by OSCE structures to participating States in the integration of a gender perspective within the first dimension incorporated a wide range of activities which focused on security sector reform, stretching from police training and border control to supporting the implementation of UN Security Council resolution 1325.

UN Security Council Resolution 1325 (UNSCR) on Women, Peace and Security continues to be a focus of work in the first dimension for the Gender Section, ODIHR and the Field Operations. The Gender Section provided the first analysis of the voluntary responses to the OSCE Code of Conduct relating to UNSCR 1325 implementation in the armed forces, the results of which were presented in the FSC in July 2013. The Section continued its focus on inclusive mediation practices in line with MC.DEC/3/11 and launched *the Guidance Note on*

⁴⁵<https://docin.osce.org/docin/llisapi.dll?func=ll&objid=21502184&objAction=browse&sort=name>

⁴⁶Gender Action Plan, MC.DEC.14/05 and MC.DEC.3/11

Enhancing Gender-Responsive Mediation in Istanbul in October 2013. In November 2013 the Gender Section in co-operation with Kazakhstan, the OSCE Centre in Astana, and the UN Women Sub-Regional Office in Kazakhstan, organized a conference which promoted dialogue and assisted countries of the region to better formulate their positions for an efficient implementation of the Women, Peace and Security agenda. The Section launched a study on existing National Action Plans in the OSCE region which will be finalized in autumn 2014. Additionally, the Section cooperated with the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and ODIHR on three guidance notes on gender and security sector oversight. The guidance notes focusses on integrating gender aspects into the oversight mechanisms in the police and the armed forces as well as integrating gender into oversight of the police and armed forces by Ombuds-institutions and national human rights institutions. The Guidelines will be launched in summer 2014.

ODIHR continued its work on UNSCR 1325 and, amongst other activities, organized an event in July 2013 entitled “Orientation on Oversight, Human Rights and Gender in the Armed Forces” with the Georgian Parliamentary Defence Committee and Ministry of Defence in Tbilisi. The event discussed the importance of mainstreaming human rights and gender considerations in security sector oversight which would contribute to wider efforts towards increased accountability, transparency, and openness of the security sector in Georgia. In a specific gender-related session, speakers discussed how internal and external mechanisms can prevent and offer redress for violations experienced by women serving in the armed forces.⁴⁷

Field Operations continued their support of UNSCR 1325 implementation by for instance actively assisting participating States to increase the percentage of women in security institutions such as the police and the military. The Centre in Kazakhstan furthermore supported national dialogue on UNSCR 1325. The Centre in Bishkek developed a project to enhance the capacity of a mediation network which includes public sector workers and NGOs. Additionally, the Centre implemented a project to enhance gender equality and women’s potential as conflict prevention agents by arranging UNSCR 1325 awareness-raising meetings at the community level. The Mission to Bosnia and Herzegovina assists the host

⁴⁷ For full report on ODIHR’s activities please see Annex II

country in ensuring that the national legal framework complies with international commitments on UNSCR 1325. The Mission additionally provided support to relevant state structures on the responses to the OSCE Code of Conduct on Politico-military Aspects of Security, highlighting issues pertaining to women, peace and security.

Ensuring that the police force includes a gender perspective in its work is one of the cornerstones of UNSCR 1325 implementation. It increases the legitimacy of the police as they tackle security issues relevant to both women and men. Furthermore, a diverse police force is better able to understand the needs of a broad cross-section of the population.

Many OSCE Field Operations, such as the Mission in Kosovo, the Mission to Montenegro and the Centre in Bishkek, have programmes on policing in which they strive for gender balance in the training provided to their national counterparts.

The Mission to Serbia has supported the host country in promoting and implementing the “Protocol for Police Officers’ Actions in Cases of Violence against Women in Family and in Close Relations”. The protocol is intended to standardise police officers’ performance when dealing with victims of crime, in particular affecting women and children. Furthermore, the Mission advocated the practice of including sex disaggregation of data in the ‘Annual Public Perception Survey’ relating to the police. This will provide better insight into gender differences regarding safety concerns and consequently lay the groundwork for designing adequate responses. Hence, the 2013 Public Perception Survey report contains sex disaggregated data for all questions posed to the citizens of Serbia, which will facilitate planning and implementation of adequate responses to the service gaps identified in the survey and increase understanding of different needs and safety concerns between men and women.

The Office in Yerevan supported the operationalization of community policing in 2013 when around 40 community policing units were established, with around 300 police officers. Based on the recommendations of the Office, the principle of having a minimum of two female police officers out of six police officers in each outreach station was included in the Charter on Community Policing.

The Project Co-ordinator in Baku assisted with the implementation of the Law on the Prevention of Domestic Violence by strengthening police communication with social service providers and increasing their knowledge in order to deal more effectively with cases of domestic violence.

The Presence in Albania facilitated public and civil society discussion of police performance and values and ensured that women's organizations participated..

In November 2013, ODIHR and the OSCE Transnational Threats Department (TNT)/Strategic Police Matters Unit launched a new publication entitled *Human Rights in Counter-Terrorism Investigations: A Practical Manual for Law Enforcement Officers*. The manual adopts an operational approach to explore the different phases of such investigations and their potential impact on human rights. It includes practical guidance on how to perform particular police activities, such as searches and interviews of suspects and witnesses, in a gender-sensitive manner.

Border control is another peace and security issue that has an important gender perspective. Including a gender perspective into border policing can improve operational effectiveness in addressing trafficking and counter-terrorism and other issues.

The Border Management Staff College (BMSC) in Tajikistan has included female experts both as lecturers and participants. The College has additionally integrated gender elements in the core curriculum by creating the course *Women in Border Security and Management* which looks at gender mainstreaming within border security and management as a part of the human dimension module. The Borders Team in the Transnational Threats Department (TNTD) continues to encourage women's participation, as well as gender analysis throughout the programme. Furthermore, the Centre in Bishkek supported the Regional Co-operation in Border Security and Management by promoting women officers as role models.

The Action Against Terrorism Unit (ATU) in TNTD has continued its work with women in counter-terrorism activities. During 2013 it initiated work on the joint TNTD-ODIHR Guidebook on "Preventing Terrorism and Countering Violent Extremism and Radicalization that Leads to Terrorism (VERLT): A Community-Policing Approach" which emphasizes the need to involve women in countering

VERLT with specific guidance for successful police engagement with women, as well as stressing the need for women to be appointed and promoted in police services, including operational assignments. The guidebook was published early in 2014. Additionally, the Unit together with ODIHR, published the TNTD-ODIHR report on “Women and Terrorist Radicalization”, and organized a National Seminar on Women and Terrorist Radicalization in Tajikistan held in Dushanbe in June 2013.

2.3 Second Dimension

The second dimension focuses on economic empowerment as well as the close connection between environmental issues and security. Ministerial Council Decision No 10/11 on promoting equal opportunities for women in the economic sphere underlines that “women’s participation in the economic sphere contributes significantly towards economic recovery, sustainable growth and the creation of cohesive societies and thus is essential to the security and stability of the OSCE region.” Women’s economic empowerment is highlighted in the Gender Action Plan as one of the priority areas for the Organization to achieve sustainable peace.

During the present reporting period OSCE structures implemented 46 projects with a gender perspective in the Economic and Environmental Dimension. Although the number of projects reported is roughly the same as in the previous reporting period (46 projects this time compared with 44 in the previous period), the number of targeted projects has increased by 13 per-cent. In the current reporting period 84 per-cent include targeted action up 14 percentage points compared to the previous reporting period. The projects with targeted actions supported gender aspects in environmental issues such as promoting women’s participation in Aarhus Centres and in environmental management in general. In economic empowerment, they have focused on strengthening women’s entrepreneurship skills and eliminating administrative barriers to enable women to engage more in cross border trade.

2.3.1 Promoting Equal Opportunities for Women in the Economic Sphere

The OSCE is mandated under the Gender Action Plan to promote equal opportunities for women in the economic sphere. As such, the OSCE executive

structures are to include a gender perspective, analyse obstacles and develop projects to assist women in fulfilling their economic potential. This includes activities designed to address discrimination in access to and control over resources (e.g. inheritance rights), as well as promoting women's entrepreneurial and other work-related skills needed for successful employment.

The Field Operations in Uzbekistan, Tajikistan, Armenia, Azerbaijan, Kyrgyzstan, Kazakhstan, and Albania implemented targeted actions for women's economic empowerment. Some of these Field Operations worked on building better networks for women entrepreneurs, both in order to connect them to resources and to one another. The Office in Yerevan, for example, implemented a project aimed at supporting women-led start-ups. Other Field Operations helped to improve women's business potential through training and legal advice, such as the Project Co-Ordinator in Baku, which supported legal advice centres for female entrepreneurs, giving them information about regulations and laws with regard to business development. The Project Co-ordinator in Uzbekistan organized training for women entrepreneurs.

Economic empowerment of women in rural areas was the core theme and objective of the project implemented by the Office in Tajikistan aimed at supporting the Tajik-Afghan cross border trade. The Centre in Astana supported the development of gender sensitive migration policies to ensure equal protection and opportunities for men and women.

The Field Operations in Albania and Bishkek addressed gender in relation to corruption, good governance, human trafficking and strengthening anti-money laundering measures. The Centre in Bishkek provided gender expertise for strengthening laws to combat money laundering. The Centre also offered capacity building to customs officers to enhance their understanding of cultural aspects which should be taken into consideration regarding Afghani women crossing the border. The Presence in Albania trained labour inspectors on the prevention of trafficking for labour exploitation which included techniques on how to identify women in the labour market who might be vulnerable to human trafficking. Furthermore, the Presence focused on vulnerability factors of male migrants of labour exploitation, in order to counteract the general perception that human trafficking affects women only.

Moreover, the Centre in Astana, the Office of the Co-ordinator of OSCE Economic and Environmental Activities and ODIHR organized a training on gender-sensitive

labour migration policies across the OSCE region. The aim of this training was to support OSCE participating States to increase their capacity to analyze labour migration policies which are gender-blind or gender neutral and introduce more effective and more gender-sensitive labour migration policies in line with OSCE commitments. The Co-ordinator for Combating Trafficking in Human Beings organized a workshop on prevention of trafficking for the purpose of domestic servitude in diplomatic households and put special emphasis on young girls and women's labour rights. Special attention to enhancing the role of women in public, economic and political life featured prominently in the course of the 2013 Mediterranean Partners Conference. The economic empowerment of women was also addressed in the 2013 Asian Partners Conference as a means to strengthen the security of women in society and decrease their vulnerability.

2.3.2 Environment

There are only a few targeted projects in the environmental sphere and for the most part this remains unchanged. However, many of the Field Operations such as those in Tajikistan, Yerevan, Serbia, and Bosnia and Herzegovina, carried out a wide range of gender mainstreaming activities targeting the Aarhus Centers. Special attention was paid to effectively integrate a gender perspective into the activities related to all the pillars of the Aarhus Convention (access to information, public participation and access to justice). In Bosnia and Herzegovina, for instance, judges and prosecutors were trained on how to apply the Aarhus Convention and international best practices standards in their work. In addition to this, a project aiming to enable access to information and public participation in decision-making related to environmental matters for both men and women was implemented. The Mission to Montenegro promoted mainstreaming gender considerations into activities of the Aarhus Centers through supporting the translation and printing of the publication *Gender Mainstreaming in Aarhus Activities, A Guideline for Practitioners*, developed by the OSCE Secretariat.

