



Organization for Security and Co-operation in Europe

**PARLIAMETARY ASSEMBLY**

**OSCE PA**  
**Gender Balance Report**

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## EXECUTIVE SUMMARY

*The OSCE adopted the Gender Action Plan in 1999, calling for a correction of the professional imbalance in the senior positions of the organization. This report shows that since that time, there has been little or no improvement of the gender balance in senior OSCE positions. To reach a higher ranking professional grade still seems close to impossible for women – the glass ceiling for female professionals still exists in the OSCE.*

Since 2001 the Gender Unit of the OSCE Parliamentary Assembly International Secretariat has actively been compiling statistics and other relevant information with the aspiration of making public the gender balance situation in the OSCE region. This third Report is to date the most far-reaching, striving to give an overview of recent developments and the factual gender equality situation in the OSCE Institutions and Field Missions, the OSCE Parliamentary Assembly and the national parliaments of the OSCE participating States respectively.

This Report presents figures together with explanatory text in order to make accessible a comprehensive, yet concise, overview of the gender situation in the OSCE and its participating States. Throughout the Report developments are examined with the OSCE Gender Action Plan as a point of reference.

One underlying conclusion can be drawn; although an equal number of men and women are employed in the OSCE, it is clear that positions at the top level are almost exclusively occupied by men. The Field Missions, in particular, continue to be male dominated. In parliaments of the participating States the gender situation varies to a large degree depending on political tradition and climate. In the Nordic countries the percentage of female parliamentarians is 39.7%, but the overall OSCE country average is only 17.7% (15.6% excluding the Nordic countries).<sup>1</sup> Since women make up more than half of the voting age population in OSCE participating States, the number of female parliamentarians continues to be far too low.

The Report clearly shows that the OSCE Gender Action Plan has some way to go to achieve full and successful implementation. The statistics presented in this Report confirm the continued existence of this 'glass ceiling' operating against women, which should be of concern to the OSCE as well as to the participating States, and needs to be addressed in more effective ways.

This report represents facts and figures in a transparent and objective way. It may serve as a tool to support efforts in participating States to achieve parity between men and women in access to politics, and equality in the recruitment in international organizations, such as the OSCE.

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<sup>1</sup> [www.ipu.org](http://www.ipu.org). Figures as of 31 May 2003.

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## 2. INTRODUCTION

### 2.1 Purpose and Scope of the Report

The first Report on Gender Balance in the OSCE Institutions and Member States was issued by the Gender Unit of the OSCE Parliamentary Assembly International Secretariat in July 2001. The Gender Unit is composed of Deputy Secretary General Pentti Väänänen who is responsible for gender issues at the International Secretariat. He is assisted by Programme Officer and Gender Adviser Tina Schøn and by Research Assistant Irina Nystén in 2002-2003. The Report was followed by a second one in June 2002, including an extensive statistic part. At this point the Gender Unit of the OSCE PA International Secretariat wishes to express its gratitude towards the OSCE Secretariat in Vienna, in particular the Gender Adviser, for contributing with a comprehensive report and detailed facts and figures on the gender balance in the Secretariat, the Institutions and the field missions.

The purpose of this third Gender Balance Report is to present the latest developments in gender issues in the OSCE region, combining explanatory text with the latest figures in a comprehensive and accessible way. It also includes an introduction to gender-related developments in other international parliamentary organizations, and gives examples of good practices in other parts of the world, outside the OSCE area.

The *OSCE Action Plan for Gender Issues*, which was developed in 1999, has an internal and external dimension, relating to the OSCE Institutions and to the wider participating States respectively, and any analysis or judgment on its success needs to start with this distinction. The following report will thus present information on the gender balance within the OSCE institutions on the one hand and the national Parliaments in the region on the other. Geographically the scope is thereby limited to the 55 OSCE Member States. Content-wise three main parts can be distinguished in the Report: 1) Gender Balance in the OSCE Institutions, 2) Gender Balance in the OSCE Parliamentary Assembly and 3) Gender Balance in the national Parliaments of the region. The statistics used regard the gender of personnel and the levels of men and women in the different graded positions.

This Report, presenting the gender situation as of the spring of 2003 has been made for the OSCE Parliamentary Assembly's Annual Session in Rotterdam, 5-9 July 2003. It was preceded by a draft version which was presented at the OSCE PA Winter Meeting in Vienna, 20-21 February 2003.

## 2.2 The Concept of Gender Mainstreaming

“Gender mainstreaming is about providing equal opportunities, about joint responsibilities and common endeavours. It is not some add-on political aspect, but an integral necessity, if we are to achieve a more peaceful, stable and democratic Europe, where men and women have equal opportunities, as foreseen in the commitments which the OSCE participating States undertook in the 1991 Moscow Document (...) It is our task now to ensure that equality between women and men becomes an integral part of both policies and practices of the OSCE.”<sup>2</sup>

The UN has defined the concept of gender mainstreaming as follows:

"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."<sup>3</sup>

The concept of ‘gender’, on the other hand, refers to the historically, socially and culturally constructed differences between the sexes.<sup>4</sup>

The wide spreading of the concept of gender mainstreaming has its origin in the **Beijing Conference** in 1995. Even though the issue had been on the international agenda before, this was the first time there was an official recognition and endorsement of mainstreaming as a formal goal of all UN member states. This fact paved the way for revolutionary changes in international and domestic policy processes. The gender issue has now become a core consideration for all actors across a range of issue-areas and at all stages in the policy process from conception and legislation to implementation and evaluation, instead of purely being the interest of specific units or ministries dealing with women.

During this UN Fourth World Conference on Women in Beijing around 5000 representatives from 192 countries, together with some 30 000 women and men representing 3000 NGOs, gathered. In Beijing a far-reaching ‘**Platform for Action**’ was adopted, including a landmark provision calling on UN member States to mainstream the gender issue across the policy process, ‘so that, before decisions are taken, an analysis is made on the effects on women and men, respectively’.<sup>5</sup>

In most major international organizations gender mainstreaming is an official commitment today. This means that the issue of gender balance should not only be limited to specific areas of a certain

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<sup>2</sup> EU Statement on the OSCE Gender Action Plan. Permanent Council No.260, 2 December 1999.

<sup>3</sup> As defined by the United Nations Economic and Social Council (ECOSOC) in July 1997.  
<http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

<sup>4</sup> ‘Gender’ has been defined as the socially constructed and culturally determined characteristics associated with women and men, the assumptions made about the skills and abilities of women and men based on these characteristics, the conditions in which women and men live and work, the relations that exist between women and men, and how these are represented, communicated, transmitted and maintained. OSCE Staff Guide book, introduction, p.6.

<sup>5</sup> European Journal of International Relations, Vol. 8, Nr. 3, September 2002. SAGE Publications. “Mainstreaming Gender in Global Governance” by E. Hafner-Burton and M. A. Pollack.

organization, but should instead be taken into consideration at all levels of decision-making in all units.<sup>6</sup>

One of these international actors is the World Bank. The official policy underscores that “gender is an issue of development effectiveness, not just a matter of political correctness or kindness to women. Evidence demonstrates that when women and men are relatively equal, economies tend to grow faster, the poor move more quickly out of poverty, and the well-being of men, women and children is enhanced.”<sup>7</sup>

The goal of mainstreaming gender equality is thus the transformation of unequal social and institutional structures into equal and just structures for both men and women. However, mainstreaming does not replace the need for targeted women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points. In this report there will be examples of good practices, including gender related projects within the OSCE and particularly we would like to refer to the Report on the Implementation of the Action Plan for Gender Issues issued by the OSCE Office of the Secretary General on February 6, 2003.

## 2.3 Gender Focus in the OSCE

In the years following the Beijing Conference in 1995, gender mainstreaming has been endorsed and adopted not only by European organizations and governments, but also by nearly every important international organization, including many UN agencies and the OSCE. At the OSCE Istanbul Summit in 1999, the Heads of State and Government decided that:

“The full and equal exercise by women of their human rights is essential to achieve a more peaceful, prosperous and democratic OSCE area. We are committed to making equality between men and women an integral part of our policies, both at the level of our States and within the Organization.”<sup>8</sup>

In 1999 the initiative was taken to create an OSCE Action Plan to lay out the different issues and responsibilities related to gender mainstreaming within the Organization. It was approved by the Permanent Council in June 2000 as the ‘*OSCE Action Plan for Gender Issues*’. The Plan calls for ‘positive action’ to promote the nomination and appointment of women candidates, adaptation of

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<sup>6</sup> Other definitions of gender mainstreaming have been outlined by the UNDP and the EU as follows:

"Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation. Specifically...bringing the outcome of socio-economic and policy analysis into all decision-making processes of the organisation, and tracking the outcome. This includes both the core policy decisions of the organisation, and the small every-day decisions of implementation."  
([http://www.undp.org/gender/capacity/gm\\_intro.html](http://www.undp.org/gender/capacity/gm_intro.html))

"The promotion of equality must not be confused with the simple objective of balancing the statistics: it is a question of promoting long-lasting changes in parental roles, family structures, institutional practices, the organisation of work and time, their personal development and independence, but also concerns men and the whole of society, in which it can encourage progress and be a token of democracy and pluralism."  
([http://europa.eu.int/comm/employment\\_social/equ\\_opp/gms\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/gms_en.html))

<sup>7</sup> *Engendering Development-Through Gender Equality in Rights, Resources, and Voice* (2001a); *World Development Report 2000/2001: Attacking Poverty* (2000d); and *Voices of the Poor: Can Anyone Hear Us?* (Narayan et al., 2000.)  
<http://www.worldbank.org/gender/overview/mainstreaming.htm>

<sup>8</sup> OSCE Charter for European Security, OSCE Istanbul Summit 1999, paragraph 23.

vacancy notices to include a gender dimension, the regular issue of statistics on women and men working for the OSCE (indicating the number of women by grade and the percentage of women seconded to OSCE field activities), and the introduction of gender specialists in the Secretariat and the ODIHR.

