



Follow-Up on Recommendations in the OSCE PA's Oslo Declaration

First General Committee on Political Affairs and Security

Interim Report for the 2011 Winter Meeting

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for the Vice-Chair of the Committee, Ms. Canan Kalsin*

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First General Committee on Political Affairs and Security:

Resolutions and Recommendations

Introduction

Around 250 parliamentarians from 43 OSCE participating States met in Oslo on 6-10 July 2010 to assess developments and challenges relating to security and co-operation, focusing on the general theme of *Rule of Law: Combating Transnational Crime and Corruption*. In addition to addressing the politico-military dimension of the theme, the General Committee on Political Affairs and Security passed resolutions dealing with, *inter alia*, strengthening the 1999 Vienna Document, nuclear security, Moldova and Afghanistan. Another resolution debated and adopted in plenary on the final day of the Annual Session dealt with the situation in Kyrgyzstan.

This Interim Report considers actions taken by the OSCE, including Institutions and field missions over the past six months, and other members of the international community in relation to the OSCE PA's recommendations. Developments within participating States relating to the Oslo Declaration's recommendations will be made available for the Annual Session in Belgrade.

While the majority of the recommendations addressed here are found in the OSCE PA's Oslo Declaration of July 2010, key themes from past Declarations have also been considered, to ensure greater continuity and scope. The International Secretariat appreciates the input on their work within these fields provided by the OSCE Secretary General, the Representative on Freedom of the Media and the Director of the Office for Democratic Institutions and Human Rights.

The Astana Summit

In December 2010, Heads of State and Government assembled in Astana in the first OSCE Summit meeting in 11 years, as had been called for by the OSCE parliamentarians in Oslo. The meeting was intended to bring renewed political impetus to the OSCE process. In a commemorative declaration, the leaders of the OSCE participating States reaffirmed their adherence "to all OSCE norms, principles and commitments, starting from the Helsinki Final Act, the Charter of Paris, the Charter for European Security and all other OSCE documents to which we have agreed, and our responsibility to implement them fully and in good faith." While no specific new agreements were reached, participating States reiterated their commitment to comprehensive, co-operative, equal and indivisible security, which relates the maintenance of peace to the respect for human rights and fundamental freedoms, and links economic and environmental co-operation with peaceful inter-State relations.

The Astana Summit was preceded by an OSCE Review Conference held in Warsaw, Vienna and Astana, which considered implementation of a wide range of OSCE commitments.

Situation in Kyrgyzstan

I. Oslo Declaration

Adopted in plenary session, the OSCE PA's Resolution on the Situation in Kyrgyzstan calls for an international investigation into the causes of violence in southern Kyrgyzstan. In addition, it urges the OSCE to help restore calm and order by strengthening the democratic institutions of Kyrgyzstan, encouraging respect for human rights and fundamental freedoms, supporting civil society and establishing a framework for dialogue among the ethnic communities, assisting and monitoring police and law enforcement, and promoting confidence-building measures between the Provisional Government of Kyrgyzstan and ethnic communities.

II. Major Developments

International Independent Commission for Inquiry into the June events in southern Kyrgyzstan

On 6 July 2010, Kyrgyz President Roza Otunbaeva formally asked OSCE PA Special Representative for Central Asia Kimmo Kiljunen to “co-ordinate the preparation process for the International Independent Commission for Inquiry” into the June interethnic violence in the southern part of Kyrgyzstan.¹ Visiting Kyrgyzstan on 20-22 July, Kiljunen presented a plan to establish the International Independent Commission of Inquiry to President Otunbaeva² and the Kyrgyz Government agreed to its terms of reference. Drawing resources from a Finnish NGO, Crisis Management Initiative,³ the Commission opened public offices in Osh and Jalal-Abad cities and ran from October to January. The Commission took statements from more than 700 witnesses and victims and its final report, which will include a set of recommendations for the future,⁴ is expected to be published by early March of this year.⁵

Completing his on-site research in January, Kiljunen pointed out that while not officially mandated by an international organization, the Commission was formed in consultation with the UN, EU, and OSCE. He also noted the composition of the Commission, which consists of well-known international experts of areas such as interethnic relations, international law and gender equality.⁶

¹ OSCE Parliamentary Assembly, “Kiljunen organizing international investigation of violence in Kyrgyzstan”, News from Copenhagen 355, 28 July 2010.

² OSCE Centre in Bishkek, “SEC.FR/0396/10 Spot Report 60/10, Situational Update on Kyrgyzstan”, 23 July 2010.

³ OSCE Centre in Bishkek, “SEC.FR/0453/10 Spot Report 73/10, Situational Update on Kyrgyzstan”, 24 August 2010.

⁴ Ibid.

⁵ OSCE Centre in Bishkek, “SEC.FR/0573/10/Corr.1 Spot Report 88/10, Situational Update on Kyrgyzstan”, 20 October 2010.

⁶ 24.kg, “International Commission for the Examination into events in S. Kyrgyzstan finishes on-site research,” 27 January 2011, <<http://eng.24.kg/community/2011/01/27/15981.html>>

“We provided comprehensive and thorough consultations,” Kiljunen said. “We met with Roza Otunbayeva, the Prosecutor General, the governor of Osh oblast, and the mayor of Osh city, members of national and parliamentary commissions for the comprehensive inquiry into events in the south of the country.”⁷

At the 30 November 2010 OSCE PA Bureau meeting in Astana, Kimmo Kiljunen reported on the progress of the work of the International Independent Commission for Inquiry, noting the gravity of the human tragedy that took place there. He also pointed out that the government of the Kyrgyz Republic needed continued OSCE support, including through the OSCE field presence in the country.⁸

The OSCE Police Advisory Group and the Kyrgyzstan Community Security Initiative

On 14 June 2010, the Provisional Government officially requested OSCE assistance to Kyrgyzstan in overcoming the crisis in the country, in an effort to prevent the escalation of tensions, and also to aid the post-conflict rehabilitation of the country. OSCE police experts, working together with the authorities of Kyrgyzstan, determined that a police advisory group should be deployed. On 22 June, Kyrgyzstan expressed its readiness to accept the proposal.

On 22 July, representatives of all participating States including Kyrgyzstan unanimously voted in favour of the decision to deploy a Police Advisory Group in the southern part of Kyrgyzstan for a period of four months, which could be further extended under the agreement of the Kyrgyz authorities and the other 55 participating States of the OSCE.⁹ Under this decision, the OSCE Police Advisory Group would consist of 52 international advisors from OSCE participating States, whose tasks would be to monitor the work of territorial units of the Interior Ministry and advise them on methods to restore public order, as well as help reduce interethnic tension. Members of the Group would not be able to intervene in any way, to hold or arrest people, or to investigate crimes, as they are not a peacekeeping force and will be unarmed.¹⁰

Following extensive consultations between OSCE police experts and the Government of Kyrgyzstan, the OSCE Permanent Council decided on 18 November to change the focus of the Police Advisory Group deployment to a new project, called the Kyrgyzstan Community Security Initiative, citing unspecified “changed circumstances in the country.”¹¹ Under this new project, up to 31 international staff, supported by 27 locally recruited staff, will work throughout Kyrgyzstan for a period of one year.

Advice and support will be provided to the Interior Ministry’s territorial units to uphold the rule of law, and work on matters related to respect for human rights and fundamental freedoms as

⁷ Ibid.

⁸ OSCE Parliamentary Assembly, “News from Copenhagen 369”, 8 December 2010.

⁹ OSCE Permanent Council, “Decision n°947 OSCE Police Advisory Group to Kyrgyzstan”, 824th Plenary Meeting, 22 July 2010, <<http://www.osce.org/pc/70950>>

¹⁰ OSCE Secretariat, “OSCE Police Advisory Group in Kyrgyzstan: Frequently Asked Questions”, 4 August 2010, <<http://www.osce.org/secretariat/71046>>.

¹¹ OSCE Permanent Council, “Decision n°961 Community Security Initiative in Kyrgyzstan”, 838th Plenary Meeting, 18 November 2010, <<http://www.osce.org/pc/73656>>.

well as the protection of potentially vulnerable persons, including women. The project is expected to facilitate confidence-building between the police and local communities by enhancing and encouraging dialogue and co-operation between the police and the population, as well as between different ethnic communities. Additionally, when appropriate, local non-governmental organizations may be utilized to mediate this process. The project is aligned with the OSCE Centre in Bishkek's ongoing police reform programme.¹²

10 October Parliamentary Elections

Following an invitation from the Kyrgyz authorities, an OSCE Election Observation Mission was deployed to observe the parliamentary elections on 10 October 2010.¹³ The Mission opened in Bishkek on 7 September 2010 with 22 long-term observers deployed to all oblasts and the cities of Bishkek and Osh.¹⁴ On Election Day, 266 observers were deployed throughout the country, including 246 short-term observers from the OSCE/ODIHR, a nine-member delegation from the OSCE Parliamentary Assembly and an 11-member delegation from the European Parliament. In total, observers from 36 OSCE participating States were present in the country. The OSCE Chairperson-in-Office appointed Morten Høglund, Deputy Head of the Norwegian Delegation to the OSCE Parliamentary Assembly, to lead the short-term OSCE observer mission.

Delivering the post-election statement in Bishkek, Høglund said that the parliamentary elections constituted a further consolidation of the democratic process and brought the country closer to meeting its international commitments on democratic elections. "I was impressed by the political pluralism, the civic responsibility and the spirit of the people of this country. I have observed many elections in Central Asia over the years but this is the first election where I could not predict the outcome. This election reflected the will of the people of the Kyrgyz Republic," Høglund said.¹⁵ Nevertheless, the mission pointed out that there is an urgent need for electoral legal reform.¹⁶

¹² OSCE, "OSCE participating States agree to adapt police support to Kyrgyzstan", 18 November 2010, <<http://www.osce.org/item/47715.html>>.

¹³ OSCE/ODIHR, "Parliamentary Elections", 10 October 2010, <<http://www.osce.org/odihr/74647>>.

¹⁴ OSCE/ODIHR, "Kyrgyzstan Parliamentary Elections - Long-Term Observers", 10 October 2010, <<http://www.osce.org/odihr/elections/71222>>.

¹⁵ OSCE Parliamentary Assembly, "Hoeglund 'impressed' by political pluralism in Kyrgyzstan's parliamentary elections, News from Copenhagen 361, 13 October 2010.

