

REPORTING ON WOMEN, PEACE AND SECURITY IN THE FRAMEWORK OF THE ANNUAL INFORMATION EXCHANGE ON THE CODE OF CONDUCT ON POLITICO-MILITARY ASPECTS OF SECURITY

Analysis of voluntary answers pertaining to Women, Peace and Security as provided in the Annual Information Exchange on the Code of Conduct on Politico-Military Aspects of Security

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Introduction

Since 1994 the OSCE and its participating States (pS) have in the Forum for Security Co-operation (FSC) solidified their commitment to a comprehensive security concept that includes the recognition of the importance of democratic civilian control of security forces. In 1994, the Code of Conduct was created as a means for security sector governance and it oversees the relations between pS asking them to implement all agreed confidence-and security building measures and arms control agreements. Moreover, the Code obliges pS to provide for democratic oversight of their armed, internal, para-military and intelligence forces as well as the police.

Since 1999, the pS have had an annual exchange of information on the national implementation of the Code of Conduct on politico-military aspects of security. This annual exchange of information constitutes an important confidence- and security-building measure and contributes to greater understanding between the pS regarding their policies and planning in the security sector.

The information exchange is based on a questionnaire which was last updated in 2009 (FSC.DEC/2/09). When adopting this decision, 17 pS¹ attached an interpretative statement that they would include voluntary reporting on the implementation of Women, Peace and Security, in line with the commitments to human rights and fundamental freedoms for all, without distinction as to race, sex, language or religion, as outlined in the Helsinki Final Act. The respective pS found that “the Questionnaire should also have reflected the 2004 OSCE Action Plan for the Promotion of Gender Equality in accordance with Ministerial Decision No. 14/04, as well as Ministerial Decision No. 14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation — aiming at enhancing the implementation of the UN Security Council resolution 1325 (2000)”.

In 2011, the FSC offered a reference guide for the annual information exchange when adopting the decision FSC.DEC/5/11. 30 pS² attached an interpretative statement which contained an indicative list of questions for the reporting on Women, Peace and Security.

In the course of the discussions in the FSC of how to improve the implementation of UNSCR 1325 commitments in the OSCE and its pS, the question about the quality of pS reporting on their activities in this regard was raised. The lack of analysis of the voluntary reporting on Women, Peace and Security in the Questionnaire was highlighted which meant that valuable information was not being used to inform policies. In order to fill this gap the Gender Section therefore volunteered to review and analyse the responses, in line with its mandate stemming from the 2004 OSCE Action Plan for the Promotion of Gender Equality and MC.DEC.14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation.

The present analysis looks at 34 responses (as of 10 July 2013) to the Questionnaire regarding Women, Peace and Security reporting. It additionally looks at problematic aspects of the indicative list and how the reporting can be improved. The structure of the analysis follows the classification of the indicative list and reports under the headings of Prevention, Participation and Protection and other information.

¹ Canada, Czech Republic, Denmark, Estonia, Finland, Germany, Iceland, Ireland, Latvia, Lithuania, the Netherlands, Norway, Portugal, Slovakia, Sweden, Switzerland and the United Kingdom.

² EU member states, in addition to Canada, Iceland and Norway. All pS that signed the interpretative statement in 2009 (FSC.DEC/2/09) also signed the interpretative statement in 2011, except for Switzerland. So all in all, 31 pS committed to voluntary reporting on Women, Peace and Security.

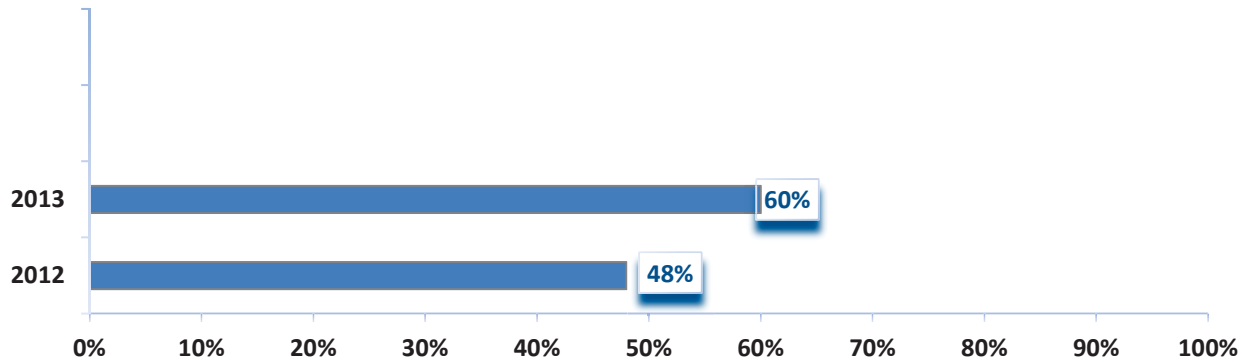
Overview of the 2013 Code of Conduct responses regarding information on Women, Peace and Security

