

GENDER BALANCE REPORT

OSCE PARLIAMENTARY ASSEMBLY

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*The Effective Implementation of UN Security Council
Resolution 1325 within the OSCE and in Participating
States*

Presented By

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Introduction

Since 2001, the Special Representative on Gender Issues of the OSCE Parliamentary Assembly (OSCE PA) has issued an annual report including an analysis of a special topic as well as a study of the OSCE's gender disaggregated statistics. The topic chosen for the 2013 Gender Report is the effective implementation of UN Security Council Resolution 1325 within the OSCE and in participating States.

Unanimously adopted by the UN Security Council in October 2000, UN Security Council Resolution 1325 on women, peace and security continues to be highly pertinent today, including in the OSCE region. Half of the population of the OSCE region is female, which, if seen through the OSCE prism, means that women make up one-half of the Security Community.¹ The OSCE region is not exempt from conflict-related violence directed at women. There is also more to be done to promote active participation of women in conflict-prevention, peace building and security processes both within the Organization and in participating States.

The commitment of the OSCE participating States to fully implement Resolution 1325 was reaffirmed by the OSCE Ministerial Council in its December 2011 Decision on Elements of the Conflict Cycle, which called on all participating States to effectively implement the resolution.² The Monaco Declaration adopted by the OSCE Parliamentary Assembly in July 2012 also recalls Resolution 1325, urging participating States to continue to promote active participation of women during all phases of the conflict cycle.³

¹ The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality, 25 October 2012.

² OSCE Ministerial Council, Decision No. 3/11: *Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-conflict Rehabilitation*, 7 December 2011, MC.DEC/3/11.

³ OSCE Parliamentary Assembly 21st Annual Session Final Declaration and Resolutions, July 2012.

To date the OSCE region is lacking a coordinated initiative to implement Resolution 1325. In order to enhance its application, best practices and lessons learnt should be shared among participating States and their parliaments. It is also time to review the results achieved, analyze common challenges and make recommendations.

This year, the Ukrainian Chairmanship-in-Office has a unique opportunity to make progress on three of its stated priorities by pushing for the integration of Security Council Resolution 1325 and addressing the post-conflict drivers of human trafficking in its efforts to make progress toward resolving protracted conflicts in the OSCE region.

On the basis of statistics provided in its Second and Third parts, the 2013 Gender Report concludes that despite continuing efforts, the OSCE Gender Action Plan from 2004 has had little discernible success so far. On the organizational level, last year's positive trend of increased gender balance has been reversed. In 2012, female representation decreased in all OSCE staff categories. Thus, although comprehensive gender-related commitments have been put in place in OSCE structures and in most participating States, their implementation is lagging behind.

To work towards full gender equality in the participating States and in the OSCE structures, gender equality issues should be given high priority in the security dialogue within the Helsinki +40 process framework.

Strengthening the Implementation of UN Security Council Resolution 1325 in the OSCE Region

This First part of the Gender Report looks at the implementation of Resolution 1325 on women, peace and security in the OSCE region. This part of the report discusses the importance of the women, peace and security framework to achieving comprehensive security and examines the specific ways that armed conflict affects women and girls, with a focus on the issues of conflict-related sexual violence and human trafficking. The report then considers the importance of applying a gender perspective to all phases of the conflict cycle to empower women to participate in conflict prevention, resolution and rehabilitation at all levels on an equal basis. Finally, this part of the report argues that there is a vital need for the systematic integration of Resolution 1325 into the work of all OSCE structures and into the

peace and security activities of participating States through the development of national action plans in participating States.

Framing the Issue

Armed conflict has traditionally been viewed as primarily of concern to men and boys – as leaders, soldiers, potential or actual participants in violence, or as casualties of fighting.⁴ Yet, conflict also concerns and affects women and girls, who suffer gender-specific forms of violence. It is important to recognize and reflect upon the fact that throughout the phases of the conflict cycle, men, women, boys and girls have different experiences and needs. As the Office for Democratic Institutions and Human Rights has pointed out,

Without such [gender] analysis, important knowledge for action throughout the conflict cycle is not made available and programs may not be evidence-based. Instead, they may be ... less likely to achieve desired results ... Gender analysis can demonstrate how different roles for men and women during and after conflict will also impact their contribution to conflict-prevention and post-conflict reconstruction.⁵

Moreover, the failure to take into account and address the needs of women and girls on an equal basis with those of their male counterparts represents a form of discrimination, which OSCE participating States have undertaken to eliminate.⁶ Discrimination is an “obstacle to the participation of women, on equal terms with men, in the political, social, economic and cultural life of their countries.”⁷ Similarly, as the 1999 *Istanbul Document* recognizes, “[t]he full and equal exercise by women of their human rights is essential to achieve a more peaceful, prosperous and democratic OSCE area.” The elimination of discrimination and the

⁴ References to “conflict” in this report refer to armed conflicts and other situations of violence amounting to a threat to international peace and security. Situations of violence that fail to meet this threshold, such as internal disturbances and tensions, are referred to using the term “crisis.”

⁵ OSCE, “[Gender and Early Warning Systems: An Introduction](#),” *Office for Democratic Institutions and Human Rights*, 17 November 2009.

⁶ [Istanbul Document 1999](#), paras. 23, 24.

⁷ [Convention on the Elimination of All Forms of Violence Against Women](#), Preamble.

achievement of gender equality, therefore, are critical components in ensuring comprehensive security in the OSCE region.⁸

The OSCE's approach to comprehensive security provides an ideal framework within which to examine and take account of these differences in the formulation of policies, interventions, assistance programming and legislation at the national and regional level.

The Women, Peace and Security Agenda

United Nations Security Council Resolution 1325:

- calls on all UN Member states to give special attention to the unique needs of women and girls in conflict situations, including the need for special protections from sexual violence;
- requires states to include a gender perspective in peace-keeping and post-conflict processes;
- calls on states to ensure the full and equal participation and representation of women at all levels of decision-making with regard to conflict prevention and resolution; and
- stresses the important role that women can play in conflict prevention and peace building.

Resolution 1325 highlights the fact that women are often systematically targeted during conflict and that their needs, concerns and efforts are vital to the development of a sustainable peace. Despite the importance of women's contributions to maintaining peace, the resolution recognizes that women are often excluded from decision-making processes in peace negotiations and in post-conflict peace-building efforts. Finally, Resolution 1325 establishes the importance of women's perspectives and contributions to the maintenance of international peace and security.

Since Resolution 1325 was first adopted in the year 2000, the Security Council has adopted five additional resolutions (1820, 1888, 1889, 1960 and 2016) on women peace and security, and the UN Secretary-General has produced annual reports on the issue.⁹

⁸ In the [*Istanbul Document*](#) 1999, para. 23, OSCE participating States committed to “making equality between men and women and integral part of our policies, both at the level of States and within the organization.

In resolution 1820 (2008), the Security Council recognized for the first time that sexual violence is not an inevitable consequence of conflict, but rather can be used deliberately as a weapon of war to achieve military goals and political objectives. This resolution also recognizes that sexual violence may pose a threat to the maintenance or restoration of international peace and security. Subsequent resolutions set out concrete measures and mechanisms aimed at combatting sexual violence in conflict.¹⁰

The need to increase women's participation and leadership in post-conflict reconstruction and women's representation amongst peacekeeping and peace-building personnel is recognized in Resolution 1889 (2009). The UN Security Council resolutions on Women, Peace and Security build on existing international law that defines sexual violence in armed conflict as a war crime, and, in certain situations, as a crime against humanity or a constituent act of genocide. The series of resolutions are innovative because they recognize that women's needs in armed conflict and women's capacity to assist in peace-making and post-conflict reconstruction are not only matters of humanitarian interest, but rather, are matters central to the political question of the maintenance of international peace and security itself.

One of the key lessons of the women, peace and security agenda is the need to view women and girls as active agents in their own right. They remain individuals with diverse interests and affiliations affected by multiple factors such as class, ethnicity, race, age and status.

Issue in Focus: Sexual Violence in Conflict and Post-Conflict Situations

One of the most alarming and pressing gender security issues we face is that of sexual violence¹¹ in conflict, which remains widespread and affects not only large numbers of women and girls, but also men and boys. In addition to the physical and psychological trauma

⁹See United Nations Security Council [UNSC], [*Report of the Secretary-General on women and peace and security*](#), 2 October 2012.

¹⁰ UNSCR 1888 (2009), UNSCR 1960 (2011).

¹¹ The World Health Organization defines "sexual violence" as "any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic,¹¹ or otherwise directed against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting."¹¹ In practice, sexual violence can take many forms – including, for example, rape, mutilation of sexual organs, other types of sexual assault, forced pregnancy, forced marriage, sexual slavery, forcible sterilization and forced prostitution.

suffered by survivors, sexual violence adds to ethnic, sectarian and other divisions. The vast majority of survivors of sexual violence never receive justice. The culture of impunity that stems from this serves to exacerbate conflict cycles since the absence of effective justice inhibits the re-establishment of acceptable social norms and ultimately wider social stability. The restoration of visible mechanisms of accountability through the rule of law requires that perpetrators are held to account and punished. This is essential for any conflict or post-conflict society seeking to come to terms with both past and present abuses, and to prevent their reoccurrence. Survivors also face considerable challenges in accessing the medical, psychosocial or economic support necessary to help them rebuild their lives. A range of responses which address prevention, protection and access to justice are therefore required, in which parliamentarians can play a part. An organization such as the OSCE PA, with peace, security and stability at its core, can contribute much to these responses; more can - and must - be done to combat this issue and particularly to address the culture of impunity for these crimes.

The British Government's Prevention of Sexual Violence in Conflict Initiative has given fresh momentum to this cause and deserves wholehearted support. Looking at the PSVI objectives, it is clear that the OSCE can play an important role. It is important for parliamentarians to reflect on ways in which the OSCE and national governments can add impetus to efforts to establish an International Protocol on the Investigation and Documentation of rape and sexual violence in conflict, to uphold the principle that there should never be any amnesty for sexual violence in peace agreements, and ensure that there must be accountability for sexual violence in any peace agreements. In the same way the OSCE Code of Conduct on Politico-Military Aspects of Security requires states' armed forces to uphold international humanitarian law, parliamentarians can also press our national governments to commit to including training in responding to sexual violence in conflict for our military and police. Parliamentarians from across the OSCE region and participating States have the expertise and resources to help others build up the judicial, investigative and legal capacity of countries in need, both inside and outside of the OSCE. These are all good topics for potential inclusion in National Action Plans on Women, Peace and Security, both for those who already have them and those considering producing such a plan. Finally, as a regional organization, the OSCE can also work with others in this field, especially the UN Secretary-General's Special Representative (SRSG) on Sexual Violence in Conflict.

Sexual Violence as a Weapon in War

In situations of conflict, rape and other forms of sexual violence are not merely unfortunate by-products of war. They are serious crimes and must be treated as such. International treaties define acts of sexual and gender-based violence in armed conflict as war crimes when committed by conflict belligerents.¹² When committed as part of a widespread or systematic attack on a civilian population – for example in the context of a campaign of ethnic cleansing – international tribunals have found that sexual violence can constitute a crime against humanity.¹³ Where sexual violence is committed with the intent to destroy, in whole or in part, a national, ethnic, racial or religious group, international tribunals have found that it can be a constituent act of genocide.¹⁴ Sexual violence can also be used as a form of torture, particularly in the context of detention and interrogation.¹⁵

In a number of conflicts, sexual violence has been used as a weapon to terrorize and displace populations, gain control of territory, and to break down the community structures and morale of “enemy groups.” Various forms of sexual violence were deployed with the specific intent of destroying an entire ethnic group in Rwanda. Sexual slavery and forced pregnancy were prominent features of the conflicts in the former Yugoslavia, where the UN estimates

¹² See the [Rome Statute of the International Criminal Court](#), art. 8; Geneva Conventions of 1949 and their Additional Protocols: [Convention \(I\) for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field](#), arts. 3, 50; [Convention \(II\) for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of Armed Forces at Sea](#), arts. 3, 51; [Convention \(III\) relative to the Treatment of Prisoners of War](#), arts. 3, 130; and [Convention \(IV\) relative to the Protection of Civilian Persons in Time of War](#), arts. 3, 147; [Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts \(Protocol I\)](#), 8 June 1977, art. 85; [Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts \(Protocol II\)](#), 8 June 1977, arts. 4, 13; International Criminal Tribunal for the Former Yugoslavia (ICTY), *Prosecutor v. Furundžija (‘Lašva Valley’)*, IT-95-17/1, Trial Chamber Judgment, 10 December 1998, upheld on appeal.

¹³ *Updated Statute of the International Criminal Tribunal for the Former Yugoslavia* (2009), art. 5(g); *Rome Statute of the International Criminal Court*, art. 7(1)(g); ICTY, *Prosecutor v. Kunarac et al. (Foča)*, IT-96-23 & 23/1, Trial Chamber Judgment, 22 February 2001, upheld on appeal; ICTY, *Prosecutor v. Krstić (Srebrenica-Drina Corps)*, IT-98-33, Trial Chamber Judgment, 2 August 2001, upheld on appeal.

¹⁴ International Criminal Tribunal for Rwanda, *Prosecutor v. Akayesu*, Case No. ICTR-96-4, Judgment of the Trial Chamber, 2 September 1998; *Rome Statute of the International Criminal Court*, art. 6; [Convention on the Prevention and Punishment of the Crime of Genocide](#).

¹⁵ See e.g., ICTY, *Prosecutor v. Mucić et al. (Čelebići Camp)*, IT-96-21, Trial Chamber Judgment, 16 November 1998, upheld on appeal.

that between 50,000 and 60,000 women were raped from 1992 to 1995.¹⁶ Widespread sexual violence committed in the context of campaigns of ethnic cleansing was also reported by human rights organizations during the war in Abkazia from 1992 to 1994.¹⁷

Most recently, acts of conflict-related sexual violence perpetrated against women and girls, as well as men and boys, have been documented in Afghanistan, Syria, Libya, and Mali.¹⁸ Fear of sexual violence has also been cited by Syrian refugees as an important reason for fleeing their homes.¹⁹

The magnitude of the problem of sexual violence in conflict is difficult to grasp because it is almost universally underreported. Multiple factors influence under-reporting, including:

- shame and stigma; the risks faced by those who report sexual violence - including survivors, journalists humanitarian workers and witnesses who come forward;
- the risk of social ostracism faced by victims; a lack of medical, social and psychological support services for survivors;
- an absence of legal assistance and barriers to access to justice; and,
- a lack of faith in state structures responsible for investigating, prosecuting and adjudicating such crimes.²⁰

¹⁶ United Nations, “[Background Information on Sexual Violence used as a Tool of War](#),” Rwanda Genocide and the United Nations; UN News Centre, “[UN envoy welcomes conviction for rape and murder during Bosnian conflict](#),” 9 November 2011.