¹⁶ OSCE Parliamentary Assembly, "Kyrgyzstan's vibrant and pluralistic parliamentary elections constitute further consolidation of democracy", 11 October 2010, <http://www.oscepa.org/index.php?view=article&id=922%3AKyrgyzstans-vibrant-and-pluralistic-parliamentary-elections-constitute-further-consolidation-of-democracy&option=com_content&Itemid=73>.

Strengthening the Involvement of the OSCE Parliamentary Assembly in the Corfu Process on Security in Europe and Future Priorities of the OSCE PA

I. Oslo Declaration

Two resolutions in the Oslo Declaration deal with the role and future of the OSCE Parliamentary Assembly. The Resolution on Strengthening the Involvement of the OSCE Parliamentary Assembly in the Corfu Process on Security in Europe aims to streamline the process of reform within the OSCE Institutions and to further involve the OSCE Parliament Assembly, tasking the Ad Hoc Committee on Transparency and Accountability to strengthen the OSCE's parliamentary dimension in the Corfu Process. It also calls on the Ad Hoc Committee to consider ways to enhance structured and systematic dialogue between the Assembly and the Ministerial Council, specifically proposing the examination of the PA's formal participation in the decision-making process of the OSCE, the adoption of the convention on legal personality and privileges and immunities as well as the adoption of an OSCE constituent document. The OSCE PA further commits itself in the format of committees, working groups and special representatives to support the work of the field mission with concrete parliament-related projects.

Another resolution on the OSCE PA's future priorities calls for the preparation of a ten-year action plan for the OSCE and the OSCE PA in order to further implement and enforce decisions and Declarations and "to strengthen national and government level of understanding of the value of the PA." It pledges to continue to promote gender balance within OSCE PA national delegations, as well as in the OSCE structures, and as a human right in the participating States. Further, it calls for increased efforts to combat racism and xenophobia throughout the OSCE area. It also asks that the OSCE/ODIHR election observation handbook be distributed to each new observer and reaffirms its desire to maintain co-operation with the ODIHR. It additionally recommends that the OSCE holds regular meetings with the Asian Partners for Co-operation.

II. OSCE Initiatives

Secretary General's Response

In response to the PA's request that the OSCE hold regular meetings with the Asian Partners for Co-operation, OSCE Secretary General Marc Perrin de Brichambaut pointed out that OSCE participating States and Asian Partners for Co-operation meet regularly in Vienna in the framework of the Asian Contact Group. The Group met five times in 2010, and six meetings are planned for 2011, the Secretary General indicated.

Astana Summit

The Astana Commemorative Declaration mentioned the progress achieved within the Corfu Process in order to strengthen the security dialogue in all three dimensions. However, the Summit of Heads of State and Government failed to reach a consensus on a common Action

Plan. For this reason the incoming Chairmanship-in-Office of Lithuania was tasked with organizing a follow-up process on ideas and proposals of participating States in the framework of the Corfu Process and with developing an Action Plan based on the work done by the Kazakh Chairmanship.¹⁷

Speaking on the opening day of the Summit, President Efthymiou emphasized that the potentials of the OSCE are hindered by an identity crisis, whose roots are to be identified in the absence of a common direction and moreover, in the lack of mutual trust. Nevertheless, the OSCE is indispensable in facing the security challenges in all three dimensions. President Efthymiou stressed that the “Ariadne’s clue already exists. It came into being with the Corfu Process, nearly a year and half ago.” The Corfu Process has the potential to rebuild trust among members of the Organization and create a genuine “security community,” re-orienting OSCE political actions towards results. President Efthymiou also highlighted the important role of the PA in promoting democratic governance, inter-parliamentary dialogue and thus, in rebuilding trust. He put forward a set of reforms needed in order to strengthen transparency and accountability in the decision-making processes, in the workings of the Permanent Council and in the selection processes for the positions of Secretary General and the ODIHR Director.¹⁸

Chairmanship’s Priorities

The 2010 Kazakh OSCE Chairperson-in-Office, Kanat Saudabayev, invited the OSCE participating States’ Ministers of Foreign Affairs to an informal ministerial meeting on Corfu Process in mid-July. The meeting focused primarily on reviewing the progress that has been achieved in the dialogue on Euro-Atlantic and Eurasian Security within the Corfu Process. It resulted in an agreement on further commitment as follows:

- Increase effort to implement, follow up and update as necessary OSCE commitments;
- Transform the OSCE into a fully-fledged international organization;
- Ensure progress on CSBMs and on restoring the CFE Treaty regime.¹⁹

In his first address to the Permanent Council, the OSCE Chairperson-in-Office, Lithuanian Foreign Minister Audronius Azubalis, committed to prepare a Framework for Action, which will also take into consideration ideas and proposals put forward by the participating States in the framework of the Corfu Process.²⁰ It will mainly aim to improve the programme and budget planning process within the OSCE and to reach an agreement on the OSCE Financial

¹⁷ OSCE: “Astana Commemorative Declaration towards a Security Community”, 3 December 2010.

¹⁸ OSCE PA: “Address by the President of the OSCE Parliamentary Assembly, Mr. Petros Efthymiou at the OSCE Summit in Astana December 2010”, 1 December 2010.

¹⁹ OSCE: “Kazakhstan OSCE Chairmanship’s perception paper Outcome of the Almaty Informal Ministerial Meeting 16-17 July 2010”, https://delweb.osce.org/docin/llisapi.dll/fetch/2000/107257/201680/17416996/18672377/CIO.GAL_0130_10_Chairmanship_s_Perception_Paper_Outcome_of_the_Almaty_Informal_Ministerial_Meeting.pdf?nodeid=19929921&vernum=-2.

²⁰ OSCE: “Address by the Chairman in Office of the OSCE, Lithuanian Foreign Minister H.E. Audronius Azubalis, at the special meeting of the OSCE Permanent Council”, 13 January 2011.

Regulations and possible amendments to the OSCE Staff Regulations, *inter alia*, salary policies and limits to the periods of service and improvement of the secondment system.²¹

Review Conference

High-level representatives of the OSCE PA participated in the Review Conference in Warsaw on 30 September 2010. In his opening speech, President Efthymiou praised the fruitful contribution of the Corfu Process to broadening the horizons of the Review Conference.²² OSCE PA Special Representative, Ambassador Andreas Nothelle, put forward OSCE PA's main recommendations regarding politico-military issues, especially in case of imminent conflict. In particular, he said, the OSCE needs to develop a civilian rapid reaction capability and supplement the work of field missions and involve PA representatives in rapid reaction measures.²³

In Vienna, PA Vice-President Wolfgang Grossruck addressed the opening of the second segment of the 2010 OSCE Review Conference, calling upon the diplomatic representatives of the participating States to follow up on recommendations of the Parliamentary Assembly. He also urged the OSCE to revise its structures and working methods in order to strengthen democratic processes in its multilateral decision-making.²⁴

CiO Special Representative on Gender Issues

Wendy Patten was appointed CiO Special Representative on Gender Issues by the Kazakh Chairperson-in-Office in July 2010 and was successively reconfirmed by the Lithuanian Chairmanship.²⁵ A Senior Policy Analyst on human rights and immigration issues at the Open Society Institute in Washington, Patten has also served on the OSCE Alliance Expert Co-ordination Team, an expert advisory group to the OSCE's Special Representative for Combatting Trafficking in Human Beings. The mandate of the Special Representative of the CiO on Gender Issues is to further promote women's rights and gender equality in the OSCE region, according to the 2004 Action Plan.²⁶

Office for Democratic Institutions and Human Rights

²¹ OSCE CiO: "Programme of Lithuania's chairmanship 2011", 21 January 2011, <http://esbo.urm.lt/index.php?1860759643>.

²² OSCE: "OSCE Review Conference, Warsaw, 30 September 2010, Opening address by OSCE PA President Petros Efthymiou, 30 September 2010, https://delweb.osce.org/docin/11isapi.dll/fetch/2000/107257/222921/224288/20091181/20091527/20187224/20188106/RC.GAL_0005_10_Opening_Address_by_Mr._Efthymiou,_OSCE_PA_President.pdf?nodeid=20187360&vernum=2.

²³ OSCE: "Talking points Amb. Nothelle, OSCE PA, for RC Vienna, OSA 5, October 25, 2010", 26 October 2010, http://www.oscepa.org/images/stories/documents/News%20from%20Copenhagen/2010_327-/News_from_Copenhagen_362.pdf.

²⁴ OSCE PA News from Copenhagen: "Vice-President Grossruck visits Baku, addresses Review Conference in Vienna", 20 October in Vienna.

²⁵ OSCE CiO: "Appointments of Special and Personal Representatives of the CiO", 7 January 2011.

²⁶ OSCE CiO: "Appointment of Ms. Patten as Special Representative of the Cio for Gender Issues", 21 October 2010.

In order to provide detailed guidance on observers' roles and responsibilities, enhance professional standards among observers, and increase consistency between observation missions, the OSCE/ODIHR provides various observer handbooks to the core team, the long-term observers and the short-term observers.

OSCE PA Engagement

President Petros Efthymiou and Secretary General Spencer Oliver held meetings in Vilnius with the President of Lithuania, Dalia Grybauskaite and Minister of Foreign Affairs Audronius Azubalis in mid-October. Discussions focused primarily on Lithuania's preparations to take over the OSCE Chairmanship in 2011, with President Efthymiou emphasizing the importance of raising the level of political dialogue in the OSCE, including through high-level participation in the Astana Summit.²⁷ During the Summit, President Efthymiou emphasized the important role of the Assembly advocating for OSCE reforms and greater involvement of the PA.²⁸

The Ad Hoc Committee on Transparency and Accountability of the OSCE

In early September the Committee held a meeting with the Chairperson of the Permanent Council, the ten ambassadorial Co-ordinators of the Corfu Process and the OSCE Secretary General. The aim of the visit was to provide input into the Corfu Process leading up to the Astana Summit in line with the expanded mandate of the Ad Hoc Committee. The Chair of the Permanent Council Ambassador Kairat Abdrakhmanov thanked the OSCE Parliamentary Assembly for its support to the Chairmanship, which had been crucial especially in reaching an agreement on the summit. The Corfu Co-ordinators supported the OSCE PA initiative to engage in the discussions within the Corfu Process and welcomed further input from the PA.²⁹ During the visit, the OSCE PA Special Representative on the OSCE Budget Petur Blondal also requested that OSCE Secretary General Marc Perrin de Brichambaut consider the possibility of having the PA appoint outside independent professional auditors.³⁰

On the occasion of the Fall Meetings in Palermo, the Committee on Transparency and Accountability met twice and produced a report including previously passed OSCE PA recommendations on all the ten points included in the Corfu Process summary document, which was submitted to the OSCE Chairmanship, the Secretary General and all participating States before the OSCE Summit. With regard to the decision-making procedure, the Committee repeated the proposal to modify the consensus rule for decisions concerning personnel, budget and administration by implementing an approximate consensus of 90 per cent and eliminate the

²⁷ OSCE PA: "President Efthymiou in Vilnius and Moscow to discuss future ODCE work, 20 October 2010.