- Thus far, 31 pS³ - including all of the EU member states - have signed the interpretative statement regarding the voluntarily reporting on issues pertaining to Women, Peace and Security. However, 5 out of these 31 pS that have signed to include voluntary information on Women, Peace and Security did not provide such information in their responses. In addition, nine countries⁴ that have not officially signed-up to voluntarily report, have chosen to add the information in the response to the questionnaire this year. All in all 34 pS have reported on Women, Peace and Security. It should be noted that out of these 34 pS two indicated not to maintain armed forces, but nevertheless reported on their activities in the field of Women, Peace and Security.
- Five pS chose to mainstream their replies throughout the national report, whereas a majority (62 per cent) of the respondents had a separate section devoted to Women, Peace and Security that roughly followed the indicative list. Five pS reported on Women, Peace and Security throughout the report and additionally included detailed information in an annex.
- Many respondents (47 per cent) based their reporting to a varying extent on the indicative list as suggested in the interpretative statement attached to FSC.DEC/5/11. However, none of the respondents followed the format of the indicative list completely.
- 18 out of the 34 respondents (53 per cent) did not use the format suggested in the indicative list. However, they did provide some information requested in the different sub-items of the indicative list. Their responses were therefore included in the statistical calculations of this report.
- To sum up: 60 per cent of all pS (34 out of 57 pS) voluntarily reported on Women, Peace and Security in 2013.
- This is an increase of twelve per cent compared to the 2012 information exchange, where 48 per cent of all pS (27 out of 56 pS) submitted information pertaining to Women, Peace and Security.

³ EU member states in addition to, Canada, Iceland, Norway and Switzerland.

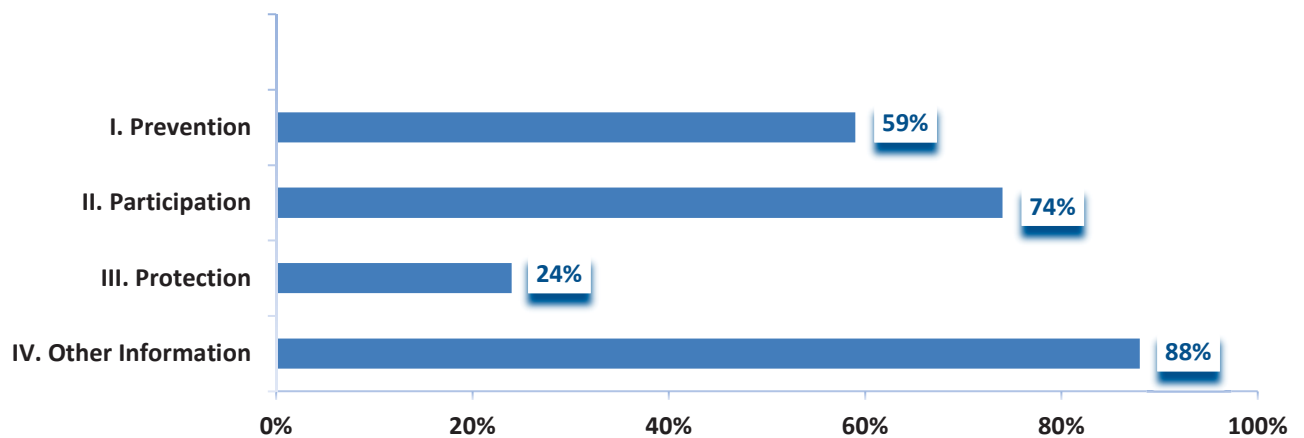
⁴ Albania, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia, Kazakhstan, Liechtenstein, Russian Federation, Serbia, Turkey, USA.

pS THAT VOLUNTARILY REPORTED ON WOMEN, PEACE AND SECURITY



- A high number of respondents provided information under section I on prevention (59 per cent) and section II on participation (74 per cent). Section III on protection received the lowest response rate of 24 per cent. A total of 88 per cent of the respondents reported under section IV, which included information on the development, implementation and evaluation of National Action Plans to implement UNSCR 1325.