¹⁷ Human Rights Watch, [Georgia/Abkhazia: Violations of the Laws of War and Russia’s Role in the Conflict](#), 1995.

¹⁸ Secretary General of the United Nations, [Sexual Violence in Conflict](#), UN Doc. A/67/792-S/2013/149, 14 March 2013; Office of the UN High Commissioner for Human Rights, [Report of the High Commissioner under Human Rights Council resolution S-15/1](#), 7 June 2011, UN Doc. A/HRC/17/45 (on Libya); Secretary General of the United Nations, [Situation of human rights in the Syrian Arab Republic: implementation of Human Rights Council resolution 19/22](#), 25 September 2012, UN Doc. A/HRC/21/32; Office of the High Commissioner for Human Rights, [Rapport de la Haut-Commissaire des Nations Unies aux droits de l’homme sur la situation des droits de l’homme au Mali](#), 7 January 2012, UN Doc. A/HRC/22/33 [available in French only]; UN Women, “Girls receive a visit from a different man every night, a ‘new husband’: In the words of Saran Keïta Diakité,” 14 May 2013.

¹⁹ International Rescue Committee, [Syria: A Regional Crisis – The IRC Commission on Syrian Refugees](#), January 2013, p. 6.

²⁰ See, e.g.: Secretary General of the United Nations, [Sexual Violence in Conflict](#), UN Doc. A/67/792-S/2013/149, 14 March 2013; [Report of the Secretary General on the situation in Mali](#), presented to the UN Security Council, 10 June 2013, UN Doc. S/2013/338.

In addition to the use of sexual violence by soldiers, state security forces, and non-state groups, rates of sexualized violence and intimate partner violence by civilians may also increase during times of conflict and crisis.

For survivors, the physical, psychological, social and economic effects of conflict-related sexual violence can last a lifetime. Long and short-term mental and physical trauma and disabilities, often combined with stigma, and abandonment by family and community, can lead to loss of livelihoods, loss of educational opportunities, inability to access social services, and increased vulnerability to other human rights violations. Survivors of sexual violence often lack access to a full range of reproductive health care services. Children born of rape are profoundly stigmatized in many societies, and often live in impoverished environments without the support of family or community, where they lack access to education, health care, and economic opportunities.

Equally profound and damaging are the effects of sexual violence on communities where bonds of trust between neighbors and families are broken and social structures destroyed. Margot Wallström, the former Special Representative of the UN Secretary General on Sexual Violence in Conflict has commented, “[f]amilies are torn apart, incentives for revenge are created, and the high frequency of sexual violence often lingers in the aftermath of conflict.”²¹ There is also some research indicating that populations that are specifically targeted for violence during conflict, or even those who have been threatened by it, are less likely to return to their homes following the end of hostilities compared to people who flee more generalized insecurity and conflict.²²

²¹ Margot Wallström, “[Introduction: Making the Link Between Transitional Justice and Conflict-Related Sexual Violence](#),” *William & Mary Journal of Women and the Law*, vol. 19, no. 1 (2012), p. 1.

²² See e.g.: Ekaterina Stepanova, “[Trends in armed conflicts: one-sided violence against civilians](#),” in *SIPIRI Yearbook 2009*, p. 42. For an example of the psychological effects of sexual violence in conflict see: M. Loncar et al., “[Mental health consequences in men exposed to sexual abuse during the war in Croatia and Bosnia](#),” *Journal of Interpersonal Violence*, vol. 25, no. 2, 2010, pp. 191-203; M. Loncar et al., “[Psychological Consequences of Rape on Women in 1991-1995 War in Croatia and Bosnia and Herzegovina](#),” *Croatian Medical Journal*, vol. 47, no. 1, 2006, pp. 67-75.

Post-Conflict Sexual Violence

The UN Special Rapporteur on Violence against Women has argued that during the post-conflict period, sexual and gender-based violence, including domestic violence, often continues at rates higher than in the pre-conflict period.²³ The combination of the ready availability of small arms and light weapons, alongside the demobilization of fighters and soldiers who are desensitized to violence, and may be frustrated and aggressive as they attempt to reintegrate into society and earn a livelihood can lead to increased violence against women. Violence during armed conflict may also increase societies' tolerance for inter-personal violence in other realms.

There are also indications that high rates of post-conflict sexual violence can undermine peace building and post-conflict rehabilitation.²⁴ Yet, the needs, interests and voices of survivors of conflict-related sexual violence are also often neglected in interventions aimed at preventing, ending and recovering from conflict, as well as in post-conflict transitional justice mechanisms.

Economic hardship and social fragility associated with post-conflict transitions can also facilitate the prevalence of sexual and gender-based violence. For example, the UN Special Rapporteur on Violence against Women has expressed concern about the high numbers of Tajik women who are victims of sexual exploitation, trafficking, early marriage and domestic violence.²⁵

²³ Rashida Manjoo & Calleigh McRaith, "Gender-Based Violence and Justice in Conflict and Post-Conflict Areas," *Cornell International Law Journal*, vo. 44 (2011), pp. 12-13 citing Radhika Coomaraswamy's report in her former capacity as Special Rapporteur, [*Violence against women perpetrated and/or condoned by the State during times of armed conflict \(1997-2000\)*](#), presented to the Commission on Human Rights, 23 January 2001, UN Doc. E/CN.4/2001/73.

²⁴ UN Secretary General, [*Report of the Secretary-General pursuant to Security Council Resolution 1820*](#), presented to the UN Security Council, 15 July 2009, UN Doc. S/2009/362, para. 8.

²⁵ Yakin Ertürk, [*Report of the Special Rapporteur on violence against women, its causes and consequences. Addendum: Mission to Tajikistan*](#), Presented to the UN Human Rights Council, 29 April 2009, UN Doc. A/HRC/11/6/Add.2.

Accountability for Conflict-Related Sexual Violence

Justice remains elusive for many victims. For example, UN Women reported on the number of prosecutions for sexual violence in international courts in 2011. Despite the widespread incidence of sexual violence in the Former Yugoslavia and Rwanda, fewer than half of the accused by the relevant international tribunals were indicted for crimes involving sexualized violence, and in just under one-third of cases were convictions secured. In Sierra Leone, where widespread sexual violence also occurred, only six people were ever convicted of sexual violence.²⁶

Illustrating some of the challenges to securing accountability for post-conflict sexual violence, the following factors have been identified as contributing to the justice gap in Bosnia and Herzegovina:

- a lack of political will to bring perpetrators of crimes to justice;
- under-resourcing of justice system mechanisms necessary to investigate and prosecute sexual violence;
- a failure to harmonize domestic legal frameworks with international standards regarding sexual violence;
- a lack of legal assistance for victims and witnesses; and,
- a lack of social, psychological, medical and economic supports for survivors.²⁷

In May 2013, the G8 Foreign Ministers recognized the vital importance of further action at the international level “to tackle the lack of accountability” for crimes of sexual violence, as well as the lack of services to survivors²⁸ Demonstrating the potentially useful role that OSCE field missions can play in encouraging states to ensure accountability for conflict-related sexual violence, the OSCE Mission to Bosnia and Herzegovina monitors cases of sexual violence in the criminal justice system, the adequacy of the legal framework, and support

²⁶ UN Women, “[Prosecutions for sexual violence in international courts](#),” 2011.

²⁷ See, e.g.: UNFPA, [Combating Sexual Violence in Conflict](#), September 2012; Amnesty International, [Bosnia and Herzegovina: Submission for European Commission Progress Report](#), May 2012.

²⁸ G8, [Declaration on Preventing Sexual Violence in Conflict](#), London, U.K., 11 April 2013.

services to victims. The Mission also advocates for the rights of witnesses and victims to war crimes.²⁹ Parliamentarians can also play an important role by raising awareness of the need for accountability and encouraging national governments to engage more systematically on this issue.

Issue in Focus: The Link between Trafficking in Persons and Conflict

In addition to increasing vulnerability to conflict-related sexual violence, weak rule of law and economic disruption also make women and girls particularly vulnerable to human trafficking in conflict and post-conflict environments.

UN Women frames the issue in these terms:

The interplay of human trafficking and armed conflict is intricate. Trafficking thrives in environments lacking in effective law and order, including in conflict-affected countries, which can both become a source and a transit point. The predominant types of trafficking can vary greatly by conflict stage and by region, yet several crimes are common to many conflicts. The rate of these crimes increases significantly immediately before and during conflict, especially in places with large numbers of displaced persons and high levels of violence against women.

Destitute and displaced populations are particularly at risk of enforced prostitution and cross-border trafficking when living in or returning from camps, or when searching for livelihoods. Countless women and children have been abducted into armed groups as forced labourers, combatants and sex slaves. Women may be driven into sexual exploitation by desperation to provide for their families.³⁰

Conflict also facilitates the development of transnational and organized criminal networks involved in trafficking. A 2004 study supported by the German government noted, “[w]ar

²⁹ OSCE, Mission to Bosnia and Herzegovina, “[Combatting Gender-Based Violence](#).”

³⁰ UN Women, “[Human Trafficking](#).” See also: Charles Anthony Smithy and Brandon Miller-de la Cuesta, “[Human Trafficking in Conflict Zones: The Role of Peacekeepers in the Formation of Networks](#),” *Human Rights Review*, vol. 12, 2011, pp. 287-299, presenting case studies of Kosovo, Haiti and Sierra Leone.

lords who profit from war-related economic trafficking activities, e.g. in small arms and drugs, may expand to trafficking in women.”³¹ Similarly, the UN Secretary General’s most recent report on the situation in the Sahel region indicates that terrorist organizations, militant groups, and other transnational criminal organizations have exploited weak governance structures to engage in human trafficking and other cross-border criminal activity, while eroding state authority.³²

Trafficking, Sexual Exploitation and Peace Operations

Disturbingly, the presence of international peace operations can increase human trafficking by creating demand for sexual services by a privileged group subject to attenuated accountability mechanisms. UN Women points out that “[m]embers of peacekeeping units have been directly implicated in trafficking and sexual exploitation and abuse in many conflict zones, while criminal organizations capitalize on the sudden influx of peace operations personnel by opening and expanding prostitution and trafficking rings.”³³ For example, personnel working of the United Nations were deeply involved in trafficking women and girls from post-Soviet states in Eastern Europe to the Balkans in the 1990s.³⁴

Such cases spurred the OSCE Parliamentary Assembly to adopt a resolution, in 2005, on *Combating Involvement in Trafficking in Human Beings and Sexual Exploitation and Abuse by International Peacekeeping Forces*.³⁵ Participating States have committed to taking measures to “prevent military and civilian personnel deployed abroad to peacekeeping forces

³¹ See, e.g., Sonja Wölte, [Armed Conflict and Trafficking in Women: Desk Study](#), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, 2004.

³² [Report of the Secretary-General on the situation in the Sahel region](#), presented to the UN Security Council, 14 June 2013, UN Doc. S/2013/354, paras. 6, 8.

³³ Ibid. See also: Muna Ndulo, “The United Nations Responses to the Sexual Abuse and Exploitation of Women and Girls by Peacekeepers during Peacekeeping Missions,” *Berkley Journal of International Law*, vol. 27, no. 1, 2009.

³⁴ See, e.g., the Human Rights Watch report on the knowing involvement of international personnel in the enslavement, torture and rape of women and girls, primarily from Moldova and Romania, trafficked to Bosnia: [Hopes Betrayed: Trafficking of Women and Girls to Bosnia and Herzegovina for Forced Prostitution](#), 2002.

³⁵ OSCE PA, [Combating Involvement in Trafficking in Human Beings and Sexual Exploitation and Abuse by International Peacekeeping Forces](#), Washington Declaration, 2005.

or other international missions, as well as OSCE officials, from engaging in trafficking in human beings or exploiting victims of trafficking.”³⁶ Such conduct is also prohibited in the *OSCE Code of Conduct on Politico-Military Aspects of Security*.³⁷ Meeting these commitments requires troop sending and host states to take into account the needs, views and contributions of women and girls at all phases of the conflict cycle, and to integrate UN Security Council Resolution 1325 into policies and operations in a systematic manner.

Nevertheless, in his report to the OSCE PA’s 2013 Winter Meeting in Vienna, the OSCE PA’s Special Representative on Human Trafficking Issues, Representative Christopher Smith (USA), indicates that implementation of zero tolerance policies in UN and North Atlantic Treaty Organization (NATO) peace operations “has proven challenging.”³⁸ In many cases, he reports that home countries take no action against soldiers accused of involvement in the trafficking, sexual exploitation or abuse of those they are charged to protect.³⁹ It is vitally important that parliamentarians do more to generate the political will necessary to sustain effective national investigations and prosecutions of perpetrators.

Trafficking in Post-Conflict Situations

The UN Human Rights Council’s Special Rapporteur on Violence Against Women has argued that there is evidence to demonstrate “a strong rise in ... sex trafficking, and forced prostitution in post-conflict areas.”⁴⁰ Heightened vulnerability to trafficking for women and girls persists in both the immediate post-conflict phase and in the longer term. In 2012, for example, a significant percentage of European trafficking victims came from post-conflict

³⁶ OSCE, Ministerial Council Decision 16/05, [Ensuring the Highest Standards of Conduct and Accountability of Persons Serving on International Forces and Missions](#), 6 December 2005, MC.DEC/16/05, para. 1.

³⁷ OSCE, *Code of Conduct on Politico-Military Aspects of Security*, 3 December 1994, paras. 30-31.

³⁸ Rep. Christopher H. Smith, *Report on Human Trafficking Issues to the Winter Meeting of the OSCE Parliamentary Assembly*, 21-22 February 2013, pp. 7-8.

³⁹ Ibid.