The Secretariat appointed a Gender Adviser in 1999 to ensure that the Organization fully realized the importance of gender mainstreaming and gender awareness and continued to focus on creating better opportunities for women. In the meantime, the ODIHR established a Gender Unit tasked with the development and implementation of related projects and the integration of gender issues in the various field activities of the OSCE.

In her opening remarks at the Annual Session in Bucharest in July 2000, PA President Helle Degn welcomed the adoption of the OSCE Action Plan for Gender Issues as an important step forward. She also stated, in connection with her attendance of the UN Special General Assembly on Gender Issues in June 2000, that the OSCE PA had called for “better integration of gender perspectives into the work of the OSCE, including the staffing of the OSCE Institutions whose leaderships continue to be male-dominated”. Point 5 of the Declaration of the Meeting of Women Parliamentarians at Bucharest, remarked that “many areas of the work of the OSCE lag behind in approaching the gender perspective, like, for instance, the low representation of women in the OSCE, in particular as heads of field activities and in senior executive positions”. As the following will go on to show, a ‘glass ceiling’ continues to exist in both the OSCE Institutions and Field Missions.

### 2.3.1 The Gender Issue in OSCE and OSCE PA Documents

Historically<sup>9</sup> the issue of gender equality and the universality of human rights were recognized by the CSCE already in the *Helsinki Final Act* in 1975.<sup>10</sup> In 1989, the OSCE *Vienna Concluding Document* provides that “The participating States confirm their determination to ensure equal rights of men and women. Accordingly, they will take all measures necessary, including legislative measures, to promote equally effective participation of men and women in political, economic, social and cultural life. They will consider the possibility of acceding to the Convention on the Elimination of All Forms of Discrimination Against Women, if they have not yet done so.”<sup>11</sup>

The OSCE Document of the *Moscow Meeting of the Conference on the Human Dimension of the CSCE* (October 1991), and the OSCE *Charter for European Security* (November 1999), list the specific commitments of the participating States with regard to providing the opportunity for full and equal participation of men and women in all aspects of political, social and economic life.

(40) The participating States recognize that full and true equality between men and women is a fundamental aspect of a just and democratic society based on the rule of law. They recognize that the full development of society and the welfare of all its members require equal opportunity for full and equal participation of men and women. In this context they will

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<sup>9</sup> This sub chapter does not provide a comprehensive list of gender related provisions in OSCE and OSCE PA documents, but rather examples to demonstrate the development of the issue in the organization.

<sup>10</sup> “The participating States recognize the universal significance of human rights ... They will constantly respect these rights and freedoms ... and will endeavour ... to promote universal and effective respect for them ... They confirm the right of the individual to know and act upon his rights and duties in this field.” CSCE, Final Act, Helsinki 1975, 1, VII.

<sup>11</sup> Vienna Concluding Document 1989, paragraph 15, [http://www.osce.org/docs/english/1973-1990/follow\\_ups/vienn89e.htm#Anchor-HUMA-46994](http://www.osce.org/docs/english/1973-1990/follow_ups/vienn89e.htm#Anchor-HUMA-46994)

- (40.3) - effectively implement the obligations in international instruments to which they are parties  
...  
(40.4) - affirm that it is their goal to achieve not only de jure but de facto equality of opportunity between men and women and to promote effective measures to that end;  
(40.5) - establish or strengthen national machinery, as appropriate, for the advancement of women in order to ensure that programmes and policies are assessed for their impact on women;<sup>12</sup>

These OSCE governmental commitments, and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), provide the backdrop to the various PA Declarations and the subsequent Action Plan. A major OSCE commitment on the part of participating States is to encourage the strengthening of national machinery for the advancement of women. The Action Plan exists to ensure that these OSCE commitments are taken into account by participating States, and in the practical work of the OSCE itself.

In 1992 the OSCE Parliamentary Assembly also stressed the importance of the active participation of women in the work of the CSCE, including its Institutions in the *Budapest Declaration* of its Annual Session.<sup>13</sup> At *Helsinki* in 1993, the parliamentarians called for a meeting of the female members at the next annual session of the PA, and invited the participating States to take positive measures aimed at increasing the participation of women in political life.<sup>14</sup> At *Copenhagen* in 1998, and after the Office of Democratic Institutions and Human Rights (ODHIR) held a seminar on the Promotion of Women's Participation in Society in October 1997, the OSCE PA explicitly requested that gender aspects should be considered in all staff recruitment, including the Missions where the participation of more female staff was to be encouraged.<sup>15</sup> Furthermore, the OSCE PA *Copenhagen Declaration* urged the OSCE to implement gender mainstreaming in all its activities<sup>16</sup>, and called upon the Ministerial Council to instruct all OSCE Institutions to take effective steps to ensure the implementation of recommendations referring to the full participation of women in the activities of the OSCE, including at decision-making levels.<sup>17</sup>

In 2002 in *Berlin* it was decided to discuss gender issues in the plenary at the annual sessions, instead of having a separate meeting for women parliamentarians – in line with the general OSCE gender mainstreaming aim. This was implemented for the first time at the Winter Meeting in Vienna in February 2003.

### 2.3.2 Gender Practices in OSCE Field Missions

The 2000 OSCE Action Plan for Gender Issues outlines the gender equality measures that are to be implemented within OSCE field missions, requiring that “field operations should consider problems related to the full and equal exercise by women of their human rights in the society of the host country,” and in this spirit, are to “integrate appropriate tasks into relevant posts.” In response to this charge, many OSCE field missions have risen to the challenge and made gender awareness an integral part of their operations. Examples of successful field efforts range from appointing gender specialists to sponsoring conferences on gender issues. Elaboration of such practices is detailed below.

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<sup>12</sup> the Moscow Document, 1991, <http://www.osce.org/docs/english/1990-1999/hd/mosc91e.htm>

<sup>13</sup> The Budapest Declaration, Chapter III: 4.

<sup>14</sup> The Helsinki Declaration, Chapter III, Section B: 38, 39.

<sup>15</sup> The Copenhagen Declaration, Chapter I: 51.10, 51.14.

<sup>16</sup> *idem*, Chapter III: 119

<sup>17</sup> Chapter III: 20

### 2.3.2.1 OSCE Office in Yerevan

Women's rights are considered by the OSCE Office in Yerevan to be a priority within their activities. Accordingly, their efforts aim to abolish the "obstacles to women's active participation in politics and decision-making," while supporting programs that aspire to increase the presence of women in Armenian society. With the intention of achieving these goals, the Office is working on a project designed to strengthen women's participation in Armenian public life by both raising awareness of gender issues and supporting the ability of Armenian women to lobby for greater equality within their society. Likewise, the Office has co-sponsored seminars on gender issues, bringing local government officials and members of civil society together to discuss gender equality issues and methods of integrating women into the political and economic sphere of Armenia. The Office has also co-sponsored training sessions providing theoretical and practical information for Armenian women's rights activists. Additionally, the Office aids Armenian officials in integrating and implementing international conventions on gender equality into Armenian law.<sup>18</sup>

### 2.3.2.2 OSCE Centre in Dushanbe

The OSCE Centre in Dushanbe works to facilitate gender equality in Tajikistan by providing venues for discussion about the need for gender equality and the ways to enforce these principles. With this in mind, the Centre has set out to aid the creation of laws that institutionalize the equality of women and eradicate gender discrimination while setting up the mechanisms needed for the proper enforcement of the aforementioned legal provisions.<sup>19</sup>

### 2.3.2.3 OSCE Mission in Kosovo

Believing that the development of healthy and democratic political processes in Kosovo require "the representation of people from all walks of life," the OSCE Mission in Kosovo has sponsored numerous activities to improve the rights of women. These various activities include holding conferences and training sessions on topics as diverse as the role of women in post-conflict situations, how to register to vote, increasing women's voice in political parties, and ways to run an effective political campaign. In addition, the Mission has provided both literature and tools to Kosovo's political and civil society in order to aid their quest for improving gender equality.<sup>20</sup>

### 2.3.2.4 OSCE Centre in Almaty

The OSCE Centre in Almaty works to fulfil its commitment to gender equality in Kazakhstan by implementing the "Women's Rights Awareness" project. This multi-phase project is designed to inform women about their rights, how to defend them, and how to educate other women about their rights. With this, the project hopes to attain the overall goal of building a strong network of women's organizations while additionally improving the ability of women to equally affect Kazakh politics. The Centre also has held planning sessions bringing together various representatives of Kazakh society in order to promote cohesion among those groups working for women's rights.<sup>21</sup>

### 2.3.2.5 OSCE Centre in Tashkent

One of the many focuses of the OSCE Centre in Tashkent is to support the inclusion of women in the Uzbek society, and the Centre therefore operates many programs that focus on promoting gender equality. For example, the Centre works to increase the capability of Uzbek women to participate and impact the political scene by providing training sessions geared towards women on