²⁸ OSCE PA: "Address by the President of the OSCE Parliamentary Assembly, Mr. Petros Efthymiou", 1 December 2010, 18 July 2011,

https://delweb.osce.org/docin/llisapi.dll/fetch/2000/107257/222921/224288/18573553/20705057/20707034/SUM.D/EL_0005_10_Opening_Statement_by_the_President_of_the_OSCE_PA.pdf?nodeid=20709784&vernum=-2.

²⁹ OSCE PA News from Copenhagen: "Transparency Committee discusses Corfu Process in Vienna", 8 September 2010, http://www.oscepa.org/images/stories/documents/News%20from%20Copenhagen/2010_327-News_from_Copenhagen_356.pdf

³⁰ OSCE PA Press Release: "Transparency Committee discusses OSCE Corfu Process in Vienna", 8 September 2010, http://oscepa.org/index.php?option=com_content&view=article&id=905:transparency-committee-discusses-corfu-process-in-vienna&catid=48:Press%20Releases&Itemid=73.

practice of countries blocking consensus anonymously. In order to strengthen transparency in the Organization the Committee called for substantive discussion of OSCE PA recommendations. Additionally, a multi-year financial plan should be adopted to pursue long-term strategies. The Committee also called for an open competition to select professional auditors, who would receive remuneration from and report directly to the OSCE PA.³¹

OSCE PA Special Representative on Gender Issues

Following the retirement of Tone Tingsgaard (Sweden), who served as Special Representative from 2003 to 2010, Dr. Hedy Fry (Canada) was appointed OSCE PA's Special Representative on Gender Issues by President Petros Efthymiou on 19 October. As Special Representative, Dr. Fry will continue Tingsgaard's work in promoting discussion of the gender issue within the OSCE and in particular the OSCE Parliamentary Assembly, and develop, in co-operation with the Gender Unit at the International Secretariat, a more active gender profile of the OSCE Parliamentary Assembly.³²

Strengthening the 1999 Vienna Document Regime on CSBM Negotiations

I. Oslo Declaration

Recalling the Charter for European Security and the decision of the 2009 OSCE Ministerial Council in Athens, the OSCE PA Oslo Declaration welcomes the new activities of the Forum for Security Co-operation (FSC) in strengthening the 1999 Vienna Document and “calls on participating States to hold vigorous negotiations in the interests of signing in the near future, if possible by the end of 2010, a new version of the Vienna Document.”

Vienna Document Background

Adopted in 1990, the Vienna Document built on the 1975 Helsinki Final Act's provisions on early notification of military exercises involving 25,000 or more military personnel and the 1986 Stockholm Conference's provisions on prior notification and observation of military activities and verification measures. Additionally, it envisaged exchange/verification on force structures and major weapon holdings, a set of military contacts, an annual implementation assessment meeting and a risk reduction mechanism. The adoption of the Vienna Document represented a milestone in confidence- and security-building regimes and has strengthened transparency and predictability as well as early warning and crisis prevention throughout the OSCE region.

³¹ OSCE PA Report: “2010 Fall Meetings Palermo 8-11 October 2010”, http://www.oscepa.org/images/stories/documents/activities/3.Fall%20Meetings/2010-Palermo/2010_FM_Palermo_Summary_Report.pdf.

³² OSCE PA Press Release: “Hedy Fry appointed new Special Representative on Gender Issues”, 26 October 2010, www.oscepa.org/index.php?option=com_content&view=article&id=929:hedy-fry-appointed-new-special-representative-on-gender-issues&catid=48:Press%20Releases&Itemid=73

It was updated in 1992 to include the 15 new OSCE participating States, in 1994 to provide additional parameters for prior notification and observation, and in 1999 two introduce two chapters on regional measures and defence planning respectively.³³ Further modifications are widely considered overdue to adapt the Document to technological and geopolitical changes.

II. OSCE Initiatives

2011 OSCE Chairmanship Priorities

The Lithuanian Chairmanship has indicated that a substantial update of the 1999 Vienna Document and the adoption of a programme for action, taking into account the FSC's work in the run-up to the Astana Summit, is a realistic goal for 2011. In order to better anticipate and prevent potential crises from emerging the Chairmanship has outlined the following priorities:

- Strengthen the analytical and operational capacity of the OSCE executive structures;
- Promote more systematic collection, collation and analysis of early warning signals from various sources;
- Task the Secretariat to compile and assess lessons previously learned on crisis management.³⁴

Forum for Security Co-operation

In May 2010 the Forum for Security Co-operation was tasked to proceed with the modernization of the 1999 Vienna Document (VD) while maintaining the continued functioning of the existing document until its replacement by an agreed upon modified version, the so-called VD-PLUS. The participating States also agreed to hold a special FSC meeting at least every five years, starting this year.³⁵ Additionally, in September the FSC was tasked more specifically to update Chapter V "Prior Notification of Certain Military Activities" and IX "Compliance and Verification."³⁶

The FSC was able to take five decisions and thus update to some extent Chapter IV "Contacts," Chapter IX "Compliance and Verification" and Chapter XII "Final Provisions." These decisions are related to the update of the VD, the eligibility of airbases for hosting visits, the timing of demonstrations of new types of major weapon and equipment systems, national holidays and the update of the Partners for Co-operation. More than 20 proposals made by the participating States have been published.

Moreover, the proposal on "Lowering the Thresholds for Prior Notification of Certain Military Activities" in Chapter V has been positively assessed by the Chairperson and the Co-ordinator as

³³ OSCE Magazine: "OSCE Summit in Changing Times", Issue Number 4/2010.

³⁴ OSCE CiO: "Programme of Lithuania's chairmanship 2011", 21 January 2011, <http://esbo.urm.lt/index.php?1860759643>.

³⁵ OSCE FSC: "Decision No. 1/10. Establishing a procedure for incorporating relevant FSC decisions into the Vienna Document", 19 May 2010; "Decision No. 12/10 Vienna Document Plus incorporating FSC Decision No. 1/10 into the Vienna Document Chapter XII", 10 November 2010.

³⁶ OSCE FSC: "Decision No. 7/10. Negotiations on the Vienna Document 1999", 29 September 2010.

well as the subjection to notification of Rapid Reaction Forces (RRFs) and large-scale military transit.³⁷ The proposal is also in line with the 2005 Statement by the Chairperson of the FSC on the possibility to notify each year one major military exercise or activity below the thresholds in the absence of any notifiable military exercise or activity in a calendar year.³⁸

The amended Chapter IV has expanded the timing of demonstrations of new types of major weapon and equipment systems and the criteria for eligibility of air bases for hosting visits under specific and nonbinding circumstances.³⁹ For participating States with only one air combat unit reported under paragraph (10) it envisages the possibility to organize the next visit to another military air base that has not been reported under paragraph (10), provided the visit to the only air base during the previous five-year period. Nevertheless, preference shall be given the only air base as reported under paragraph (10) in case it has been substantially upgraded or modernized.⁴⁰ Chapter IX has been integrated by the provisions of taking national holiday into account when planning verification activities.⁴¹

Afghanistan, Australia, Mongolia and Thailand have been included in the listing of Asian Partners for Co-operation together with Japan and Republic of Korea. The VD-PLUS is to be transmitted to them as of amended Chapter XII.⁴²

Astana Summit

At the Astana Summit, participating States welcomed the work of the FSC and acknowledged the importance of conventional arms control and confidence- and security-building regimes as “major instruments for ensuring military stability, predictability and transparency.”⁴³ Further, the FSC was provided a clear task for revitalizing, updating and modernizing the 1999 VD. Progress achieved will be reviewed at the next OSCE Ministerial Council meeting in Vilnius on 6 and 7 December 2011.

FSC Chair’s Co-ordinator on the Vienna Document

³⁷ OSCE: “Presentation of the FSC Chair’s coordinator on Vienna Document”, 13 December 2010; “Vd Plus Fsc- Decisions On Chapters IV, IX And XII And Specific Proposals Which Pertain To Chapters I, IV, V, VI, IX, and Annex I as of 24 November 2010”.

³⁸ OSCE FSC: “VIENNA DOCUMENT 1999 Compilation of FSC Decisions and Chairperson’s statements related to the Vienna”, 24 November 2010.

Document issued since the adoption of the VD 99

³⁹ OSCE FSC: “Decision No. 11/10 Vienna Document Plus Timing of a Demonstration of New Types of Major Weapon and Equipment Systems”, 10 November 2010, “Decision No. 15/10 Vienna Document Plus Eligibility of Air Bases for Hosting Visits”, 24 November 2010.

⁴⁰ OSCE FSC: “Decision No. 15/10 Vienna Document Plus Eligibility Of Air Bases For Hosting Visits”, 24 November 2010.

⁴¹ OSCE FSC: “Decision No. 10/10 Vienna Document Plus Taking National Holidays into account when planning verification activities”, 27 October 2010.

⁴² SCE FSC: “Decision No. 13/10 Vienna Document Plus Updating The Listing Of Partners For Co-Operation Mentioned In Chapter XII”, 10 November 2010.

⁴³ OSCE: “Astana Commemorative Declaration towards a Security Community SUM.DOC/1/10/Corr.1*”, 3 December 2010.

The Chair's co-ordinator reiterated that the reviewing process of the VD strives to improve transparency, adapt it to modern realities and enhance its implementation. He outlined the following steps to be undertaken:

- Assessment of the development and modernization of our armed forces, inclusive in the field of technology;
- Threats assessment, in order to promote a common base for understanding;
- Analysis on the causes of crisis and conflicts within the OSCE region;
- Projection of the security situation over the next 20 years.