⁴⁰ Rashida Manjoo & Calleigh McRaith, “Gender-Based Violence and Justice in Conflict and Post-Conflict Areas,” *Cornell International Law Journal*, vo. 44 (2011), p. 12. See also: USAID, [Literature Review and Analysis Related to Human Trafficking in Post-Conflict Situations](#), June 2004.

countries in the Western Balkans; most were trafficked for the purpose of sexual exploitation.⁴¹

The underlying causes of human trafficking, including weak rule of law, corruption, the presence of transnational criminal networks, inequality, sex discrimination, poverty, and a lack of educational and livelihood opportunities, are often present in post-conflict situations. In addition, post-conflict countries often suffer from weak governance and have unreformed security sectors, leading to corruption and the presence of transnational criminal networks. Criminal organizations that have penetrated governing structures in the South Ossetia region of Georgia are also alleged to be involved in trafficking in persons, particularly women.⁴² Moldova and the breakaway region of Transnistria remain sources and transit territories for trafficking.⁴³

The connection between the gendered impacts of armed conflict and trafficking in persons in Moldova and in other frozen conflicts in the OSCE region provide the Ukrainian Chairmanship in Office with a unique opportunity to address three of its priority issues in a holistic manner that reflects the OSCE's common and comprehensive view of security. It is to be hoped that the Ukrainian Chairmanship will actively seek to empower women and girls who have been affected by protracted conflicts in the OSCE area to participate in peace negotiations, peace building activities and the construction of early warning systems.

As the OSCE Special Representative on Trafficking in Human Beings, Dr. Maria Grazia Giammarinaro, has pointed out, gender equality and the empowerment of women are key factors in preventing trafficking. Moreover, women who have been subject to exploitation and trafficking should not be looked at “merely as victims,” but instead must be seen “as people who can regain ownership of their lives.”⁴⁴ These insights – the need to empower

⁴¹ UN Office on Drugs and Crime, “Europe and Central Asia,” in [Global Report on Trafficking in Persons 2012](#).

⁴² David L. Phillips, “[Implementation Review: Six-Point Ceasefire Agreement Between Russia and Georgia](#),” The National Committee on American Foreign Policy and the Institute for the Study of Human Rights in Columbia University, August 2011, p. 14.

⁴³ U.S. Department of State, *2012 Trafficking in Persons Report*, “[Moldova](#)”, p. 250.

⁴⁴ Dr. Maria Grazia Giammarinaro, OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings, “The Promotion of Gender Equality and Women’s Empowerment to Prevent Trafficking in

women and to promote gender equality as the most important ways to combat exploitation and abuse – are also at the core of Resolution 1325. It is to these important topics that this report now turns.

The Importance of Empowering Women at All Phases of the Conflict Cycle

The important issues of conflict-related sexual violence and the connection between armed conflict and trafficking in persons serve to demonstrate two of the core insights of Resolution 1325:

- women and girls have unique needs in conflict situations, including as a result of their greater exposure to sexual and gender-based forms of violence; and,
- these differences between men and women, boys and girls must be understood and taken into account when analyzing and responding to conflict and post-conflict situations.

Resolution 1325 does not stop there, however. It also requires states to empower women to participate in conflict prevention, resolution and peace-building activities, including through participation at all levels of decision-making.

These aspects of Resolution 1325 are closely tied to the effective implementation of the commitments contained in the OSCE Ministerial Council Decisions on *Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation* and on the implementation of the OSCE Gender Action Plan.⁴⁵ Parliamentarians should call upon their governments to facilitate and support the full and equal participation of women at every stage of the conflict cycle, including in the development of early warning and early action

Human Beings,” 2013 OSCE-Australia Conference on Improving the Security of Women and Girls, Adelaide, Australia, 19 March 2013, SEC.GAL/55/13, p. 6.

⁴⁵ OSCE Ministerial Council Decision No. 3/11, *Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation*, 7 December 2011, Vilnius, MC.Dec/3/11; OSCE Ministerial Council Decision No. 14/04, [2004 OSCE Action Plan for the Promotion of Gender Equality](#), 7 December 2004, MC.DEC/14/04.

systems, conflict prevention and crisis management, and post-conflict rehabilitation. After all, only a comprehensive and inclusive approach can bring sustainable peace and security.⁴⁶

Early Warning and Early Action

Timely and effective monitoring and action is important for managing crisis and preventing the spread of conflict. Strengthening such mechanisms has been identified as a key area where OSCE structures can contribute to comprehensive security in the region.⁴⁷ Nevertheless, the work of Office of Democratic Institutions and Human Rights and the United Nations has highlighted the fact that conflict analysis and development of early warning systems often do not take into account women's specific experiences, vulnerabilities, the threats women and girls face, or their perceptions or their experiences.⁴⁸

The insights of Resolution 1325 can be applied to strengthen the OSCE's early warning and early action capabilities with a few to accomplishing the following goals:

- systematizing the use and adoption of gender-specific early warning indicators for conflict;
- improving mechanisms to identify and collect information on security threats to women and girls at early stages of conflict and crisis; and
- improving mechanisms to gather information from women and girls about the outbreak of conflict.

Incorporation of a gender perspective in conflict analysis and early warning can improve the quality and specificity of information related to structural bases for conflict, such as inequality and exclusion. Gender-based analysis can also highlight early warning factors that might otherwise be ignored. For example, research indicates that many women experience

⁴⁶ Address of Ambassador Miroslava Beham to the Forum for Security Cooperation, 3 October 2012, SEC.GAL/186/12.

⁴⁷ OSCE Factsheet, "The OSCE Conflict Prevention Centre."

⁴⁸ Office for Democratic Institutions and Human Rights, *Gender and Early Warning Systems: An Introduction*, OSCE/ODIHR, 2009; UN Women, *Gender and Conflict Analysis*, 2nd ed., October 2012; *UN Strategic Results Framework on Women, Peace and Security: 2011-2020*, July 2011. See discussion of OSCE activities in *Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality*, 25 October 2012.

increased rates of domestic violence when small arms and light weapons become more easily available.⁴⁹

By supporting and drawing attention to the work of the OSCE Secretary General, ODIHR and the Gender Section on these topics, OSCE parliamentarians can help to support broader efforts to make conflict analysis and early warning mechanisms more gender sensitive. Parliamentarians can also advocate for the incorporation of Resolution 1325 into national policies regarding early warning and conflict prevention systems.

Crisis Management

When early warning and early action systems fail to prevent or diffuse conflict, crisis management becomes the focus of international efforts.

The Link between Protection of Women in Conflict and Women's Participation in Crisis Management

Research conducted by UN Women has shown that “gender-based injustices” are “one of the significant manifestations of conflict.”⁵⁰ The following are just some of the steps that can be taken to strengthen protection of women and girls in conflict:

- taking the specific gender context of an operation into account in the design of protection systems;
- deploying gender advisors in field missions;
- ensuring that all staff at international missions, including troops involved in peacekeeping missions, are adequately trained on international humanitarian and human rights law and provided with the knowledge and tools to respond to the protection needs of women and girls; and,
- increasing the number of women employed at all levels in field operations, peacekeeping operations, civilian policing and the military – a key OSCE commitment.⁵¹

⁴⁹ Ibid.

⁵⁰ UN Women, *ibid.*, p. 3.

Women who work in field missions and participate in peace operations must also be protected from sexual and other forms of gender-based violence, sexual harassment and discrimination. The OSCE has developed appropriate standards in this regard.⁵² Nevertheless, women working in such environments also must have access to effective administrative and judicial mechanisms to vindicate their rights.

Parliamentarians have been instrumental in ensuring that abuses by and within international peace operations and national militaries are not swept under the rug. Parliamentarians have also shown that they can be effective in raising the awareness of the need to ensure that protective systems are responsive to the needs of conflict-affected women and girls through their work in parliament, parliamentary committees, and in the media.

Humanitarian Response and Reproductive Health

The development of gender-sensitive humanitarian responses to conflict is another challenge to which Resolution 1325 responds. Women are more likely than men to have difficulty accessing humanitarian aid and assistance programs and become increasingly vulnerable to exploitation and abuse in situations of displacement.⁵³ This vulnerability is even more acute for women and girls who are unaccompanied or accompanied only by children.

In refugee and internally displaced persons camps, informal community protections and networks break down. Traditional or formal justice mechanisms may not effectively protect women's rights and security. Food and shelter-distribution systems may not be designed in a way that ensures women and girls benefit from available assistance on an equal basis with men and boys. Poor lighting and the placement of latrines in isolated areas can result in an increased risk of sexual violence.

⁵¹ For a summary, see: "[Conduct of International Staff: Professionalism and Teamwork](#)," p. 3.

⁵² For a summary, see: "[Conduct of International Staff: Professionalism and Teamwork](#)," p. 3; OSCE, *Code of Conduct on Politico-Military Aspects of Security*, 3 December 1994, paras. 30-31.

⁵³ See, e.g.: Jeanne Ward and Mendy Marsh, *Sexual violence Against Women and Girls in War and its Aftermath: Realities, Responses, and Required Resources*, Briefing Paper prepared for the Symposium on Sexual violence in Conflict and Beyond, Brussels, June 2006, UN Population Fund (UNFPA).

The availability and accessibility of reproductive health care services in humanitarian response to conflict illustrates the importance of integrating Resolution 1325 at all phases of the conflict cycle. Reproductive health is an issue that has a disproportionate impact on women and girls, especially in light of their heightened vulnerability to sexual violence in conflict. Nevertheless, reproductive health services in the context of humanitarian response to conflict are often absent, delayed, inadequate or inaccessible.

The UN Population Fund (UNFPA) has emphasized the importance of providing sexual and reproductive health care services as part of the basic health care package in immediate humanitarian response. UNFPA identifies the need to provide family planning services, services during pregnancy including skilled birth attendants, emergency and post-abortion care, treatment and preventative responses for sexually transmitted diseases and HIV/AIDS, early diagnosis and prevention services for cervical and breast cancer, as well as interventions aimed at preventing gender-based violence and caring for survivors.⁵⁴ To be effective, the full range of these services must be made available to adult women as well as to adolescent girls.⁵⁵

Women and girls' relatively lower literacy rates, mistrust of healthcare providers, subordinate positions within family structures and intimate relationships, as well as fears of judgment or poor treatment causing delays in seeking treatment all pose challenges to access to reproductive health services. It is therefore vital that local women and local groups be actively involved in designing and deploying culturally sensitive, relevant and accessible reproductive health interventions.⁵⁶

⁵⁴ UNFPA, *[Making Reproductive Rights and Sexual and Reproductive Health a Reality for All: Reproductive Rights and Sexual and Reproductive Health Framework](#)*, 2008, p. 4. See also: Secretary General of the United Nations, *[Sexual Violence in Conflict](#)*, UN Doc. A/67/792-S/2013/149, 14 March 2013, para. 12.

⁵⁵ Women's Refugee Commission, Save the Children, Office of the United Nations High Commissioner for Refugees & UNFPA, *[Adolescent Sexual and Reproductive Health Programs in Humanitarian Settings: An In-depth Look at Family Planning Services](#)*, December 2012.

⁵⁶ UNFPA, *["Gender and Reproductive Health in Conflict Situations," State of World Population 2008, Reaching Common Ground: Culture, Gender and Human Rights](#)*, 2008. See also: UNFPA, *[Reproductive Health for Communities in Crisis – UNFPA Emergency Response](#)*, 2001.

The specific health care needs of women and girls should never be an afterthought. Parliamentary scrutiny of the implementation of Resolution 1325 at the national level and international parliamentary diplomacy can help to ensure that it is not.

Dialogue Facilitation and Mediation Support

One of the most challenging areas for the implementation of Resolution 1325 is in ensuring the full and active involvement of women in dialogue, mediation and peace negotiations.

Between 1992 and 2011, women made up a “strikingly low” proportion of peace negotiators and the passage of Resolution 1325 appears to have had little impact. Over this period, the average representation of women in the 17 peace negotiation delegations surveyed was 9%. Only 4% of the signatories to peace agreements, 2.4% of chief mediators, and 3.7% of witnesses to peace processes were women. Women were absent entirely from chief mediating roles in UN talks. Notably, these averages are higher than they would otherwise have been because in 2011, during peace negotiations relating to the Philippines held in Oslo, 35% of delegates were female and 33% of signatories were women.⁵⁷

On a brighter note, one of the few successful examples of women securing a place at the table in peace negotiations comes from the OSCE region. In 1997, women in Northern Ireland formed a cross-party political group that won seats in the election and participated in the peace process, helping to promote reconciliation between Protestants and Catholics.⁵⁸ This example also demonstrates the critical importance of political mobilization and participation by women in the creation of comprehensive security.

The importance of women’s involvement cannot be understated: Research undertaken by UN Women indicates that peace agreements that aim to redress grievances of conflict belligerents alone can disadvantage women. For example, the expansion of customary legal systems or local kin-based on clan-based governance systems can have a negative effect on women’s

⁵⁷ UN Women, [*Women’s Participation in Peace Negotiations: Connections between Presence and Influence*](#), 2012, pp. 1-3.

⁵⁸ Ibid., p. 2.

human rights and roll back gains made during conflict in women's access to non-traditional roles.⁵⁹

To promote women's involvement in conflict resolution, the UN Secretary General has put together an action plan that requires:

- the appointment of a women as the Chief mediator or special envoy in a UN-led peace process;
- a focus on providing gender expertise, in particular at senior levels, in mediation support;
- investment in strategies designed to improve the number of women in negotiating parties; and
- the creation of women's civil society organization forums to promote consultation between mediation teams and women's organizations.⁶⁰

Improving women's inclusion in formal peace negotiations ought to be a matter of concern for parliamentarians. As public office holders, women parliamentarians represent an untapped pool of talent for recruitment into peace negotiation teams. Consulting and representing the interests of their female constituents to the executive branch is an effective way for parliamentarians from conflict and post-conflict countries to promote women's involvement in conflict resolution. In participating states not affected by conflict, parliamentarians play a vital role in generating the political will necessary to ensure that qualified women receive high-level appointments as peace negotiators. The OSCE PA should encourage the OSCE to follow the lead of the UN and commit to appointing women to high-level posts as peace negotiators and envoys.