The Centre in Bishkek furthered women's participation in the water-users associations, in order to support their involvement in environmental issues. The Presence in Albania emphasized the importance of including women in discussions at the local level on renewable energy development.

The Office in Tajikistan helped to train female farmers on how to cope with climate change and how to address land degradation by introducing new technologies. The Office also ensured that women played an active role in water and energy management.

2.4 Third Dimension

Projects in the third dimension fall under four priority areas of action identified in the 2004 Gender Action Plan – non-discriminatory legal and policy frameworks, violence against women, participation of women in political and public life and national mechanisms for the advancement of women. In addition, the calculations below also include projects on countering trafficking in human beings which is a cross dimension issue but nevertheless most often considered in the context of the human dimension.

In the third dimension OSCE structures reported 206 projects with a gender component, more by far as in previous years than other dimensions. Of these 206 projects, 146 (71 per-cent) had a targeted approach, which is lower than in the previous reporting period when 78 per-cent of the projects were targeted.⁴⁸

A full overview of ODIHR activities to support gender equality in the human dimension is provided in Annex II of this report. This section highlights selected examples of ODIHR's work in the sphere of gender mainstreaming and gender specific programming.

2.4.1 Ensuring a Non-Discriminatory Legal and Policy Framework

The OSCE provides participating States with support in ensuring that national legal frameworks comply with international legal standards and OSCE commitments. This is done through technical assistance on gender equality; provision of legislative reviews; training key stakeholders such as legislators, judicial actors, and local governance representatives; and providing recommendations to institutions on integrating a gender perspective in legislation and policy.

During the reporting period, OSCE executive structures helped participating States address women's rights and gender equality in legislation on a range of

issues, including domestic violence (to be discussed in more detail in section 2.4.2), media issues, budgetary processes, civil service and legal aid.

As a standard practice, ODIHR reviews draft legislation on gender-equality issues, and assesses compliance of this legislation with international gender-equality standards. Whenever possible, this legislative assistance is accompanied by expert roundtables involving ODIHR legal and gender experts, where proposals for reform are discussed with a variety of state, non-state and international actors. In March 2013, ODIHR and the European Commission for Democracy through Law (Venice Commission) of the Council of Europe issued a *Joint Opinion on Draft Legislation of the Republic of Moldova Pertaining to Financing Political Parties and Election Campaigns*.⁴⁹ In this opinion, ODIHR and the Venice Commission considered it particularly commendable that one of the draft laws reviewed included financial incentives for parties promoting women's participation within their ranks. ODIHR and the Venice Commission further noted that, in addition to funding political parties financially, special programmes or strategies could also be a way to support efforts to increase the opportunities of a lesser represented gender, or ethnic or other minorities.

Also in 2013, ODIHR assisted national authorities in strengthening gender-equality legislation in a broader sense. At the request of the National Human Rights Commission of Mongolia, ODIHR prepared and issued on 30 September 2013 its first legal opinion on Mongolian legislation, which concerned the country's Law on the Promotion of Gender Equality.⁵⁰ Within the area of women's political participation in Ukraine, ODIHR issued on 19 December 2013 a legal *Opinion on Draft Amendments to Ensure Equal Rights and Opportunities for Women and Men in Political Appointments*.⁵¹

Projects related to accountability for war crimes were implemented by the Missions to Serbia as well as to Bosnia and Herzegovina. In Serbia the project was gender mainstreamed by ensuring that gender-based crimes of sexual violence

⁴⁹ Available at http://legislationline.org/download/action/download/id/4338/file/222_POLIT_MOL_11%20March%202013_en.pdf.

⁵⁰ Available at http://legislationline.org/download/action/download/id/4800/file/236_GEND_MONG_30%20Sept%202013_en.pdf.

⁵¹ Available at http://legislationline.org/download/action/download/id/5011/file/242_GEND_UKR_19Dec2013_en.pdf.

were included in workshops with law students from universities across Serbia, while in Bosnia and Herzegovina the project focused on monitoring war crimes trials and ensuring that this included war crime cases involving gender-based violence. War crime monitors received special training on crimes involving sexual violence and how the judiciary should deal with these cases.

The OSCE Field Operations in Ukraine, Albania and Baku provided continuing education for judges and/or court administrators on how to use gender-sensitive language in decisions and gender equality issues in general. Field Operations in Astana, Tajikistan, Skopje and Baku provided seminars on gender equality issues for lawyers working in legal aid systems and legal resource centres.

The Office in Tajikistan also undertook training on non-discrimination for prosecutors and penitentiary workers in order to build their understanding of the gender effects of the policy and legal frameworks under which they operate. In a similar vein the Presence in Albania worked with probation officers to include a gender perspective in their work and to understand in particular the factors that can help female offenders reintegrate into society. The Presence also trained police officers on gender-based discrimination, diversity and human rights standards. The Centre in Ashgabat undertook similar work with corrections officers related to the legal rights of women prisoners.

Field Operations also addressed media and gender equality issues. The Mission to Montenegro mainstreamed gender into its project on building capacities for implementation of the Law on Free Access to Information with media professionals, public institutions and civil society. The Mission also implemented a programme to support reform of the Montenegrin Public Service Broadcaster that included a module on considering gender equality issues in professional and ethical reporting standards for journalists. It also supported the working group for development of the Strategy for Implementation of the Law on NGOs and ensured that NGOs dealing with gender issues participated in the working group, provided input to the law and made presentations on issues relevant to their work. Following the request of the Ministry of Social Policy of Ukraine, the PCU facilitated the development of a training course and a manual on gender equality and non-discrimination targeting the representatives of mass media and the advertising industry. The draft manual and the course content, developed in 2013, will be discussed and tested at trainings for the representatives of the mass media

and advertising industry in 2014. The Office in Baku provided training for women journalists to increase their participation and expertise among media professionals, and the Mission in Moldova supported women journalists to have equal access to scholarships for Gaguz and Transdnestrrian journalists to study in Chisinau.

The Mission to Skopje supported the government in an evaluation of anti-discrimination legislation and provided recommendations on improvements from a gender perspective. It also supported free legal aid services, including special training to legal advisors on supporting Romani women on issues such as divorce procedures, criminal charges for domestic abuse, or failure to pay child support. More than 80 per-cent of the beneficiaries of these services of mobile legal aid offices are women.

The Mission to Bosnia and Herzegovina worked with the cantonal authorities to strengthen legislation by incorporating non-discrimination principles, including the equal treatment of employees regardless of gender or marital status. The new cantonal civil service law was also strengthened with principles of non-discrimination on gender and marital status. Advocacy by women's organizations also led authorities in one canton to include an affirmative action principle in the law. Advocacy of Roma women's groups led to the inclusion of gender sensitive indicators and activities to promote gender equality in the Roma Action Plans developed by the Roma minority.

The Mission in Kosovo collaborated with municipal offices dealing with returns and reintegration of repatriated persons to assist officials in implementing the relevant legal frameworks. This helped ensure that officers understand the double discrimination women in repatriated communities often face. It also raised awareness of the different needs of men, women, boys and girls in the population. The Mission in Kosovo also supported the capacity building of judges and prosecutors in 2013, although a national Judicial Conference had less than 30 per-cent women participants. The Mission mainstreamed gender into the project by supporting the creation of the 'Kosovo Women Judges' and 'Prosecutors Association' that has the aim of addressing challenges faced by women in the justice sector.

The Mission to Serbia assisted local governments to develop integrity plans and corresponding guidelines according to Serbia's Anti-Corruption Agency Act. This project was mainstreamed by supporting integrity plans to include recommendations on gender equality and participation of women in political, public and economic life.

2.4.2 Preventing Violence against Women

MC Decision 15/05 on Preventing and Combating Violence Against Women encourages participating States to address violence against women through legislation, supporting victims' access to justice and education of relevant institutions. OSCE Field Operations have undertaken a range of activities in these different areas to support participating States to implement not only their OSCE commitments, but also international conventions and legal standards on Violence against Women, such as the Council of Europe's Istanbul Convention.

Many Field Operations support the review of national legislation on domestic violence or educate stakeholders on the implementation of domestic violence legislation. In 2013 the government of Tajikistan adopted a Law on The Prevention of Domestic Violence and amendments consistent with this new legislation into the Law on Police and the Code of Administrative Offences. The Office in Tajikistan has been supporting the government in the development of this new Law for a number of years through capacity building of legislators and practitioners, advocacy work and support to civil society. The Office will now support capacity building for the Ministry of Interior on implementation of the new law. An assessment has already been conducted and future activities include a training programme for special police units and support to creating a system to monitor reporting of domestic violence under the new law.

The Mission to Moldova continued organizing the "Casa M" theatre play on gender-based violence, which was seen by more than 3000 spectators during 2013. The play presents real stories of Moldovan women suffering from psychological, physical, sexual, and economic violence and raises public awareness on the different types, causes and consequences of violence against women and social services available to remedy such abuse. The performances are followed by an interactive debate with the public led by the actors and experts.

The mission also organized capacity building for judges, prosecutors and lawyers on combating domestic violence and trained lawyers in dealing with survivors of domestic violence and paralegals to provide qualitative legal assistance to victims.

In 2013, following the recommendations of Parliament, the Ukrainian Ministry of Social Policy decided to continue working on the draft of a new version of national legislation on preventing and combating domestic violence and to introduce the provisions of the Istanbul Convention on preventing and combating violence against women and domestic violence. In August-September 2013, the PCU supported a number of working meetings to discuss further amendments to national anti-domestic violence legislation in line with recommendations from the OSCE/ODIHR's Legal Opinion prepared at the request of the Ukrainian Parliament Commissioner for Human Rights. The PCU continued field visits to police educational institutions to analyse the implementation of the specialized police training course on combating domestic violence for cadets, developed with PCU's assistance. In September 2013, the recommendations resulting from these visits were also discussed at a two-day national roundtable that gathered the heads of Precinct Police Inspectors Service from all regions of Ukraine and representatives from eight police higher educational institutions implementing the course. In addition, the participants of the roundtable and the representatives of Ukraine's Ministry of Social Policy discussed ways to streamline the approaches and enhance co-ordination in addressing various forms of gender-based violence.

The Office in Tajikistan, the Office in Yerevan and the Office in Baku supported Women's Resource Centres which, among other issues, also support victims of domestic violence with legal aid and psycho-social support. The Centre in Ashgabat conducted a seminar for government representatives to present best practices and lessons learned from law enforcement in other OSCE participating States on the topic of addressing domestic violence. The Centre in Ashgabat also supported a civil society organization that provides a hotline for support on family issues.

The Centre in Astana and the Project Co-ordinator in Uzbekistan, both implemented projects related to training police on responding to domestic violence. In Uzbekistan the work focused on providing police training on CEDAW and UNSCR 1325 and OSCE gender-related commitments. In Kazakhstan the law

enforcement seminars focused on legal mechanisms for protecting victims of domestic violence.