The co-ordinator suggested that an additional meeting be organized before the summer in order to take stock of progress and set goals for the Special Meeting to be held at the end of 2011.⁴⁴ The final three months of this year should be devoted to fine tuning and translation of the Vienna Document 2011 (VD11). The progress on VD11 will be presented at the Ministerial Council in Vilnius.⁴⁵

Supporting the Peace Process in the Middle East

I. Oslo Declaration

The Resolution on Supporting the Peace Process in the Middle East stresses the need to resume substantive negotiations that will facilitate the continuation of the peace process in striving towards a settlement of the Israeli-Palestinian conflict. The Resolution considers it essential to achieve progress in terms of eliminating limitations on access and movement that impair trade, and to expand the scope and volume of goods that can enter and leave Gaza for trade and humanitarian purposes.

II. International Initiatives

New round of direct peace talks

Following an invitation from the United States⁴⁶ and a statement by the Middle East Quartet (United Nations, Russian Federation, United States, European Union),⁴⁷ Israeli Prime Minister Benjamin Netanyahu and Palestinian Authority President Mahmoud Abbas agreed to restart

⁴⁴ OSCE: "Presentation of the FSC Chair's coordinator on Vienna Document", 13 December 2010.

⁴⁵ OSCE FSC: "Opening Session FSC 2011, Iceland Presidency. Declaration of the FSC Chair's coordinator on Vienna Document", 19 January 2011.

⁴⁶ Hillary Clinton & George Mitchell, "Briefing on Middle East Peace Process", 20 August 2010, <<http://www.state.gov/secretary/rm/2010/08/146156.htm>>.

⁴⁷ UN Secretary-General, "Statement by Middle East Quartet", Department of Public Information - News and Media Division, SG/2161, New York, 20 August 2010.

direct peace talks, beginning on 2 September 2010.⁴⁸ As a result, a two-day peace summit was held in Washington, the first direct negotiations in 20 months.

At the meeting a framework for talks was outlined including discussion of final status issues such as borders, settlements, Jerusalem, refugees, water and security, with a timeframe of 12 months for measurable progress. Following regional meetings between the parties, two more rounds were held in Sharm Al Sheikh on 14 September and Jerusalem on 15 September.⁴⁹ Israeli and Palestinian leaders were expected to meet every two weeks thereafter for direct talks. However, PM Netanyahu declined an extension of the moratorium on settlement building in the West Bank, which expired on 26 September.⁵⁰ In response, Mahmoud Abbas delayed a decision on the continuation of talks on 27 September, stating that direct talks will be broken if construction resumes.⁵¹

Following a meeting with U.S. Secretary of State Hillary Clinton held in New York on 11 November,⁵² Israeli Prime Minister Benjamin Netanyahu agreed to present his cabinet with an American offer to resume the talks. Under the proposals, Israel would receive political and military incentives from the United States in exchange for a 90-day moratorium on new Jewish construction in the West Bank.⁵³

On 7 December, after three weeks of failed negotiations, the U.S. State Department Spokesperson Philip Crowley announced that the United States have abandoned its attempts to persuade Israel to freeze settlement construction as a prerequisite to direct talks with the Palestinians. In a speech on 10 December, Clinton declared that priority will be now given to the shuttle diplomacy of indirect talks. “It is time to grapple with the core issues of the conflict on borders and security; settlements, water and refugees; and on Jerusalem itself,” she said.⁵⁴ Meanwhile, U.S. Special Envoy to the Middle East George Mitchell was sent back to the region.⁵⁵

⁴⁸ U.S. Department of State, “Middle East Peace Negotiations”, 2 September 2010, <<http://www.state.gov/p/nea/c38875.htm>>.

⁴⁹ The Palestinian Initiative for the Promotion of Global Dialogue and Democracy, “OPT: Week in Review - Talks Continue Amid Criticisms and Obstacles [September 11 - September 18]”, 18 September 2010, <<http://www.reliefweb.int/rw/rwb.nsf/db900SID/MYAI-89F2M5?OpenDocument>>.

⁵⁰ CNN World, “Netanyahu: No extension of settlement freeze”, 19 September 2010, <http://articles.cnn.com/2010-09-19/world/israel.netanyahu.settlements_1_peace-talks-palestinian-threat-prime-minister-benjamin-netanyahu?_s=PM:WORLD>.

⁵¹ Reuters, “Q&A: Mideast peace talks face collapse over settlements”, 3 October 2010, <<http://www.reuters.com/article/idUSTRE6920LE20101003>>.

⁵² US Department of State, “Joint Statement of the Office of the Prime Minister of Israel and The Office of the Secretary of State of The United States”, 11 November 2010, <<http://www.state.gov/r/pa/prs/ps/2010/11/150821.htm>>.

⁵³ Adrian Blomfield, “Benjamin Netanyahu raises hopes for peace process breakthrough”, The Telegraph, 14 November 2010, <<http://www.telegraph.co.uk/news/worldnews/middleeast/israel/8132595/Benjamin-Netanyahu-raises-hopes-for-peace-process-breakthrough.html>>.

⁵⁴ U.S. Department of State, “Remarks at the Brookings Institution's Saban Center for Middle East Policy Seventh Annual Forum”, Washington D.C., 10 December 2010, <<http://www.state.gov/secretary/rm/2010/12/152664.htm>>.

⁵⁵ U.S. Department of State, “Remarks With Israeli Prime Minister Netanyahu”, Jerusalem, 13 December 2010, <<http://www.state.gov/p/nea/rls/rm/152807.htm>>.

On 5 and 6 January 2011, EU High Representative for Foreign Affairs and Security Policy and Vice President of the Commission Catherine Ashton visited Israel and the Occupied Palestinian Territory. During the visit, she discussed the latest developments and the ways to move beyond the current impasse. She outlined that there is no alternative to a negotiated solution, and proposed that the Quartet meet as soon as possible to help find a solution to the current impasse.⁵⁶

Nuclear Security

I. Oslo Declaration

Regarding nuclear security, the Oslo Declaration cautions that weakened and corrupt political and legal structures, especially in areas of unresolved conflicts, create “opportunities for the expansion of transnational threats, including illicit trafficking in nuclear and radiological materials, and their means of delivery, and illicit trafficking in ever more sophisticated weapon technologies.”⁵⁷ The Declaration therefore calls upon participating States to enhance co-operation in countering the proliferation of weapons of mass destruction, as included in the commitments stated in United Nations Security Council Resolution 1540 and the Athens OSCE Ministerial Declaration on the proliferation of weapons of mass destruction. The Declaration emphasizes that countries that “refuse to abide by their international nuclear non-proliferation obligations must be held accountable.”⁵⁸

II. OSCE Initiatives

Astana Summit

On 1 December 2010 at the eleventh OSCE summit in Astana, Kazakh President Nursultan Nazarbayev urged OSCE participating States to adopt a declaration in support of a world free from nuclear weapons. Pointing to Kazakhstan’s own history, Nazarbayev said that “Our people have experienced for themselves the cruel cost of the Cold War, notably in the Semipalatinsk nuclear test site.” His decree to close that test site in 1991 and Kazakhstan’s repudiation of nuclear arms “were the first contribution by Kazakhstan to the pan-European process,” he said. “Today we also call on the OSCE partners to support our initiative to adopt a universal declaration for a nuclear-free world.”⁵⁹

UN-OSCE Inter-institutional Workshop

On 27-29 January 2011, the OSCE Forum for Security Co-operation and the United Nations Office for Disarmament Affairs held an inter-institutional workshop in Vienna on the non-

⁵⁶ European External Action Service, “Statement by the EU High Representative Catherine Ashton on the occasion of her visit to the Middle East”, A 005/11, Brussels, 6 January 2011.

⁵⁷ See OSCE Parliamentary Assembly, 2010, “Resolution on Afghanistan”, *Oslo Declaration*, p. 27

⁵⁸ *Ibid.*

⁵⁹ Statement by His Excellency Nursultan Nazarbayev, President of the Republic of Kazakhstan, at the 2010 OSCE Summit, Astana, 1 December 2010, SUM.DEL/8/10

proliferation of weapons of mass destruction. The workshop focused on the implementation of the UN Security Council Resolution (UNSCR) 1540. This resolution requires all states to contribute to putting in place the necessary structures to prevent the proliferation of nuclear, chemical and biological weapons, including their means of delivery.

The event brought together experts and policymakers including representatives from governments, industry, academia and NGOs from across the OSCE. Participants discussed best practices and further areas of co-operation for participating States and the OSCE in supporting UNSCR 1540 and addressing the threats of the proliferation of weapons of mass destruction. Particular attention was paid to the identification of implementation challenges such as laying out priorities, harmonizing approaches, facilitating advisory and drafting services and matching requests and offers of assistance.⁶⁰

The meeting acknowledged that the OSCE “is striving to complement the work of other international organizations, especially the UN, while providing an original and effective contribution to the implementation process.”⁶¹ According to the OSCE Permanent Council Chairperson, Ambassador Renatas Norkus of Lithuania, “the OSCE is well-placed to make an added-value contribution to an expanding international non-proliferation regime as the most inclusive and comprehensive security organization within its region.”⁶²

Moldova

I. Oslo Declaration

Recalling previous resolutions, the Oslo Declaration calls for the resumption of the settlement talks in the “5+2” format⁶³ with the goal of identifying the special legal status for the Transnistrian region within the internationally recognized borders of the Republic of Moldova, with democratization mentioned as an important tool in achieving this goal. The Resolution on Moldova also calls upon the Moldovan and Transnistrian sides to “continue their efforts with regard to Confidence and Security Building Measures” and intensify institutional dialogue and people-to-people contacts.

Additionally, it appeals to “the Russian Federation to renew and finalize the process of withdrawal of its troops and munitions” and invited “all participants to undertake consultations with a view to transforming the current peace-keeping mechanism into a multinational civilian mission under the international (OSCE) mandate.”