Post-Conflict Rehabilitation

Resolution 1325 also stresses the need for post-conflict rehabilitation projects to respond to distinct needs of women and girls, men and boys. As with other conflict phases, gender

⁵⁹ UN Women, [Gender and Conflict Analysis](#), 2nd ed., October 2012.

⁶⁰ UN Secretary General, "[Tracking Progress: 7-Point Action Plan](#)." See also: UN Secretary General, [Strengthening the role of mediation in the peaceful settlement of disputes, conflict prevention and resolution](#), 25 June 2012, UN Doc. A/66/811. paras 66-69.

analysis needs to be incorporated systematically throughout the planning process in post-conflict interventions.

Examples of post-conflict interventions that can benefit from the application of gender-based analysis and increased participation of women include:

- disarmament, demobilization and reintegration programs, which often neglect the needs of female ex-combatants;
- security sector reform initiatives, which can be strengthened by promoting the inclusion of women and the vetting of members for gender-based crimes;
- development of small arms and light weapons control measures that are responsive to the needs of women and girls;
- rule of law initiatives, which need to improve the capacity of the justice sector to hold to account those responsible for sexual and gender-based violence;
- amnesty programs, which must not extend to perpetrators of international crimes;
- truth and reconciliation efforts, which can benefit from the establishment of minimum standards of responsiveness to the needs of women and girls, including through the dedication of specific funding for gender-specific restorative measures;
- economic development plans, which need to ensure that women receive an equitable share of income assistance and are targeted for employment programs;
- infrastructure renewal programmes, which should ensure that institutional mechanisms are created to facilitate women's participation in setting priorities, identifying beneficiaries and monitoring implementation;
- land reform initiatives, which must take care not to marginalize women and should promote women's land ownership;
- educational programming, which should have as a specific aim the need to increase the number of girls in school.⁶¹

One of the most important aspects of Resolution 1325 from a parliamentary perspective is the need to promote women's participation in post-conflict governance. In order for women's voices to be taken into account in post-conflict rehabilitation, women must have a strong

⁶¹ UN Women, [Gender and Conflict Analysis](#), 2nd ed., October 2012; [UN Strategic Results Framework on Women, Peace and Security: 2011-2020](#), July 2011; UN Secretary General, "[Tracking Progress: 7-Point Action Plan](#)."

presence within the governance structures of a state, including through representation in parliament and in the executive branch. OSCE field missions, as well as the peace operations of other international organizations, can facilitate women's participation in governance by encouraging women to put themselves forward as political candidates and promoting voting by women.⁶² The OSCE PA is ideally situated to encourage OSCE structures and field missions to put such measures into place. Parliamentarians from states with strong democratic traditions, as well as parliamentarians who have experience of governance during difficult transition periods, can support women's inclusion in political processes by mentoring and providing support to women entering politics for the first time in post-conflict environments.

The UN Secretary General has suggested that facilitating the participation of women's political and civil society organizations at donor conferences is another key way to ensure that women's views are taken into account in post-conflict rehabilitation. Parliamentarians can promote greater inclusivity by calling on their governments to take such steps, and the OSCE PA can play a similar role with respect to OSCE institutions and structures.

Parliamentarians can also contribute to the implementation of Resolution 1325 in post conflict situations by scrutinizing national spending with a view to encouraging financial support for programs that benefit both women and men, and by raising awareness of the need to increase the proportion of project budgets that address women's specific needs and the empowerment of women. The OSCE PA can similarly encourage greater gender parity in the allocation of resources in OSCE programming.

Improving Implementation by OSCE Institutions and Participating States

Women's important role in preventing and resolving conflicts and in building peace was reaffirmed by the OSCE Ministerial Council in its December 2011 *Decision on Elements of the Conflict Cycle*, which called on all participating States to effectively implement

⁶² See: UN Secretary General, "[Tracking Progress: 7-Point Action Plan](#)."

Resolution 1325.⁶³ In his *Annual Gender Report of 2012*, the OSCE Secretary General reviewed the implementation of the resolution by the OSCE and by participating States. His report demonstrates that OSCE institutions are engaging actively on matters related to the implementation of Resolution 1325. However, the Secretary General pointed out that there is no clear monitoring mechanism for the implementation of Resolution 1325 within the OSCE. Nor is there any way to exchange information or lessons learnt. As a result, limited data is available regarding national implementation by participating States or implementation within internal OSCE structures and institutions.

A 2012 Food for Thought Paper by the OSCE Gender Section reflected on the ways that Resolution 1325 could be integrated into the work of the OSCE at all phases of the conflict cycle in order to enhance comprehensive security in the region. The paper made a number of recommendations related to the following matters:

- the provision of gender expertise to field operations and other OSCE activities;
- increasing the representation of women in the organization, in particular in areas dealing with the conflict cycle;
- strengthening OSCE training and capacity building efforts on Resolution 1325;
- increasing the proportion of women in key sectors at the national level, including the police, military, judiciary and national security bodies; and,
- improving reporting by participating States regarding activities related to the implementation of Resolution 1325.

Most importantly, the Gender Section recommended that the OSCE develop an organization-wide Action Plan to coordinate organizational responses to Resolution 1325. The Secretary General has expressed the view that such an Action Plan “would lay the foundations for more efficient implementation of the resolution in the OSCE region.”⁶⁴ He also suggested that it was important for the OSCE to create an annual implementation review mechanism. These

⁶³ OSCE Ministerial Council, [*Decision No. 3/11: Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-conflict Rehabilitation*](#), 7 December 2011, MC.DEC/3/11.

⁶⁴ [*The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality*](#), 25 October 2012, p. 38.

proposals deserve the wholehearted support of the OSCE PA. Moreover, OSCE parliamentarians should encourage their national governments to achieve consensus on a way to move these important initiatives forward.

Improving Implementation at the National Level

The OSCE Secretariat has also worked to improve the effective implementation of Resolution 1325 in participating States. In his *Annual Gender Report of 2012*, the Secretary General undertook an analysis of the efforts by OSCE participating States to implement UNSCR 1325 and, in particular, to develop National Action Plans (NAPs) as encouraged by the UN Resolution.⁶⁵ The Secretary General noted that of the 36 countries that in 2012 had adopted NAPs, 23 are OSCE participating States.⁶⁶

To date there is no systematic research on the implementation of Resolution 1325 in the OSCE Region, although the Stockholm International Peace and Research Institute is expected to release a comparative research report on the development and implementation of NAPs in the coming year.

The development of NAPs requires substantial information and analysis, fiscal and human resources and, most critically, political will. As a result, there is a marked diversity in how different countries develop, implement, monitor and report their implementation of the plans. The Secretary General's Annual Gender Report of 2012 showcases these differences by noting that there are, broadly speaking, two kinds of NAPs in the OSCE region: those looking at internal or national activities, more common amongst countries that have had recent conflicts; and those focusing more on external or international activities, more common among donor countries or those with peacekeeping forces. Examples of the former include Bosnia and Herzegovina, Croatia, Ireland, Serbia and, to some extent Spain. Examples of the latter include Austria, Belgium, Denmark, Estonia, Finland, France, Iceland, Italy, the Netherlands, Norway, Portugal, Sweden, Switzerland, the United States and the United

⁶⁵ Ibid., p. 34.

⁶⁶ Ibid, pp. 31-32, fn. 61 and 64.

Kingdom. In encouraging sign, two further States are in the process of developing their Action Plans, Albania and Kazakhstan.

The NAP Guidelines suggest a timeline of four to five years for the implementation of the plan, followed by regular review and update procedures. Unfortunately, such procedures are not commonly defined within developed NAPs.

Amongst the highlighted differences in the NAPs of OSCE participating States are their different levels of geographic focus. For example, some focus on involvement via multilateral or bilateral organizations with actions planned at both the international and local level, while others focus on targeting regional commitments - such as the focus of the UK and the US on regional relationships with Middle Eastern countries. There are also different methods of implementation, from inter-ministerial working groups to fully participatory processes, as well as differences in the involvement and recognition of the input from civil society organizations, such as, for example, the public discussions and working groups organized in Serbia. Similarly, the inclusion of accountability tools within the plan, such as those set up by Austria, Bosnia and Herzegovina, Croatia and Estonia, facilitate the importance of having relevant indicators for measuring implementation. Yet there remains a planning gap when it comes to setting baselines and pre-defined indicators in order to facilitate comparisons in the monitoring, evaluation and reporting of the NAPs implementation and progress. Finally, the costing and planning for a gender budget are vital for NAP activities. Unfortunately, most plans do not include a line item for such activities, a failure in planning that makes it more difficult to access resources at later stages of implementation.

It is in the implementation of National Action Plans that parliamentarians may be able to make the most significant contribution to the systematic implementation of Resolution 1325. Through parliamentary committees and debates, parliamentarians can highlight the importance of Resolution 1325 to the maintenance of collective security. Parliamentarians can also encourage their governments to develop clear indicators and benchmarks for the implementation of Resolution 1325 and hold national departments and agencies responsible for meeting their targets. Finally, in their scrutiny of national budgets, parliamentarians can raise the need to ensure adequate resourcing of activities intended to promote women's full inclusion and participation in peace and security activities at all phases of the conflict cycle.

Gender in the OSCE Governmental Institutions

In the latest Report on women and peace and security (2012), the UN Secretary-General encouraged “regional organizations that support peace process to lead by example and appoint more women as mediators, co-mediators and advisers to mediation processes.”⁶⁷ Following up on this recommendation, the following parts of the report provide an analysis of gender representation both in the OSCE governmental structures and in its Parliamentary Assembly.

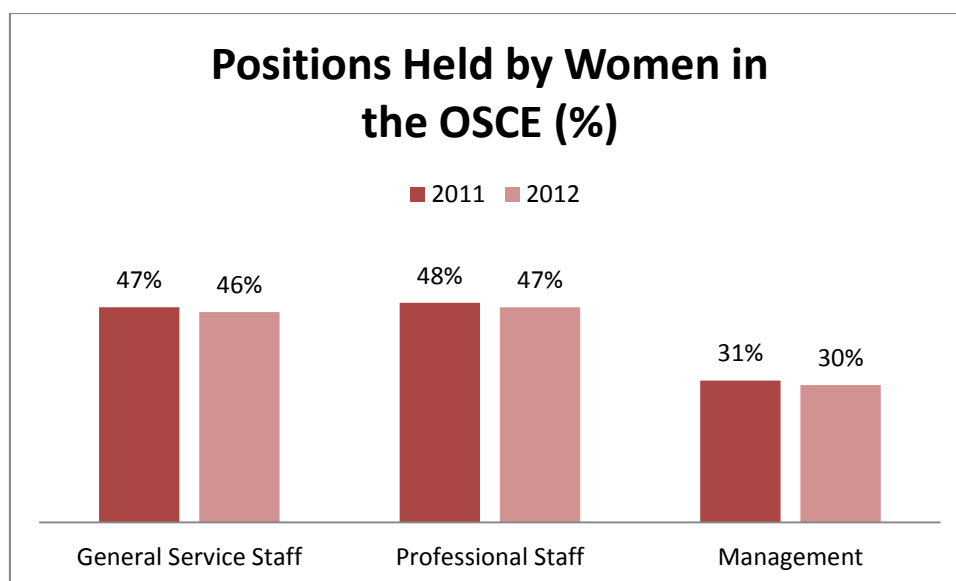
The progress of gender balance throughout the OSCE governmental structures—discussed in the following pages— is measured by statistics published in the October 2012 Secretary General’s Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality.⁶⁸

The OSCE maintains a staff of 2,636, with women representing 46 per cent of the total workforce. Compared to the previous reporting period, the number of women in all positions decreased by one per cent. Women continue to be under-represented in senior management positions (30 per cent in 2012) compared to their overall representation within the general service and professional staff sector (47 and 46 per cent respectively).⁶⁹

⁶⁷ United Nations Security Council [UNSC], [*Report of the Secretary-General on women and peace and security*](#), 2 October 2012.

⁶⁸ [*The Secretary General’s Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality*](#), 25 October 2012.

⁶⁹ See Table 1



On a positive note, since the publication of the 2012 Secretary General's Annual Evaluation Report, gender balance within the Heads of Missions and Heads of Institutions categories has slightly shifted. On 16 May 2012, Ambassador Madina Jarbussynova was appointed OSCE Project Co-ordinator in Ukraine and on 7 March 2013 the OSCE Representative on Freedom of the Media, Dunja Mijatović, was reappointed to serve a second three-year term. In addition, Ambassador Natalia Zarudna continues to serve as Head of the OSCE Center in Astana while Jennifer Leigh Brush heads the OSCE Mission to Moldova. These appointments add up to seven women who have headed OSCE Field Operations since their establishment, in contrast to over 110 men.

The number of female Deputy Heads of Mission has also increased since the last reporting period, growing from four to five. As of 1 April 2013, the OSCE Centre in Astana, the OSCE Office in Baku and the OSCE Missions in Serbia, Kosovo and Bosnia and Herzegovina all have female Deputy Heads of Mission.

Women are also slightly better represented in the OSCE political structures. As of 1 April 2013, the Economic and Environmental Committee is headed by Ambassador Olga Algayerova. Two of the nine Personal and Special Representatives (Special Representative on Gender Issues and Personal Representative of the OSCE Chairperson-in-Office on Combating Racism, Xenophobia and Discrimination), appointed by the current Ukrainian

Chairmanship, are women. This represents an 11 per cent increase compared to the previous reporting period.

On the other hand, within the Secretariat and Institutions, female representation among professional posts has dropped from the reported 44 per cent in 2011 to 41 per cent in 2012. The Secretariat and Institutions have also seen a slight decrease in the number of women holding management positions, with 15 out of a total of 39 positions held by women.⁷⁰

Female representation within the ranks of international professional staff in the field operations has remained stable (50 per cent), while their number has seen a slight decline in the higher management field operations staff category. Representation slid from 28 per cent in 2011 to 27 per cent in 2012, due to one fewer woman holding a management position than in 2011.

