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Organization for Security and Co-operation in Europe
Permanent Council

PC.JOUR/1540
30 October 2025

Original: ENGLISH

Chairmanship: Finland

1540th PLENARY MEETING OF THE COUNCIL

1. Date: Thursday, 30 October 2025 (in the Neuer Saal and via video teleconference)

   Opened: 10.05 a.m.
   Suspended: 12.50 p.m.
   Resumed: 3 p.m.
   Closed: 4.45 p.m.

2. Chairperson: Ms. M. Neuvonen
   Mr. S. Gahnström

   The Chairperson welcomed the new Permanent Representative of Bulgaria to the OSCE, H.E. Ambassador I. Gospodinov, to the Permanent Council. The Permanent Representative of Bulgaria thanked the Chairperson for these welcoming remarks.

   The Chairperson also welcomed the new Head of the Council of Europe Office in Vienna, H.E. Ambassador G. Doujak, to the Permanent Council.

   Russian Federation (Annex)

3. Subjects discussed – Statements – Decisions/documents adopted:

   Agenda item 1: THE RUSSIAN FEDERATION’S ONGOING AGGRESSION AGAINST UKRAINE

   Chairperson, Ukraine (PC.DEL/1176/25), United Kingdom, Canada (PC.DEL/1166/25), Denmark (also on behalf of Albania, Andorra, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czechia, Estonia, Finland, France, Georgia, Germany, Greece, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Montenegro, the Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and Ukraine) (PC.DEL/1165/25), Türkiye (PC.DEL/1178/25 OSCE+), Russian Federation, Belarus (PC.DEL/1172/25 OSCE+), Lithuania, Japan (Partner for Co-operation)

Agenda item 2: ADDRESS BY THE SECRETARY GENERAL OF THE COUNCIL OF EUROPE

Chairperson, Secretary General of the Council of Europe (PC.DEL/1199/25 OSCE+), Denmark-European Union (with Albania, Andorra, Bosnia and Herzegovina, Georgia, Iceland, Liechtenstein, Moldova, Montenegro, North Macedonia, Norway, San Marino and Ukraine, in alignment) (PC.DEL/1192/25), Kazakhstan (PC.DEL/1195/25 OSCE+), Malta, Ukraine (PC.DEL/1187/25), Albania (PC.DEL/1183/25 OSCE+), Türkiye (PC.DEL/1179/25 OSCE+), Armenia (PC.DEL/1188/25), Switzerland (PC.DEL/1184/25 OSCE+), Montenegro (PC.DEL/1193/25 OSCE+), Azerbaijan (PC.DEL/1201/25 OSCE+), United Kingdom, Norway, Moldova (PC.DEL/1190/25 OSCE+), Georgia (PC.DEL/1198/25 OSCE+), Bosnia and Herzegovina (PC.DEL/1161/25/Rev.1), Serbia, Russian Federation (PC.DEL/1164/25)

Agenda item 3: DECISION ON THE 2025 ADDITIONAL AND REVISED PROVISIONAL EXPENDITURE AUTHORIZATION FOR THE SECRETARIAT

Chairperson

Decision: The Permanent Council adopted Decision No. 1512 (PC.DEC/1512) on the 2025 additional and revised provisional expenditure authorization for the Secretariat, the text of which is appended to this journal.

Canada (interpretative statement, see attachment 1 to the decision), Denmark (also on behalf of Albania, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czechia, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Montenegro, the Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Spain, Sweden and Ukraine) (interpretative statement, see attachment 2 to the decision), Chairperson

Agenda item 4: REPORT BY THE HIGH COMMISSIONER ON NATIONAL MINORITIES

Chairperson, OSCE High Commissioner on National Minorities (HCNM.GAL/2/25/Corr.1), United Kingdom, Denmark-European Union (with Albania, Andorra, Bosnia and Herzegovina, Georgia, Iceland, Liechtenstein, Moldova, Montenegro, North Macedonia, Norway, San Marino and Ukraine, in alignment) (PC.DEL/1203/25), United States of America, Kazakhstan (PC.DEL/1196/25 OSCE+), Russian Federation (PC.DEL/1173/25), Ukraine (PC.DEL/1197/25), Albania (PC.DEL/1181/25 OSCE+), Türkiye (PC.DEL/1180/25 OSCE+), Armenia (PC.DEL/1189/25 OSCE+), Switzerland (PC.DEL/1185/25 OSCE+), Montenegro (PC.DEL/1194/25 OSCE+), Uzbekistan, Canada (PC.DEL/1175/25 OSCE+), Azerbaijan (PC.DEL/1202/25 OSCE+), Norway, Turkmenistan, Moldova