⁶⁰ As cited in OSCE Archive, “Statement by UN Office for Disarmament Affairs, Opening Session 27 January 2011: Workshop to identify the proper role of the OSCE in facilitation of UN Security Council Resolution 1540”, <http://www.osce.org/fsc/75178>

⁶¹ As cited in OSCE Archive, “Statement by UN Office for Disarmament Affairs, Opening Session 27 January 2011: Workshop to identify the proper role of the OSCE in facilitation of UN Security Council Resolution 1540”, <http://www.osce.org/fsc/75178>

⁶² OSCE Press Release, “OSCE supports non-proliferation of weapons of mass destruction” http://www.osce.org/event/unscr1540_2011

⁶³ Moldova, Transnistria – the sides, OSCE, Russia and Ukraine – mediators, EU and the USA – observers.

II. OSCE Initiatives

Lithuanian Chairmanship Priorities

On 13 January, in his first address to the Permanent Council, Audronius Azubalis, the OSCE Chairperson-in-Office and Foreign Minister of Lithuania, outlined that the Lithuanian Chairmanship will seek, as a matter of priority, the unconditional resumption of formal 5+2 negotiations and development of concrete confidence- and security-building measures (CSBMs), as well as facilitation of people-to-people contacts.⁶⁴ Efforts for the resolution of existing conflicts will be undertaken in line with previous Chairmanships, by encouraging parties to work within agreed formats, fully respecting OSCE and other commitments and working with the EU and UN.⁶⁵

OSCE Mission to Moldova

Addressing the Permanent Council on 12 October 2010, Head of Mission Philip Remler positively assessed the ongoing peace process in Moldova. In 2010, representatives to the Permanent Conference on Political Issues in the Framework of the 5+2 met frequently and held discussions on well-defined topics, using bilateral channels to resolve political stalling on technical matters. The most visible result they achieved is the resumption of rail traffic between Odessa and Chisinau.⁶⁶ An informal 5+2 meeting in November focused on the development of a system of guarantees for the negotiating process, promotion of CSBMs and matters related to freedom of movement across the Dniester/Nistru River.⁶⁷

With regard to enforcing the CSBMs, the OSCE Mission held a review conference in which representatives of Moldova and Transnistria took part together with high representatives of the Joint Control Commission. The working groups also held meetings with the Mediators and Observers of the 5+2 format.⁶⁸ In response to a request by the Defence Ministry of Moldova, the OSCE Mission signed a Memorandum of Understanding to implement a comprehensive programme on small arms and light weapons and conventional ammunition, which will run until the end of 2012.⁶⁹

⁶⁴ OSCE CiO: “Programme of Lithuania's chairmanship 2011”, 21 January 2011, <http://esbo.urm.lt/index.php?1860759643>.

⁶⁵ OSCE Delegates Website: “Address by the Chairman-in-Office of the OSCE, Lithuanian Foreign Minister H.E. Audronius Azubalis, to the OSCE Permanent Council”, 13 January 2011.

⁶⁶ OSCE Mission to Moldova: “Report to the Permanent Council”, 12 October 2010.

⁶⁷ OSCE Press Release: “Guarantees, confidence measures and freedom of movement in focus of OSCE-supported '5+2' talks on Transnistrian settlement”, 16 November 2010, www.osce.org/moldova/item_1_47695.html.

⁶⁸ OSCE Press release: “Transnistrian conflict - OSCE Mission to Moldova holds review conference on confidence-building measures”, 10 November 2010, www.osce.org/moldova/item_1_47581.html.

⁶⁹ OSCE Press Release: “OSCE Mission to Moldova and Defence Ministry co-operate in safe storage and disposal of arms and ammunition”, 28 October 2010, www.osce.org/moldova/item_1_47406.html.

With the support of the OSCE Mission, Moldova's remaining cluster munitions were destroyed on 29 July at the Bulboaca training ground.⁷⁰ The country was thus able to declare itself free of cluster munitions on the territory under its control before the entry into force of the international Convention of Cluster Munitions on 1 August 2010.⁷¹

There have been no reports of withdrawals of Russian ammunition, troops or equipment from Moldova this year.⁷²

Early Parliamentary Elections

The Head of Croatia's OSCE PA delegation and Rapporteur of the First Committee, Tonino Picula, led the short-term OSCE observer mission to Moldova and headed the delegation of OSCE Parliamentary Assembly in November 2010. The Mission assessed that the 28 November early parliamentary elections met most OSCE commitments.⁷³

“These elections reflected the will of the people, and were a positive step in Moldova's democratic development,” said Picula. “We commend the competitive and pluralistic environment of this country, and hope that the political forces will act responsibly in building bridges and bringing Moldova out of this political crisis.”

Following the 28 November early parliamentary elections, the Liberal Democratic Party (PLDM), the Liberal Party (PL), the Democratic Party (PDM) completed talks on the formation of a government coalition in late December.⁷⁴ The coalition is composed of 59 members. Constitutionally, 61 votes are needed to elect the President. The new Government was announced on 14 January 2011, with Vlad Filat reappointed Prime Minister.

III. Other International Action

The possible resumption of negotiations has received increasing support from international partners. At a summit in Deauville the French German and Russian Heads of State said that the resolution of the Transnistrian issue could be a concrete result to be achieved through the commitment to work jointly on security in the Euro-Atlantic and Eurasian Area within the frameworks of the OSCE, the EU-Russia relations and the NATO-Russian Council.⁷⁵

⁷⁰ Ministry of Defence: “Republic of Moldova destroys all arsenal of cluster ammunition”, 29 July 2010, www.army.md/?action=show&cat=4&obj=10076, (accessed 3 August 2010)

⁷¹ OSCE Mission to Moldova: “Activity Report No 7/2010 July 2010”, 13 August 2010.

⁷² OSCE Mission to Moldova: “Activity Report No 11/2010 November 2010”, 9 December 2010.

⁷³ OSCE PA News from Copenhagen: “Picula: Moldovan elections met most international standards”, 1 December 2010, http://www.oscepa.org/images/stories/documents/News%20from%20Copenhagen/2010_327-News_from_Copenhagen_368_COR.pdf.

⁷⁴ IPN: “PLDM, PDM and PL finish trilateral talks”, 30 December 2010, <http://www.info-prim.md/?x=22&y=35768>.

⁷⁵ Bundesregierung.de: „Statement for the France-Germany-Russia Summit in Deauville“, 18-19 October 2010, www.bundesregierung.de/Content/DE/Anlagen/2010/2010-10-19-erklaerung-gipfeltreffen-deauville-eng.property=publicationFile.pdf.

Negotiations on the future EU-Moldova Association Agreement, started in January 2010, have progressed substantially over the past year. The new Agreement will enhance EU-Moldova relations across all areas of co-operation, and provide the basis for establishing a Deep and Comprehensive Free Trade Area (DCFTA).⁷⁶

Negotiations on establishing a visa-free regime as a long-term goal started in June 2010;⁷⁷ technical meetings were held in order to achieve agreed arrangements on issuing visas⁷⁸ and to evaluate the Moldovan authorities' measures to ensure public order, security and international dialogue.⁷⁹ The European Commission presented an action plan on visa liberalization on 24 January, setting out the conditions to be met by Moldova with a view to the visa dialogue entering an operational phase.⁸⁰

Bilateral Meetings

Moldovan Prime Minister Vlad Filat and the Transnistrian leader Igor Smirnov met on 24 August and 30 September. They discussed the general situation in the negotiation process and practical steps in the framework of CSBMs, including the reopening of passenger train service between Chisinau and Odessa and the restoration of direct landline telephone service between the two banks of Dniester/Nistru River.⁸¹

The OSCE PA Parliamentary Team on Moldova, with a mandate to support democratization in the country, as well as address the Transnistrian status question, continued its work through regular contacts with stakeholders in Chisinau and Tiraspol and close co-ordination with the OSCE Mission to Moldova.

⁷⁶ European Commission External Relation Directorate-General: "ENPI: Republic of Moldova: National Indicative Programme 2011-2013".

⁷⁷ European Commission: "EU and Moldova begin talks for the liberalization of visas", 15 June 2010, www.ec.europa.eu/external_relations/moldova/index_en.htm, (accessed 18 June 2010).

⁷⁸ Ministry of Foreign Affairs: "Meeting on issuance of EU visas to transportation services from Moldova, 27 July 2010, (accessed 25 August 2010).

⁷⁹ Infotag.ru: "ЕВРОСОЮЗ ПРОВЕЛ ВТОРУЮ ОЗНАКОМИТЕЛЬНУЮ МИССИЮ В МОЛДОВЕ ПО ЛИБЕРАЛИЗАЦИИ ВИЗОВОГО РЕЖИМА", 17 September 2010, www.infotag.md/news/585230/, (accessed 20 September 2010).

⁸⁰ Council of the European Union: "Conclusion on the Republic of Moldova. 3041st Foreign Affairs Council Meeting", 25 October 2010, www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/117335.pdf, (accessed 27 October 2010); ENPI: "Commissioner presents Moldova visa liberalisation action plan", 24 January 2011, http://www.enpi-info.eu/maineast.php?id=23842&id_type=1&lang_id=450.

⁸¹ OSCE Mission to Moldova: "Activity Report 9/2010: September 2010", 11 October 2010; "Activity Report 11/2010: November 2010", 9 December 2010.

Guantanamo

I. Oslo Declaration

Underlining the difficulties of closing the Guantanamo Bay detention facility that the U.S. Administration is facing, and recalling that the Guantanamo facility still includes nearly 200 people, the Oslo Declaration calls for the permanent closure of Guantanamo and encourages OSCE participating States to receive detainees who have been cleared for release but who are unable to return to their countries for political reasons.

II. Current Situation

As of 20 January 2011, there were still 173 detainees at the Guantanamo detention center.⁸² The Guantanamo Detainee Review Task Force, which was created to review the status of each detainee, has cleared 59 individuals for release. Of these, 16 are slated for resettlement to third countries, but have not yet been placed. An additional 30 detainees from Yemen were cleared for release but remain detained at Guantanamo on the basis of a moratorium on transfers to Yemen following a Christmas Day 2009 attempted bombing of an airliner by a man who had allegedly received training in Yemen.⁸³

National Defense Authorization Act for Fiscal Year 2011

The U.S. National Defense Authorization Act for Fiscal Year (FY) 2011 introduces strict funding prohibitions affecting the administration's Guantanamo policies, barring the use of Defense Department funds for the transfer of detainees currently held at Guantanamo to the U.S. even for prosecution.⁸⁴ It bars the use of Defense Department funds for the purchase of the Thomson Correctional facility in Illinois, where the administration had intended to transfer dozens of detainees. It also contains new rules requiring that the Secretary of Defense be able to certify a country's ability to monitor and control detainees after they have been transferred, additional requirements pertain to a prospective transfer country's past experience with terrorism.