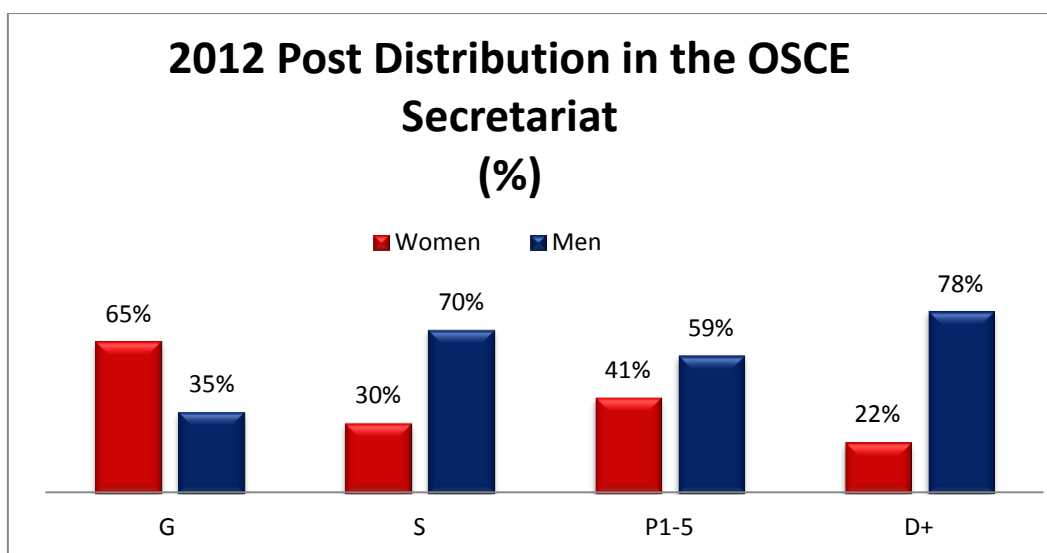
OSCE Secretariat

In total, women represent 51 per cent of the OSCE Secretariat workforce in Vienna, which is a two per cent decrease since last year's reporting. The proportion of women in the P+ category has been rising faster than the proportion of men between 2011 and 2012. However, there has been a relative decline in the gender balance in the D+ category, with the two newly created D+ positions occupied by men. Currently women occupy two of the 9 high level (D+) positions.⁷¹

As detailed in last year's report, on the overall men remain in the majority among P-level positions with a representation of 60 per cent, while women make-up over 65 per cent of the G-level workforce.

⁷⁰ See Table 2

⁷¹ See Table 4

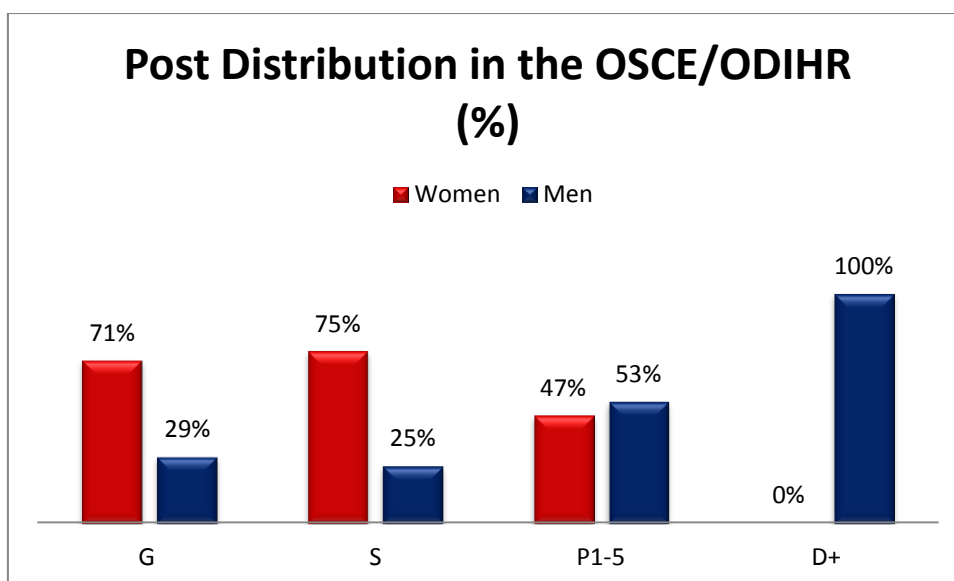


Office for Democratic Institutions and Human Rights (ODIHR)

The Office for Democratic Institutions and Human Rights (ODIHR) has seen a slight increase in the number of its female employees in the P+ category, which rose from 41 to 46 per cent. The number of women in the G category remained the same (42) and decreased from 12 to 9 in the S category.

Notwithstanding the fact that on the overall the OSCE/ODIHR is gender-balanced, men continue to dominate the upper professional staff echelons (D+), with both the First Deputy Director and the Head of Institution being male.⁷²

⁷² See Table 5



Office of the High Commissioner on National Minorities (HCNM)

Since 2010, the Office of the High Commissioner on National Minorities has tipped the scales in favor of the overall women representation within the commission, with 60 per cent of the workforce currently represented by female employees.

In the meantime, only 30 per cent of HCNM professional staff are women. When breaking down the numbers by position, men continue to dominate the upper echelons of the P-level positions holding 9 out of 13 positions. On the other hand, ten out of ten positions within the G-level pay-grade are occupied by women. This further emphasizes the gender inequality among high-ranking positions within HCNM and, on a larger scale, within the OSCE in its entirety.⁷³

Office of the Representative on Freedom of the Media

With 62 per cent of its posts occupied by women, the Office of the Representative on Freedom of the Media (RFoM) has been highlighted, for a number of years, as the most gender-aware Institution within the OSCE and the only OSCE Institution headed by a

⁷³ See Table 6

woman. While relatively small with only 14 posts, the Office can be cited as an example in terms of its overall respect for gender balance. Women occupy four out of seven professional staff positions, including the P+ category where women have 57 per cent of posts.⁷⁴

Seconded Posts in the Secretariat, Institutions and Field Operations

As denoted in the Secretary General's Annual Report, the seconded staff positions within the Secretariat and Institutions are not classified and therefore not included in the standard system of grading. In 2012, 446 staff members, 9 less than in 2011, were seconded by 44 participating States of the OSCE. There is currently a 39 per cent female representation within the seconded staff of the OSCE, which is a three per cent decrease from the previous reporting year.⁷⁵

Overall, within the contracted management and professional category, fewer women are nominated by the participating States, short-listed and, eventually, hired (by 4 per cent). In addition, although the number of women nominated for Heads/Deputy Heads of Missions positions increased, less are being nominated to positions lower than that.

When evaluating the current gender balance of seconded positions by country, France, Italy, Spain and the United States of America have seconded the largest number of female staff in 2012, with the numbers varying from 28 women for the USA to 10 for France. On the overall, 19 participating States have a balanced gender representation among seconded positions.

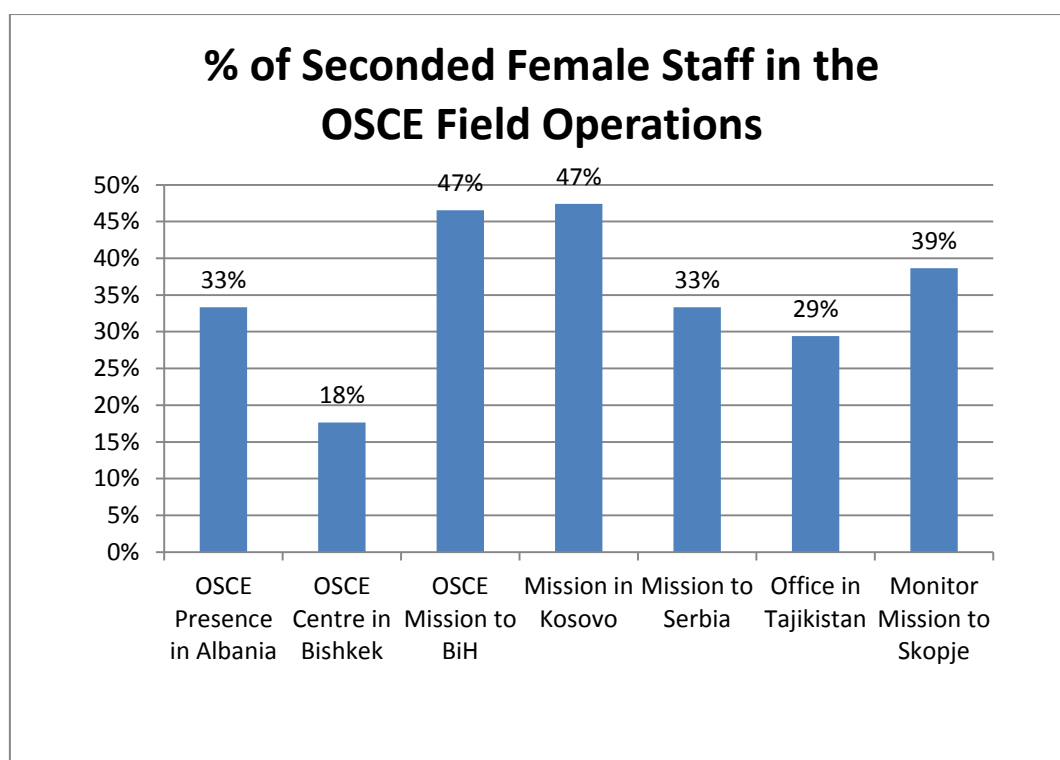
Among the field operations with the highest number of seconded staff,⁷⁶ the OSCE Missions to Kosovo and to Bosnia and Herzegovina remain the two most consistently gender-balanced presences with women representing 47 per cent of the overall seconded positions. They are

⁷⁴ See Table 7

⁷⁵ See Table 8

⁷⁶ Out of the 15 Field operations currently deployed, seven missions with the number of seconded staff higher than 15 have been selected for this analysis.

followed by the OSCE Mission to Skopje with 39 per cent of positions held by women there. However, compared to 2011, these missions have also seen a decline in their proportion of female staff. The figures dropped by 5 per cent in Bosnia and Herzegovina and in Skopje.



On the other end of the gender balance spectrum, the OSCE field presence in Bishkek is lagging far behind, with 18 per cent of positions held by women, which represents another five per cent decline compared to the previous reporting period.

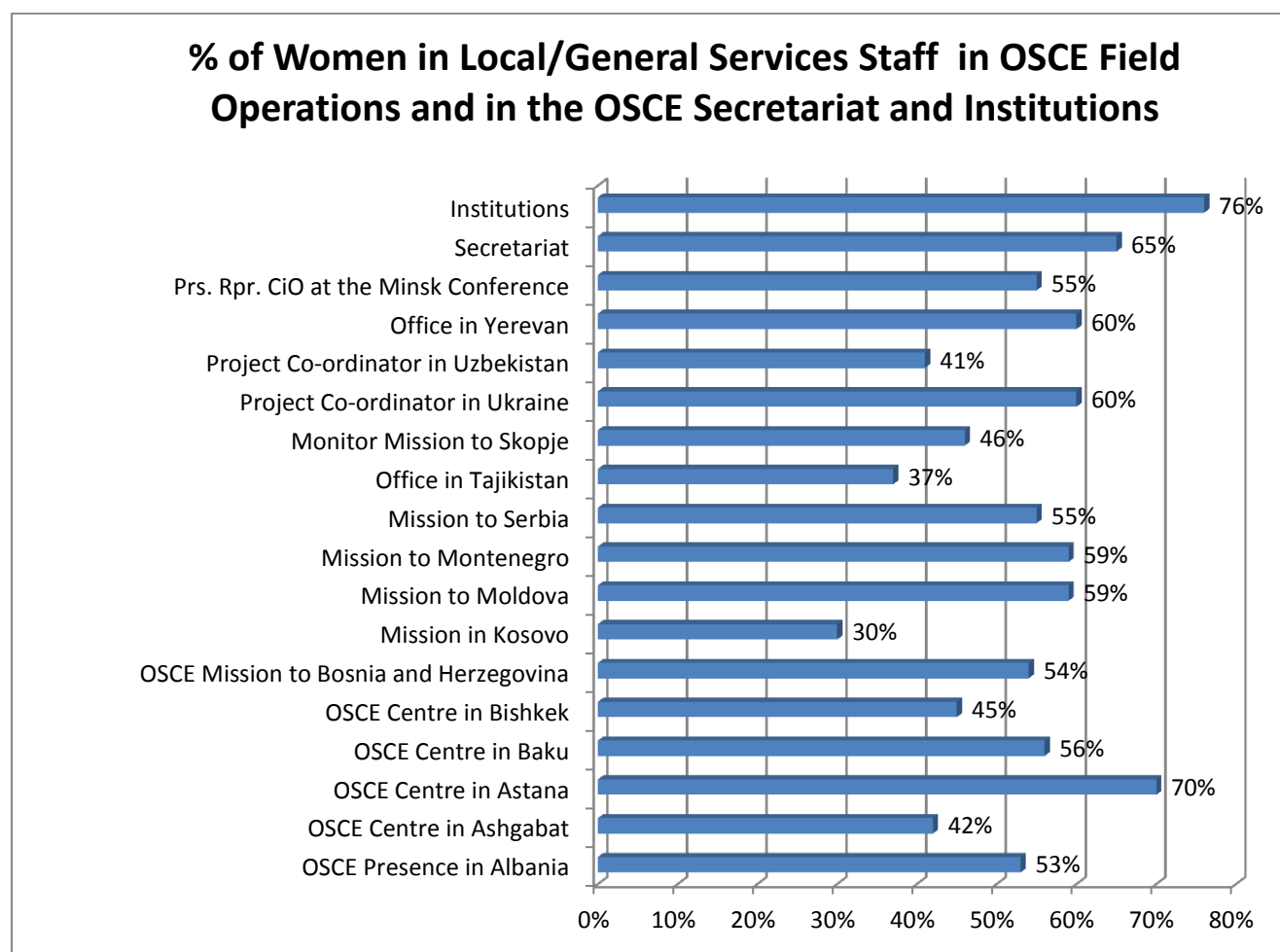
Field Operations: Gender Balance of Local Staff⁷⁷

The number of locals staffing field operations varies according to the size of the operation and its mandate. The OSCE Mission to Kosovo continues to be the largest staffed field operation within the OSCE with 475 local staff. Thirty per cent of the overall workforce of

⁷⁷ See Table 9

the OSCE Mission to Kosovo is female. This is the lowest percentage of local female staff within a field operation. The figures have remained unaltered since the last reporting period.

The OSCE Mission to Bosnia and Herzegovina, the second largest field operation with 430 local staff, 233 of which are women (54 per cent) is well-balanced in terms of gender distribution.