In the period from July and December 2013, after consultations with the Ministry of Justice, the Office in Baku commissioned specialised monitoring of domestic violence cases in courts. The results revealed a lack of adequate instruction of rights for unrepresented domestic violence victims in criminal proceedings and that judicial indicators systemically used inappropriate language towards victims. It was recommended that judges and prosecutors should continue receiving professional training on domestic violence and implementation of the newly adopted domestic violence law.

The Mission to Bosnia and Herzegovina supported the Federal BiH Ministry of Internal Affairs in the organization of ten public debates at the cantonal level on implementation of protective measures for domestic violence victims as prescribed by the new Federal BiH Law on Protection from Domestic Violence.

A number of Field Operations organized campaigns for awareness-raising and advocacy during the 16 Days of Action Against Gender Based Violence. The OSCE Mission to Montenegro joined the Department for Gender Equality in the Ministry of Justice and UN agencies in order to mark the global campaign and to raise awareness of the Law on Domestic violence in ten municipalities. The Mission to Moldova organized a variety of seminars and trainings for civil society, police and the public during the campaign as well as sporting events; a tennis master-class for young boys and girls organized during the international women's tennis tournament "Fed Cup" included the goal of raising awareness of gender-based violence.

ODIHR continued to support OSCE participating States in adopting and strengthening laws aimed at preventing gender-based violence, protecting victims, and punishing perpetrators. ODIHR issued on 31 July 2013 a legal *Opinion on the Draft Law on Preventing and Combating Domestic Violence in Ukraine*.⁵² With the support of the Office of the OSCE Project Co-ordinator in Ukraine, a series of meetings with government, parliament and civil society representatives were

⁵² Available at http://legislationline.org/download/action/download/id/5048/file/232_DV_UKR_31%20July%202013_en.pdf.

organized in Kyiv from 28 to 30 October 2013, presenting the opinion's recommendations and findings. On 17 December 2013, ODIHR also issued a legal *Opinion on the Draft Amendments to the Legal Framework on Preventing and Combating Domestic Violence in Georgia*.⁵³

ODIHR organized training in Vilnius for lawyers, human rights defenders and journalists from Belarus, Russia, and Ukraine, from 19 to 20 February and on 25 and 26 November 2013 for participants from Armenia, Azerbaijan and Georgia. The goal was to equip participants with skills, tools and techniques to conduct trial monitoring activities. Gender aspects are an element of these tools and techniques, particularly as they relate to the collection of data for the analysis of trial monitoring findings. Eleven women and 13 men participated in the event with one female and one male trainer. As a result of the training, one participant will use the acquired methodological skills and techniques to monitor domestic violence cases.⁵⁴

2.4.3 Promoting the Participation of Women in Political and Public Life

MC.DEC/7/09 on Women's Participation in Political and Public Life describes the OSCE's commitment to promoting women's equal participation in democratic processes and political activities. The OSCE continues to provide technical assistance to participating States in improving opportunities for women, in particular those from minorities or marginalized groups, to participate in public and political life.

ODIHR's Programme on Increased Participation of Women in Politics supports participating States in advancing gender equality as an integral component of democratic society, focusing on increasing the participation of women in political parties, elections and parliaments, at all levels and, particularly, in decision-making. The full report on ODIHR's activities in this area can be found in Annex II.

A number of OSCE Structures supported the participation of women in elections, either as voters, candidates or election officials. The PCU implemented a voter

⁵³ Available at

http://legislationline.org/download/action/download/id/5049/file/241_DV_GEO_17%20Dec%202013_en.pdf.

⁵⁴ A full list of ODIHR's activities in this area can be found in Annex III.

awareness project that included support to the central election commission of Ukraine to create gender sensitive materials that do not perpetuate gender stereotypes in the process of training and recruiting election commissioners. Presentations on the recruitment and training process were developed in a way to try to attract and increase the number of women applicants to be election administration officials. In addition the project encouraged the Election Commission to ensure all data it collects is always sex disaggregated. The Office in Tajikistan provided training and seminars on legal electoral reform, including a gender perspective and information on promoting women's participation as voters, candidate and election administrators. In particular they supported the Election Commission in conducting a gender analysis of the obstacles faced by rural women voters (for example civic registration and lack of passport) and in finding ways to address these problems. The Office in Yerevan provided targeted support to enhance the political participation of women at the local level of self-governance. While the average level of female representation throughout Armenia at the local level is approximately 2 per-cent, in the Syunik region, where the women's resource centre network ran capacity-building and advocacy activities, 17 per-cent of the newly elected local council members are women. The Presence in Albania trained journalists in the run-up to the elections to try and improve both the gender-balance in election reporting and in coverage of stories from a gender perspective. The Presence also trained electoral management officials on gender sensitivity and elections as well as on implementation of the electoral gender quota in Albania.

With support of the Mission to BiH and to Serbia the first ever regional meeting of parliamentary working bodies on human and minority rights and gender equality was held 29-30 October 2013 in the National Assembly of the Republic of Serbia, in Belgrade. The representatives of parliamentary bodies in charge of human and minority rights and gender equality of the Parliaments of Croatia, Bosnia and Herzegovina, Montenegro and FYR Macedonia discussed, inter alia, the role of parliamentary bodies in improving gender equality and strengthening the political participation of women – best practices examples and biggest challenges. At the end of the First Regional Meeting, a Joint Statement was signed by the Chairs of the committees responsible for human rights and gender issues. Recommendations in the Joint Statement were: to include in supplements and amendments of the Rules of Procedure of parliaments a larger role for these parliamentary bodies; the need to introduce a gender budget in order to create

official policies for the economic strengthening of women and the protection of human and minority rights; and to intensively work on increasing the participation of women in parliaments.

The Office in Tajikistan implements a programme on Democratization and Civic Education. Gender is mainstreamed in this programme by trying to increase the number of female teachers and participants since men continue to be predominantly active. Even so during 2013 there was an effort to update and improve Civic Education materials so as to include more quality information on gender equality issues, gender roles and stereotypes in the country.

The Mission in Kosovo conducted extensive work in municipalities on participatory budgeting initiatives that include a gender perspective. A handbook on gender responsive budgeting was developed and OMiK staff worked with the Municipal Officers on Gender Equality and Municipal Chief Finance Officers in its implementation. In three of these municipalities there is now a separate budget code on gender equality related activities assigned for the 2014 budget allocation.

A number of Field Operations worked with local government structures to integrate gender into different aspects of their work. The Mission in Kosovo worked with local government stakeholders to provide training on integrating gender in administrative justice processes, to strengthen civil society participation, in particular women's organizations, and to engage with municipalities on planning issues. The Presence in Albania built a national pool of trainers through a Training of Trainers on best practices for promoting gender mainstreaming in local governance. The Mission to Moldova mainstreamed gender into their assessment of the implementation of the decentralization strategy by including a significant number of female mayors and deputy mayors in the process and by including specific questions about gender equality and non-discrimination in the questionnaire. As a result, the underrepresentation of women in local public and political affairs will be part of the main conclusions of the assessment and thus part of the follow-up.

The Mission in Kosovo supported the Women's Caucus of the Assembly of Kosovo, to mainstream gender in the legislation process and to develop improved regional co-operation and communication with constituents, civil society and media. The Mission also mainstreamed gender into its project on Communities

Committees, bodies that promote public participation of non-Albanian minorities in municipal affairs, by highlighting the need to increase the low participation of minority women in these committees (which is less than 20 per-cent) and identify strategies for increased engagement. As a result one of the few women participants was named a co-chair of one of the committees and OSCE facilitators led committees in discussing guidelines for increasing minority women's participation in public life. In addition a project that trained members of Local Youth Action Councils on hate motivated incidents ensured that the youth participants in the project were gender-balanced and that the main topics of the training related to bias, stereotypes and equality also included gender-based discrimination issues.

The Mission to Serbia also supported the creation of the Women's Parliamentary Network in February 2013. The MPs in the Network visited the Parliament of Finland where they exchanged experiences with their Finnish counterparts and other institutions in the field of gender equality. They discussed gender mainstreaming practices at both state and municipal levels, and methods to introduce gender sensitive policies in different settings. Trainings on different thematic issues such as gender-responsive budgeting were also provided to the members of the Network. As a result the Network tabled a set of amendments to the 2014 State Budget aimed to empower women in rural areas and stimulate gender-based segregation of data on public spending.

In Serbia the Mission supported the Provincial Ombudsperson to conduct a survey on the position of women in National Minority Councils (NMCs). The same survey was conducted before the 2010 election of NMCs and serves as the baseline study on the status of minority women in decision making and executive positions, and the extent to which the work of NMCs are gender mainstreamed. The survey will help stakeholders in gender equality and minority rights, to address issues of multiple discrimination, stereotypes and prejudice, against minority women, particularly imperative in the light of upcoming elections for NMCs in Serbia towards the end of 2014. In addition elected female members of NMCs were supported to improve their knowledge and skills through a summer school that also discussed how to mainstream gender in the four areas of competence under NMCs: education, culture, access to information and official use of minority language.

Missions to Bosnia and Herzegovina and Mission in Kosovo worked with minority women, in particular Roma women, to encourage their engagement in public and political life. The Mission to BiH supported Roma women in efforts to organize and demand a gender perspective in the Roma Action Plan on health care and housing. As a result gender specific indicators were included in the text of the Revised Roma Action Plan. In addition, two Roma coalitions established with the Mission's support in 2013 include two minority women's NGOs. The Mission in Kosovo worked with Roma, Ashkali and Egyptian communities to develop Local Action Plans for integration. A roundtable on exchanging municipalities' experiences on the development of these plans made specific efforts to ensure sessions were equally chaired by men and women and that half of the presentations were made by women. This led to an activity that focused on the significance of Roma girls' education as an important priority across municipalities.

The Mission in Kosovo engaged high-school students in issues of discrimination and freedom of expression. The most common type of discrimination identified during the discussions was based on gender, and the importance of improved promotion and protection of rights from discrimination based on gender was discussed. The Mission also implemented a project on democratic oversight and independent institutions that highlighted the lack of women among senior officials of independent institutions. This led to a component in the project that conducted research on ways to increase women's participation in oversight institutions and the results will be used in developing future activities in the next phase of the project. Another project that worked with minorities aimed to increase their English language skills. Gender was mainstreamed into the project by organizing classes at more convenient times for women once it became clear that predominantly men were participating and also by organizing one of the modules on the topic of the short film "The Girl Effect" which highlights the particular challenges facing women in accessing education, health care and employment and the implications of this for individuals, families and society.

The Mission to Montenegro developed a Dictionary of Parliamentary terms for use by Members of Parliament as well as the general public and others. The project was gender mainstreamed by consulting with experts to ensure that the language used is gender sensitive and does not reinforce inequality in men's and women's public and political participation.

In 2013 the Mission to Serbia supported a mentoring programme in which 19 young Roma women were selected to participate in two workshops and three round tables to learn from successful women mentors in order to refine skills in marketing, public appearance and work in social networks. The Mission also organized two outreach sessions with young prosperous Roma women that resulted in an increased number of Roma women involved in the mentorship programme scheme.