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<sup>18</sup> [www.osce.org/yerevan/](http://www.osce.org/yerevan/)

<sup>19</sup> [www.osce.org/tajikistan/](http://www.osce.org/tajikistan/)

<sup>20</sup> [www.osce.org/kosovo/](http://www.osce.org/kosovo/)

<sup>21</sup> [www.osce.org/almaty/](http://www.osce.org/almaty/)

topics such as lobbying and grass roots organizing. The Centre also supports the training of women monitors to observe and report on the status of women in Uzbekistan.<sup>22</sup>

#### 2.3.2.6 OSCE Mission to Serbia and Montenegro

The OSCE Mission to Serbia and Montenegro works on gender issues within the context of the Stability Pact Gender Task Force Action Plan and has thus launched initiatives to improve the position of women in both the political arena and in the work place. Examples of their efforts include promoting the introduction of gender equality mechanisms for women's representation in politics, encouraging the inclusion of women candidates in a multi-ethnic police force, holding gender awareness seminars for municipal authorities, and establishing gender focal points for selected Yugoslav regions.<sup>23</sup>

## **2.4 Gender Awareness in Other International Parliamentary Assemblies**

The purpose of this section is to provide comparative examples of gender balance practices from other international parliamentary assemblies. Points for comparison include the overall recognition of women's participation and concerns as an integral part of the organization, the existence of gender equality requirements in governing documents, and the future plans and goals for improving gender balance within the organization.

### 2.4.1 Parliamentary Assembly of the Council of Europe

The Parliamentary Assembly of the Council of Europe (PACE) devotes a standing committee to gender equality entitled the Committee on Equal Opportunities for Women and Men. Established in 1998, the Committee was formed on request from the Assembly, believing that "bringing about equal opportunities for women and men is a prerequisite for genuine democracy."

The Committee deals with a variety of topics and tasks surrounding gender equality opportunities, such as monitoring and improving the status of equal opportunities for women and men within member states. For example, the Committee presented a report in 1999 on gender imbalance within member state political institutions and recommended practical measures to help remedy the imbalanced situation (Recommendation 1413). Specific subjects currently being addressed by the Committee include women's participation in decision-making and equal representation in public administration.

Additionally, the Committee works to promote dialogue on gender issues between the gender-focused parliamentary committees of individual member states with other pan-European parliamentary assemblies, such as the European Parliament.

With regards to gender balance within the Assembly, there are no requirements for women to be represented in national delegations to the Assembly as of yet. Accordingly, women make up 18% of all PACE Representatives, 21% of all Substitutes, and 16% of delegation Chairs. While efforts to remedy this imbalanced situation have been suggested, such as Document 9238 (2001)

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<sup>22</sup> [www.osce.org/tashkent/](http://www.osce.org/tashkent/)

<sup>23</sup> [www.osce.org/yugoslavia/](http://www.osce.org/yugoslavia/)

suggesting 30% female representation in all delegations, no motions with concrete demands for gender equality have been adopted by the Assembly.<sup>24</sup>

### 2.4.2 European Parliament

The European Parliament (EP) of the European Union (EU) officially recognizes the importance of gender equality as critical to the successful functioning of both the EP and the EU as a whole. However, gender imbalances persist today. Since the last EP election in 1999, 31% of EP Members are women, up slightly from 27% in 1994. While two women have served as President of the EP since its inception in 1979, women still remain under-represented within EP leadership roles, making up only 20% of Administrators, 22% of all Directors, 15% of Heads of Division, and 0% of all Director-Generals.

In response to the imbalanced gender situation, the EP has made various efforts to remedy the situation, such as passing a broad resolution on gender equality in 2000 (B5-0180/2000). This resolution recognized the importance of gender balance within EU institutions and pledged formal commitment to promoting gender equality in all aspects of the EU.

The Standing Committee on Women's Rights and Equal Opportunities has also aided promoting gender equality in the EP. The Committee establishes, implements, and reviews policies and programs concerning women's equality in the EU. Examples of their influence on EP practices include implementing mainstreaming principles into EU work policies and improving the labor market programs directed towards women.

The Network of Parliamentary Committees for Equal Opportunities for Women and Men in the European Union is another body dedicated to gender balance in the EP. This network unites both national and EP committees sharing the similar charge of gender equality matters, allowing better coordination of their activities protecting the gender rights guaranteed by the various EU Treaties. The Network's efforts have covered a broad range of topics, ranging from pay disparity to women's role in EU decision-making.

Critically important, the Network has championed for the inclusion of a new treaty article stipulating (1) the direct effect equality of men and women in all EU fields and (2) the creation of an extensive gender mainstreaming policy. While the Treaty of Amsterdam adopted the latter policy, the former suggestion has yet to be integrated into the Treaties. However, on strong recommendation from the 2002 Network meeting, the Convention on the Future of Europe is considering integrating gender equality into the foundational base of the EU, thus giving hope for further gender balance improvement within the EP.<sup>25</sup>

### 2.4.3 Inter-Parliamentary Union

The improving gender balance situation within the Inter-Parliamentary Union (IPU) is largely owed to the Meeting of Women Parliamentarians and its Coordinating Committee of Women Parliamentarians. This group of women IPU delegates has extensively bolstered the role of women

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<sup>24</sup> [assembly.coe.int/](http://assembly.coe.int/)

<sup>25</sup> [www.europarl.eu.int/home/default\\_en.htm](http://www.europarl.eu.int/home/default_en.htm)

in the IPU by obtaining statutory provisions guaranteeing a gender balance in all IPU bodies and increasing the presence of women in IPU leadership roles.

Specific examples of their efforts can be seen in the Statutes and Rules of the IPU. Article 10 demands that national delegations to the IPU have “at least one woman if the Member has women parliamentarians.” The inclusion of this rule has aided the general increase of women delegates to the IPU: during the 2003 IPU Conference, 25.4% of the delegates were women.

Another example of their work is Article 23, which requires that at least two members of IPU Executive Committee be women. This Article has reinforced female leadership within the IPU. Four women are currently elected to the Executive Committee, with 20 committee members and 2 Vice-Presidents serving before them.

In addition, two men and two women from the Executive Committee together make up the Gender Partnership Group, whose charge is to see that the interests of both genders are equally considered within all IPU decisions and actions. The IPU also publicizes the status of women parliamentarians worldwide through a statistical database. Through these and other efforts, the IPU has clearly internalized the idea that gender equality and partnership is necessary for the attainment of healthy democracy.<sup>26</sup>

#### 2.4.4 Parliamentary Confederation of the Americas

The Parliamentary Confederation of the Americas (COPA) is dedicated to “the building of a community of the Americas founded on the respect for...gender equity.” In order to facilitate this goal, the Network of Women Parliamentarians of the Americas was founded at the first session of the COPA in 1997 and officially recognized in 1999.

The purpose of this body is to bring together women parliamentarians to work towards “the advancement of women in order to promote gender equity, as well as the involvement of women in the decision-making processes of our societies (Constitution I).” Specifically, the Network’s objectives are to promote “the representation and action of women in the Parliaments of the Americas, to ensure that both men and women parliamentarians take into consideration the rights and demands of women, and to create communication mechanisms for the activities of women parliamentarians” (Constitution II).

In order to achieve these goals, the Network adopts positions on a variety of issues and forwards these recommendations to COPA and member Parliaments. An example of the Network’s impact on gender equality stems from a motion the Network brought forward in 1999. From this suggestion, it was resolved that from henceforth all national delegations to the General Assembly “must respect the principles of gender equity.”

COPA has also made commitments to ensuring women hold leadership roles within the organization. The Executive Committee of COPA has designated spots for women participants: the President of the Network is entitled to a vice-presidency seat and one additional seat is reserved for another leader of the Network.<sup>27</sup>

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<sup>26</sup> [www.ipu.org/](http://www.ipu.org/)

<sup>27</sup> [www.copa.qc.ca/Anglais/](http://www.copa.qc.ca/Anglais/)

#### 2.4.5 Commonwealth Parliamentary Assembly

The Commonwealth Parliamentary Association (CPA) is self-described as an organization dedicated to the ideals of parliamentary democracy “irrespective of gender.” Indeed, the Association works to improve the role of women parliamentarians through the efforts of an internal CPA organization called the Commonwealth Women Parliamentarians (CWP).

Founded in 1989, the CWP affords women parliamentarians the opportunity to meet and seek solutions for the concerns of women. The group plays an integral role in working to increase female representation in member parliaments and to also ensure that gender issues are given due attention within the CPA. Specifically, the Association made an impact on gender balance within the CPA by publishing an extensive report in 2001 entitled “Gender-Sensitising Commonwealth Parliaments.” The report not only details the concerns that exist today for women parliamentarians, but also provides concrete suggestions for the improvement of women’s role in parliament.

In this spirit, the CWP works with other Commonwealth institutions to sponsor symposia, conferences, workshops, and study groups dedicated to advancing the role of women within the political sphere. The group also maintains a database with information on the number of women in parliament.