In addition to the OSCE Mission in Kosovo, the presences in Ashgabat, Bishkek, Tajikistan, Skopje and Uzbekistan need to make additional efforts to balance their local staff numbers gender-wise.

Gender-related initiatives in the OSCE

Annually, the Secretary General of the OSCE presents the Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality. The reports provided by the OSCE field operations in 2012 show that efforts continue to be taken to mainstream gender perspectives in projects across all three dimensions. However, as in previous years, these initiatives remain uneven. Projects with a gender perspective were observed primarily in the human dimension of the OSCE's work (228 in 2012). Also, the number of projects more than doubled in the first dimension during the 2012 reporting period (from 39 to 83). Nonetheless, increasing the gender sensitive approach is required in the second and first dimensions.

Most of the results achieved in countries hosting field operations are linked to the adoption of legislative frameworks on gender equality, implementation of existing frameworks, promotion of participation of women as candidates for elective office and support for prevention of violence against women. However, to enable a better follow up on the priorities outlined in the Gender Action Plan, further mechanisms should be developed to assess the implementation of gender related commitments by the OSCE participating States.

The OSCE Gender Focal Point network also continues to operate in the organization, although its work is undermined by a lack of formal recognition, regular trainings on gender mainstreaming and clear terms of reference to measure the impact of its work.

Gender in the OSCE PA

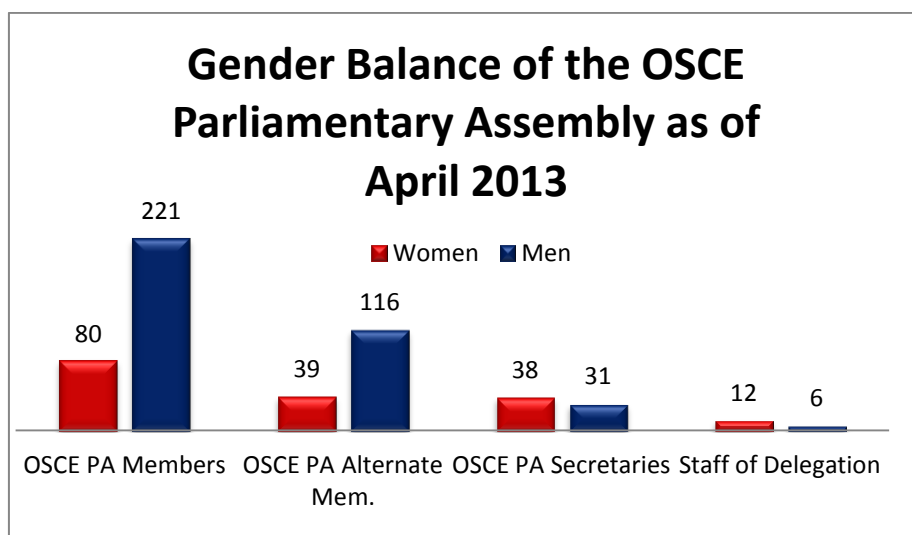
During the Vilnius Annual Session 2009, the Standing Committee amended the OSCE PA's Rules of Procedure, agreeing to introduce a new sub-clause to Rule 1 stating that "*each national Delegation should have both genders represented.*" In 2011 the OSCE Parliamentary Assembly adopted a resolution on "Women's representation at the OSCE Parliamentary Assembly" calling on national parliaments to improve the representation of women in the OSCE PA national delegations.

The Resolution noted, with concern, that as of February 2011, 17 national delegations to the OSCE PA were comprised of men only, that only ten women were Heads of delegation and that out of the 307 MPs only 73 (23.7%) were women.

Since then, efforts have been made by the national delegations to improve gender balance within the Parliamentary Assembly, although not all countries are in compliance yet.

Member Directory Statistics⁷⁸

As of April 2013, there is an overall male majority within the OSCE Parliamentary Assembly, with 374 men and 169 women (31 per cent).⁷⁹



⁷⁸ The OSCE PA Member Directory is available on request from the International Secretariat.

⁷⁹ See Table 10. Provided numbers include OSCE PA Members, Alternate Members, Secretaries and Staff.

The majority (73 per cent) of regular Members of the OSCE PA and 75 per cent of Alternate Members are men, holding a combined number of 337 out of 456 positions. Compared to the statistics provided in my last year's report, no major changes in female representation within the Assembly can be recorded. However, compared to the data provided in the 2011 Resolution, female representation in the OSCE PA Member category has grown from 23.7 (2011) to 26.6 per cent over the last two years.

Women outnumber men within the Secretaries and Staff sectors. Among the OSCE PA Secretaries of Delegations, 38 out of 69 are women which represents a 55 to 45 per cent gender distribution. Women also dominate the staff sector, holding 12 out of 18 posts (67 per cent).⁸⁰

Initiative to Boost Women's Participation

Efforts undertaken by the national delegations to comply with Article 1.4 of the OSCE PA Rules of Procedure have led to a significant decrease in the number of delegations in which men are the only incumbents. The number dropped from 17 in 2011 to 10 in 2012 and 2013. It is also worth underlying that a number of national delegations, including Cyprus and Ukraine, have improved gender balance in their newly formed delegations.

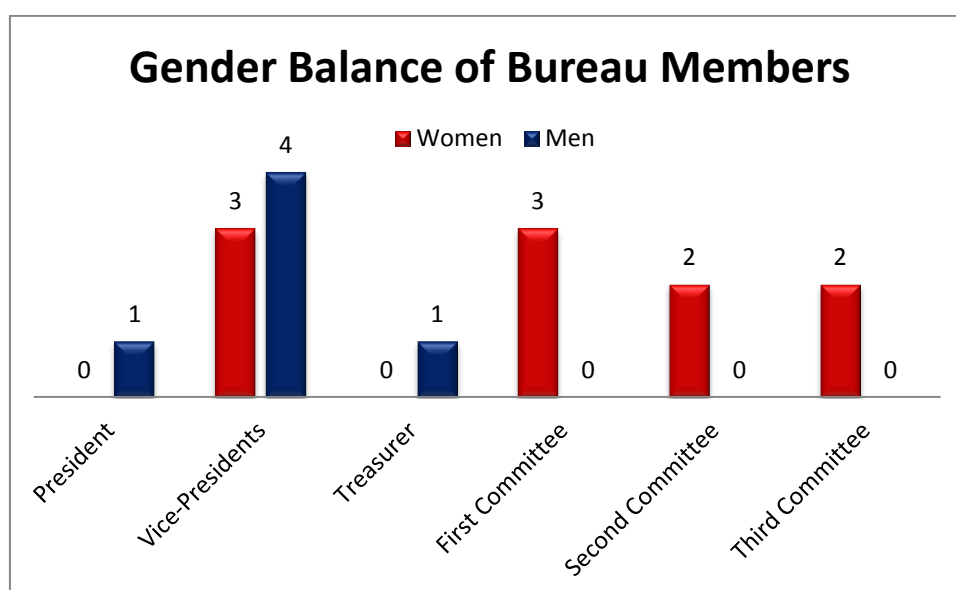
Twelve women are currently heading national delegations, which represents a 20 per cent improvement compared to 2011.

Gender in the Assembly Bureau

The Bureau is composed of the President, nine Vice-Presidents, the Treasurer and the President Emeritus, as well as three Officers of each of the General Committees. The Bureau is currently comprised of 15 members— 9 of whom are female— providing for a 60 per cent to 40 per cent ratio in favor of women. These numbers comply with the targeted goal of 30

⁸⁰ See Table 10

per cent established in 2011 by the OSCE PA's Special Representative on Gender Issues, Dr. Hedy Fry.⁸¹



Female Presidents and Vice-Presidents in the OSCE PA

The statistics regarding female Presidents and Vice-Presidents have improved since the previous reporting year. There are currently three female Vice-Presidents, Isabel Pozuelo (Spain), Uta Zapf (Germany) and Walburga Habsburg Douglas (Sweden).⁸²

Officers of the OSCE PA General Committees

The overall gender balance of the General Committees has shifted significantly since the last reporting period. If in 2012 women represented 22 per cent of the Committees' officers, all members are currently female.

It should nevertheless be noted that the recent shift in the overall percentage of female representation is altered by the vacancy of two Officers' of the General Committees positions

⁸¹ See Address by Dr. Hedy Fry, Special Representative on Gender Issues to the OSCE Parliamentary Assembly, 10th Winter Meeting, 24-25 February 2011. Vienna, Austria

⁸² See Table 11

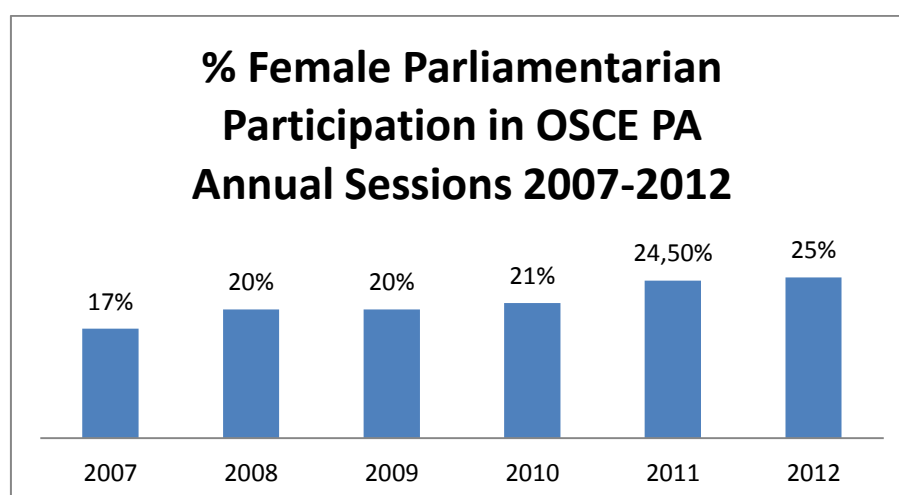
(within the General Committee on Economic Affairs, Sciences, Technology and Environment and the General Committee on Democracy, Human Rights and Humanitarian Questions).⁸³ They were previously occupied by men no longer Members of the OSCE Parliamentary Assembly.

In contrast to previous years, the General Committee on Political Affairs and Security that has maintained its full membership is entirely female.

Participation in the OSCE PA Meetings

The following charts show the general attendance at the OSCE PA's Meetings and the percentage of female Members of Parliament who participated.

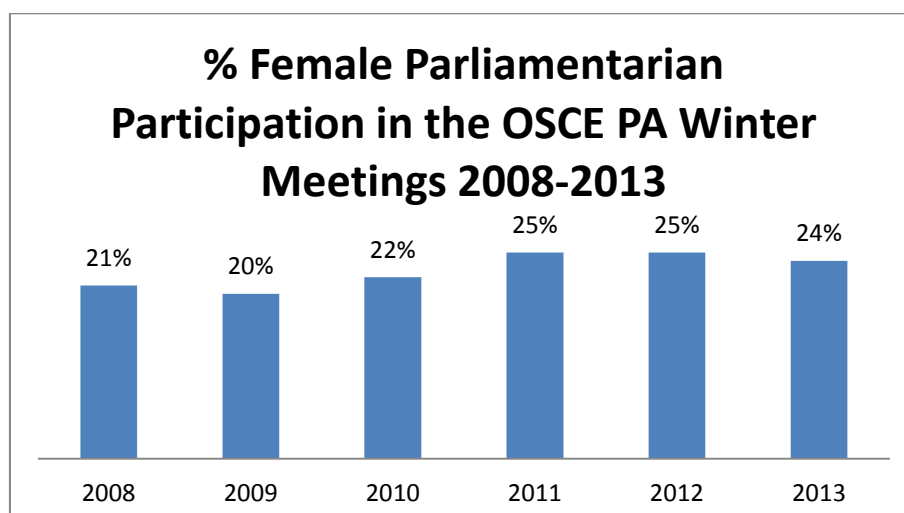
The 2012 Annual Session observed a slight increase in female participation compared to the previous reporting period (from 24.5 to 25 per cent). Even if this indicates a slowing of momentum, these figures are still encouraging as over the last six years the numbers have leaped from 17 per cent in 2007 to 25 per cent in 2012.⁸⁴



⁸³ Fact note: On 15 April 2013 the Bureau appointed Ms. Doris Barnett to substitute the rapporteur of the General Committee on Economic Affairs, Sciences, Technology and Environment at the Annual Session in Istanbul. The Rapporteur substituted is Mr. Christos Stylianides (Cyprus), currently exercising the functions of the Spokesman of the Cypriot Government.

⁸⁴ See Table 12

The overall percentage of female participation in the OSCE Winter Meetings has, on the other hand, decreased. If the 2011 and 2012 Winter Meetings had seen the highest numbers of female participants in the last ten years,⁸⁵ the positive tendency seems to have been reversed in 2013 with the numbers falling to 24 per cent.⁸⁶



Participation in the OSCE PA Election Monitoring 2012-2013⁸⁷

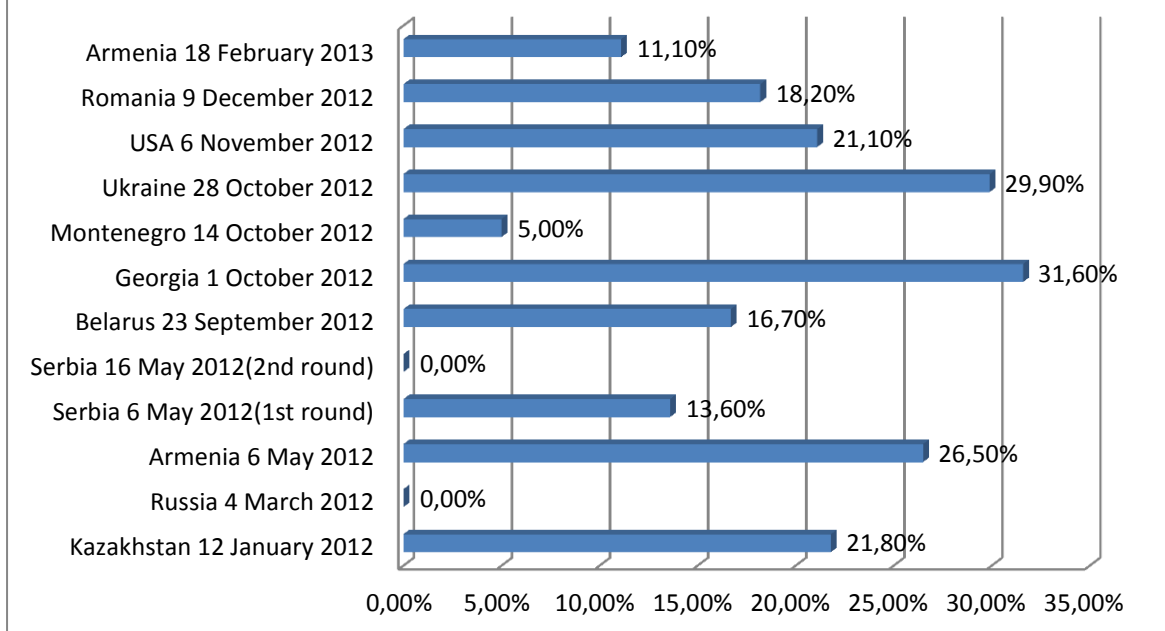
The graph below shows the Assembly's female Members' participation in election observation missions over the 2012-2013 period:

⁸⁵ See OSCE PA Gender Balance Report; July 2011 and OSCE PA gender Report, July 2012.