Gender equality aspects are included in all ODIHR election-related activities, in line with Gender Action Plan commitments. In all its election observation activities, and in particular through its Election Observation Missions (EOMs) and Election Assessment Missions (EAMs), ODIHR continued to consistently conduct gender-specific analysis of election processes and women's participation in political life. Reporting on gender equality and women's effective participation in elections is part of the duties and responsibilities of all EOM and EAM analysts, who consider ways in which legal, media, political, and social structures affect women as well as men in electoral processes. During 2013 ODIHR engaged in efforts to develop a more systematic approach to gender mainstreaming in its election observation activities and reporting.⁵⁵

In an HCNM project to provide language training to civil servants in Kosovo⁵⁶, training materials were reviewed to ensure that they did not perpetuate gender stereotypes. In another project in Kosovo, school textbooks that aimed to promote integration were drafted to be gender sensitive. In Georgia, HCNM identified a need to foster a gender sensitive environment in minority schools and developed recommendations on gender mainstreaming, including the preparation of textbooks, for a range of stakeholders in minority-language education.

2.4.4 Strengthening National Mechanisms for the Advancement of Women

The 2004 OSCE Gender Action Plan encourages participating States to strengthen independent institutions that monitor and promote gender equality and women's human rights. This can also include creating Ombudsperson institutions or Human

⁵⁵ A full list of ODIHR's activities in this area can be found in Annex III.

⁵⁶ All references to Kosovo institutions/leaders, refer to the Provisional Institutions of Self Government.

Rights Commissioners. Such institutions are often tasked to address gender-related discrimination against individual citizens.

The Mission to BiH supported the national Ombudsperson and provided training on the methodology for considering cases of gender discrimination and how to integrate gender equality principles into the work of the institution. The Mission supported the annual meeting of the Ombudsperson's staff during which they reviewed their discrimination cases (including gender discrimination) and methodology. Part of the meeting included training on social rights for the Ombudsman staff on international and domestic legislation, Ombudsman best practices in promoting and protecting social rights and case studies on concrete cases from Bosnia and Herzegovina. The gender perspective of social rights was mainstreamed throughout the training.

The Mission in Kosovo integrated a gender component into its project work with independent oversight institutions. Given the low number of female members of these institutions, the project conducted research on the obstacles and challenges to women's appointments as board members. The research will be used to design future activities with oversight mechanisms to improve their gender perspective.

The Centre in Astana trained national and local gender focal points on gender equality and mainstreaming with a specific focus on gender-responsive budgeting (GRB) and gender statistics aggregation as well as on women and security sector development.

In Montenegro the Mission helped the national human rights institution build its gender mainstreaming capacity and supported local government units in integrating gender in public ethics standards. It also supported the Parliamentary Committee for Gender Equality in exercising its oversight role in the implementation of the Law on Gender Equality. In order to gender mainstream the work of Parliament, a training session was organized on gender equality principle and commitments for the representatives of six parliamentary committees, including both MPs and staff. The training took place in co-operation with ODIHR.

The Mission to Serbia organized a study visit for representatives from Serbia's local and national ombudsman staff to the Croatian Ombudsperson for Gender Equality, the Gender Equality Office of the Government of Croatia and several civil

society organizations dealing with violence against women, sexual violence in war, and political participation. The Mission also supported the Citizens' Protector Office to reach out to the local gender equality mechanisms in 29 municipalities and to conduct research on the implementation of the Law on Gender Equality at the local level. This research resulted in policy recommendations and legislative amendments. The Mission also developed during 2013 a tool to enable uniform, comparative and continued assessment of local Gender Equality Mechanisms (GEMs) and to provide clear guidance for the improvement of their work. The GEM Benchmarking Tool was developed in consultation with relevant institutions, CSOs, international organizations and local GEMs. The latter welcomed this useful tool which will form an integral part of the software being developed by the Standing Conference of Towns and Municipalities.

During the reporting period, ODIHR continued to promote its Handbook for National Human Rights Institutions on Women's Rights and Gender Equality (NHRIs), published in late 2012.⁵⁷ The Handbook, the first publication in the OSCE region to specifically focus on NHRI's gender equality work, provides an overview of trends, examples of good practice and recommendations to guide NHRIs in strengthening their institutional capacity and practical work on women's rights and gender equality. The Handbook proved to be essential material for, workshops conducted by ODIHR for 50 NHRI officials in Ukraine, Serbia and Mongolia in 2013 thus facilitating exchange of good practices and expertise across the OSCE region.

2.5 Cross Dimensional Gender Work and Project Management

Trafficking in human beings is an important cross-dimensional priority for the OSCE and is a phenomenon that both thrives on and perpetuates gender inequality. A number of Field Operations have worked on countering trafficking in human beings from a gender perspective.

The Mission in Bosnia and Herzegovina (BiH), seeks gender equality as an underlining principle for the preparation of all policy and legal documents governing anti-trafficking action. In Kosovo, the Mission's CTHB efforts also argued for stakeholders to recognize different vulnerabilities – where boys may be more likely to be trafficked for forced begging and girls for sex work or forced

⁵⁷ The full report on ODIHR's activities in this area can be found in Annex II.

marriage. Informative materials, such as leaflets promoting the anti-trafficking and domestic violence helpline and the Standard Operating Procedures on human trafficking have gender sensitive language. Trafficking helpline operators trained by the OSCE have created a database that records sex disaggregated data of callers.

The Mission to Skopje has been particularly sensitive to gender in its CTHB work, since women are the predominant victims or are at risk of trafficking. For example, last years' figures show that out of eight identified victims, six were females (age 12-26). In the two preceding years, all trafficked victims have been females. As documented by recent Trafficking in Human Beings reports, there is a trend for 'internal trafficking' to mostly occur from the eastern and central regions to the western regions within the country, and the majority of victims continue to be women. To tackle this and empower women at risk or victims of trafficking as well as relevant authorities, a decentralization process of anti-trafficking actions will be supported. When dealing with victims of trafficking, the local commissions have been trained and requested to apply a victim-centred approach and to ensure equal and non-discriminatory treatment on the basis of gender and ethnicity.

The Centre in Bishkek worked with school educators to increase awareness of trafficking and worked with major news agencies to increase outreach on anti-trafficking issues. Border guards were also trained on victim identification techniques. Since both men and women are victims of trafficking in Kyrgyzstan, surveys of victims target both sexes and training information materials relevant to both men and women's needs were developed. A video clip was produced making sure that both women and men could identify with the risks and understand the anti-trafficking messages.

The Project Co-ordinator in Ukraine addressed new challenges related to trafficking in human beings and worked on helping to prevent trafficking in children and women. The PCU is assisting the Ukrainian Parliament Commissioner for Human Rights in efforts to enhance national legislation related to the use of reproductive technologies, particularly, surrogate maternity. As an initial step, the PCU facilitated a desk research on international practices of legislative regulation of surrogate maternity. The research findings translated into Ukrainian were published in December 2013 and will be distributed among Ukrainian stakeholders dealing with the legislative regulation of the surrogate maternity issue during 2014.

Also, in November 2013, the PCU in co-operation with the Ukrainian Ministry of Social Policy, conducted a round table for consular officials and diplomats from 28 OSCE participating States, OSCE Partners for Co-operation and Ukrainian Government representatives to develop greater awareness of the trafficking problem and anti-trafficking efforts, including the role of embassies and consulates in combating this crime.

The Office of the Special Representative on CTHB supported a project in Moldova on preventing human trafficking in children without parental care (usually graduates of state boarding schools), in particular targeting girls who are considered the most vulnerable and at risk of trafficking. Both girls and boys equally benefited from the project activities, which aimed at breaking stereotypes and prejudices on gender equality, prevention of violence and other forms of abuse. The Office supports gender equality during high-level conferences which it organizes, at bilateral meetings of the Special Representative with OSCE delegations, during meetings with senior government officials in the OSCE capitals, public events and in the media.

As part of its on-going three-year project on Human Rights Protection for Trafficked Persons and Vulnerable Groups in Central Asia, which started on 1 July 2012, ODIHR carried out an assessment of the national referral mechanisms for victims of trafficking in Kyrgyzstan (February – April 2013) and Kazakhstan (May – August 2013). The assessor paid particular attention to the gender balance in specialized police and prosecution anti-trafficking units, and also to the availability of shelters for both male and female victims. The assessor interviewed state officials and representatives of NGOs and international organizations.

A less formal, but particularly effective, way of working on gender issues in the OSCE has been informal collaboration between specialized gender staff (Gender Advisers, Focal Points, etc.) and non-specialized staff on the creation and implementation of programmes, projects and systems. There are numerous examples of collaborative work between OCEEA, ODIHR, the TNT Department and the Gender Section. In most cases initial co-operation led to continued collaboration on developing projects and new initiatives.

Another example of effective collaborative work is the relationship between the Programme and Evaluation Support Unit (PESU) of the Secretariat and the Gender Section on mainstreaming gender into the development of project proposals. The

Gender Section continued to provide comments and advice on all extra-budgetary project proposals. The gender analysis of Extra Budgetary (ExB) projects is essential for improving the effectiveness, efficiency, transparency and accountability of projects. Throughout this reporting period, PESU co-ordinated the assessment of 127 project proposals eligible for ExB contributions, amounting to a total value of EUR 54.8 million. 23 projects valued at 23.2 million in the Politico-Military Dimension; 12 projects valued at 4.8 million in the Economic-Environmental Dimension; 44 projects valued at 16 million in the Human Dimension; ten projects valued at one million in the Policy and Direction Dimension; and 38 projects valued at 9.8 million in the Cross Dimension.

PESU has also continued to promote its Manual for Programme and Project Managers, introduced in 2010, with chapter two outlining how to gender mainstream projects. The manual provides a comprehensive methodology to streamline and gender mainstream project management practices across the Organization, to implement efficient, effective and sustainable programmes and to ensure that both men and women benefit equally. In order to consolidate the impact of the manual, the Unit has been engaged in supporting Programme and Project Managers on-site as well as in Vienna. The Unit provides expert support such as coaching and training on programme and project management that includes an explanation of how gender mainstreaming can be made an integral part of every OSCE initiative. PESU provided this project management on-site training in the following Executive Structures from 1 January to 29 December 2013: Albania, Baku, Bosnia and Herzegovina, Kosovo, Moldova, Montenegro, Serbia, Ukraine and Vienna.

2.6 Gender Mainstreaming in Institutions

The Office for Democratic Institutions and Human Rights (ODIHR), the Office of the Representative for Freedom of the Media (RFOM) and the Office of the High Commissioner (HCNM) are implementing the OSCE MC Decision on the Gender Action Plan in line with their mandates. Some programmes of note are described below and a full description of each Institution's work on promoting gender equality can be found in the Annexes.

2.6.1 Gender in the Work of the Representative on Freedom of the Media (RFOM)⁵⁸

The promotion of gender equality and gender mainstreaming is an integral component of the internal policies, programmatic activities and public relations work of RFOM. The mandate of the RFOM is to uphold the fundamental right to freedom of expression and an independent and pluralistic media. In this regard, the RFOM supports and promotes compliance with OSCE media-freedom commitments and works toward improving legal frameworks across the OSCE region.