The Steering Committee of the CWP works to promote the role of women in the CPA by encouraging women to stand as candidates for Regional Representatives for the CPA Executive Committee. While acknowledging their increasing success in promoting female leaders, the CWP does admit a greater need for more women in CPA leadership roles.<sup>28</sup>

#### 2.4.6 Assembly of the Western European Union

Based upon research done from the Assembly of the Western European Union’s website, the Assembly does not address gender balance as an issue within their organizational make-up nor within the implementation of their activities.<sup>29</sup>

#### 2.4.7 NATO Parliamentary Assembly

Based upon research done from the NATO Parliamentary Assembly’s website, the Assembly does not address gender balance as an issue within their organizational make-up nor within the implementation of their activities.<sup>30</sup>

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<sup>28</sup> [www.cpahq.org/aims/about.htm](http://www.cpahq.org/aims/about.htm)

<sup>29</sup> [www.assembly-weu.org/en/accueil.php](http://www.assembly-weu.org/en/accueil.php)

<sup>30</sup> [www.nato-pa.int](http://www.nato-pa.int)

## 2.5 International Legal Commitments and the Factual Situation

### 2.5.1 International Legislation Relevant for Women's Participation in Political Life

Our basic universal human rights treaties guarantee the rights of men and women alike to participate in decision-making and political life. The **Charter of the United Nations**, signed in San Francisco in 1945, was the first international agreement to proclaim gender equality as a fundamental human right. Even if not legally binding, the **Universal Declaration of Human Rights** (UDHR, adopted by the UN in 1948) it has moved towards a status of universal acceptance and inspired the creation of many human rights treaties. It states e.g. that

#### *Article 2*

Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status

#### *Article 21*

Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.

Everyone has the right to equal access to public service in his country.

The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.<sup>31</sup>

A second major element in the international body of human rights law is the **International Covenant on Civil and Political Rights** (ICCPR, adopted by the UN in 1966). Like the UDHR it stresses the universality of human rights and the inherent dignity of the human person. However, unlike the UDHR, it is binding upon States parties according to international law.

#### *Article 3*

The States Parties to the present Covenant undertake to ensure the equal right of men and women to the enjoyment of all civil and political rights set forth in the present Covenant

#### *Article 25*

Every citizen shall have the right and the opportunity, without any of the distinctions mentioned in article 2 and without unreasonable restrictions:

- (a) To take part in the conduct of public affairs, directly or through freely chosen representatives;
- (b) To vote and to be elected at genuine periodic elections which shall be by universal and equal suffrage and shall be held by secret ballot, guaranteeing the free expression of the will of the electors;
- (c) To have access, on general terms of equality, to public service in his country.

#### *Article 26*

All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

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<sup>31</sup> <http://www.unhchr.ch/udhr/lang/eng.htm>

**General Comment nr. 28** (2000) by the UN Human Rights Committee explains in further detail the importance of the States parties' obligation to ensure to all individuals the rights recognized in the Covenant, stressing that also positive measures might be needed so as to achieve the effective and equal empowerment of women. Under the ICCPR States parties are required to provide information regarding the actual role of women in society to the Committee. The General Comment states e.g., that:

29. The right to participate in the conduct of public affairs is not fully implemented everywhere on an equal basis. States parties must ensure that the law guarantees to women the rights contained in article 25 on equal terms with men and take effective and positive measures to promote and ensure women's participation in the conduct of public affairs and in public office, including appropriate affirmative action. Effective measures taken by States parties to ensure that all persons entitled to vote are able to exercise that right should not be discriminatory on the grounds of sex. The Committee requires States parties to provide statistical information on the percentage of women in publicly elected office, including the legislature, as well as in high-ranking civil service positions and the judiciary.

30. Discrimination against women is often intertwined with discrimination on other grounds such as race, colour, language, religion, political or other opinion, national or social origin, property, birth or other status. States parties should address the ways in which any instances of discrimination on other grounds affect women in a particular way, and include information on the measures taken to counter these effects.<sup>32</sup>

The strongest legal document specifically conceived with the purpose of achieving equality between the sexes is the **Convention on the Elimination of All Forms of Discrimination Against Women** (CEDAW, adopted by the UN General Assembly in 1979). CEDAW is often described as an international bill of rights for women. It prohibits any distinction, exclusion or restriction made on the basis of sex that impairs or nullifies human rights and fundamental freedoms of women in all areas. It also sets up an agenda for national action to end such discrimination.

The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life, including the right to vote and to stand for election, as well as education, health and employment. States parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can exercise all their human rights and fundamental freedoms.

Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. (As of June 2002, 170 countries - almost ninety percent of the members of the United Nations - are party to the Convention and an additional 3 have signed the treaty, binding themselves to do nothing in contravention of its terms.) A UN Committee regularly monitors progress in implementing the Convention and holds hearings on reports submitted by States parties.<sup>33</sup>

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<sup>32</sup> GENERAL COMMENTS ADOPTED BY THE HUMAN RIGHTS COMMITTEE UNDER ARTICLE 40, PARAGRAPH 4, OF THE INTERNATIONAL COVENANT ON CIVIL AND POLITICAL RIGHTS Equality of rights between men and women (article 3), 29/03/2000. CCPR/C/21/Rev.1/Add.10, CCPR General comment 28, [http://www.unhcr.ch/tbs/doc.nsf/\(symbol\)/CCPR.C.21.Rev.1.Add.10,+CCPR+General+comment+28.En?OpenDocument](http://www.unhcr.ch/tbs/doc.nsf/(symbol)/CCPR.C.21.Rev.1.Add.10,+CCPR+General+comment+28.En?OpenDocument)

<sup>33</sup> <http://www.idea.int/gender/resources.htm> and <http://www.un.org/womenwatch/daw/cedaw/>

In a landmark decision for women, the General Assembly, acting without a vote, adopted in October 1999 a 21-article **Optional Protocol** and called on all States parties to the Convention to become party to the new instrument as soon as possible. By ratifying the Optional Protocol, a State recognizes the competence of the Committee on the Elimination of Discrimination against Women - the body that monitors States parties' compliance with the Convention - to receive and consider complaints from individuals or groups within its jurisdiction.<sup>34</sup>

The Convention on the Political Rights of Women (adopted by the UN in 1952) commits Member States to allow women to vote and hold public office on equal terms with men. There are a number of ILO treaties guaranteeing non-discrimination based on sex, such as ILO Convention on Discrimination in Respect of Employment and Occupation (C111, 1958) and ILO Convention on Equal Remuneration for Men and Women Workers for Work of Equal Value (C100, 1951).

A recent document concerned with the empowerment of women is the **Beijing Declaration and Platform for Action** (UN, 1995), and particularly Part G. on Women in Power and Decision-making. It was followed by The Beijing + 5 Global Forum (2000), which assessed the progress of the implementation of the Beijing Platform for Action five years after its ratification.<sup>35</sup>

In addition to the UN, many other organizations and institutions have contributed to the body of law concerned with gender equality. One example relevant for this Report is the Universal Declaration on Democracy adopted by the Inter-Parliamentary Union in 1997 stating that “The achievement of democracy presupposes a genuine partnership between men and women in the conduct of the affairs of society in which they work in equality and complementarity, drawing mutual enrichment from their differences.” In April 1992, in Yaoundé, the IPU Council stated:

“The concept of democracy will only assume true and dynamic significance when political policies and national legislation are decided upon jointly by men and women with equitable regard for the interests and aptitudes of both halves of the population.”

Again, when summarizing in the New Delhi Declaration the outcome of IPU’s Specialized Conference “Towards Partnership Between Men and Women in Politics” (New Delhi, February 1997), the Conference President stated:

“As politics is deeply rooted in society and reflects dominant values, our discussions highlighted clearly that developing a partnership in politics necessarily depends on the degree of partnership as a social mode in general. This is undoubtedly why the Inter-Parliamentary Union asserts that what has to be developed, in modern democratic societies, is nothing less than a new social contract in which men and women work in equality and complementarity, enriching each other mutually from their differences. (...) What is basically at stake is democracy itself.”<sup>36</sup>

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<sup>34</sup> <http://www.idea.int/gender/resources.htm>

<sup>35</sup> <http://www.un.org/womenwatch/daw/beijing/platform/decision.htm> and <http://www.unifem.undp.org/beijing%2B5/>

<sup>36</sup> <http://www.ipu.org/wmn-e/approach.htm>

### 2.5.2 OSCE Member States and International Law Commitments

The following list shows the states of ratifications to relevant international human rights treaties in the OSCE participating States.<sup>37</sup>

**ICCPR** - the International Covenant on Civil and Political Rights, which is monitored by the Human Rights Committee;

**CEDAW** - the Convention on the Elimination of All Forms of Discrimination against Women, which is monitored by the Committee on the Elimination of Discrimination against Women;

**CEDAW Optional Protocol** - the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women.<sup>38</sup>

Participating State	ICCPR	CEDAW	CEDAW Optional Protocol
 <b>Albania</b>	X	X	
 <b>Andorra</b>	X	X	X
 <b>Armenia</b>	X	X	
 <b>Austria</b>	X	X	X
 <b>Azerbaijan</b>	X	X	X
 <b>Belarus</b>	X	X	
 <b>Belgium</b>	X	X	X
 <b>Bosnia and Herzegovina</b>	X	X	X
 <b>Bulgaria</b>	X	X	X
 <b>Canada</b>	X	X	X
 <b>Croatia</b>	X	X	X
 <b>Cyprus</b>	X	X	X
 <b>Czech Republic</b>	X	X	X
 <b>Denmark</b>	X	X	X

<sup>37</sup> As of December 2002.