RESPONSES TO THE SECTIONS OF THE INDICATIVE LIST



A. Prevention

Among the core commitments to Women, Peace and Security is the integration of women in the prevention of the outbreak of conflicts. In the context of the Code of Conduct this means looking at the strategies that participating States have developed to include adequate training of military staff as well as on the rights and special needs of women and girls in the military and in conflict. It further takes into account the military capacity for outreach to add women's reporting to the information collection in crisis and conflict areas, as well as to any subsequent conflict analysis. The inclusion of systematic gender analysis of areas at risk of conflicts should include gender disaggregated socio-economic indicators and power over resources and decision making. Another aspect of prevention is to set up structures which include reporting on violations of women's and girls' rights. Section 1 of the indicative list requests pS to report on prevention.

1. Measures to increase armed forces personnel. Understanding of the special needs and contributions of women in conflict: 59 per cent.

The response rate to this section including all sub-items was 59 per cent. More than 90 per cent of these respondents stated that they have pre-deployment training on gender equality and/or UNSCR 1325. Fewer (62 per cent) informed that they additionally included such training in their regular education for military personnel who are not about to be deployed to peacekeeping missions. However, there are some good examples of pS that have integrated modules on gender equality and UNSCR 1325 in the regular training for military staff. For instance, one of the pS reported to have incorporated courses on UNSCR 1325 throughout the basic training, as for example in military high-school and in military academy. Other pS reported on the inclusion of training on Women's Rights and UNSCR 1325 throughout the structures of the military, and yet another has set up a mentoring system for senior staff where a Gender Adviser or Gender Focal Point is at hand to assist with gender mainstreaming in operations.

– Availability of plans to address and gather information from local women populations in areas at risk of conflicts: 26 per cent.

Twenty-six per cent of the respondents provided information under this sub-item. One pS outlined project partnerships with local women's organisations, while another described how female military staff organise outreach activities to local women.

One pS reported having deployed a Gender Adviser (without specifying his/her position in the hierarchy) to manage information gathering from the female population.

None of the pS reported having created systematic information collection and analysis mechanisms which include the needs of women and girls.

– Inclusion of systematic gender analysis in areas at risk of conflicts, including gender disaggregated socio-economic indicators and power over resources and decision making: 21 per cent.

Twenty-one per cent of the respondents submitted specific information on this question. Only nine per cent of the respondents explicitly reported that they include systematic gender analysis in their conflict analysis and peace-building programmes.

2. Measures to address the violation of the rights of women and girls, in line with international standards: 32 per cent.

Thirty-two per cent of the respondents provided some information on measures to address violations of the rights of women and girls. Generally, they referred to pre-deployment training, while two pS have developed a code of conduct which military staff signs ahead of deployment. Furthermore, one pS has developed information cards, reminding soldiers of their responsibilities outlined in UNSCR 1325. The soldiers are obliged to carry the cards with them during the term of their assignment. Another pS has developed guidelines on how to practically protect women and girls.

B. Participation

This section of the indicative list of issues pertaining to Women, Peace and Security focuses on the participation of women in the security sector and in decision-making. It emphasizes two areas where measures to increase the number of women could be taken; primarily, the national armed forces and the Ministry of Defence and secondly, peacekeeping forces.

1. Measures to increase the female representation in armed forces and the Ministry of Defence: 68 per cent.

The response rate to this section including all sub-items is 68 per cent. Only one respondent clearly specified measures that aim at increasing the number of women in general and in decision-making positions within the armed forces and the Ministry of Defence in particular. Two respondents have adopted laws that provide for gender equality or prevent discrimination in the national defence. Another respondent stressed that they are continuously reviewing current legislation in regard to gender equality, while yet another respondent provided information on the establishment of an ombudsperson institution dealing with gender equality within the military system with the task of promoting female representation in the armed forces.