(PC.DEL/1191/25 OSCE+), Hungary (PC.DEL/1177/25 OSCE+), Kyrgyzstan, Serbia, Latvia

Agenda item 5: REVIEW OF CURRENT ISSUES

Increasing military involvement of certain NATO and EU member States in yet more confrontation in and around Ukraine: Russian Federation (PC.DEL/1170/25), France

Agenda item 6: REPORT ON THE ACTIVITIES OF THE CHAIRPERSON-IN-OFFICE

(a) *Visit of the Special Representative of the OSCE Chairperson-in-Office on Climate and Security, Ms. K. Stendahl, to Ukraine from 26 to 31 October* 2025: Chairperson

(b) *Participation of the Special Envoy of the OSCE Chairperson-in-Office, Ambassador T. Hakala, in the OSCE Focus Conference 2025, being held in Geneva, Switzerland, on 30 and 31 October 2025*: Chairperson

(c) *Deadline for nominations for the 2025 OSCE White Ribbon awards for the promotion of gender equality*: Chairperson

Agenda item 7: REPORT OF THE SECRETARY GENERAL

Announcement of the distribution of a written report of the Secretary General (SEC.GAL/116/25 OSCE+): Deputy Director for Policy Support Service

Agenda item 8: ANY OTHER BUSINESS

Third Minsk International Conference on Eurasian Security, held on 28 and 29 October 2025: Belarus (PC.DEL/1174/25 OSCE+), Russian Federation (PC.DEL/1171/25)

4. Next meeting:

Thursday, 6 November 2025, at 10 a.m., in the Neuer Saal and via video teleconference

Organization for Security and Co-operation in Europe
Permanent Council

PC.JOUR/1540
30 October 2025
Annex

ENGLISH
Original: RUSSIAN

1540th Plenary Meeting
PC Journal No. 1540, Point 2

STATEMENT BY THE DELEGATION OF THE RUSSIAN FEDERATION

Mr. Chairperson,

It remains deeply disappointing that the Finnish Chairmanship is openly violating the rules of our Organization and wilfully continuing the fruitless discussions of the Ukraine topic at an OSCE decision-making body. The inclusion of a separate confrontational item on "Russian aggression against Ukraine" in the Permanent Council's agenda is quite unacceptable.

Such actions are directly incompatible with standing agenda items as established by the Rules of Procedure of the OSCE (chapter IV.1(C)) and must stop. The agenda circulated by the Chairmanship for today's meeting has an overtly aggressive thrust as regards the Ukraine issue, is incompatible with the principles of the OSCE and does not give all participating States the opportunity to take part on an equal and non-discriminatory basis in a discussion of the developments in and around Ukraine.

The convening of Permanent Council meetings must be fully in line with the Rules of Procedure of the OSCE by involving consultations with all the participating States (paragraphs IV.1(C)1 and IV.1(C)3) and may not run counter to the provisions of the mandate of the Chairmanship-in-Office, which unambiguously obligates the Chairmanship to take the whole spectrum of opinions into account in its actions (Porto Ministerial Council Decision No. 8 of 2002)

This is clearly an abuse of authority by the Chairmanship, which is duty-bound to act in the interests of all 57 participating States and not a group of countries that are aggressively imposing their views on everyone else.

We request that this formal reservation be reflected in the journal of today's meeting of the OSCE Permanent Council in accordance with paragraph IV.1(A)6 of the Rules of Procedure of the OSCE.

Thank you for your attention.