⁸⁶ See Table 13

⁸⁷ See Table 14. Calculations for female participation were done excluding Staff of delegations and the International Secretariat.

Female Delegate Participation in Election Monitoring 2012-2013 (%)



The figures concerning female participation in OSCE PA election monitoring show that over the 2012-2013 period the highest number of female participants occurred in 2012 in Georgia (31.6 per cent), Ukraine (29.9 per cent) and in Armenia (26.5 per cent). The calculations exclude Staff of Delegations and the International Secretariat personnel, thus diminishing the female participation levels in Serbia and Russia to zero.

The average female participation in election observation for the 2012-2013 period is 16.3 per cent, which represents an almost 4 per cent decrease compared to the previous reporting period. Women are also underrepresented in the election observation leadership category. Out of the 12 election observations listed, only one, in Ukraine, was led by a female Head of Delegation.

Permanent Staff of the OSCE PA International Secretariat

The permanent staff of the OSCE PA International Secretariat, including the Vienna Liaison Office, is comprised of 18 individuals of whom eight are women. The two appointed Deputy

Secretaries General represent an equal gender balance with one women and one man. The current office of the OSCE PA Secretary General is held by a man.

The International Research Fellowship Programme

The International Secretariat of the OSCE Parliamentary Assembly has a Research Fellowship Programme in which it engages graduate students for a period of six-months each to gain practical experience in the field of international affairs.

There are currently four research fellows working at the International Secretariat in Copenhagen, and three in the Vienna Liaison Office— three women and four men – showing an equal gender distribution among the research fellows.

Female Representation in National Parliaments of OSCE Countries

According to the data provided by the Inter-Parliamentary Union, overall female representation in the OSCE national parliaments has improved since the last reporting period. If in 2012 the OSCE countries ranked between 2 and 128 (on the global scale) in terms of the percentage of women in their national parliaments, the 2013 rankings show an improvement by 10 points (rankings between 2 and 118).⁸⁸

Within the OSCE participating States, those with the least amount of female representation within national parliaments are Malta with only 8.7 per cent of women parliamentarians within its “Lower or single House”, as well as Hungary, Ukraine, Cyprus and Armenia all of which maintain a ratio of between 8.8 and 10.7 per cent. It is worth noting that the 1 October 2012 elections in Georgia doubled the number of female parliamentarians, increasing their numbers by 5.4 per cent. This amounts to a total female representation of 12 per cent in the Georgian Parliament.

⁸⁸ See Table 15

Collectively, female representation among national Parliaments within the OSCE region is 22.8 per cent, combining Upper House or Senate and Single or Lower House parliamentarians. The number drops to 21.9 per cent if the Nordic countries are excluded.⁸⁹

⁸⁹ See Table 16

Annexes

Table 1

| Post Distribution of Staff in the OSCE 2012 | | | | |
|---|------|-------|-------|---------|
| Category | Men | Women | Total | % Women |
| General Service Staff | 839 | 729 | 1568 | 46% |
| Professional Staff | 483 | 436 | 919 | 47% |
| Management | 104 | 45 | 149 | 30% |
| Total | 1426 | 1210 | 2636 | 46% |
| Post Distribution of Staff in the OSCE 2011 | | | | |
| Category | Men | Women | Total | % Women |
| General Service Staff | 843 | 740 | 1583 | 47% |
| Professional Staff | 470 | 436 | 906 | 48% |
| Management | 103 | 46 | 149 | 31% |
| Total | 1416 | 1222 | 2638 | 46% |

Note: figures as of May 2012 and May 2011 respectively

Table 2

| Post Distribution of the OSCE Staff, in OSCE Secretariat, Institutions and Field Operations 2012 | | | | |
|--|-------------|-------------|-------------|------------|
| Secretariat and Institutions Staff | | | | |
| Category | Men | Women | Total | % Women |
| General Service Staff | 84 | 177 | 261 | 68% |
| Professional Staff | 143 | 101 | 244 | 41% |
| Higher Management | 24 | 15 | 39 | 38% |
| Total | 251 | 293 | 544 | 54% |
| Field Operations Staff | | | | |
| Category | Men | Women | Total | % Women |
| General Service Staff | 755 | 552 | 1307 | 42% |
| Professional Staff | 340 | 335 | 675 | 50% |
| Higher Management | 80 | 30 | 110 | 27% |
| Total | 1175 | 917 | 2092 | 44% |
| Grand Total | 1426 | 1210 | 2636 | 46% |

Note: figures as of 1 May 2012

Table 3

| Post Distribution of Seconded Female Staff in the OSCE Field Operations 2012 | | | | |
|--|----|----|----|----|
| Category | S1 | S2 | S3 | S4 |
| OSCE Mission to Bosnia and Herzegovina | 11 | 9 | 7 | 0 |
| OSCE Mission to Kosovo | 34 | 25 | 4 | 1 |
| OSCE Mission to Skopje | 8 | 5 | 3 | 1 |
| Grand Total | 53 | 39 | 14 | 2 |

Note: figures as of 1 May 2012

Table 4

| Post Distribution in the OSCE Secretariat 2012 | | | | | | | | | | | |
|--|-------|--------|----|--------|-------|----|----|----|--------|-------|------------|
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | SG | P+ in% | Total | Total in % |
| Women | 122 | 65% | 13 | 30% | 53 | 0 | 2 | 0 | 40% | 190 | 51% |
| Men | 67 | 35% | 30 | 70% | 77 | 2 | 4 | 1 | 60% | 181 | 49% |
| Total | 189 | 100% | 43 | 100% | 130 | 2 | 6 | 1 | 100% | 371 | 100% |
| Post Distribution in the OSCE Secretariat 2011 | | | | | | | | | | | |
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | SG | P+ in% | Total | Total in % |
| Women | 121 | 65% | 15 | 38% | 47 | 0 | 2 | 0 | 39% | 185 | 53% |
| Men | 66 | 35% | 24 | 62% | 72 | 1 | 3 | 1 | 61% | 167 | 47% |
| Total | 187 | 100% | 39 | 100% | 119 | 1 | 5 | 1 | 100% | 352 | 100% |

Note: figures as of 1 May 2012 and 1 May 2011 respectively

Table 5

| Post Distribution in the Office for Democratic Institutions and Human Rights 2012 | | | | | | | | | | | |
|---|-------|--------|----|--------|-------|----|----|---------------|--------|-------|------------|
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of Inst. | P+ in% | Total | Total in % |
| Women | 42 | 71% | 9 | 75% | 26 | 0 | 0 | 0 | 46% | 77 | 60% |
| Men | 17 | 29% | 3 | 25% | 29 | 1 | 0 | 1 | 54% | 51 | 40% |
| Total | 59 | 100% | 12 | 100% | 55 | 1 | 0 | 1 | 100% | 128 | 100% |
| Post Distribution on the Office for Democratic Institutions and Human Rights 2011 | | | | | | | | | | | |
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of | P+ in% | Total | Total in % |

| | | | | | | | | | | | |
|--------------|-----------|-------------|-----------|-------------|-----------|----------|----------|--------------|-------------|------------|-------------|
| | | | | | | | | Inst. | | | |
| Women | 42 | 74% | 12 | 86% | 25 | 0 | 0 | 0 | 41% | 79 | 60% |
| Men | 15 | 26% | 2 | 14% | 34 | 1 | 0 | 1 | 59% | 53 | 40% |
| Total | 57 | 100% | 14 | 100% | 59 | 1 | 0 | 1 | 100% | 132 | 100% |

Note: figures as of 1 May 2012 and 1 May 2011 respectively

Table 6

| Post Distribution in the Office of the High Commissioner on National Minorities 2012 | | | | | | | | | | | |
|--|--------------|---------------|----------|---------------|--------------|-----------|-----------|----------------------|---------------|--------------|-------------------|
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of Inst. | P+ in% | Total | Total in % |
| Women | 10 | 100% | 3 | 40% | 4 | 1 | 0 | 0 | 33% | 18 | 60% |
| Men | 0 | 0% | 2 | 60% | 9 | 0 | 0 | 1 | 67% | 12 | 40% |
| Total | 10 | 100% | 5 | 100% | 13 | 1 | 0 | 1 | 100% | 30 | 100% |
| Post Distribution in the Office of the High Commissioner on National Minorities 2011 | | | | | | | | | | | |
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of Inst. | P+ in% | Total | Total in % |
| Women | 10 | 100% | 4 | 80% | 4 | 1 | 0 | 0 | 33% | 19 | 63% |
| Men | 0 | 0% | 1 | 20% | 13 | 0 | 0 | 1 | 67% | 11 | 37% |
| Total | 10 | 100% | 5 | 100% | 17 | 1 | 0 | 1 | 100% | 30 | 100% |

Note: figures as of 1 May 2012 and 1 May 2011 respectively

Table 7

| Post Distribution in the Office of the Representative on Freedom of the Media 2012 | | | | | | | | | | | |
|--|--------------|---------------|----------|---------------|--------------|-----------|-----------|----------------------|---------------|--------------|-------------------|
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of Inst. | P+ in% | Total | Total in % |
| Women | 3 | 100% | 2 | 50% | 3 | 0 | 0 | 1 | 57% | 9 | 62% |
| Men | 0 | 0% | 2 | 50% | 2 | 1 | 0 | 0 | 43% | 5 | 36% |
| Total | 3 | 100% | 4 | 100% | 5 | 1 | 0 | 1 | 100% | 14 | 100% |
| Post Distribution in the Office of the Representative on Freedom of the Media 2011 | | | | | | | | | | | |
| Category | G1-G7 | G in % | S | S in % | P1-P5 | D1 | D2 | Head of Inst. | P+ in% | Total | Total in % |
| Women | 3 | 100% | 2 | 67% | 3 | 0 | 0 | 1 | 67% | 9 | 75% |
| Men | 0 | 0% | 1 | 33% | 2 | 0 | 0 | 0 | 33% | 3 | 25% |
| Total | 3 | 100% | 3 | 100% | 5 | 0 | 0 | 1 | 100% | 12 | 100% |

Note: figures as of 1 May 2012 and 1 May 2011 respectively

Table 8

| Seconded Staff in the OSCE Secretariat, Institutions and Field Operations by Seconding Country and Sex 2012 | | | | |
|---|------------|-----|-------|-------------------------|
| Seconding Authority | % Women | Men | Women | Total Seconded Staff |
| 1. United States of America | 42% | 38 | 28 | 66 |
| 2. Italy | 39% | 27 | 17 | 44 |
| 3. Spain | 60% | 8 | 12 | 20 |
| 4. France | 59% | 7 | 10 | 17 |
| 5. Austria | 36% | 16 | 9 | 25 |
| 6. Germany | 30% | 21 | 9 | 30 |
| 7. United Kingdom | 28% | 21 | 8 | 29 |
| 8. Croatia | 75% | 2 | 6 | 8 |
| 9. Canada | 60% | 4 | 6 | 10 |
| 10. Greece | 60% | 4 | 6 | 10 |
| 11. Poland | 56% | 4 | 5 | 9 |
| 12. Sweden | 29% | 12 | 5 | 17 |
| 13. Bulgaria | 36% | 7 | 4 | 11 |
| 14. Bosnia and Herzegovina | 36% | 7 | 4 | 11 |
| 15. Georgia | 75% | 1 | 3 | 4 |
| 16. Portugal | 75% | 1 | 3 | 4 |
| 17. Macedonia, the Former Yugoslav Republic of | 43% | 4 | 3 | 7 |
| 18. Czech Republic | 33% | 6 | 3 | 9 |
| 19. Ireland | 21% | 11 | 3 | 14 |
| 20. Hungary | 21% | 11 | 3 | 14 |
| 21. Turkey | 16% | 16 | 3 | 19 |
| 22. Latvia | 100% | 0 | 2 | 2 |
| 23. Armenia | 67% | 1 | 2 | 3 |
| 24. Estonia | 67% | 1 | 2 | 3 |
| 25. Slovakia | 50% | 2 | 2 | 4 |
| 26. Slovenia | 40% | 3 | 2 | 5 |
| 27. Norway | 25% | 6 | 2 | 8 |
| 28. Russian Federation | 18% | 9 | 2 | 11 |
| 29. Uzbekistan | 100% | 0 | 1 | 1 |
| 30. Ukraine | 100% | 0 | 1 | 1 |
| 31. Romania | 50% | 1 | 1 | 2 |
| 32. Montenegro | 50% | 1 | 1 | 2 |
| 33. Serbia | 50% | 1 | 1 | 2 |
| 34. Belgium | 33% | 2 | 1 | 3 |

| | | | | |
|--------------------------|------------|------------|------------|------------|
| 35. Belarus | 33% | 2 | 1 | 3 |
| 36. Moldova, Republic of | 33% | 2 | 1 | 3 |
| 37. Netherlands | 25% | 3 | 1 | 4 |
| 38. Finland | 0% | 1 | 0 | 1 |
| 39. Lithuania | 0% | 2 | 0 | 2 |
| 40. Denmark | 0% | 2 | 0 | 2 |
| 41. Kazakhstan | 0% | 1 | 0 | 1 |
| 42. Kyrgyzstan | 0% | 1 | 0 | 1 |
| 43. Malta | 0% | 1 | 0 | 1 |
| 44. Switzerland | 0% | 3 | 0 | 3 |
| Grand Total | 39% | 273 | 173 | 446 |