- Number and percentage of women applying to be part of the military forces: 41 per cent.

The response rate to this question amounted to 41 per cent. Out of these 41 per cent, 40 per cent submitted clear information on the number and/or percentage of female applicants. Four pS chose to report on non-discriminative recruitment procedures and have highlighted that female recruits receive the same military training as male recruits. Three pS did not make a distinction between female applicants, recruited female candidates and female service members of the military forces. They provided information only on the percentage of female representation in the armed forces in 2012.

- Establishment of policies to attract female candidates. (Targeted campaigns, review of accession tests, etc.): 35 per cent.

Thirty-five per cent of the respondents provided information on this subject. A great majority of them (75 per cent) did not mention any special provisions or policies to attract female candidates. Four pS (20 per cent) reported that it was not necessary to create specific policies for women as there was enough interest or even a high number of women in the armed forces already. However, 25 per cent of the respondents stated that they have special provisions and policies in place, such as gender equality policies, strategies to recruit women into the military forces and/or campaigns to join the military which targeted women. One pS provided detailed information on the gender equality strategy for its armed forces with details about the targets for participation for women and policies to counteract discrimination.

- Establishment, promotion, maintenance and use of specialised rosters of female profiles in the military fields: 18 per cent.

Out of the 18 per cent replies, 50 per cent informed that they have no such rosters.

– Number and percentage of women in the military forces disaggregated by rank: 53 per cent.

Out of the 53 per cent replies, over 90 per cent included information on the number and/or percentage of women in the military forces disaggregated by rank. Two pS provided detailed information, on the development of an annual gender analysis of military staff.

- Number and percentage of discrimination and sexual harassment complaints that are referred, investigated and acted upon: 41 per cent.

Forty-one per cent of the respondents submitted information on this question. The cases reported mostly concern sexual harassment. Thirty-six per cent of the respondents stated that no complaints were received during 2012. Two pS provided additional information by further outlining legislation, surveys and research on gender equality and sexual harassment, as well as, referring to activities preventing sexual harassment.

– Development of regular analysis of retention and promotion practices for women and men in the forces: 26 per cent.

The responses to this issue (26 per cent) varied considerably. Two pS mentioned that such analyses were not available without stating reasons why this is the case. One pS emphasized the appointment of focal points in the armed forces to implement career promotion of women, while other pS informed about the development of new employment models for service personnel. One pS reported on studies, such as quantitative analysis of the composition of staff, however without giving details if retention and promotion practices were at all reviewed in this analysis.

2. Measures to increase the number of women in peacekeeping forces: 59 per cent.

Fifty-nine per cent of the respondents provided information under this section, including all its sub-items. Their responses varied widely as this section to some extent overlaps with issues raised in chapter B (section on measures to increase the female representation in the armed forces and the Ministry of Defense.) Two pS emphasized the importance of gender balance in peace-keeping missions, without mentioning how they achieve it. Two respondents provided detailed and comprehensive responses. For instance, one pS listed the indicators of its National Action Plan on Women, Peace and Security that among other things encourage active participation of women in decision-making and in deployments to peace operations. One pS highlighted mechanisms that are in place to promote the incorporation of women in the armed forces without having a specific focus on peacekeeping operations.

– Number and percentage of women in peacekeeping forces disaggregated by rank: 41 per cent.

This question was answered by 41 per cent of the respondents, where a great majority of them (79 per cent), submitted concise information on the number and percentage of women in peacekeeping forces. However, only 29 per cent of the respondents added data on the rank of positions obtained by women. Three pS, provided information on the trends of female representation in peacekeeping operations over recent years.

- **Number and percentage of international missions where gender advisors were appointed: 32 per cent.**

32 per cent of the respondents provided information under this sub-item. Thirty-eight per cent of them focused on the number of gender advisors deployed to concrete operations. One pS used the section to describe concrete examples, such as mixed *Military Observation Teams 1325* aiming at increasing female engagement locally. Two pS focused on the role of gender focal points being in charge of gender issues in addition to their regular tasks.