PC.DEC/1512
30 October 2025

Original: ENGLISH

Organization for Security and Co-operation in Europe
Permanent Council

1540th Plenary Meeting
PC Journal No. 1540, Agenda item 3

DECISION No. 1512
2025 ADDITIONAL AND REVISED PROVISIONAL EXPENDITURE AUTHORIZATION FOR THE SECRETARIAT

The Permanent Council,

Acting in accordance with the relevant provisions of the Financial Regulations,

Reiterating the importance of full transparency and accountability in the functioning of the OSCE,

Reiterating the importance of Permanent Council Decisions No. 486 of 28 June 2002 and No. 553 of 27 June 2003,

Acknowledging that the discussions on the 2025 Unified Budget are still ongoing, and without prejudice to the outcome of these discussions,

Recalling Financial Regulation 3.04 – Provisional Expenditure Authorization,

Recalling Financial Regulation 3.01(b) – with reference to the authority of the Permanent Council to take decisions on all elements of the budget,

1. Takes note of the OSCE 2025 Year-End Financial Forecast for the Secretariat (document PC.ACMF/71/25 of 10 October 2025);

2. Approves the additional and revised provisional expenditure authorization of 2,028,500 euros, on an exceptional basis, in order to meet the anticipated financing requirements as set forth in the annex;

3. Determines that this additional provisional expenditure authorization shall be financed from the 2024 reported cash surplus.

2025 ADDITIONAL AND REVISED PROVISIONAL EXPENDITURE AUTHORIZATION

Fund **Main Programme** Programme	**Provisional Expenditure Authorization Financial Regulation 3.04***	**Transfers Financial Regulation 3.02****	**Additional Provisional Expenditure Authorization *****	**Revised Provisional Expenditure Authorization**	**Total Forecast Expenditure 2025**	**Estimated Year-End Balance**	**Additional Provisional Expenditure Authorization**	**Proposed Transfer Fin.Reg. 3.02 (a) (iv)**	**Total Revised Provisional Expenditure Authorization**
	A	**B**	**C**	**D=A+B+C**	**E**	**F=D-E**	**G**	**H**	**I=D+G+H**
The Secretariat									
Secretary General and Central Services									
Executive Management	1,190,500	117,000	-	1,307,500	1,419,300	-111,800	111,800	-	1,419,300
Security Management	636,500	54,400	-	690,900	771,800	-80,900	80,900	-	771,800
Conference and Language Services	5,437,500	39,000	405,000	5,881,500	6,816,500	-935,000	835,000	100,000	6,816,500
The OSCE Documentation Centre in Prague	640,100	5,000	-	645,100	756,000	-110,900	110,900	-	756,000
Internal Oversight									
Internal Oversight	1,828,900	-	-	1,828,900	1,842,200	-13,300	13,300	-	1,842,200
Conflict Prevention									
CPC Direction and Management	460,400	38,300	-	498,700	574,700	-76,000	76,000	-	574,700
Programming and Evaluation Support Unit	530,000	17,300	-	547,300	621,100	-73,800	73,800	-	621,100
Communications and Technology Unit	633,900	34,200	-	668,100	683,900	-15,800	15,800	-	683,900

2025 ADDITIONAL PROVISIONAL EXPENDITURE AUTHORIZATION (CONTINUED)

Fund **Main Programme** Programme	**Provisional Expenditure Authorization Financial Regulation 3.04*** **A**	**Transfers Financial Regulation 3.02**** **B**	**Additional Provisional Expenditure Authorization ***** **C**	**Revised Provisional Expenditure Authorization** **D=A+B+C**	**Total Forecast Expenditure 2025** **E**	**Estimated Year-End Balance** **F=D-E**	**Additional Provisional Expenditure Authorization** **G**	**Proposed Transfer Fin.Reg. 3.02 (a) (iv)** **H**	**Total Revised Provisional Expenditure Authorization** **I=D+G+H**
Human Resources Management									
Department of Human Resources	4,171,600	-	-	4,171,600	4,071,600	100,000	-	-100,000	4,071,600
Department of Management and Finance									
Information and Communication Technology Services	4,370,900	-	-	4,370,900	4,860,100	-489,200	489,200	-	4,860,100
Mission Support Services	2,517,600	186,200	-	2,703,800	2,819,500	-115,700	115,700	-	2,819,500
Secretariat Augmentations									
Information and Communication Technology Services	768,200	-	-	768,200	821,700	-53,500	53,500	-	821,700
Mission Support Service	738,300	-	-	738,300	790,900	-52,600	52,600	-	790,900
TOTAL ADDITIONAL PROVISIONAL EXPENDITURE AUTHORIZATION							**2,028,500**		

*Reflects provisional expenditure authorization until the end of 2025.
**Reflects transfers planned until the end of 2025.
***Additional provisional expenditure authorization approved under PC.DEC/1507.