<sup>38</sup> The Protocol contains two procedures: a communications procedure allowing individual women, or groups of women, to submit claims of violations of rights to the Committee on the Elimination of Discrimination against Women; and an inquiry procedure enabling the Committee to initiate inquiries into situations of grave or systematic violations of women's rights. In either case, States must be party to the Protocol.

Participating State	ICCPR	CEDAW	CEDAW Optional Protocol
 Estonia	X	X	X
 Finland	X	X	X
 France	X	X	X
 Georgia	X	X	X
 Germany	X	X	X
 Greece	X	X	X
 Holy See			
 Hungary	X	X	X
 Iceland	X	X	X
 Ireland	X	X	X
 Italy	X	X	X
 Kazakhstan		X	X
 Kyrgyzstan	X	X	X
 Latvia	X	X	
 Liechtenstein	X	X	X
 Lithuania	X	X	X
 Luxembourg	X	X	X
 Malta	X	X	
 Moldova	X	X	
 Monaco	X		
 Netherlands	X	X	X
 Norway	X	X	X
 Poland	X	X	
 Portugal	X	X	X
 Romania	X	X	X

Participating State	ICCPR	CEDAW	CEDAW Optional Protocol
 Russian Federation	X	X	X
 San Marino	X		
 Serbia and Montenegro	X	X	
 Slovak Republic	X	X	X
 Slovenia	X	X	X
 Spain	X	X	X
 Sweden	X	X	X
 Switzerland	X	X	
 Tajikistan	X	X	X
 The former Yugoslav Republic of Macedonia	X	X	X
 Turkey	X	X	X
 Turkmenistan	X	X	
 Ukraine	X	X	X
 United Kingdom	X	X	
 United States of America	X	X	
 Uzbekistan	X	X	

### 2.5.3 Implementation of the Law

“All human rights for all” has long been a main slogan of the UN. Women’s rights as general human rights are however being implemented only slowly. Important progress when it comes to legal text has been made, underpinning the importance of factual rights for women in issues such as political participation and decision-making. In theory a solid document like the UN Convention on Civil and Political Rights should suffice to ensure the realization of these rights for all, independently of sex. In practice, however, it has become clear that specific legal text promoting women’s equal rights are necessary.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted by the UN Assembly in 1979 is the single most important document guaranteeing the equal treatment of men and women, especially as it is almost universally accepted – it has been signed by 170 countries. Yet over two decades later, in reality women remain significantly under-represented

in decision-making positions. While there are significant regional variations, today women constitute 15.2 per cent of representatives in lower houses of parliament worldwide.<sup>39</sup>

#### 2.5.4 The Nordic Example

The Nordic countries have been heralded around the world as a model of success for the inclusion of women in decision-making structures. In parliamentary elections the political parties have committed themselves to putting forward near equal numbers of men and women for election, and placing them in 'electable' positions (often by alternating men and women on party lists) serves as an example of how near parity between women and men in decision-making structures can be achieved. In the Nordic countries, women account for 40 per cent of elected representatives.<sup>40</sup>

Despite the advances made in many countries, there are many obstacles that continue to hinder women's advancement to parliament. A key obstacle is the nature of the party political system, and the commitment of political parties to gender equality. The ten countries with the highest representation of women use a proportional representation electoral system, and have parties that formally or informally have adopted a party quota to ensure women's election to parliament.

The Nordic countries, Sweden, Denmark, Finland, Norway and Iceland count amongst the countries with the highest representation of women worldwide. In 2003, women constitute 45 per cent of the members of parliament in Sweden, 38 per cent in Denmark, 37.5 per cent in Finland, 36.5 per cent in Norway and 35 per cent in Iceland. No constitutional clause or law in these countries requires that women constitute a certain percentage in decision-making structures. The high representation of women is largely attributable to the strength of the women's movement both in political parties and sustained pressure exerted by activists on parties. Most political parties have adopted their own informal quota mechanisms to ensure a certain minimum representation of each gender on candidate lists for elections. The list proportional representation electoral system, together with the informal quotas adopted by political parties, contributed significantly to the increase in women's representation in the last 30 years.<sup>41</sup>

#### 2.5.5 Positive Developments in Other Countries

In 2003, women constitute 15% of legislative members worldwide. The Nordic countries have the best gender representation situation whereas, e.g. the Arab states have an average of only 6%. Positive developments are however taking place also outside Northern Europe. Here follows a selection of examples and case studies from other parts of the world.

The expansion of political structures has proven an especially useful means of securing women's representation. In the Indian Government of June 1997, four posts were created in the central Government Ministry to introduce women into the newly created positions. In Britain, during the 1990s, the shadow cabinet was an elected body. Following pressure from women's advocates, Labour increased the size of the shadow cabinet and introduced a requirement that all ballots cast in shadow cabinet elections must include a minimum number of votes for women (first three, later expanded to four) or they would be invalid. This mechanism both ensured women's membership of

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<sup>39</sup>The issue of gender representation in national parliaments will be dealt with in much greater detail in chapter 5. <http://www.ipu.org/wmn-e/world.htm> and [www.idea.int](http://www.idea.int).

<sup>40</sup> [www.ipu.org](http://www.ipu.org) and [www.idea.int](http://www.idea.int).

<sup>41</sup> <http://www.idea.int/press/pr20020308.htm>

the cabinet and their representation of various constituencies. When Labour won the general election in 1997, women members of the shadow cabinet were given full cabinet positions. In Costa Rica, a practice that the Vice-President should be a woman has been established. Dutch experience shows that the creation of parliamentary committees on women's issues is one way of making positions available for women. Such committees scrutinize all legislation for their gendered content and thereby aid the extension of women's agendas. They also enhance awareness of the gendered nature of many political issues. The committees feed into the legislative process and also play a part in generating public discussion on such issues.<sup>42</sup>

#### 2.5.5.1 The Road to Equality – Female Parliamentarians in Costa Rica

In 1997, a quota law was introduced requiring political parties to reserve a 40 per cent minimum of candidacies for women. After the 1998 election, 11 of the 57 seats (19 per cent) were held by women. While this was an increase from 16 per cent before the law was introduced in the National Congress, it was still substantially less than the 40 per cent quota for women candidacies. This was in large part because political parties placed women near the bottom of the Parties' lists of candidates. In the 2002 elections, for the first time, a decision of the Supreme Electoral Court was applied that required political parties to place in their lists women in eligible positions. As a result, there was a notable increase in the number of women elected to Congress. In the 2002–2006 National and Presidential elections 20 women or 35.08 per cent from 3 parties have been elected as parliamentarians. This places Costa Rica first in the Americas in terms of women's representation and sixth highest in the world.<sup>43</sup>

#### 2.5.5.2 Improvements in the Balkans

The first post-war elections in Bosnia and Herzegovina, organized in September 1996 by the OSCE, showed clearly the difficult position of women in politics. Only 2 per cent of female candidates on the state and entity levels and 5 per cent on the local level were elected, while women's participation at the executive level was virtually non-existent.

In response, the OSCE sponsored strategy sessions in 1997 and early 1998, which led to a change in election rules and regulations. Requirements were introduced that at least 30 per cent of political party candidates be women. As a result, the percentage of women in the Bosnia and Herzegovina House of Representatives has jumped from two per cent in 1996 to 17 per cent in 2003, and the number of female representatives at the municipal level increased from five per cent in 1997 to 18 per cent in 2000. The FYR of Macedonia also has made significant progress with 18.3% female parliamentarians currently.<sup>44</sup>

#### 2.5.5.3 Women Empowered – Women in Parliament in South Africa

Of the 490 members who were elected to the National Assembly and the Senate (now the National Council of Provinces) in April 1994, 117 were women – 109 in the National Assembly and eight in the Senate. This was a dramatic change from the previous apartheid government in which women constituted only 2.8 per cent of parliamentary representatives. In the 1999 national election, women constituted 29.8 per cent of the elected public representatives, placing South Africa in the top-ten in

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<sup>42</sup> [www.idea.int](http://www.idea.int)

<sup>43</sup> International IDEA, 2002, *Women in Parliament*, Stockholm (<http://www.idea.int>) (this is an update of the case study which was originally published in International IDEA's Handbook: *Women in Parliament: Beyond Numbers*, Stockholm, International IDEA, 1998).

<sup>44</sup> Organization for Security and Co-operation in Europe Mission to Bosnia and Herzegovina, press release, SARAJEVO, 7 August 2001 and [www.idea.org](http://www.idea.org).

terms of representation of women, and giving it second highest representation in the Southern African Development Community (SADC) region.

The new government and parliament have undertaken various measures to advance the position of women and to promote gender equality in all spheres. The commitment to gender equality in the new government was affirmed by the election of Dr. Frene Ginwala as Speaker of the National Assembly, and later with the appointment of Baleka Kgositsile as Deputy Speaker. The increasing number of women selected for executive positions has further strengthened this commitment. Whereas the apartheid government in 1994 had only one woman Cabinet Minister (for health) and one Deputy Minister (for justice), in the Cabinet appointed in 1999, nine of the 29 Ministers were women (31 per cent). A Joint Committee on the Improvement of the Quality of Life and Status of Women has also been established to play a supervisory and monitoring role in parliament.<sup>45</sup>

#### 2.5.5.4 French Parity Law Doubles Number of Women Elected

As a direct result of the 2001 French law requiring 50% of candidates on municipal election ballots to be women, the number of women municipal officeholders more than doubled from 22% in 1995 to 47.5% in 2001. At the county level, where there was no candidate parity requirement, the number of women officeholders grew only from 7% in 1998 to 9% in 2001.