- **Number and percentage of participating States' international missions that address specific issues affecting women and girls in their terms of reference and the mission reports: 18 per cent.**

A total of 18 per cent of the respondents reported on this issue. One pS pointed out that reports from peacekeeping operations are not a national responsibility, which might be a reason for the low response rate. However, one pS informed that they have an action plan that requires deployed forces to report on violations of women's and girls' rights to the relevant authorities of the international peacekeeping operations.

C. Protection

1. Increased access to justice for women whose rights are violated: 24 per cent.

Twenty-four per cent of the respondents reported on this section including the sub-item below. One pS reported on an initiative to combat sexual violence in conflict zones that was set as a G8 priority. The same pS has established a specialist team to deploy into conflict areas to support the UN and civil society to help build national capacity to investigate allegations of sexual violence and gather evidence. Other pS submitted detailed information on its activities on the protection against sexual violence in the UN Security Council.

- Number and percentage of reported cases of exploitation and abuse allegedly perpetrated by uniformed peacekeepers that are referred, investigated and acted upon: 18 per cent.

The response rate to this question was 18 per cent. More than 90 per cent of the respondents stated that there had been no cases of sexual harassment brought to their attention, whilst the remaining 10% had no information on the subject.

D. Other information

- **Information on the development, implementation and evaluation of a National Action Plan to implement UNSCR 1325: 85 per cent.**

A total of 85 per cent of the respondents referred to strategies, including National Action Plans, on implementing UNSCR 1325 in their reports, either by following the relevant sub-item of the indicative list or by adding an annex on issues pertaining to Women, Peace and Security.

Twenty-five OSCE pS have developed a National Action Plan on the implementation of UNSCR 1325. However, six of these have not reported on them in the framework of the Questionnaire.

In total, 76 per cent of the respondents to this question described their National Action Plans. Nine pS submitted very comprehensive responses on development and implementation of National Action Plans, including information on key elements and objectives of the plan, evaluation mechanisms, and other efforts to promote Women, Peace and Security. Four pS added information on the development of a revised version of its National Action Plan, one of the four pS additionally pointed out the main weaknesses of the first plan. One pS reported on specific training programmes on gender equality providing education to experts in developing countries, and informed on cooperation with UN Women. This section contains some overlap with chapter A on Prevention and chapter B on Participation.

Six pS reported to have adopted other national level strategies to implement Women, Peace and Security Commitments, such as action plans for gender equality developed by and for the Ministry of Defence, which include these commitments. Only two out of these six pS provided more detailed information on these plans or strategies. One pS referred to a Police Committee for Equality between Men and Women.

- **Information on best practices and lessons learned: 9 per cent.**

This section received the least amount of replies, nine per cent. Only one pS provided a detailed response by referring to strategies and initiatives to disseminate lessons learned and best practices, such as training offered to operational branches in international organisations by a regional centre established with a special focus on gender in military operations. One pS indicated that this question is not applicable, without giving any reasons for it. Another pS answered this question by stating that specific studies about gender role in peacekeeping operations have not been conducted.

- **Any other relevant information: 15 per cent.**

As this section tries to cover any additional information that pS could provide in their voluntary reports, the response rate for this sub-item was low. A total of 15 per cent of the respondents answered the question by outlining efforts on the Women, Peace and Security Agenda in the UN Security Council, or highlighting co-operation with UN Women and the allocation of funds for projects on UNSCR 1325. Two pS submitted information on their overall national policies to promote gender equality.

Conclusions

The conclusions and recommendations listed below have been drawn from the analysis of the information exchange on the Code of Conduct (CoC) and developed to assist the participating States (pS) in enhancing the implementation of commitments made on Women, Peace and Security (WPS) as well as their reporting on the implementation. They aim to give a short overview of the status quo in this regard and try to identify areas for further development.