The new rules also restrict the use of Defense Department funds for the transfer of a detainee to a country with cases of "confirmed recidivism," which is not defined.⁸⁵ The transfer ban would apply until the end of the current fiscal year on 30 September 2011. As a result of these requirements, detainees who have already been cleared for release may continue to be held indefinitely without trial. However, the legislation applies only to funds allocated to the Defense Department, so other funds, such as those from the Department of Justice or State, can still be used to transfer detainees to the U.S. or to other countries.

⁸² The New York Times, "The Guantanamo Docket", <<http://projects.nytimes.com/guantanamo>>.

⁸³ Human Rights Watch, "US: Act on Pledge to Close Guantanamo", 10 January 2010, <<http://www.hrw.org/en/news/2011/01/10/us-act-pledge-close-guantanamo>>.

⁸⁴ Peter Landers, "Congress Bars Gitmo Transfers", The Wall Street Journal, 23 December 2010, <<http://online.wsj.com/article/SB10001424052748704774604576036520690885858.html>>.

⁸⁵ Human Rights Watch, "US: Act on Pledge to Close Guantanamo", 10 January 2011, <<http://www.hrw.org/en/news/2011/01/10/us-act-pledge-close-guantanamo>>.

III. Recent Developments

Two detainees transferred for resettlement in Germany

On 7 July 2010, German Interior Minister Thomas de Maiziere announced that Germany had accepted two Guantanamo detainees for resettlement.⁸⁶ The German magazine *Der Spiegel* identified one as Ahmed Mohammed al Shurfa, a stateless man of Palestinian descent who was born in Saudi Arabia, and the second as Mahmoud Salim al Ali, a Syrian citizen.⁸⁷ The United States had initially nominated three Guantanamo Bay detainees who had been cleared for release but the German authorities refused to accept the third man, citing security concerns. Both detainees were transferred to Germany on 16 September 2010.⁸⁸

Military Commissions

A military commission at the U.S. detention facility in Guantanamo Bay recommended a 14-year prison term for Ibrahim Ahmed Mahmoud al Qosi, a Sudanese man who had served as cook and driver for Osama bin Laden, on 11 August 2010.⁸⁹ The sentence is considered largely symbolic because Ibrahim Ahmed Mahmoud al Qosi had previously pleaded guilty to charges of conspiracy and providing material support for terrorism as part of a pretrial agreement.⁹⁰ The exact terms of the plea agreement were not disclosed, but may involve an additional two years of imprisonment according to various sources.⁹¹

On 31 October 2010, a military commission sentenced Omar Khadr to a 40-year prison term, another symbolic sentence as a pre-trial plea deal capped his sentence at eight years.⁹² Khadr, a Canadian citizen, was suspected of throwing a grenade during a 2002 firefight in Afghanistan that killed Sergeant First Class Christopher Speer, a member of a U.S. Army Special Forces unit.⁹³ He was 15 years old at the time of the event, and was sent to Guantanamo after being captured by U.S. forces.⁹⁴ In October 2010, days before his trial, he entered into a plea bargain. The plea agreement set a maximum sentence of eight years in prison.

⁸⁶ Spiegel Online, “Germany Agrees to Take Two Inmates from Guantanamo”, 7 July 2010, <<http://www.spiegel.de/international/germany/0,1518,705220,00.html>>.

⁸⁷ The Miami Herald, “Germany takes in two Arab captives from Guantánamo”, 16 September 2010, <<http://www.miamiherald.com/2010/09/16/1827559/germany-takes-in-2-guantanamo.html#ixzz1Ap0nCroJ>>.

⁸⁸ The New York Times, “The Guantanamo Docket”, <<http://projects.nytimes.com/guantanamo>>.

⁸⁹ Charley Keyes, “Military jury recommends a 14-year sentence for bin Laden's driver”, CNN, 12 August 2010, <http://edition.cnn.com/2010/WORLD/americas/08/11/guantanamo.plea.deal/index.html?section=cnn_latest>.

⁹⁰ The Washington Post, “Guantanamo detainee Ibrahim Ahmed Mahmoud al Qosi pleads guilty”, 8 July 2010, <<http://www.washingtonpost.com/wp-dyn/content/article/2010/07/07/AR2010070704734.html>>.

⁹¹ Human Rights Watch, “US: Act on Pledge to Close Guantanamo”, 10 January 2011, <<http://www.hrw.org/en/news/2011/01/10/us-act-pledge-close-guantanamo>>.

⁹² CBC News, “Omar Khadr sentenced to symbolic 40 years, 31 October 2010”, <<http://www.cbc.ca/world/story/2010/10/31/guantanamo-khadr-sentencing.html>>.

⁹³ Human Rights Watch, “Omar Khadr: Military Commission Trial of Ex-Child Soldier”, 15 October 2010, <<http://www.hrw.org/en/news/2010/10/15/qa-omar-khadr-trial>>.

⁹⁴ Andrew Mayeda, “Khadr given symbolic 40 years”, 31 October 2010, <<http://www.nationalpost.com/news/canada/Khadr+given+symbolic+years/3755138/story.html>>.

Additionally, after serving one year of his sentence in the United States, Omar Khadr would then be eligible to apply for transfer to Canada to serve the remainder of his sentence or to seek early release on parole. On 25 October 2010, Omar Khadr pleaded guilty to five war crimes charges, including murder in violation of the laws of war and attempted murder in violation of the laws of war.⁹⁵ One week later, Canadian Foreign Minister Lawrence Cannon confirmed that Canada will implement the agreement reached between the U.S. authorities and Omar Khadr.⁹⁶

Federal Trial of Ahmed Khalfan Ghailani

Ahmed Khalfan Ghailani, the first Guantanamo detainee to be tried in U.S. federal court, was sentenced to life in prison on 25 January for his role in the 1998 East Africa U.S. embassy bombings.⁹⁷ Ghailani's trial began in New York City on 12 October 2010 and ended on 17 November with his conviction on one count of conspiracy to destroy government buildings,⁹⁸ and acquittal on 284 other counts of murder and conspiracy.

Captured in Pakistan in 2004, he was subsequently held in secret prisons run by the CIA and in September 2006 was transferred to the naval base at Guantanamo. In May 2009, Attorney General Eric Holder directed that he be moved to the United States and tried in U.S. Federal Court.⁹⁹ Upon Ghailani's conviction, Holder highlighted that the case demonstrates the effectiveness of U.S. civilian courts. "As this case demonstrates," he said, "we will not rest in bringing to justice terrorists who seek to harm the American people, and we will use every tool available to the government to do so."¹⁰⁰

Detainee transferred to Algeria

On 6 January 2011, Saeed Farhi bin Mohammed, who had been detained for more than eight years in Guantanamo, was transferred to his native Algeria. U.S. District Judge Gladys Kessler ordered his release on 19 November 2009, in an 80-page ruling which found that Justice Department lawyers had not proved that he had joined either al Qaeda or the Taliban while in South Asia. His lawyers asked that he be resettled elsewhere, like other Guantanamo captives, because he feared Islamic extremist violence in his native Algeria, as well as government

⁹⁵ The Miami Herald, "Canadian at Guantánamo pleads guilty to war crimes", 25 October 2010, <<http://www.miamiherald.com/2010/10/25/1890152/canadian-pleads-guilty-to-war.html#storylink=related#ixzz1BliEK23p>>.

⁹⁶ The Miami Herald, "Canada agrees to repatriate Guantánamo convict", 2 November 2010, <<http://www.miamiherald.com/2010/11/02/1903710/canada-agrees-to-repatriate-guantanamo.html>>.

⁹⁷ Washington Post, "Embassy bomber receives life sentence," 26 January 2011, <<http://www.washingtonpost.com/wp-dyn/content/article/2011/01/25/AR2011012506978.html>>.

⁹⁸ The New York Times, "Ahmed Khalfan Ghailani", 18 November 2010, <http://topics.nytimes.com/topics/reference/timestopics/people/g/ahmed_khalfan_ghailani/index.html>.

⁹⁹ Scott Shifrel, Jose Martinez and Lukas I. Alpert, "Alleged Al-Qaeda terrorist Ahmed Ghailani acquitted of all but one charge in embassy bombing trial", NYDailyNews.com, <http://www.nydailynews.com/ny_local/2010/11/17/2010-11-17_alleged_alqaeda_operative_acquitted_of_all_but_one_charge_in_terror_trial_.html>.

¹⁰⁰ Washington Post, "Embassy bomber receives life sentence," 26 January 2011, <<http://www.washingtonpost.com/wp-dyn/content/article/2011/01/25/AR2011012506978.html>>.

retaliation for the stigma of having been held at Guantanamo, even though he had been cleared. However, in July 2010, the U.S. Supreme Court declined to block the transfer.¹⁰¹

Afghanistan

I. Oslo Declaration

Regarding Afghanistan, the Oslo Declaration expressed concern over the deteriorating security situation which is “leading a considerable number of Afghan citizens to leave the country, prevents many young people from attending school, limits economic opportunities, and undermines human rights and the rule of law, in addition to fostering corruption.” The Parliamentary Assembly recommended that OSCE participating States “step up their law enforcement action against the trafficking of narcotics which originates in Afghanistan and reaches Europe via Iran, Turkey, the Balkans or Pakistan, or alternatively via the former Soviet Central Asian republics and the Russian Federation.”¹⁰² Participating States were urged to sign appropriate agreements with non-OSCE countries bordering Afghanistan as a means of enhancing the effectiveness of measures that were adopted to combat illegal flows of people and narcotics.¹⁰³

II. Current Situation

Afghan Security

With 669 coalition military casualties and 345 deaths caused by improvised explosive devices (IEDs), 2010 was the deadliest year in Afghanistan since the beginning of NATO operations in 2001 (see diagram below).¹⁰⁴ Civilian war deaths in the first seven months of 2010 rose by six per cent over the same period the previous year.¹⁰⁵ The Taliban and their allies were responsible for 68 per cent of the approximately 1,325 civilian deaths recorded by the Afghan Independent Human Rights Commission.¹⁰⁶

The violence in the country is closely connected to the narcotics industry, which represents a major source of funding for the Taliban insurgents.¹⁰⁷ Afghanistan is the world’s largest producer

¹⁰¹ The Miami Herald, “Pentagon repatriates Algerian”, 6 January 2011, <<http://www.miamiherald.com/2011/01/06/2003905/pentagon-repatriates-algerian.html>>.