Original: ENGLISH

INTERPRETATIVE STATEMENT UNDER PARAGRAPH IV.1(A)6 OF THE RULES OF PROCEDURE OF THE ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE

By the delegation of Canada:

"Madam Chairperson,

Regarding the decision just adopted on the 2025 additional and revised provisional expenditure authorization for the Secretariat, Canada would like to make the following interpretative statement under paragraph IV.1(A)6 of the OSCE Rules of Procedure:

Canada supports, on an exceptional basis, the allocation of 2,028,500 euros from the 2024 reported cash surplus to cover the remaining deficit for 2025. Support for this decision is in the best interest of the Organization. However, as a more sustainable solution, participating States should agree to a Unified Budget as a matter of urgency and pay their assessed contributions in full and on time.

We emphasize that the piecemeal approach of allocating resources is bad financial management practice, is neither sustainable nor desirable, and should not become our modus operandi.

We want to acknowledge the difficult situation that the lack of a Unified Budget creates for the well-being of OSCE staff, who are vital to all functions of the Organization. We thank them for their dedication and professionalism.

Madam Chairperson,

Going forward, the OSCE must operate within available resources and ensure full budgetary discipline. We note that a significant portion of the reported deficit arises from planned local staff salary alignment rates, which are neither contractually nor politically obligatory. While this practice has become established over time, we call upon the Secretariat as well as field missions to communicate and report to participating States in a timely, regular, transparent and proactive manner all planned staff salary alignments.

In the context of the Unified Budget 2026 discussions and the ongoing reform process, we encourage a comprehensive review of the sustainability of staff salary alignment rates for both international and local staff. This should form part of a broader and serious examination of the size, composition and overall cost structure of the OSCE workforce.

Canada requests that this statement be attached to the decision and journal of the day.

Thank you.”

INTERPRETATIVE STATEMENT UNDER PARAGRAPH IV.1(A)6 OF THE RULES OF PROCEDURE OF THE ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE

By the delegation of Denmark (also on behalf of Albania, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czechia, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Montenegro, the Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Spain, Sweden and Ukraine):

"The following participating States have aligned themselves with this statement: Albania, Bosnia and Herzegovina, Iceland, Liechtenstein, Moldova, Montenegro, North Macedonia, Norway, Serbia and Ukraine.

The Member States of the European Union welcome the adoption of the Permanent Council decision granting additional provisional expenditure authorization for several Secretariat programmes.

This decision will make it possible to cover the projected deficits in several Secretariat programmes, namely the Office of the Secretary General, the Office of Internal Oversight, the Conflict Prevention Centre and the Department of Management and Finance. The aim is to ensure that legally binding commitments, mainly staff costs and office expenses, are covered.

The Member States of the European Union, which together contribute almost 60 per cent of the OSCE budget, note with concern the continuing deterioration in the Organization's financial situation, which is affecting its ability to honour its commitments.

We recognize the ongoing efforts made by the various structures to achieve savings, including through sometimes drastic cost-cutting measures. However, despite these efforts, the level of projected budget deficits remains a cause for concern.

More generally, we call upon all participating States to demonstrate consistency with their commitments and to provide the Organization with the necessary means to ensure effective functioning in its three dimensions – politico-military, economic and environmental, and human – and in all its structures, namely the Secretariat, the autonomous institutions and the field operations.

The Member States of the European Union recall that the best and most sensible solution remains the swift adoption of the latest proposal by the Finnish Chairmanship-in-Office for the 2025 Unified Budget, which would provide all structures with adequate resources on the basis of the contributions already paid this year by participating States.

In the absence of an adopted budget for 2025, the Member States of the European Union approve this decision, which they consider to be a necessary and pragmatic measure to ensure the continued functioning of the Organization. However, this measure cannot replace a long-term budgetary solution.

Furthermore, we emphasize that the use of last year’s surplus to cover deficits must remain a last-resort solution of an exceptional nature. Surpluses from previous years’ budgets should be returned to the participating States.

We take this opportunity to reiterate our call for the adoption as soon as possible of the decisions on the Financial Statements for 2022, 2023 and 2024, as the failure to do so is detrimental to the interests of all participating States and creates an additional administrative burden for the Secretariat.

We also encourage the Secretariat to continue its efforts to further reduce the deficits through cost-saving measures.

Lastly, we thank the Finnish Chairmanship-in-Office and the Swiss Chairmanship of the Advisory Committee on Management and Finance for their ongoing efforts to keep the Organization functioning.

Thank you.”