In line with the Gender Action Plan, the RFOM is mandated to receive “allegations of serious intolerance towards women and incitement to gender discrimination in or by the media in participating States.” The RFOM can react to reported cases observed in the general framework of monitoring freedom of the media in OSCE participating States. During the reporting period, the RFOM was not alerted to any incitement to gender discrimination in or by the media in the OSCE region.

Programming activities are gender-mainstreamed by project officers and the Gender Focal Point, in particular quantitative gender-mainstreaming such as equal gender representation of speakers, panellists and participants in conferences and seminars organized by the Office.

The entire report and further examples of RFOM’s gender mainstreamed activities are included in Annex V.

2.6.2 Gender in the Work of the High Commissioner on National Minorities (HCNM)⁵⁹

The High Commissioner on National Minorities (HCNM) regards the promotion of gender equality as an integral part of the Institution’s policies and activities, not only within the office, but also when meeting interlocutors and implementing project activities. The appointment of Astrid Thors, as HCNM in July 2013 was the first time that a woman has occupied this position.

The HCNM is an instrument of conflict prevention, tasked to provide early warning and, if appropriate, action at the earliest possible stage concerning tensions

⁵⁸ A full list of RFOM’s gender mainstreamed projects and activities can be found in Annex V.

⁵⁹ A full list of HCNM’s gender mainstreamed projects and activities can be found in Annex IV.

involving national minority issues which have the potential to develop into a conflict within the OSCE area, affecting peace, stability or relations between participating States. The HCNM seeks to involve a range of stakeholders, including female minority representatives, NGO leaders and experts, in dialogue and activities. In the course of monitoring and analysing sources of interethnic tensions, the HCNM tries to examine how these issues might affect men and women differently.

The full report and further examples of HCNM's gender mainstreamed activities are included in Annex IV.

2.6.3 Gender in the Work of Office for Democratic Institutions and Human Rights (ODIHR)⁶⁰

In accordance with the OSCE Gender Action Plan, the OSCE Office for Democratic Institutions and Human Rights (ODIHR) assists participating States in implementing commitments related to the promotion of gender equality and increasing the participation of women in governance structures. ODIHR promotes the integration of a gender perspective in all policies, programmes and practices, and implements targeted initiatives to ensure gender equality in priority areas outlined in the Gender Action Plan.

The priority areas of ODIHR's work include development of non-discriminatory legal and policy frameworks, ensuring equal opportunity for the participation of women in political and public life, building national mechanisms for the advancement of women, preventing violence against women, and encouraging women's participation in conflict prevention and post-conflict reconstruction.

During 2013, ODIHR continued to implement its two programmes in areas requiring more concentrated gender equality efforts namely promoting increased participation of women in politics and implementing activities related to human rights, gender and the security sectors.⁶¹

⁶⁰ A full list of ODIHR's gender mainstreamed projects and activities can be found in Annex III.

⁶¹ The full report on ODIHR's activities in this area can be found in Annex II.

2.7 Press and Reporting

Under the Gender Action Plan, the Press and Public Information Section (PPIS) of the OSCE Secretariat is tasked to encourage gender-balanced reporting and awareness raising – as and when appropriate – on meetings, seminars, special events, reports, case studies and developments related to the implementation of the OSCE commitments on gender equality. The main outcome of the Section’s work includes providing a balanced representation of OSCE activities to the media and public audiences with respect to gender and encouraging press and web focal points throughout the OSCE structures to do the same. This is achieved through oversight of press and public communications materials, including press releases, news items, social media and multimedia items, as well as factsheets for each Field Operation, Institutions and Secretariat Units, taking special care to use gender appropriate language throughout.

PPIS joined the social media campaign “One Billion Rising” against domestic violence and created a clip of the Secretary General and the Senior Adviser on Gender Issues showing their support. This was a great visibility tool, and succeeded in getting more than 1,500 views on YouTube. It also has more than 50 interactions on Facebook.

For International Women’s Day in 2013, PPIS orchestrated a social media campaign based on the slogan ‘We want respect, not just flowers’ – one of the most successful campaigns PPIS has run on Facebook. In total, it got 250 likes, 79 shares, and was seen by 14,024 people. The campaign involved the Secretary General, the Gender Section, Heads of Mission, and Delegates.

At the PPIS annual roundtable for communications staff from across the Field Operations and Institutions, the Section ensured balanced gender participation and incorporated a discussion on effective ways of gender mainstreaming our PPIS communications strategy to ensure balanced and fair representation of women and men in our outreach, engagement and communications output.

Highlighting the publication in October of the Guidance Note on Gender-Responsive Mediation by the Gender Section, PPIS published a series of interviews with Ambassador Erwan Fouere, former OSCE Special Representative for the Transdniestrian settlement process, Annika Karlsson, Regional Manager for

the South Caucasus and South Asia at the Swedish foundation Kvinna till Kvinna, and John Ruhoff, a Swiss diplomat in Istanbul to reflect on the topic and the benefits of such an approach.

To coincide with the conference organized by the OSCE Gender Section and UN Women in Almaty in November 2013 on conflict prevention, resolution and rehabilitation, PPIS compiled a special on line feature “Does peace need women?” – showcasing interviews with conference participants and highlighting the important role women play in peace-building.

In December 2013, PPIS organized a photo exhibition for OSCE Delegations at the Hofburg Congress Centre in Vienna, on celebrating the OSCE’s work in combating gender-based violence. The exhibition, which was also published online as a photo gallery, profiled the initiatives undertaken and work done by OSCE Field Operations and Institutions.

The OSCE magazine, Security Community, whose editorial board includes the OSCE's Senior Gender Adviser, continued to publish a range of articles highlighting gender equality and gender issues over the course of 2013. These included articles on a project in Denmark pairing up refugee and immigrant women with Danish women mentors, the experience of women in peacekeeping missions, a story about a young woman lawyer in Rome who was able to create a precedent in getting compensation for trafficked Nigerian women in Italian courts, changing attitudes in a Kyrgyzstan village towards women who are victims of rape or domestic violence and the role of women in the peace process in Afghanistan.

2.8 Conclusions

The responsibility to implement the commitments on gender mainstreaming extends to all staff and leadership across the OSCE and has been highlighted as a priority for the Organization. Of the reported 332 gender mainstreamed projects from the OSCE structures, 219 (66 per-cent) included targeted actions on gender, while the remaining 126 (34 per-cent) were participatory in nature. This reporting period was the first year after many in which the number of gender mainstreamed projects in the OSCE decreased. However, it should be noted that the percentage of projects reporting targeted action stayed the same. The lower number of gender mainstreamed projects is most likely due to the reorganization of the

programming structure and streamlining efforts in some Field Operations. Nevertheless this information is an important reminder that gender mainstreaming requires ongoing and continuing effort and that awareness raising of the positive impact of gender mainstreaming on the Organization's operational effectiveness is paramount.

In the first dimension as in previous years there are a majority of projects that are participatory in nature leaving only 44 per-cent of the projects as targeted. This is the lowest ratio of targeted projects of all the dimensions.⁶² Even so, this represents an increase by two per-cent compared to the previous reporting period. Although there is a slight increase in targeted projects, there needs to be more effort to assist staff in the first dimension to identify entry points for gender mainstreaming and developing project proposals that include a robust gender analysis. Steps to enhance the implementation of MC.DEC/14/05 on women's participation in OSCE conflict prevention, crisis management and post-conflict rehabilitation as well as UNSCR 1325 on Women, Peace and Security should be identified at senior management level to ensure that OSCE projects in the first dimension have the potential to address the capabilities and vulnerabilities of both women and men. Several Field Operations have, however, continued support to host countries in the implementation of Women, Peace and Security commitments and have continued to work along the principles of Women, Peace and Security even though the host country has not developed a national action plan. Furthermore, the Gender Section has supported awareness raising activities and developed several analytical tools to assist participating States in their work to enhance security of both women and men. Another example of innovative work is that being done on anti-terrorism issues, which includes several gender-related perspectives on VERLT not previously considered.

In the second dimension, there has been a rapid increase of 13 per-cent of projects reporting targeted action as compared to the previous reporting period. The number of projects that are gender mainstreamed remains at roughly the same level (46 projects in this reporting period compared to 44 in the previous) which is the lowest number of gender mainstreamed projects reported across the dimensions. Bearing in mind the that economic empowerment, especially that of women, has been cited in a number of studies to be one of the key factors for

⁶²In the previous reporting period 42 per cent of the projects in the first dimension were targeted compared to 44 per cent in the current reporting period.

stability and peace, increased efforts should be made to include a gender analysis in the projects developed in the second dimension. Discrimination against women persists and inequality is evident at all levels of the economy. OSCE projects should step up efforts to tackle this problem as more needs to be done to achieve not only de jure but also de facto gender equality in the OSCE region, including the participation of women in the economic sphere and at all levels of decision-making processes.

The third dimension continues to report the highest number of gender mainstreamed projects but has also seen the greatest decrease of projects in the current reporting period with 206 projects compared to 244 in the previous reporting period. A similar trend can be seen in the number of targeted projects with a decrease of eight per-cent. The targeted projects continue to be substantial and focused on empowering women through fulfilling the goals of the Gender Action Plan on: support for the integration of a gender perspective in legislation, promotion of non-discrimination and equal opportunities, strengthening leadership and increasing women's political participation and in decision-making.

Due to the nature of the Gender Action Plan (no indicators or baseline), it is hard to draw any firm conclusions on progress or otherwise of the contribution made by these projects without practical guidance and mechanisms to measure the impact of efforts throughout the Organization and its participating States. The OSCE has the potential to produce reports that monitor and evaluate progress as efficient reporting structures are in place. These could also be used to monitor progress of implementation. Furthermore, a baseline could be identified to measure progress and indicators developed to assist evaluation for the Organization to acquire a full understanding of the impact of its activities and areas that need to be improved.

Chapter 3: Progress Made in the Priority Areas of Achieving Equality between Men and Women in Participating States

Pillar Three of the Gender Action Plan defines six priority areas in the effort to achieve gender equality in the OSCE region. They are:

- Establishing a non-discriminatory legal and policy framework;
- Preventing violence against women;
- Advancing the participation of women in political and public life;
- Promoting women's participation in conflict prevention, crisis management and post-conflict reconstruction;
- Endorsing equal opportunities for women in the economic sphere;
- Creating national mechanisms for the advancement of women.

This chapter will focus on Gender Responsive Budgeting as a tool for gender mainstreaming in OSCE participating States.

Background

The year 2014 marks the 10th anniversary of the adoption of the 2004 OSCE Action Plan for the Promotion of Gender Equality (MC.DEC/14/04), the basic OSCE document on gender equality, developed in compliance with the relevant international legal framework. This gives OSCE structures, participating States and Partners for Co-operation a unique opportunity to reflect on what has been achieved over the past decade in terms of integrating a gender perspective into comprehensive security, and especially important, to look at what remains to be done to fulfil agreed commitments. It also represents an occasion to reflect on how equal access to resources, services and opportunities for all sections of the population, for example men and women, minorities and rural and urban residents, is a prerequisite for achieving results across the three dimensions of comprehensive security. Performance budgeting, one type of which is gender responsive budgeting, is a strategy or tool to promote equality. The goal of this chapter is to raise awareness on good practices participating States have developed using gender responsive budgeting as a tool for gender mainstreaming.