- Many of the respondents have developed strategies for issues pertaining to Women, Peace and Security by having established either National Action Plans for UNSCR 1325 or national gender equality strategies or strategies on gender equality developed for relevant ministries. The analysis of the strategic approaches, however, demonstrates that the pS focus on the participation aspect of WPS, thereby leaving implementation of other commitments, such as data collection, protection, prevention and education, lagging behind. Still, there are good examples of WPS implementation in the OSCE region and there needs to be **a concentrated effort to share best practices** in these areas by, for instance, organising expert seminars with representatives of national security structures attending.
- Information and education on WPS issues are often provided for staff that is about to be deployed to peacekeeping missions and international operations, whilst other military staff does not benefit from such training. To increase the understanding of the commitments on WPS, **training should be provided** throughout the military structures. Other training provided should be gender mainstreamed.
- Compared to 2012, there is an increase of twelve per cent of pS that voluntarily submitted information on WPS in 2013 compared to 2012. However, many of the pS follow the indicative list loosely, making the responses not very detailed and rendering only limited practical information. This reporting strategy, however, could be improved by **editing the indicative list** to avoid overlapping of questions and answers. With an indicative list that is more focused in its structure and substance, the response rate is likely to improve. Currently, most of the questions have a response rate which is less than 50 per cent.
- Most voluntary reports were placed in a separate section at the end of the response of the *Information Exchange on the Code of Conduct on Politico-Military Aspects of Security*. A few respondents integrated the WPS reporting into their general structure of the Questionnaire. The indicative list should therefore provide guidance as to how and where to include information in the Questionnaire.
- In order to enhance the exchange on best practices and challenges on military aspects of WPS commitments, a mandatory section dedicated to the implementation of these commitments in the annual discussion on the Code of Conduct should be considered.
- Participating States that have not registered to report on WPS, are encouraged to do so. Conversely, all pS that have committed to report voluntarily should ensure that reports are submitted. In general, the (increased) reporting on WPS by the OSCE pS, displays dedication of the pS to their WPS commitments.

Annex: Indicative List of Issues Pertaining to Women, Peace and Security to be provided in the Questionnaire on the OSCE Code of Conduct

FSC.DEC/5/11
13 July 2011
Attachment
Annex
Original: ENGLISH

**INDICATIVE LIST OF ISSUES PERTAINING TO
WOMEN, PEACE AND SECURITY TO BE PROVIDED IN THE
QUESTIONNAIRE ON THE OSCE CODE OF CONDUCT**

I. Prevention

1. Measures to increase armed forces personnel understanding of the special needs and contributions of women in conflict.

– Inclusion of specific matters related to the protection of women's and girl's rights in the basic education of armed forces.

– Availability of specialised in-service training for armed forces personnel on the protection of women's and girl's rights.

– Inclusion of specific matters related to the protection of women's and girl's rights in the pre-deployment training for international peacekeeping missions.

– Availability of plans to address and gather information from local women populations in areas at risk of conflicts.

– Inclusion of systematic gender analysis of areas at risk of conflicts, including gender disaggregated socio-economic indicators and power over resources and decision making.

2. Measures to address the violation of the rights of women and girls, in line with international standards.

– Number and percentage of military manuals, guidelines, national security policy frameworks, codes of conduct and standard operating procedures/protocols of national security forces that include measures to protect women's and girls' human rights.

– Number and percentage of directives for peacekeepers issued by head of military components and standard operating procedures that include measures to protect women's and girl's human rights.

II. Participation

1. Measures to increase the number of women in general and in decision-making positions in the armed forces and the ministry of defence.
 - Number and percentage of women applying to be part of the military forces.
 - Establishment of policies to attract female candidates (Targeted campaigns, review of accession tests, etc).
 - Establishment, promotion, maintenance and use of specialised rosters of female profiles in the military fields.
 - Number and percentage of women in the military forces disaggregated by rank.
 - Number and percentage of discrimination and sexual harassment complaints that are referred, investigated and acted upon.
 - Development of regular analysis of retention and promotion practices for men and women in the forces.

1. Measures to increase the number of women in peacekeeping forces.

- Number and percentage of women in peacekeeping forces disaggregated by rank.
- Number and percentage of international missions where gender advisors were appointed.
- Number and percentage of participating State's international missions that address specific issues affecting women and girls in their terms of reference and the mission reports.

III. Protection

1. Increased access to justice for women whose rights are violated.
 - Number and percentage of reported cases of exploitation and abuse allegedly perpetrated by uniformed peacekeepers that are referred, investigated and acted upon.

IV. Other information

- Information on the development, implementation and evaluation of a National Action Plan to implement UNSCR 1325.
- Information on best practices and lessons learned.
- Any other relevant information.