Note: figures as of 1 May 2012

Table 9

| Gender Balance of Local Staff in OSCE field operations and General Services Staff in the OSCE Secretariat and Institutions 2012 | | | | | |
|---|------------|------------|------------|------------|-------------|
| Field Operation | Women | In % | Men | In % | Total |
| OSCE Presence in Albania | 36 | 53% | 32 | 47% | 68 |
| OSCE Centre in Ashgabat | 8 | 42% | 11 | 58% | 19 |
| OSCE Centre in Astana | 16 | 70% | 7 | 30% | 23 |
| OSCE Centre in Baku | 15 | 56% | 12 | 44% | 27 |
| OSCE Centre in Bishkek | 39 | 45% | 48 | 55% | 87 |
| OSCE Mission to Bosnia and Herzegovina | 233 | 54% | 197 | 46% | 430 |
| OSCE Mission in Kosovo | 144 | 30% | 331 | 70% | 475 |
| OSCE Mission to Moldova | 23 | 59% | 16 | 41% | 39 |
| OSCE Mission to Montenegro | 19 | 59% | 13 | 41% | 32 |
| OSCE Mission to Serbia | 66 | 55% | 55 | 45% | 121 |
| OSCE Office in Tajikistan | 46 | 37% | 80 | 63% | 126 |
| OSCE Spillover Monitor Mission to Skopje | 53 | 46% | 61 | 54% | 114 |
| OSCE Project Co-ordinator in Ukraine | 26 | 60% | 17 | 40% | 43 |
| OSCE Project Co-ordinator in Uzbekistan | 7 | 41% | 10 | 59% | 17 |
| OSCE Office in Yerevan | 24 | 60% | 16 | 40% | 40 |
| Personal Repr. Of the CiO on the Conflict dealt with by the Minsk Conference | 6 | 55% | 5 | 45% | 11 |
| Secretariat | 122 | 65% | 67 | 35% | 189 |
| Institutions | 55 | 76% | 17 | 24% | 72 |
| Grand Total | 938 | 49% | 995 | 51% | 1933 |

Note: figures as of 1 May 2012

Table 10

| OSCE Parliamentary Assembly as of April 2013 | | | | | |
|--|-------|-------|-----|-------|-------|
| Category | Women | In % | Men | In % | Total |
| OSCE PA Members | 80 | 26.6% | 221 | 73.4% | 301 |
| OSCE PA Alternate Members | 39 | 25% | 116 | 75% | 155 |
| OSCE PA Secretaries | 38 | 55% | 31 | 45% | 69 |
| OSCE PA Staff | 12 | 66,6% | 6 | 33,3% | 18 |
| Grand Total | 169 | 31% | 374 | 69% | 543 |

Note: figures as of 1 April 2013. Representatives of the Holy See not included in the figures. Data for Turkmenistan and Uzbekistan included to the extent available.

Table 11

| Gender Balance of Bureau Members as of April 2013 | | | |
|---|-------|-----|-------|
| Category | Women | Men | Total |
| President | 0 | 1 | 1 |
| Vice-Presidents | 3 | 4 | 7 |
| Treasurer | 0 | 1 | 1 |
| First Committee | 3 | 0 | 3 |
| Second Committee | 1 | 0 | 1 |
| Third Committee | 2 | 0 | 2 |
| Grand Total | 9 | 6 | 15 |

Note: figures as of 1 April 2013. Mr. Wolfgang Grossruck, currently serving as Acting President and Vice-President, is counted only once in his Presidential capacities.

Table 12

| Parliamentarian Participation in the OSCE PA Annual Sessions (2007-2012) | | | | | | |
|--|------|------|------|------|------|------|
| Category | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 |
| Women | 41 | 45 | 43 | 50 | 55 | 61 |
| Men | 200 | 182 | 170 | 186 | 169 | 185 |
| % Women | 17 | 20 | 20 | 21 | 24,5 | 25 |
| Grand Total | 241 | 227 | 213 | 236 | 224 | 246 |

Note: figures were calculated using only Members and Alternate members of country delegations. Staff of Delegations, the OSCE PA and the OSCE Secretariats, Observers,

Guests, International Parliamentary Organizations and Partners for Co-operation were excluded from these calculations

Table 13

| Parliamentarian Participation in the OSCE PA Winter Meeting | | | | | | |
|---|------|------|------|------|------|------|
| Category | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
| Women | 43 | 48 | 49 | 58 | 60 | 50 |
| Men | 164 | 192 | 174 | 172 | 180 | 159 |
| % Women | 21 | 20 | 22 | 25 | 25 | 24 |
| Grand Total | 207 | 240 | 223 | 230 | 240 | 209 |

Note: figures were calculated using only Members and Alternate members of country delegations. Staff of Delegations, the OSCE PA and the OSCE Secretariats, Observers, Guests, International Parliamentary Organizations and Partners for Co-operation were excluded from these calculations.

Table 14

| OSCE PA Election Monitoring 2012-2013 | MPs | Women | % of women |
|---------------------------------------|-----|-------|------------|
| Kazakhstan 12 January 2012 | 32 | 7 | 21.8% |
| Russia 4 March 2012 | 5 | 0 | 0.0% |
| Armenia 6 May 2012 | 49 | 13 | 26.5% |
| Serbia 6 May 2012(1st round) | 22 | 3 | 13.6% |
| Serbia 16 May 2012(2nd round) | 5 | 0 | 0.0% |
| Belarus 23 September 2012 | 54 | 9 | 16.7% |
| Georgia 1 October 2012 | 38 | 12 | 31.6% |
| Montenegro 14 October 2012 | 20 | 1 | 5.0% |
| Ukraine 28 October 2012 | 77 | 23 | 29.9% |
| USA 6 November 2012 | 71 | 15 | 21.1% |
| Romania 9 December 2012 | 11 | 2 | 18.2% |
| Armenia 18 February 2013 | 18 | 2 | 11.1% |

Note: figures as of 1 April 2013

Table 15

| Women in Parliament in OSCE countries | | | | | | | | | | |
|---------------------------------------|---------|-----------------------|-------|---------|-----------------------|-------|-----|--------------------------------|-------|------|
| Global Rank | Country | Lower or single House | | | Upper House or Senate | | | Women OSCE PA Delegate Members | | |
| | | Seats | Women | % | Seats | Women | % | Members | Women | % |
| 2 | Andorra | 28 | 14 | 50.00 % | --- | --- | --- | 2 | 2 | 100% |
| 4 | Sweden | 349 | 156 | 44.70 % | --- | --- | --- | 8 | 5 | 63% |

| | | | | | | | | | | |
|----|-------------------------|-----|-----|---------|-----|-----|-------|----|-----|-----|
| 7 | Finland | 200 | 85 | 42.50 % | --- | --- | --- | 6 | 2 | 33% |
| 10 | Iceland | 63 | 25 | 39.70 % | --- | --- | --- | 3 | 0 | 0% |
| 11 | Norway | 169 | 67 | 39.60 % | --- | --- | --- | 6 | 2 | 33% |
| 13 | Denmark | 179 | 70 | 39.10 % | --- | --- | --- | 6 | 4 | 67% |
| 14 | Netherlands | 150 | 58 | 38.70 % | 75 | 27 | 36 % | 8 | 2 | 25% |
| 17 | Belgium | 150 | 57 | 38.00 % | 71 | 29 | 41 % | 8 | 6 | 75% |
| 20 | Spain | 350 | 126 | 36.00 % | 266 | 91 | 34 % | 10 | 1 | 10% |
| 23 | Serbia | 250 | 83 | 33.20 % | --- | --- | --- | 4 | 2 | 50% |
| 24 | Germany | 620 | 204 | 32.90 % | 69 | 19 | 27.5% | 13 | 6 | 46% |
| 25 | The F.Y.R. of Macedonia | 123 | 40 | 32.50 % | --- | --- | --- | 3 | 1 | 33% |
| 27 | Slovenia | 90 | 29 | 32.20 % | 40 | 3 | 7.5 % | 3 | 1 | 33% |
| 31 | Switzerland | 200 | 58 | 29.00 % | 46 | 9 | 19.6% | 6 | 3 | 50% |
| 32 | Portugal | 230 | 66 | 28.70 % | --- | --- | --- | 6 | 2 | 33% |
| 34 | Austria | 183 | 51 | 27.90 % | 61 | 19 | 31.1% | 6 | 3 | 33% |
| 37 | France | 577 | 155 | 26.90 % | 347 | 77 | 22.2% | 13 | 1 | 8% |
| 39 | Belarus | 109 | 29 | 26.60 % | 57 | 20 | 35.1% | 6 | 3 | 50% |
| 45 | Canada | 308 | 76 | 24.70 % | 103 | 39 | 37.9% | 10 | 2 | 20% |
| 47 | Lithuania | 139 | 34 | 24.50 % | --- | --- | --- | 3 | 1 | 33% |
| 49 | Kazakhstan | 107 | 26 | 24.30 % | 47 | 2 | 4.3 % | 6 | 1 | 17% |
| 51 | Liechtenstein | 25 | 6 | 24.00 % | --- | --- | --- | 2 | 1 | 50% |
| 52 | Croatia | 151 | 36 | 23.80 % | --- | --- | --- | 3 | 1 | 33% |
| 53 | Poland | 460 | 109 | 23.70 % | 100 | 13 | 13.0% | 8 | 2 | 25% |
| 54 | Kyrgyzstan | 120 | 28 | 23.30 % | --- | --- | --- | 3 | 1 | 33% |
| 55 | Latvia | 100 | 23 | 23.00 % | --- | --- | --- | 3 | 1 | 33% |
| 56 | Bulgaria | 240 | 55 | 22.90 % | --- | --- | --- | 5 | 0 | 0% |
| 57 | United Kingdom | 650 | 146 | 22.50 % | 760 | 172 | 22.6% | 12 | 3 | 25% |
| 60 | Czech Republic | 200 | 44 | 22.00 % | 81 | 14 | 17.3% | 6 | 0 | 0% |
| 60 | Uzbekistan | 150 | 33 | 22.00 % | 100 | 15 | 15.0% | 6 | N/A | N/A |

| | | | | | | | | | | |
|-----|--------------------------|-----|-----|---------|-----|-----|-------|-----|-----|-----|
| 61 | Luxembourg | 60 | 13 | 21.70 % | --- | --- | --- | 5 | 1 | 20% |
| 63 | Bosnia and Herzegovina | 42 | 9 | 21.40 % | 15 | 2 | 13.3% | 3 | 0 | 0% |
| 63 | Italy | 630 | 135 | 21.40 % | 321 | 61 | 19.0% | 13 | 1 | 8% |
| 65 | Greece | 300 | 63 | 21.00 % | --- | --- | --- | 6 | 1 | 17% |
| 66 | Estonia | 101 | 21 | 20.80 % | --- | --- | --- | 3 | 1 | 33% |
| 69 | Republic of Moldova | 101 | 20 | 19.80 % | --- | --- | --- | 3 | 1 | 33% |
| 72 | Monaco | 21 | 4 | 19.00 % | --- | --- | --- | 2 | 1 | 50% |
| 72 | Tajikistan | 63 | 12 | 19.00 % | 34 | 5 | 14.7% | 3 | 1 | 33% |
| 74 | Slovakia | 150 | 28 | 18.70 % | --- | --- | --- | 3 | 0 | 0% |
| 77 | United States of America | 433 | 77 | 17.80 % | 99 | 20 | 20.2% | 7 | 0 | 0% |
| 80 | Montenegro | 81 | 14 | 17.30 % | --- | --- | --- | 3 | 0 | 0% |
| 82 | Turkmenistan | 125 | 21 | 16.80 % | --- | --- | --- | 3 | N/A | N/A |
| 83 | San Marino | 60 | 10 | 16.70 % | --- | --- | --- | 2 | 1 | 50% |
| 85 | Azerbaijan | 125 | 20 | 16.00 % | --- | --- | --- | 3 | 2 | 67% |
| 87 | Albania | 140 | 22 | 15.70 % | --- | --- | --- | 3 | 2 | 67% |
| 86 | Ireland | 166 | 25 | 15.10 % | 60 | 18 | 30.0% | 6 | 2 | 33% |
| 91 | Mongolia | 74 | 11 | 14.90 % | --- | --- | --- | N/A | N/A | N/A |
| 92 | Turkey | 550 | 78 | 14.20 % | --- | --- | --- | 8 | 1 | 13% |
| 96 | Russian Federation | 450 | 61 | 13.60 % | 163 | 13 | 8.0 % | 14 | 1 | 7% |
| 97 | Romania | 412 | 55 | 13.30 % | 176 | 13 | 7.4 % | 7 | 2 | 29% |
| 103 | Georgia | 150 | 18 | 12.0 % | --- | --- | --- | 3 | 0 | 0% |
| 108 | Armenia | 131 | 14 | 10.70 % | --- | --- | --- | 3 | 0 | 0% |
| 108 | Cyprus | 56 | 6 | 10.70 % | --- | --- | --- | 3 | 1 | 33% |
| 108 | Ukraine | 445 | 42 | 9.40 % | --- | --- | --- | 8 | 2 | 25% |
| 117 | Hungary | 386 | 34 | 8.80 % | --- | --- | --- | 6 | 1 | 17% |
| 118 | Malta | 69 | 6 | 8.70 % | --- | --- | --- | 3 | 0 | 0% |

Note: figures obtained from <http://www.ipu.org/wmn-e/classif.htm> (situation as of 1 February 2013)

Table 16

| Women in Parliament in OSCE Countries | | | |
|---|-----------------------------|-----------------------|----------------------|
| Category | Single House or Lower House | Upper House or Senate | Both Houses combined |
| Europe - OSCE member countries including Nordic countries | 24.00% | 21.50% | 22.75% |
| Europe - OSCE member countries excluding Nordic countries | 22.30% | 21.50% | 21.90% |

Note: figures obtained from <http://www.ipu.org/wmn-e/classif.htm> (situation as of 1 February 2013)

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