Understanding Gender Responsive Budgeting (GRB)

Government planning, programming and budgeting processes have a critical impact on the advancement of gender equality and the fulfilment of women's rights. If a gender perspective is not applied to these processes the outcomes may in fact reinforce existing inequalities, discrimination and negative stereotypes.

The effects can be particularly detrimental for equality initiatives in times of financial crisis when governments employ austerity measures in order to reduce public deficits and debt. In these difficult contexts a gender perspective can ensure that government planning and budgeting processes continue to contribute towards equality instead of placing an unfair burden on any particular segment of the population. For example, women's gender roles in many societies include an unequal burden of care for children and the elderly, so when budgeting cuts focus on education and health services the impact is disproportionately felt by women. But gender gaps exist in a wide range of sectors other than education and health, including employment, rule of law, justice, police services, food policies, and public transportation.

Just as different sectors may have an impact in different ways on some men and women, different budget components also have diverse affects. For example, revenues based on income taxes or capital gains affect men disproportionately as they have on average, in most OSCE contexts, a higher income and own more businesses. On the other hand, revenue from service user charges, such as from education, water or health services, may disproportionately impact on women, given their predominant caregiver role.

GRB is a tool designed to promote equality in a wide range of thematic issues and refers to the process of "identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets." GRB initiatives also analyse the impact of revenue-raising policies as well as the allocation of domestic resources from a gender perspective. The allocation of Official Development Assistance (ODA) towards foreign policy goals is also analysed from a gender perspective by many bilateral aid agencies as well as the OECD Development Assistance Committee, the United Nations and other international organizations through "gender marker" systems. This allows information to be collected on how well governments are meeting goals on

mainstreaming gender in humanitarian, development, peacebuilding or political programmes.

The goal of gender responsive budgeting is to create an evidence base of how policies and budgets contribute, or do not contribute, to equality and simultaneously build capacity among civil servants in the government finance sector to understand the impact of their work on gender equality, and at the same time to build capacity among civil society to monitor and demand accountability from governments for planning and budgeting processes.

Throughout the OSCE region a wide range of governments at national, regional and local levels have employed gender responsive budgeting tools to reduce corruption, increase accountability and transparency in planning and budgeting processes and contribute towards gender equality. Key partners in these initiatives have included civil society, parliaments and regional and international organizations.

GENDER RESPONSIVE BUDGETING IN OSCE PARTICIPATING STATES

National level Initiatives

Austria

The promotion of gender responsive budgeting in Austria started with the establishment of the Inter-ministerial Working Group on Gender Mainstreaming in 2000, tasked with supporting and facilitating the implementation of gender mainstreaming and gender budgeting in all federal ministries and at all political levels. In 2004, gender budgeting was introduced at the federal level in Austria: the government's overall goal was for a gender perspective to be mainstreamed in all budget policy measures of the ministries. This was followed by an amendment to the Federal Constitution in 2008 that obligated government entities at all levels to include a perspective of gender equality in its budgetary management. In accordance with this amendment, the federal budget in 2009 introduced for the first time, a gender equality component.

The Federal Budget Law of 2013 contained detailed regulations on performance-oriented budget administration, including consideration of the objective of effective equality of women and men. As of 1st January 2013 each federal ministry and supreme state organ has to determine gender equality outcomes for societal aspects of their activities. In order to do this, gender-specific indicators, data and information were required and had to be built into data collection systems. Next, federal authorities defined concrete measures and indicators in order to realize and monitor the respective gender equality outcome.

The 2013 Federal Budget Law and the Regulation on the Presentation of Information on Outcome Orientation in the Annual Federal Budget Statement and the Explanatory Budget Documents regulate the details of gender budgeting application regarding outcomes, outputs and indicators. The details of the outcome orientation are elaborated in the Strategy Report on the Medium-Term Expenditure Framework. In the yearly planning, the gender equality outcomes and outputs are set out in the Annual Federal Budget Statement for each budget chapter as well as in the Explanatory Budget Documents on the detail budget.

In the same year when the Inter-ministerial Working Group on Gender Mainstreaming was established, the Austrian civil society initiative "Watch Group: Gender and Public Finance" began its activities. Since then the group has been successful in encouraging NGOs, opposition parties and government to engage with the concept and practice of gender budgeting. In 2002, for example, the Group published a book which gives an overview of international experience of gender budgeting, experience and adaptations in the Austrian context and approaches to engendering the Austrian federal budget. The book called on the government in Austria at all levels to introduce meaningful gender budget initiatives into government policy and proposed ways forward.

[United Kingdom](#)

Gender Responsive Budgeting in the United Kingdom has been promoted through civil society- the Women Budget Group (WBG). Founded in 1989, the WBG is composed of feminist economists, policy experts, researchers, trade unionists and activists whose ultimate goal is to ensure women's financial independence as a prerequisite for their greater autonomy in professional and family life.

In general, the WBG has devoted most of its efforts towards awareness- and capacity-building at the governmental level of the gendered impact of the budgetary process. The WBG provided Government officials and Ministers with comprehensive analysis on such issues as tax credits, productivity, work-life balance and childcare provision. It analyses both taxes and benefit programmes as well as spending programmes from the perspective of how these budget components impact men and women differently.

For example, in 2002 when the UK Government introduced a spending programme aimed at promotion of economic and employment opportunities for all citizens, the WBG conducted an analysis of the 'The New Deal for Young People' (NDYP), and 'The New Deal for the Long Term Unemployed' (NDLTU) sub-programmes and came to the conclusion that although these programmes were open to all individuals and were thought to be gender neutral, they contained a significant gender imbalance in terms of participation and expenditure. The analysis provided to the government by civil society led to a new collaboration in 2003 between the Women Budget Group and the government's Women and Equality Unit (since 2007 called the Government Equalities Office). A Gender Analysis of Expenditure project was launched by the Women and Equality Unit across several government departments and resulted in increased ability by civil servants to conduct a gender budget analysis of their planned expenditures.

Sub-national level Initiatives

Albania

The Municipality of Elbasan in central Albania is one of the few municipalities in the country to carry out participatory budgeting (PB). Every year the municipality commits to allocating approximately 30 per-cent of its locally raised revenue towards projects identified by citizens living in the municipality. The process lasts for approximately two to three months and is managed by municipal employees. The city is divided into 23 neighbourhoods in which all citizens are invited to participate in town hall meetings where discussions take place. A list of projects proposed by citizens to be funded is drawn up. In each meeting, citizens elect one person to represent them in an ad hoc "central commission". The role of the commission is to review all projects proposed by citizens, and select several (on the basis of predefined criteria) which are then submitted to the City Council for

final approval. The municipality monitors the process in an attempt to record progress in order to demonstrate achievements to citizens.

In 2007, the municipality wanted to learn whether and how the PB process was engaging women's voices and addressing women's needs. A locally-based NGO observed ten neighbourhood meetings which were selected in such a way to ensure a mix of city-based and more rural-based neighbourhoods with varying levels of socio-economic development. The meetings were monitored to see how many women and men participated, how active they were in the discussions, how/if the content and inputs differed between men and women and how/if the municipality was seeking to address these voices.

The results of monitoring showed that in general the number of women participating in the town hall meetings was smaller than that of men. Of the 200 women who attended the ten meetings monitored, only 30 were active participants out of a total of 635 participants. In some meetings, women were sitting together on one side of the room and men were sitting on the other side, and the facilitator of the meeting focused attention on the active group of men, without encouraging women to express their views. When they did speak out, the priorities that women expressed were somewhat different from those of men, and reflected their role within the family and community.

To address the gender imbalance exposed by the research, a strategy was adopted in 2009 to increase women's quantitative and qualitative participation. This included a media campaign that stressed the importance of equal participation of women and men of all adult ages, awareness-raising among local women through NGOs, and training sessions for town hall facilitators on how to encourage women's participation. After the awareness-raising approximately 30 per-cent to 50 per-cent of participants in the town hall discussions were women, as compared to 10 per-cent to 30 per-cent in previous years. Moreover, the central commission witnessed a marked increase in women's participation. In 2008, out of the 22 members, only three were women. In 2009, 11 out of a total of 23 community representatives were women.

Germany

The German Federal Government's inter-ministerial working group on gender mainstreaming founded a sub-working group on gender budgeting in 2003. This group of gender and budgeting experts initiated a feasibility study on gender budgeting that was conducted from 2005-2006. Several federal ministries in Germany have since taken steps towards gender budgeting as part of their gender mainstreaming process. Several German federal states now conduct gender analyses as part of their budget processes and at the local level gender budgeting initiatives have been undertaken by the cities of Berlin, Munich and Cologne.

Belgium

In 2001, Belgium, in co-operation with the OECD, UNIFEM and the Nordic Council of Ministers organized a high level conference entitled "Strengthening economic and financial governance: toward gender-responsive budgeting" and in 2007 Belgium introduced the Gender Mainstreaming Act. The objective of the initiative was to explore the feasibility of applying gender budgeting within federal government services and its activities. According to the Act, each government department had to detail its spending on actions targeted to achieve equality between women and men. The law called for the drafting of strategic gender equality objectives and the selection of priority actions at the beginning of the term of government, and for the development of gender indicators and sex-disaggregated statistics in all areas. It also obliged government departments to apply a gender mainstreaming approach in the award of government public tenders and contracts. One of the government institutions responsible for supporting the implementation of the law was the Institute for Equality of Women which designed and delivered training, prepared relevant handbooks and checklists, and developed necessary tools and methods for other government stakeholders. Further responsibility in respect to the implementation of the GRB initiative went the Interdepartmental Co-ordination Group, composed of senior staff from each ministry.

Denmark

During 2004-2006, the Nordic Council of Ministers ran a joint project, with participation from all Nordic countries. The main aim of the project was to establish co-operation between the Ministry of Finance and other relevant actors

for methods to assess gender equality in economic policy and to present experiences of integrating a gender perspective in the national public budget process and the national public budgets.

In Denmark, there has been co-operation between the Ministry of Finance, the Department of Gender Equality and the Ministry of Social Affairs, to conduct a gender analysis of rate adjustment pool funds distributed to older people from 2000 to 2004. The most obvious result of the project was the need for gender-segregated data when making a gender equality evaluation of resource allocation. Some of the projects incorporating a gender perspective showed a clear difference between the projects' impact on men and women. For example, the effect of preventive home visits was positive for women, but almost non-existent for men. In addition to this, the Danish project has produced tools designed to help implement gender equality evaluations of resource allocation in administration.

Finland

In Finland, the Government Programme of 2003–2007 committed the country to promote gender mainstreaming in the state administration. The first gender impact assessment of laws was already carried out in June 2002. The Government Plan of Action for Gender Equality 2004-2007 defined five areas of implementation for gender mainstreaming, one of which was the drafting of the budget. A gender impact assessment of the budget of the Ministry of Social Affairs and Health was conducted by the Government Institute for Economic Research, which examined the gender impacts of the main expenditure titles. Since this initial assessment the gender perspective has become an integral part of the guidelines for the preparation of the budget by the Ministry of Finance.