¹⁰² See OSCE Parliamentary Assembly, 2010, “Resolution on Afghanistan”, *Oslo Declaration*, p. 34.

¹⁰³ Ibid.

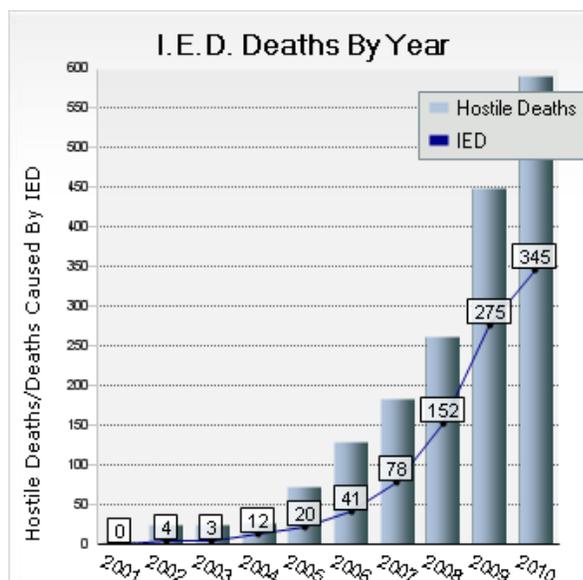
¹⁰⁴ I-casualties, “Operation Enduring Freedom”, <http://www.icasualties.org/OEF/Index.aspx>.

¹⁰⁵ Cloud, David S., “Afghan civilian deaths caused by allied forces rise”, Los Angeles Times, 1 November 2010, <http://www.rawa.org/temp/runews/2010/11/01/afghan-civilian-deaths-caused-by-allied-forces-rise.html>

¹⁰⁶ The remaining twenty-three percent were ascribed to NATO or Afghan government forces according to the organization; see Vogt, Heidi and Faiez, Rahim, “Civilian deaths up in 2010, Afghan Commission says”, Associated Press, 8 August 2010, http://www.msnbc.msn.com/id/38614021/ns/world_news-south_and_central_asia/.

¹⁰⁷ Foreign Ministry of Kazakhstan, “Kazakh Parliamentarians to Host Colleagues at 2010 Trans-Asian Forum”, 11 May 2010, <http://portal.mfa.kz/portal/page/portal/mfa/en/content/news/ASTANA%20CALLING/2010-05-11>

of heroin, much of which seeps into neighbouring Central Asian countries and then into Russia, where it finds a ready market of over a million users.¹⁰⁸



Source: *i-Casualties*, <http://www.icasualties.org/OEF/Index.aspx>.

Despite continuing efforts by the Afghan government and Western aid programmes, poppy cultivation in the country's largest opium-producing provinces has dropped only modestly in 2010 according to the Annual Report of the United Nations Office on Drugs and Crime.¹⁰⁹

Political Standoff

Following parliamentary elections held on 18 September 2010, in which 2,506 candidates competed for 249 seats, the country found itself in a political standoff between President Hamid Karzai and newly elected parliamentarians. With hundreds of his fellow ethnic Pashtuns claiming that fraud had hurt their election chances, Karzai assured them that he would delay the convening of parliament until further investigations into election fraud could be held. His order to delay the parliament, however, sparked an outcry among lawmakers and drew heavy pressure from the United States, the UN and other world powers for Karzai to resolve the dispute.¹¹⁰

After hours of negotiation with parliamentarians on 22 January, Karzai agreed to end the standoff and inaugurate the parliament on the condition that lawmakers accept any decision

¹⁰⁸ Rubin, Alissa J., "U.N. Reports Mixed Results on Afghan Poppy Crops", *The New York Times*, 30 September 2010, http://www.nytimes.com/2010/10/01/world/asia/01opium.html?ref=drug_trafficking

¹⁰⁹ Rubin, Alissa J., "U.N. Reports Mixed Results on Afghan Poppy Crops", *The New York Times*, 30 September 2010, http://www.nytimes.com/2010/10/01/world/asia/01opium.html?ref=drug_trafficking

¹¹⁰ Associated Press, "Karzai backs down in dispute with Afghan lawmakers," 23 January 2011, <http://www.google.com/hostednews/ap/article/ALeqM5ixfx5o8o6GD0GhRjA-3ebPs2o80g?docId=4ae84df0c6dd4c6b9659e70636380a35>

made by a special court established in December, at Karzai's request, to probe allegations brought by losing candidates.¹¹¹

III. OSCE Initiatives

ODIHR Election Support Team

Following an invitation from the Afghan Independent Election Commission (IEC), the OSCE Office for Democratic Institutions and Human Rights (ODIHR) deployed a team of eight experts to Kabul on 9 September for a period of five weeks.¹¹² In its final report on the 18 September parliamentary elections, ODIHR noted that while there were some positive developments, the elections highlighted “serious, systemic deficiencies.” ODIHR pointed to “dramatic levels of fraud, violence and highly disputed outcomes [...], which did not contribute to fostering credibility of and public confidence in the democratic process.”¹¹³

New IEC leadership was appointed before the elections, as called for in previous ODIHR recommendations. The IEC implemented significant reforms before election day, increasing transparency and improving procedures. These included holding open meetings, publishing decisions, and making individual polling station results available in more user-friendly formats. The IEC also dismissed 6,000 staff implicated in fraud in the 2009 elections and introduced a new recruitment system in an effort to remove those thought to have been involved in fraud.

The elections were held under a revised Electoral Law, passed by presidential decree in February 2010 without consultation with parliament. Under a new system prescribed by the Electoral Law, the IEC and the Electoral Complaints Commission (ECC) were required to take a leading role in the vetting process of candidates.

As in 2009, the election campaign was marred by violence. The IEC reported deaths of at least three candidates, 13 campaign workers, and two election officials. The number of security incidents on election day was reportedly exceptionally high, even greater than in 2009.¹¹⁴

OSCE Summit in Astana

At the Astana Summit December, participating States stressed the need for assisting international efforts in the Afghan stabilization process, making the security situation in the country a top

¹¹¹ CNN, “Karzai offers to inaugurate Afghan parliament next week,” 22 January 2011, http://articles.cnn.com/2011-01-22/world/afghanistan.parliament.delay_1_afghan-president-hamid-karzai-inauguration-special-court?s=PM:WORLD

¹¹² OSCE Office for Democratic Institutions and Human Rights, “Afghanistan – Parliamentary Elections, 18 September 2010,” <http://www.osce.org/odihr/elections/afghanistan/74788>

¹¹³ OSCE Office for Democratic Institutions and Human Rights, “Islamic Republic Of Afghanistan Parliamentary Elections - 18 September 2010,” OSCE/ODIHR Election Support Team Report, 26 November 2010, <http://www.osce.org/odihr/elections/73723>

¹¹⁴ Ibid.

priority on the agenda.¹¹⁵ The United States called for a greater role of the OSCE in Afghanistan, notably in the area of border security, combating drug trafficking and the overall promotion of democracy.¹¹⁶

The final declaration adopted in Astana states that “we [the OSCE participating States] underscore the need to contribute effectively, based on the capacity and national interest of each participating State, to collective international efforts to promote a stable, independent, prosperous and democratic Afghanistan. We recognize that the security of the OSCE area is inextricably linked to that of adjacent areas, notably in the Mediterranean and in Asia. We must therefore enhance the level of our interaction with our Partners for Co-operation.”¹¹⁷

Priorities of Kazakhstan’s Chairmanship in 2010

As outlined in the Path to Europe 2009-2011 State Programme, the Kazakh Ministry of Foreign Affairs stressed the need for the “reconstruction of the OSCE partner state Afghanistan.”¹¹⁸ Kazakhstan provides considerable humanitarian assistance to Afghanistan, notably in areas such as the construction of roads, hospitals and schools. The Kazakh Chairmanship financed and organized an OSCE-supported course for Afghan police officers that started in Almaty on 10 November 2010. The ten Afghan police officers who took part in the two-week training course learned how to plan and execute drug search operations and how to employ modern training methods in their work.¹¹⁹ Knut Dreyer, OSCE Senior Police Adviser and the Head of the Strategic Police Matters Unit, also highlighted that “for the first time we have a female police officer among the seminar participants. The Afghan government has increased efforts to increase the number of policewomen who play an important role in a conservative society like Afghanistan’s.”¹²⁰ Furthermore, Kazakhstan has adopted an educational program to train the Afghans in peaceful professions such as doctors, engineers and agronomists, spending approximately 37 million EUR on this project.¹²¹ The first group of participants is currently studying in Kazakhstan.

Priorities of Lithuania’s Chairmanship in 2011

According to its 2011 Work Programme, Lithuania will place particular emphasis on strengthening OSCE engagement with Afghanistan via a series of concrete projects in close co-operation and co-ordination with other international actors and organizations active in the

¹¹⁵ The Kyiv Post, “OSCE will assist Afghanistan stabilization”, 3 December 2010, <http://www.kyivpost.com/news/world/detail/92013/>

¹¹⁶ OSCE Archives, “U.S. DEPARTMENT OF STATE/ Office of the Spokesman: Remarks Secretary of State Hillary Rodham Clinton at OSCE Summit, Astana, Kazakhstan”, 1 December 2010, <http://www.osce.org/files/documents/2/a/73875.pdf>

¹¹⁷ OSCE Press release, “Astana declaration adopted at OSCE Summit charts way forward”, 2 December 2010, <http://www.osce.org/cio/74236>

¹¹⁸ Ministry of Foreign Affairs of Kazakhstan, “Path to Europe 2009-2011 State Program,” <http://portal.mfa.kz/portal/page/portal/mfa/en/content/truth/path%20to%20europe>

¹¹⁹ Embassy of the Republic of Kazakhstan, “Kazakhstan’s Stance on Current International Issues: Afghanistan”, <http://www.kazakhembus.com/index.php?page=foreign-policy>.

¹²⁰ Ibid.