The new measure goes further than any other in the world to ensure equal representation of men and women in politics and enjoys strong public support. According to a New York Times report, 63% of people polled believe the law will provide a better choice of candidates and will result in better governance. 65% voiced a desire for a woman mayor in their town. 80% believe a woman in office would result in improved education, social services and health programs and 60 percent thought women political leaders would bring about improvements in the economy, transportation systems and sports.<sup>46</sup>

#### 2.5.5.5 Women Meet for Peace in Middle East

Israeli, Palestinian, and American women leaders met in the first week of June 2003 to form a Women's Partnership for Peace in the Middle East. Composed of women in the Israeli Parliament (the Knesset), the Palestinian Authority, and the US Congress, the 70 delegates met in Oslo, Norway, at the Nobel Peace Institute. The conference stressed the importance of including women in the peace process. "Only by including women at all levels of the decision-making process can we find peace," Noeleen Heyzer, executive director of the United Nations Development Fund for Women (UNIFEM), said at the conference.<sup>47</sup>

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<sup>45</sup> International IDEA, 2002, Women in Parliament, Stockholm (<http://www.idea.int>) (this is an update of the case study which was originally published in International IDEA's Handbook: *Women in Parliament: Beyond Numbers*, Stockholm, International IDEA, 1998).

<sup>46</sup> [Feminist.org](http://www.feminist.org): Media Resources: AP (France) - March 26, 2001; New York Times – February 4, 2001.

<sup>47</sup> [Feminist.org](http://www.feminist.org): Media Resources: AP (France) - March 26, 2001; New York Times – June 17, 2003.

### 3. GENDER BALANCE IN OSCE INSTITUTIONS <sup>48</sup>

#### 3.1 Introduction

The governmental side of the OSCE, i.e. the OSCE Secretariat in Vienna and Prague, the Office of Democratic Institutions and Human Rights (ODIHR) in Warsaw, the Office of the Representative on Freedom of the Media (RFOM) in Vienna and the Office of the High Commissioner on National Minorities (HCNM) in the Hague, are committed to implementing the policies and practices outlined in the 2000 Gender Action Plan, quite like the OSCE PA and the participating States. This commitment should effect recruitment in the various offices and headquarters, but also in the field activities. Gender equality should be a core consideration on the different professional levels; as to make sure a balance will be achieved between the sexes at all levels. The following statistics will show that the OSCE still is struggling with achieving these goals. Women are regrettably scarce at the top, even if there is an over all gender balance when looking at the total staff in the OSCE.

In the OSCE Secretariat and Institutions there are in fact 8% more women than men. However, women make up 69% of the general service level staff but only 29% of professional staff.<sup>49</sup> This unequal representation has not changed over the last two years. A main problem is that the organization, as in previous years, attracts a low number of female applicants; double as many men than women are applying for jobs. In the last two years women made up 33% and men 67% of applicants. There are big differences in the levels, as 63% of women applying for G-level posts were women, 25% applying for professional posts and 12% applying for Director's positions were women. This balance is reflected in the actual post distribution: 69% of the staff are women on the G-level, 28% on the professional level and 8% on director level (with one woman out of totally 12 people).<sup>50</sup>

#### Overall Gender Balance in OSCE Institutions (Secretariat, ODIHR, RFOM, HCNM)<sup>51</sup>

##### February 2000

Women	135	50.2%
Men	134	49.8%
Total	269	

##### May 2001

Women	161	53.1%
Men	142	46.9%
Total	303	

##### November 2002

Women	195	54.9%	General staff members:	69% female
Men	160	45.1%	Professional level staff:	28% female
Total	355			

<sup>48</sup> No statistics for 2002 have been made available by the Secretariat in Vienna. This part will be updated before the OSCE PA Annual Session in July 2003.

<sup>49</sup> These numbers include seconded staff.

<sup>50</sup> OSCE Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and field activities, SEC.GAL/33/03, 21 February 2003, Office of the Secretary General.

<sup>51</sup> These do not include the High Level Planning Group or Arms Control; the two latter ones have a heavy male dominance.

## Senior Management of OSCE Institutions (Secretariat, ODIHR, RFOM, HCNM)

### November 2002

#### Heads of Institution

Women	0	0%
Men	4	100%
Total	4	

#### D2 - Director

Women	0	0%
Men	5	100%
Total	5	

#### D1 – Deputy Director

Women	1	33.3%
Men	2	66.7%
Total	3	

#### OSCE Employment Grades

<i>Head of Institution</i> (not graded)		
<i>Directing Staff</i>	-	<b>D2</b> D1
<i>Professionally Qualified</i> (Substantive work)	-	<b>P5</b> P4 P3 P2 P1
<i>General Staff</i> (Administrative work)	-	<b>G7</b> G6 G5 G4 G3 G2 G1

The grading system above will be referred to throughout the analysis, which is based on a comparison between the statistics for February 2000, those for May 2001 and November 2002. The following provides a guide to the current situation in the OSCE with regard to the Gender Action Plan. Any definitive conclusions regarding the success of the Plan's implementation are subject to more wide-ranging research that takes account of the many factors that affect the hiring of employees.

Finally, the Gender Action Plan's internal and external dimensions are often interlinked which creates difficulties in establishing the root of the trends outlined below. It is clear that responsibility rests with participating States to ensure that more women gain access to and interest in OSCE jobs. By the same token, responsibility also rests with the OSCE itself to ensure that jobs are adequately marketed and promoted bearing in mind the recognized contribution that women can make to the OSCE's work.

## 3.2 Employees in OSCE Institutions

### 3.2.1 Secretariat

Over the period of 2000-2002, the numbers of men and women in G-grade positions remained more or less constant, with 67-69% of G-grade posts filled by women, and 31-33% filled by men. For the P-grade and D-grade positions, almost the exact opposite occurs. Less than 30% of these, more substantive positions, are filled by women, and more than 70% by men. The obvious conclusion is that women have yet to achieve equal representation in posts that require substantive input and responsibility further up the graded system.

This conclusion is reiterated when the distribution of new posts is examined. Between February 2000 and May 2001, the total number of employees increased by 18. Of those, 6 were women and 12 were men. The point here is that of those 6 women, 50% filled G-grade posts and 50% filled P-grade posts (no new D-grade positions were filled). Of the 12 men that were hired, 33.3% filled G-grade posts and 66.7% filled P-grade posts. This trend continued in 2002 where a further increase in staff members occurred. Therefore, the OSCE Secretariat in Vienna and Prague needs to examine the reasons why more men are recruited to higher grade positions than women.

#### **TOTAL STAFF**

##### **February 2000**

Women	117	55.7%
Men	93	44.3%
Total	210	

##### **May 2001**

Women	122	53.3%
Men	107	46.7%
Total	229	

##### **November 2002**

Women	155	54.6%
Men	129	45.4%
Total	284	

**Head of Institution: Male**

#### **D-GRADE**

##### **February 2000**

Women	1	16%
Men	6	84%
Total	7	

##### **May 2001**

Women	1	11%
Men	9	89%
Total	10	

##### **November 2002**

Women	1	8%
Men	11	92%
Total	12	

#### **P-GRADE**

##### **February 2000**

Women	30	30%
Men	69	70%
Total	99	

##### **May 2001**

Women	37	29%
Men	90	71%
Total	127	

##### **November 2002**

Women	33	28%
Men	83	72%
Total	116	

#### **G-GRADE**

##### **February 2000**

Women	96	69%
Men	44	31%
Total	140	

##### **May 2001**

Women	98	67%
Men	49	33%
Total	127	

##### **November 2002**

Women	122	67%
Men	60	33%
Total	182	

### 3.2.2 Office of Democratic Institutions and Human Rights (ODIHR)

The statistics for permanent, OSCE-recruited staff show that, overall, a gender balance in the ODIHR has been achieved. In 2000 and 2001 men occupied some 60% of these positions, but since, there has been a shift, and the general gender balance currently is adequate, with 49% female fixed-term staff. The imbalance is, however, apparent when looking at the different professional levels with G-grade posts being mainly filled by women, and P and D-grade posts mainly occupied by men – women still made up only 12% of professional level staff in November 2002. In fact, nine out of ten Directors or Heads of section are currently male, and they have mainly been recruited over the last few years. Therefore, women have yet to achieve equal representation in posts further up the graded system. When looking at the figures currently at hand it can only be concluded that the ODIHR needs to examine the reasons why there are almost five times as many men than women in higher grade positions.<sup>52</sup>

#### Best Practices – Examples from the Field

When it comes to field activities, ODIHR implements projects in three major gender-related areas: awareness raising of women's rights, increasing women's role in decision-making, and combating violence against women. Eight projects in the Caucasus and Central Asia has reached thousands of women and men and helped to build professional capacity in the area of gender equality. The ODIHR Gender Unit implements specific gender projects and assists other units to ensure their work considers the need for gender equality.