Greece

During 2013, the General Secretariat for Gender Equality (GSGE), the governmental organization in charge of gender equality issues in Greece, began developing methodologies and tools for monitoring and evaluating the integration of a gender perspective in all public policies. These tools and support are being provided to both Ministries of the central government as well as regional governments and municipalities. Support has been provided on conducting a

gender analysis of budgets and policies in all 13 regions as well as in 15 municipalities; for central level Ministries the public tender for expert support is still ongoing.

Three Working Groups have been established in the context of this work. The first Working Group has developed the Prototype System of Integration of Gender Equality in the form of three distinct Guides. The Implementation Guides serve to combine theoretical and methodological approaches and provide examples to enable Ministries, Regions and Municipalities to integrate gender equality in budgets, policies and actions. The second and third Working Groups have the task of implementing the Prototype System of Integration of Gender Equality in Local and Regional Government and to serve as liaisons between organizations/agencies or Municipalities/Regions, the GSGE and those responsible to implement the pilot programmes on gender equality in the Central Administration. During the elaboration of the Gender Equality Action Plans for ministries, regional governments and municipalities, there is a basic obligation to include specific gender-oriented measures and actions, cost them and introduce gender budgeting methods to the budget procedures of Ministries, Regions and Municipalities.

Italy

In 2000, the Ministry for Equal Opportunities organised a seminar for local administrators from all over Italy on gender responsive budgeting. This seminar led to a number of local administrations becoming active on this issue in coordination with their local equal opportunity units and relevant financial authorities. The Emilia Romagna Region, for example, analysed the effects of regional government programmes and expenditures on the labour market. The Province of Genoa organised training on gender responsive budgeting and conducted a review of the budgeting procedure from a gender perspective. The Marche Region commissioned a gender analysis of budgets in the areas of social policy, health care, regional development and transportation designed to identify equality gaps and propose solutions.

Kyrgyzstan

Four workshops have been conducted jointly by the government and UN Women on the use of GRB instruments in four provinces of Kyrgyzstan (Issyk-Kul, Naryn,

Osh and Djalal-Abad) for 84 participants/ local activists to ensure well informed participation of civil society in local development planning processes. Based on the instruments provided at the workshops, gender advocates in four municipalities applied GRB methodology and carried out monitoring analysis of local budgets on social spending, including local budgets of two cities – Osh and Kyzyl-Kia - and two rural municipalities in the south- Kyzyl-Kishtak and Barpy. The results of these assessments are being finalised and will be used in 2014 for advocacy and lobbying campaigns.

The national government is now partnering with UN Women to mainstream gender priorities in the Budget call circular. The gender mainstreamed call circular was drafted by the Ministry of Finance and Ministry of Economy, and is being reviewed by leading national financial and budget experts. Once reviewed, the circular will be submitted to the leadership of the Ministry of Finance for approval. The process of developing budgets in the new format is in the initial stage.

To strengthen capacity and accountability of key government actors to implement gender equality commitments in national planning and budgeting systems, training is being continually provided to the staff of key ministries through gender sensitization and introductory GRB seminars. Three civil servants from the ministries and Prime-Minister`s office have been trained on GRB at the Moscow Centre of Excellence (Russian Presidential Academy of National Economy and Public Administration (RPA NEPA)). In addition, based on needs identified in the Ministry of Finance and the Ministry of Economy a capacity-building training module, including electronic courses, was developed for civil servants on gender responsive programming. The government plans to incorporate the e-courses into the Curricula of the Training centre under the Ministry of Finance. Additionally, advocacy efforts will be supported to integrate the e-courses into formal qualification requirements for civil servants.

[The Former Yugoslav Republic of Macedonia](#)

In the Former Yugoslav Republic of Macedonia the Ministry of Health partnered with civil society and research institutions in 2008 and 2009 to undertake a gender analysis of the new healthcare policy and budget and to assess the social and economic costs of domestic violence. The objective was to demonstrate and promote the use of gender sensitive analysis in policy and budget making in order

to ensure a more equitable distribution of government resources and explore the implications of health care policy measures on women's unpaid care work.

Luxembourg

In 2007, the City of Esch-sur-Alzette initiated a process of Gender Budgeting through the gender -disaggregated analysis of the impact of budgetary spending in the areas of sport, culture, children and youth. In 2011 the city established a municipal action plan for equality of women and men that addressed some of the gaps identified in the analysis of the different policy areas. These include an annual sex disaggregated analysis of the impact of public spending, budget objectives and measures relating to equality between women and men, taking into account age and the factor of integration for various projects in the areas analysed (sport, culture, children, youth), and the creation of indicators to measure equality between men and women and equal opportunity.

Based on these lessons the municipality also included a gender budgeting perspective into Urban and Local Planning objectives in terms of integrating an analysis disaggregated by sex of the impact of public spending and a set of goals and measures relating to equality between women and men and equal opportunities for projects in the areas of sport, culture, children and youth (including sports, cultural and educational facilities).

Norway

Since 2002, the Ministry of Children and Family Affairs has co-ordinated an initiative aimed at mainstreaming a gender perspective in the Norwegian state budget. Three consecutive Government budget proposals (2003, 2004, and 2005) included an annex presenting gender analyses relating to a broad variety of budget areas across ministries. A Committee of State Secretaries on Gender Equality has been entrusted by the government with responsibility for developing the gender budgeting process. Some systematic gender based assessments of programmes resource allocation have resulted from this process in the areas of youth policy, food production and reindeer husbandry.

Poland

The “Gdansk Gender Budget Initiative” was launched in 2005 as a pilot project on the local level by the Gdansk city authorities and the civil society organization NEWW-Polska. An important aspect was the co-operation with gender budget analysts from other countries (e.g. from Germany) as well as close work with Gdansk City Hall officials. At the beginning statistical data was collected from various government and non-government institutions on four focus issues: domestic violence, unemployment and the labour market, health and education.

The next stage was to develop questionnaires and collect data required for a gender analysis of budgets. Institutions that play a key role in strategic planning and decision making in Gdansk were closely involved. NEWW also received information from local NGOs about the initiatives carried out in Gdansk that concerned the labour market. Recommendations were based on other good practices in the region and the information was published and shared widely with other municipalities in Poland interested in trying similar initiatives (e.g. Warsaw and Cracow). Recommendations concentrated on identifying gender perspectives in macroeconomic and regional budget analysis.

Russian Federation

In March 2011, the Russian Presidential Academy of National Economy and Public Administration (RANEPA) partnered with UN Women to establish a Regional GRB Centre of Excellence (called the International Centre for Gender Budgeting and Management) for the Russian Federation and CIS governments to train civil servants. The main objective of the Centre was to generate, collect and disseminate knowledge to train GRB trainers and civil servants in GRB methodology for its practical application in preparing and implementing budgets at all levels. Countries whose civil servants have attended trainings and expert seminars at the Centre include the Russian Federation, Kazakhstan, Kyrgyzstan, Moldova, Tajikistan, Ukraine, and Armenia. The Centre both trains GRB trainers and develops GRB tools, as well as provides educational services to CIS partners. An agreement on co-operation on increasing civil servant capacity in GRB was signed between RANEPA and educational institutions in other CIS countries. The agreement includes establishing a system of GRB knowledge-sharing for trainers and civil servants in CIS countries, preparing and publishing GRB teaching

materials, and increasing the capacity of civil servants in the practical application of gender planning and budgeting tools in their professional areas.

One of the main challenges has included the lack of adequate sex disaggregated data that can provide information for the analysis of budgets. Despite this there has been interest from other countries to access the knowledge collected through the Centre for Excellence. Azerbaijan, Belarus, Turkmenistan, Uzbekistan, and Georgia have expressed their intention to take training courses at the International Centre for Gender Budgeting and Management and educational institutions in different CIS countries have expressed their willingness to become partners of an extended training network.

Serbia

In 2007, the Autonomous Province of Vojvodina (APV) in Serbia began implementing gender budgeting initiatives at the local and provincial levels. Key stakeholders include the Provincial Secretariat for Labour, Employment and Gender Equality of the AP of Vojvodina (PSLEGE), civil society organizations, and local authorities. The PSLEGE of the AP of Vojvodina has been working on mainstreaming gender into policy, planning and budgeting processes at the provincial level since April 2008, supported with technical expertise from UNIFEM (now part of UN Women). As a result of its work, the Budget Guidelines issued by the provincial APV's Secretariat of Finance for 2009 included a reference to gender equality.

Civil society partnered with local government in other regions of Serbia as well to train the number civil servants on gender responsive budgeting and supported gender analyses of local budgets in selected sectors in three Serbian towns (Valjevo, Kragujevac, and Pančevo). In Bački Petrovac, a municipality in Vojvodina, the local government provided staff with capacity building to understand gender responsive budgeting, and undertook an analysis of the budget and relevant policy and strategic documents of the municipality in order to identify inequalities and propose new initiatives.

Sweden

Sweden's first efforts to mainstream gender in different budgetary processes focused on the sectors of transport, regional development, and social security. In

2003 the National Action Plan for Gender Equality paid special attention as to how the State budgetary processes could be gender mainstreamed. In order to monitor the implementation of the Plan by each Ministry, respective indicators were developed and a qualitative external evaluation was undertaken once every two years. Today gender mainstreaming mechanisms used in the budget process are a part of the regular responsibility of each government ministry co-ordinated by the Ministry for Integration and Gender Equality. The Swedish government integrated gender into the budgetary process by highlighting a gender perspective in decision-making materials that form the basis of economic policy, as well as through economic management and control of public agencies and by making sure that all official statistics in Sweden are disaggregated by sex.

Switzerland

The first debates on gender-responsive budgeting initiatives in Switzerland started as early as 1994 due to the joint efforts of the Swiss Public Service Union's women members, the Swiss Conference of Gender Equality, and the Public Services Federation. The co-operation between these organizations resulted in the publication in 1996 of an extensive study prepared by the Swiss Centre for Labour and Social Policy Issues (the BASS –Büro für Arbeits-und Sozial-politische Studien), which was later named "Saving on Women?" and revealed a very unequal distribution of public spending on men and women at various levels. This methodology was designed to enable a sex-disaggregated public expenditure analysis by examining 1) the benefit of public expenditure for women and men, girls and boys; 2) the direct and indirect impact of public spending and changes in public spending levels and patterns on women's and men's employment; and 3) the impact on women's and men's unpaid labour.

The BASS Method has been implemented also by the Canton of Basel-City and the City of Zurich in their gender-specific budget analyses. The first results of application of the BASS method in the Canton of Basel-City showed, for instance, that the Canton's expenditure slightly favoured men over women in the above three areas and provided some ideas for comprehensive reforms to achieve balance.