¹²¹ Geropoulos, Kostis, “Astana OSCE Summit Zeroes In On Afghanistan, Regional Security”, New Europe Weekly, <http://www.neurope.eu/articles/103756.php>

region.¹²² Lithuania has emphasized its intention to “contribute effectively to collective international efforts to stabilize Afghanistan and help effectively counter the transnational threats stemming from its territory.”¹²³ In March 2011, the Lithuanian Chairmanship plans to hold a conference in Vienna on improving the co-ordination efforts between regional and international players in the field of border security and management with the objective of enhancing the effectiveness of measures aimed at countering drug trafficking in Afghanistan and Central Asian countries.¹²⁴

Field Activities

The inaugural Senior Staff Course of the Dushanbe-based OSCE Border Management Staff College was held from 15 November to 10 December 2010.¹²⁵ Several field visits to the borders of Tajikistan were included in the course to give participants the opportunity to learn about the procedures of checking persons, goods, and vehicles. Particular emphasis was placed on discussing the strategic and tactical application of border management, the formation of professional partnerships and the exchange of best practice.¹²⁶ Major course elements included border management models and strategies, risk management regarding terrorism, narcotics trafficking, trafficking in human beings and small arms and light weapons.

Another training programme, organized by the OSCE Border Management Staff College and financed by Austria, was launched on 21 September 2010. The programme aims to strengthen Afghan customs administration, and includes seminars and workshops for Afghan and Tajik customs officials led by experts from the Austrian Finance Ministry.¹²⁷ The seminars, to be held at the Border Management Staff College, started in late 2010 and will end in 2012. According to Alain Scolan, Principal of the Border College, “this programme will help senior Afghan and Tajik customs officials establish a network and promote security in Central Asia.”¹²⁸

As an OSCE partner for co-operation, the parliament of Afghanistan is invited to observe all OSCE PA meetings. Noting the call for support voiced by parliaments in Central Asia, the OSCE PA continues to work closely with OSCE institutions to involve parliamentarians from Afghanistan in the OSCE PA. Afghanistan featured prominently in the OSCE PA Trans-Asian Forum in May 2010.

¹²² Lithuania’s OSCE Chairmanship Website, “Programme of Lithuania’s chairmanship 2011”, <http://esbo.urm.lt/index.php?1860759643>.

¹²³ As cited in Lithuania’s OSCE Chairmanship Website, “Programme of Lithuania’s chairmanship 2011”, <http://esbo.urm.lt/index.php?1860759643>.

¹²⁴ Ibid.

¹²⁵ OSCE Office in Tajikistan, “Field visit to Tajik-Afghan border held as part of OSCE border college senior staff course”, 27 November 2010, 27 November 2010 <http://www.osce.org/item/47840.html>

¹²⁶ Ibid.

¹²⁷ OSCE Press releases, “OSCE Border Management Staff College launches training programme to strengthen Afghanistan’s customs administration”, 21 September 2010, <http://www.osce.org/item/46161.html>

¹²⁸ Ibid.

UN Security Council Resolutions on Women, Peace and Security

I. Oslo Declaration

Regarding the issue of women, peace and security, the Oslo Declaration stressed the importance of “equal participation of women and men and full involvement in all efforts for the maintenance and promotion of peace and security.”¹²⁹ The Declaration also emphasizes the significant contribution of UN Security Council Resolution (UNSCR) 1325 on women, peace and security, unanimously adopted on 31 October 2000, and acknowledges the “gender-dimensions of war and peace, and the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction.”

In this respect, the declaration also welcomes the UNSCR 1889, adopted on 5 October 2009, which reaffirms the provisions of Resolution 1325. The resolution urges participating States to develop National Action Plans to implement UNSCRs on women, peace and security and implement the measures included in UNSCR 1325 in their respective security and defence and external action policies.¹³⁰

The four UN resolutions on women, peace and security

Resolution 1325 (2000) was the first UNSCR to link women to the peace and security agenda. It recognizes that women are disproportionately affected by conflict and calls for their active participation at all levels of decision-making in conflict prevention, conflict resolution, peace processes, post-conflict peacebuilding and governance.

Resolution 1820 (2008) was the first resolution to recognize conflict-related sexual violence as a matter of international peace and security. It calls for armed actors to end the practice of using sexual violence against civilians to achieve political or military ends and to counter impunity for sexual violence and provide effective protection for civilians.

Resolution 1888 (2009) strengthens the implementation of SCR 1820, by assigning leadership and establishing effective support mechanisms. It calls for the appointment of a Special Representative of the Secretary-General to co-ordinate UN efforts to address conflict-related sexual violence, as well as for the rapid deployment of teams of experts and advisors to situations of concern.

Resolution 1889 (2009) addresses obstacles to women’s participation in peace processes and peace-building as prescribed in SCR 1325. It calls for the UN Secretary-General to submit to the Security Council a set of indicators that are to be used at the global level in order to track the

¹²⁹ OSCE Parliamentary Assembly, 2010, “Resolution on UN Security Council Resolutions on Women, Peace and Security”, *Oslo Declaration*, p. 35.

¹³⁰ See OSCE Parliamentary Assembly, 2010, “Resolution on UN Security Council Resolutions on Women, Peace and Security”, *Oslo Declaration*, p. 39.

implementation of UNSCR 1325. It also calls for the strengthening of national and international responses to the needs of women and girls in conflict and post-conflict settings.

II. OSCE Initiatives

Astana Summit

At the Astana Summit on 1 December 2010, Chairperson-in-Office Kanat Saudabayev stressed that sustainable peace and stability can only be achieved with “the participation of women as equal partners with men and OSCE States must do more to fulfill commitments to promote gender equality.”¹³¹ Saudabayev added that “the OSCE States are engaged in a high-level dialogue on the future of European security, and it is critical that we take this opportunity to reinvigorate efforts to achieve gender equality and involve women in addressing our common security challenges.”¹³²

Echoing this call, UN Secretary-General Ban Ki-Moon stated that as a regional actor “the OSCE is in the lead but you can continue counting on the United Nations as a reliable partner. In taking on all of these challenges, we must do more to engage youth and women for peace and security. In this 10th Anniversary year of UN Security Council Resolution 1325 on women, peace and security, let us illuminate an essential truth: Women lead to peace.”¹³³

Tenth Anniversary of UN Security Council Resolution 1325

On the occasion of the UNSCR’s tenth anniversary, the UN organized an open debate on women, peace and security on 26 October 2010. With 90 speakers addressing the UN Security Council,¹³⁴ the open debate provided Member States the opportunity to “articulate forward-looking, time-bound and measurable commitments to implementing SCR 1325.”¹³⁵ According to the Peace Women Forum, however, the majority of member states opted out, referring to their ‘commitment’ to support UNSCR 1325 rather than seizing the opportunity to map out a concrete plan for action.¹³⁶

The negotiations of the Council resulted in the adoption of the Presidential Statement, a non-binding political statement, which reiterated the Council’s position and intentions on women, peace and security. In the Presidential Statement, the Council called, inter alia, for annual reporting on women, peace and security and for the 2011 report to include a strategic framework

¹³¹ OSCE Press Releases, “OSCE states must do more to advance women's political participation and gender equality, says OSCE Chairperson”, <http://www.osce.org/item/42945.html>

¹³² Ibid.

¹³³ Office of the Spokesperson of the UN Secretary-General, “Astana, Kazakhstan, 1 December 2010 - Secretary-General's remarks to Summit of the Organization for Security and Co-operation in Europe (OSCE)”, <http://www.un.org/apps/sg/sgstats.asp?nid=4961#>

¹³⁴ UN Security Council, “Security Council Supports ‘Taking Forward’ Indicators of Progress in Implementing Landmark Text on Women, Peace, Security as Organization Marks Tenth Anniversary”, 26 October 2010, <http://www.un.org/News/Press/docs//2010/sc10071.doc.htm>

¹³⁵ Peace Women Forum, “Open Debate on Women, Peace and Security, October 2010 (10th anniversary)”, 26 October 2010, http://www.peacewomen.org/security_council_monitor/debate-watch/all-debates/24/open-debate-10th-anniversary

¹³⁶ Ibid.

to guide UN implementation. The Council further expressed its intention to convene a high-level review in 2015.

EU-OSCE Co-operation

At the OSCE Forum for Security Co-operation in Vienna on 29 September 2010, the EU emphasized that “it is of the utmost importance that we strive to ensure gender equality in all aspects of human rights, to fight violence against women and to enhance women’s participation in the field of international peace and security.”¹³⁷ EU representatives stated that nine EU Member States have already adopted their national action plans and strategies, as called for by the UN Security Council and the OSCE’s Human Rights, Women and Security Programme.¹³⁸

The importance of the EU’s Ministerial Council Decision 14/05, which stresses women’s full and equal participation in all phases of conflict prevention, resolution and peace-building, was also emphasized.¹³⁹ The work of the Gender Unit was also highlighted, notably regarding the improvement of the situation in the politico-military dimension with concrete tools such as the development of the Gender Base, the creation of online coaching modules for relevant staff as well as the assistance to field operations.

Field Activities

On 10 December 2010, the OSCE Mission to Moldova conducted a one-day roundtable meeting to mark the 10th anniversary of UNSCR 1325, entitled “Men against Violence, Women for Peace.”¹⁴⁰ Including government officials and lawmakers as well as representatives of international organizations and civil society, the roundtable meeting focused on how men and boys can best campaign against violence against women and promote the role of women in conflict situations.

On 9 November 2010, the OSCE Mission to Albania launched a two-day conference on enhancing women’s participation in public and political life. The conference was part of a project funded by the Embassy of the Netherlands and the Swedish International Development Agency.¹⁴¹

¹³⁷ OSCE, “OSCE Forum for Security Co-operation Nr. 622, EU statement on UNSCR 1325 ‘Gender and Security’, FSC/DEL/102/10”, 29 September 2010, http://www.osce.org/documents/fsc/2010/09/46896_en.pdf

¹³⁸ Ibid.

¹³⁹ Ibid.

¹⁴⁰ OSCE press releases, “OSCE Mission to Moldova promotes role of men in securing women's rights”, 7 December 2010, <http://www.osce.org/item/48112.html>

¹⁴¹ OSCE, “Ambassador Wollfarth’s talking points at the conference on enhancing women’s participation in public and political life: Sheraton Hotel”, 9 November 2010, p. 3.