Field activities in *South Eastern Europe* has focused on anti-trafficking activities, combating violence against women, empowerment of women in the political sphere, on legal review and training for civil society, police and relevant governmental structures on these issues. Missions and Offices in the *Caucasus* developed programmes for legal reviews and for enhancing public awareness of the role of women in society, of discrimination against women and on trafficking in human beings. In *Central Asia* there were projects on the protection and promotion of women's rights and combating gender inequality, as well as awareness raising campaigns and capacity building through universities and other institutions, creating a foundation for furthering women's rights in the region. In 2003 the ODIHR plans to carry out ten large-scale projects in six countries in Caucasus and Central Asia, four of them regional.

#### **TOTAL (FIXED-TERM STAFF)**

<b>February 2000</b>			<b>May 2001</b>		
Women	15	39.5%	Women	16	38.1%
Men	23	60.5%	Men	26	61.9%
Total	38		Total	42	
<b>November 2002</b>			<b>Female staff on G-level 73%</b>		
Women	17	49%	<b>Female staff on P-level 12%</b>		
Men	18	51%	<b>Female staff on D-level 0%</b>		
Total	35		<b>Head of Institution: Male</b>		

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<sup>52</sup> According to information provided by the ODIHR Gender Unit, women currently make up 60% of the entire ODIHR staff (a total of 92 persons, including secondments, contracted, and post-table staff), as of January 2003. Both ODIHR Gender Unit positions are on post-table and include Gender Adviser (P3, now a permanent post-table position, no longer filled by secondment) and Gender Officer (P2).

### 3.2.3 Office of the Representative on Freedom of the Media (RFOM)

The Freedom of the Media Office has the smallest staff of the OSCE Institutions. This has to be considered as this low staff number does not do the RFOM justice when comparing the yearly changes by percentages. However, women currently fill 67% of the total positions in the Institution. When looking at the breakdown of the graded positions, in May 2001 all of the G-grade posts were held by women and 80% of the P and D-grade posts. Now the balance has shifted, so that all G-level staff is still female, but only 33% of P-level staff is occupied by women. However, if the entire staff is considered, including seconded members, there seems to be a female preponderance also at the higher levels, even if the Head of Institution previously has been male.<sup>53</sup> Currently the position of Head of Institution is open and all seven candidates for the position are male.

<b>TOTAL</b>					
<b>May 2001</b>			<b>November 2002</b>		
Women	6	75%	Women	4	67%
Men	2	25%	Men	2	33%
Total	8		Total	6	
					<b>Female staff on G-level</b>
					100%
					<b>Female staff on P-level</b>
					33%
					<b>Head of Institution: Male</b>

### 3.2.4 Office of the High Commissioner on National Minorities (HCNM)

By May 2001, women filled 100% of G-grade posts, and men filled 64% of P and D-grade posts. The figures as of November 2002 would imply that 100% of G-level staff are female and that there would be no women on the P-level. It is however noteworthy to mention that these statistics do not include short term contracts or seconded posts which are not post-table – if included women’s representation would be somewhat balanced.<sup>54</sup> Also, as with the RFOM, the number of staff members is so low that percentages are too easily altered by minor changes. The conclusion can nevertheless still be drawn that the representation of women at senior levels needs to be improved.

<b>TOTAL</b>					
<b>February 2000</b>			<b>May 2001</b>		
Women	5	45.5%	Women	10	58.8%
Men	6	54.5%	Men	7	41.2%
Total	11		Total	17	
<b>November 2002</b>					
Women	4	49%	Female staff on G-level		<b>100%</b>
Men	8	51%	Female staff on P-level		<b>0%</b>
Total	12		<b>Head of Institution: Male</b>		

<sup>53</sup> According to the OSCE Freedom of the Media Office’s web page, <http://www.osce.org/fom/staff/> and OSCE Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and field activities, SEC.GAL/33/03, 21 February 2003, Office of the Secretary General.

<sup>54</sup> OSCE Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and field activities, SEC.GAL/33/03, 21 February 2003, Office of the Secretary General.

### 3.2.5 Field Missions

Due to the system of secondments, the majority of field staff is nominated by the participating States. Hence, the current situation shows that the commitment to encourage the strengthening of national machinery for the advancement of women has not been fulfilled as yet. It is worth pointing out that other factors must be considered before any definitive judgments are made. These could be conditions on the ground, a time-lag in the realization of any national initiatives to advance women, inadequate marketing of the systems for national secondment, attitudes on the part of women and a possible reluctance to apply for secondments in the first instance. When looking at total numbers of field staff, the trend is obvious, as almost three quarters are men. This is a clear indication that the OSCE Gender Action Plan, as it applies to the participating States, has not been implemented.

In field activities there are only 25% female mission members, which is 3% less than a year ago. On the higher levels there are only 9% women, that is 2% less than in November 2001. In general, since the first establishment of statistics in May 1999 the situation has not notably changed. In the staffing procedures, e.g. with regard to seconded staff members, around 30% of the nominated persons are women. 18% of nominated women are deployed to the missions, while 21% of nominated men are finally deployed.<sup>55</sup>

Women are underrepresented at all levels in field operations. The statistics for post distribution among senior management of field activities are very clear-cut. There is only one female Head of Mission from a total of 19 Missions. Among Heads of Mission, Deputy Heads of Mission and Regional Co-ordinators there are only 9% women. The main difference between the field on the one hand and the Secretariat and Institutions on the other is that in the latter women dominate the support staff level, while in field activities also this category is male dominated.<sup>56</sup>

#### **Gender Balance of OSCE Seconded and Contracted Mission Staff (November 2002)**

Women	247	25%
Men	759	75%
Total	1006	

#### **Post Distribution Among SENIOR MANAGEMENT of OSCE Field Activities (Nov. 2002)**

<b>Heads of Mission</b>			<b>Deputy Heads of Mission</b>		
Women	1	5%	Women	1	9%
Men	18	95%	Men	10	91%
Total	19		Total	11	

<b>Directors/Head of Field Office</b>			<b>D-level TOTAL</b>		
Women	4	11%	Women	6	9%
Men	32	89%	Men	62	91%
Total	36		Total	68	

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<sup>55</sup> OSCE, Office of the Secretary General, Report on the Implementation of the Action Plan for Gender Issues (Vienna, 6 February 2003) and OSCE Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and field activities, SEC.GAL/33/03, 21 February 2003, Office of the Secretary General.

<sup>56</sup> OSCE Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and field activities, SEC.GAL/33/03, 21 February 2003, Office of the Secretary General.

### 3.3 Conclusion

When comparing with the statistics on 2001, the representation of women in the OSCE has not improved but rather gone slightly down.<sup>57</sup> The main gender balance problem in the OSCE Institutions, as evidenced by the above figures, is the heavy male domination in the top positions on the one hand and in the Field Missions on the other. This pattern is similar to what can be seen in the structure of the work on the parliamentary side as well.

The number of men and women might be equal in the OSCE Institutions, but when adding the people employed in the field, the male domination becomes evident. Men are also clearly assigned to other posts than women. Women remain the majority at the support staff level and in professional areas such as human rights, democratization and elections related posts while men occupy political posts and posts in the upper management.<sup>58</sup>

The lack of women in the higher professional grades is a general problem which needs to be addressed. Women fail to occupy an equitable amount of the higher grade, substantive and responsible positions. This is exemplified by the fact that all of the Heads of Institutions are male. The grades above P3 are the almost exclusive province of men. It is evident that the low number of women on P-level in the OSCE is a consequence of the the modest number of women applying for posts or being nominated for vacancies. The statistics presented in this report confirm the continued existence of a 'glass ceiling' operating against women – this imbalance needs to be explicitly rectified by both the OSCE as an organization and the participating States.

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<sup>57</sup> *idem*.

<sup>58</sup> OSCE, Office of the Secretary General, Report on the Implementation of the Action Plan for Gender Issues (Vienna, 6 February 2003).

## 4. GENDER BALANCE IN THE OSCE PARLIAMENTARY ASSEMBLY

### 4.1 OSCE PA International Secretariat

The OSCE PA has a small secretariat with only 14 permanent staff members, five women and nine men, as well as eight to ten full-time research assistants who each work for six to twelve months. The three most senior positions, the Secretary General and two Deputy Secretary Generals, are all male. It should be pointed out however that these three positions are elected or confirmed by the Standing Committee of Heads of Delegations based on nominations from national delegations. When these positions were filled, no female candidates were put forward by any national OSCE PA delegation and no vacancies have since occurred.

#### 4.1.1 Composition of the OSCE PA Permanent Staff

The figures for 2002 -2003 show an increase because the staff of the new OSCE Parliamentary Assembly Liaison Office in Vienna is included. This means the addition of one woman and one seconded man to the OSCE PA permanent staff.

	<b>2002-2003</b>		<b>2001</b>		<b>2000</b>		<b>1999</b>	
Women	6	37.5%	5	35.7%	5	35.7%	5	41.7%
Men	10	62.5%	9	64.3%	9	64.3%	7	58.3%
Total	16		14		14		12	

#### 4.1.2 International Research Fellowship Programme

The multi-national team of Research Assistants presents us with one of the very few positive examples in the OSCE family. Looking at the total number of female and male participants in the International Research Fellowship Programme the gender balance is close to perfect, with a slight female dominance. Currently there are three male and five female individuals working at the OSCE PA International Secretariat.