Ukraine

The inclusion of a gender perspective into the budgetary process in Ukraine is a result of joint efforts of the Finance Ministry of Ukraine, the Friedrich Ebert Foundation, UN Women, and the Swedish International Development Agency (SIDA). In 2011-2012, these partners studied how gender budgeting could be applied to the Ukrainian budgetary process and prepared examples of gender budgeting benefits in the Ukrainian context. As a result, key actors in Chernovtsy, Gorodok, Zhytomyr, Chugujev, Lutsk, Komsomolsk and Kherson evaluated the efficacy of gender budgeting as a tool for the solution of community issues and designed specific initiatives. In 2013 the lessons from these cases were applied to promote the inclusion of Gender Budgeting in financial and budget processes in other regions - Kharkiv, Lviv, Gola Prystan and Bakchisaray. Participating cities have been working on GRB initiatives in the spheres of women's entrepreneurship and employment rate growth (Lviv and Bakhchisaray), healthcare (Gola Prystan) and housing (Kharkiv). Cherkasy has been working on after-school education following Zhytomyr's experience.

Meanwhile Ukraine is undergoing a reform in the Public Finance Management system with a specific focus on a performance-based budgeting. This has proved to be a good opportunity for the introduction of a gender perspective in debates and discussions.

Gender Responsive Budgeting in Partners for Co-operation Countries

Egypt

The GRB initiative Egypt is a joint undertaking of the Ministry of Finance, the National Council for Women, academia and UN Women. Equal Opportunities Units (EOU) were established in all ministries within the Office of the Minister, and the EOU within the Ministry of Finance was the main coordinating body between all the partners. An analysis of the National Budget for 2002-2007 was conducted, in particular in the two sectors of Youth and Local Development and brief packages on GRB were developed and widely distributed among government stakeholders. Capacity building was conducted among the relevant Ministry of Finance employees and selected staff from other Ministries to track, monitor, and evaluate national and local public budgets from a gender and poverty perspective. Policy

recommendations on equal opportunity for women in the budget were then produced, in particular on how equal opportunities could be promoted through the national budget revenues and expenditures. Transparency in the budget formulation process was facilitated and the first Arabic e-learning platform was developed.

During the post-revolution phase a new Gender Responsive Social Budgeting Strategy was initiated with the aim of ensuring the efficiency of social spending, policy design and delivery mechanisms, as well as the stabilization of social policy in Egypt and the equitable distribution of resources among marginalized and vulnerable groups. Capacity development of all local budget employees in 25 governorates in five sectors (Health, Education, Manpower, Social Security and Food Security) was conducted and the Arab e-learning knowledge hub was launched. The main challenge in the integration of a gender perspective into the national financial policy in Egypt has proven to be a lack of sex-disaggregated data and the absence of necessary performance measuring criteria.

Morocco

In 2002, Morocco launched a results-based budget reform process. In 2003 the Ministry of Economy and Ministry of Finance partnered with UN Women to make gender responsive budgeting part of this reform process. Since 2005, a set of tools aiming at the facilitation of GRB has been adopted, among them guidelines on results-based budget reform including the gender dimension, for parliamentarians and NGOs and a training manual on gender responsive budgets. Since 2005, the Gender Budget Report, which is an instrument to assess public policies from a gender perspective, has been annexed to the annual Finance Bill. The GRB work in Morocco places particular importance on the collection of gender sensitive data, in particular through the drafting in 2007 of an exhaustive guide on gender-responsive statistics. This led to a gender-sensitive Communal Information System for government departments developed by combining the Community Based Monitoring System and the Communal Information System (both developed by the General Directorate of Local Authorities).

Since 2012, the Gender Budget Report has adopted a gender-based analysis of budgets including the human rights perspective. The new approach is tied to the special emphasis placed by the government on strengthening participatory

processes. A collective of 20 NGOs working on GRB was established in 2009 and in 2012 this coalition led an advocacy campaign for the consideration of gender in the new reform of the organic Law of Finance. A GRB Centre of Excellence is now being established in Morocco by the government. The centre shall be a mechanism to enhance the exchange and sharing of expertise and best practices at the national and international levels.

Conclusion

Gender responsive budgeting can be an important tool in creating equal opportunities for men and women. As the experiences outlined above demonstrate, a number of OSCE participating States have undertaken significant efforts at both the national, regional and local levels to implement GRB, often with the close support of civil society and other sources of technical expertise.

The OSCE 2004 Gender Action Plan calls for the integration of a gender perspective in all policies, programmes, projects and activities of the OSCE as well as in national policies of OSCE participating States. Mainstreaming gender in budgetary processes should be understood as an integral part of these efforts and as one part of mainstreaming gender throughout all actions (mainstreaming gender throughout the chain of planning, budgeting, implementation and evaluation).

Gender responsive budgeting is thus a strategy for improving the effectiveness of actions. This leads to an increase in equality and improved progress towards the ultimate OSCE goal of comprehensive security. "Efficiency and effectiveness" is also one of the key directions of the Helsinki +40 policy process. In the context of considering possible budgetary reforms within the organization it seems clear from the above evidence and experience that performance budgeting and gender responsive budgeting provide important lessons for improving operational effectiveness towards achieving equality and stability across the three dimensions.

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Chapter 4: Recommendations and Strategic Priorities

As 2014 marks the 10th anniversary of the Gender Action Plan for the Promotion of Gender Equality (MC.DEC/14/04), this year's Annual Evaluation Report provides a good opportunity to take stock of the achievements that the OSCE structures as well as participating States have accomplished over the past decade in promoting gender equality in the OSCE region and to provide strategic recommendations that address existing challenges in a systematic and forward looking way.

There has been clear and constant progress in the implementation of the 2004 Gender Action Plan over the years. However, further steps might be taken by the OSCE executive structures, the Chairmanships and the participating States to improve execution in all areas. Continuing challenges have been identified over the years based on input from and consultations with Field Operations, Secretariat departments and Institutions as well as participating States and this has led to continuous improvement of implementation of gender-related commitments.

But 2014 offers the unique opportunity to move on to a new stage of the OSCE's engagement on gender mainstreaming and promoting gender equality. A Gender Equality Review Conference, the first one ever held in the OSCE, will take place on 10-11 July 2014 in Vienna, organized by the Swiss Chairmanship, the Secretariat and ODIHR. The conference will gather gender experts from all over the OSCE region, including representatives from government and civil society, and thus will enable substantive and comprehensive discussions across the three dimensions and on structural issues.

By holding the Review Conference, the Chairmanship, the Secretariat and ODIHR are following up on one of the recommendations from last year's Annual Evaluation Report. Since the beginning of this year the OSCE executive structures have been working on realizing another recommendation put forward last year – the development of an implementation strategy for the 2004 Gender Action Plan. For this purpose, a task force was set up in the Secretariat representing all departments and units, and other OSCE structures, including Field Operations and Institutions, are working on tailor-made action plans and roadmaps for improving the implementation of the Gender Action Plan, as well. This includes the development of targets, timelines and indicators for OSCE structures to reflect implementation, strengthening the Gender Focal Point network in the Field

Operations, Institutions and Secretariat departments and enhancing the inclusion of a gender perspective in programmes, project activities, budgeting and monitoring.

The following recommendations are framed against this background, in the context of the anniversary and the Gender Equality Review Conference, taking into account the upcoming 40th anniversary of the Helsinki Final Act in 2015 and the accompanying process of developing a new framework for modernizing the OSCE:

1. Reach substantial outcomes at the Gender Equality Review Conference

The Conference will raise awareness of the important contribution that the inclusion of a gender perspective makes towards achieving comprehensive security. Participants will have the opportunity to assess progress, validate the implementation strategy and raise awareness of activities and initiatives proposed and their importance in achieving the mandate of the OSCE. The event is also an opportunity to modernize and complement elements of the Gender Action Plan by endorsing an outcome document that would cover the following areas:

- First dimension: gender mainstreaming the conflict cycle;
- Second dimension: improving equal opportunities for men and women in the economic area, also in times of economic crisis;
- Third dimension: enhancing the participation of women in political and public life and strengthening efforts to combat gender based violence;
- Strengthening implementation, coordination and co-operation across all OSCE structures and in participating States.

The outcome document endorsed at the Conference should be substantial and guide the OSCE and its participating States on the implementation of gender-related commitments in a more systematic, comprehensive and effective way. Ideally, the document – or special parts of it – would be adopted formally by the Permanent Council or the Ministerial Council.

2. Create a Gender Equality Network

The lack of data provided by participating States on the implementation of commitments has been identified as a gap area since the adoption of the Gender Action Plan. While significant progress has been achieved in the first two pillars of the Gender Action Plan, challenges still remain to identifying clear progress in the third pillar – implementation of commitments in participating States in six priority areas – in part because no systematized method of information exchange or data collection exists, which could contribute towards tracking the efforts participating States have undertaken to implement these commitments. The six priority areas are:

1. Establishing non-discriminatory legal and policy frameworks;
2. Preventing violence against women;
3. Promoting the participation of women in political and public life;
4. Promoting women's participation in conflict prevention, crisis management and post-conflict reconstruction;
5. Promoting equal opportunities for women in the economic sphere;
6. Creating national mechanisms for the advancement of women.

Currently the OSCE executive structures co-operate with participating States on the implementation of their gender-related commitments in particular through the Field Operations and their network of gender focal points. Among other tasks and responsibilities, this internal network assists with sharing information and data on gender equality issues, sharing good practices, lessons learned and experiences and disseminating information on events. However, this exchange gives insight only on the implementation of gender-related commitments of those participating States hosting Field Operations.

A network of national representatives at the strategic policy level from all participating States would help in closing this gap and would make an important contribution to enhancing implementation under the third pillar of the Gender Action Plan in the whole OSCE region. Challenges to implementing gender equality commitments are not specific to any OSCE country and for this reason it is important to bring together representatives from all 57 participating States to give them opportunities to exchange information with each other, strengthen their interaction with the OSCE structures and improve data collection.

As an important aspect of its activities, the OSCE Gender Equality Network should partner with other international organizations in the coordination of requests for input from national states on gender equality issues and find ways to align timelines and maximize synergies in this respect. A number of international organizations ask for information from states through different questionnaires that are often on similar issues such as gender mainstreaming, women, peace and security, or women's participation in the labour market. National stakeholders and gender focal points have repeatedly complained about the overlap in requests for information and data and have asked for increased coordination among organizations such as the OSCE, Council of Europe, UN Women, UNDP, EU, OECD and others. The OSCE Gender Equality Network could play an important role in creating synergies between these organizations in the area of gender equality.

3. Gender mainstream the Helsinki +40 process

Efforts to modernize the Organization have been going on for the last few years. With the initiation of the Helsinki +40 process they have been substantiated and focused on concrete areas which are:

- CFE and Arms Control
- Conflict Cycle
- Protracted Conflicts
- Transnational Threats
- Economic and Environmental Dimension
- Human Dimension
- Efficiency and effectiveness
- Partners for Co-operation and International Organizations

Gender mainstreaming the eight clusters of the Helsinki +40 process would fully meet existing gender-related commitments as outlined in the Gender Action Plan and subsequent Ministerial Council Decisions on gender equality.

Conclusions

In the year of the 10th anniversary of the Gender Action Plan the OSCE has the unique opportunity to review and enhance the implementation of the 2004 Gender Action Plan throughout the executive structures and in participating States. These recommendations seek to reaffirm the importance of including a gender perspective in efforts towards achieving comprehensive security and to propose initiatives for accomplishing a more systematic, strategic and forward looking approach to the implementation of gender equality in the OSCE and its participating States.