#### **February 1995-June 2003**

Women	60	53%
Men	53	47%
Total	113	

### 4.2 OSCE PA Delegations

The representatives of the national parliaments from the different OSCE member countries add up to a total of 317 persons in the OSCE Parliamentary Assembly. With the exception of a few countries, most notably the Nordic ones, there is a heavy gender imbalance in the national groups of parliamentarians. Figures showing the total number of male and female participants at Annual Sessions of recent years demonstrate the current male domination within the OSCE Parliamentary Assembly.

#### 4.2.1 Participation in OSCE PA Annual Sessions

<b>Berlin 2002</b>			<b>Paris 2001</b>		<b>Bucharest 2000</b>		<b>St Petersburg 1999</b>	
Women	52	17.2%	54	17.1%	51	20%	42	15.2%
Men	250	82.8%	248	82.9%	204	80%	234	84.8%
Total	302		302		255		276	

#### **OSCE PA Annual Sessions 1993-2002 Participation Overview**

Women	411	14%
Men	2530	86%
Total	2941	

#### 4.2.2 Heads of Delegations at Annual Sessions

When studying the number of female Heads of Delegation the discrepancy becomes even more obvious. A great number of member countries have never chosen a female parliamentarian to lead a national delegation. Only a very limited number of countries show an appropriate gender balance in this regard. Germany and the three Nordic countries of Finland, Denmark and Sweden stick out amongst the member states as the only ones with a good gender balance. In these countries the number of female heads of delegations do in fact exceed the number of male ones.

Country	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	TOTAL
<b>Denmark</b>	Y		Y	Y	Y	Y	Y	Y		Y	<b>8</b>
<b>Sweden</b>				Y	Y	Y	Y	Y	Y	Y	<b>7</b>
<b>Germany</b>	Y		Y	Y	Y	Y		Y			<b>6</b>
<b>Finland</b>				Y	Y	Y	Y	Y		Y	<b>6</b>
<b>Netherlands</b>			Y					Y	Y	Y	<b>4</b>
<b>Luxembourg</b>			Y		Y	Y					<b>3</b>
<b>Liechtenstein</b>							Y		Y	Y	<b>3</b>
<b>Poland</b>						Y	Y				<b>2</b>
<b>Latvia</b>									Y	Y	<b>2</b>
<b>Spain</b>									Y	Y	<b>2</b>
<b>Switzerland</b>									Y	Y	<b>2</b>
<b>Italy</b>	Y										<b>1</b>
<b>Kazakhstan</b>						Y					<b>1</b>
<b>Turkmenistan</b>		Y									<b>1</b>
<b>Portugal</b>										Y	<b>1</b>

### 4.2.3 Officers of the OSCE PA

Currently the number of female Bureau members amounts to three out of a total of twelve. Amongst the Officers of the General Committees there are three females and six male ones.

#### **Members of the Bureau**

<b>Name</b>	<b>Country</b>	<b>Position</b>	<b>Term</b>
Mr. Bruce George	United Kingdom	President	To end 2003 Session
Ms. Rita Süßmuth*	Germany	Vice-President	To end 2003 Session
Mr. Gennady Seleznev	Russia	Vice-President	To end 2003 Session
Ms. Nino Burjanadze	Georgia	Vice-President	To end 2003 Session
Mr. Alcee Hastings	U.S.A.	Vice-President	To end 2004 Session
Mr. Kimmo Kiljunen	Finland	Vice-President	To end 2004 Session
Mr. Ahmet Tan*	Turkey	Vice-President	To end 2004 Session
Mr. Ihor Ostash	Ukraine	Vice-President	To end 2005 Session
Mr. Gert Weisskirchen	Germany	Vice-President	To end 2005 Session
Ms. Barbara Haering	Switzerland	Vice-President	To end 2005 Session
Mr. Jerahmiel Grafstein	Canada	Treasurer	To end 2003 Session
Mr. Adrian Severin	Romania	President Emeritus	To end 2003 Session

\*) Ms. Süßmuth and Mr. Tan are no longer members of their national parliaments and have therefore ceased to be Vice-Presidents of the Bureau. They will be replaced by other MPs at the Annual Session in Rotterdam.

#### **Officers of the General Committees**

##### **I. GENERAL COMMITTEE ON POLITICAL AFFAIRS AND SECURITY**

Mr. Göran Lenmarker	Sweden	Chair	
Mr. Panagiotis Kammenos	Greece	Vice-Chair	
Mr. Clifford Lincoln	Canada	Rapporteur	

##### **II. GENERAL COMMITTEE ON ECONOMIC AFFAIRS, SCIENCE, TECHNOLOGY AND ENVIRONMENT**

Mr. Oleg Bilorus	Ukraine	Chair	
Ms. Monika Griefahn	Germany	Vice-Chair	
Mr. Leonid Ivanchenko	Russia	Rapporteur	

##### **III. GENERAL COMMITTEE ON DEMOCRACY, HUMAN RIGHTS AND HUMANITARIAN QUESTIONS**

Ms. Elena Mizulina	Russia	Chair	
Mr. Svend Robinson	Canada	Vice-Chair	
Ms. Nebahat Albayrak	Netherlands	Rapporteur	

#### 4.2.4 Female Presidents and Vice-presidents of the OSCE PA

YEAR	POSITION	NAME	COUNTRY OF ORIGIN
1991 – 1994	Vice-president	Ritt Bjerregaard	Denmark
1995 – 1998	Vice-president	Helle Degn	Denmark
1998 – 2000	President	Helle Degn	Denmark
1997 - 2000	Vice-president	Irena Lipowicz	Poland
1998 - 2000	Vice-president	Tana de Zulueta	Italy
2000 - 2003	Vice-president	Rita Süßmuth	Germany
2000 -	Vice-president	Nino Burjanadze	Georgia
2002 -	Vice-president	Barbara Haering	Switzerland

### 4.3 Field Visit Participation and Election Monitoring<sup>59</sup>

#### 4.3.1 OSCE Parliamentary Assembly Involvement in Election Monitoring, 2001-2002

The figures below show a clear imbalance in the representation of women on OSCE PA Field Visits and in the Election Monitoring Missions. The total number of MPs participating in Field Visits amounts to 103, out of which 17 were women (16.5%). 54 out of 337 MPs were female at the Election Monitoring Missions (16%). On the different field and election monitoring missions 38 OSCE PA staff members were accompanying, out of these 7 were women (18.4%).

##### Azerbaijan Repeat Elections, January 2001

Head of OSCE PA Mission: female (Paula Kokkonen, Finland)

Members of Parliament: 3 male  
2 female

Total: 5 MPs from 4 participating States (PS)

OSCE PA staff: 1 male

##### Moldova Parliamentary Elections, February 2001

Head: male (Kimmo Kiljunen, Finland)

MPs: 27 male  
3 female

Total: 30 MPs from 13 PS

OSCE PA staff: 1 male, 1 female

##### FRY/ Republic of Montenegro Parliamentary Elections, April 2001

Head: male (Tiit Kabin, Estonia)

MPs: 36 male  
4 female

Total: 40 MPs from 18 PS

OSCE PA staff: 1 male, 2 female

<sup>59</sup> Information based on OSCE PA internal report on election observation activities, Sept.2001-July 2002, OSCE PA report "Abstract of Elections Monitored by the OSCE PA 1996-2001" and OSCE PA Field Visit Reports 2001 and 2002.

**Albania Parliamentary Elections, June and July 2001**

Head: male (Bruce George, UK)

MPs: 31 male  
8 female

Total: 39 MPs from 18 PS

OSCE PA staff: 3 male

**Belarus Presidential Elections, September 2001**

Head: male (Kimmo Kiljunen, Finland)

MPs: 44 male  
9 female

Total: 54 MPs from 22 PS

OSCE PA staff: 3 male

**Kosovo Assembly Elections, November 2001**

Head: male (Bruce George, UK)

MPs: 43 male  
9 female

Total: 53 MPs from 20 PS

OSCE PA staff: 4 male

**Ukraine Parliamentary Elections, April 2002**

Head: male (Bruce George, UK)

MPs: 39 male  
9 female

Total: 49 MPs from 21 PS

OSCE PA staff: 3 male

**FYR of Macedonia Parliamentary Elections, September 2002**

Head: male (Kimmo Kiljunen, Finland)

MPs: 20 male  
4 female

Total: 24 MPs from 13 PS

OSCE PA staff: 3 male

**Bosnia and Herzegovina Parliamentary Elections, October 2002**

Head: male (Pieter de Crem, Belgium)

MPs: 20 male  
4 female

Total: 24 MPs from 13 PS

OSCE PA staff: 3 male

**Armenia Parliamentary Elections, May 2003**

Head: male (Giovanni Kessler, Italy)

MPs: 17 male  
2 female

Total: 19 MPs from 9 PS

OSCE PA staff: 2 male, 1 female

### 4.3.2 OSCE Parliamentary Assembly Field Mission Visits, 2001-2002

#### **Latvia and Estonia, December 2001**

Head of OSCE PA Mission: male (Andrew MacKinlay, UK)

MPs: 7 male  
1 female

Total: 8 MPs from 5 participating States (PS)

OSCE PA staff: 1 male

#### **Ukraine, January-February 2002**

Head: male (Mihai Stanisoara, Romania)

MPs: 8 male  
2 female

Total: 10 MPs from 8 (PS)

OSCE PA staff: 1 male

#### **Uzbekistan, April 2002**

Head: female (Elisabeth Meijer, the Netherlands)

MPs: 17 male  
2 female

Total: 19 MPs from 8 participating States

OSCE PA staff: 1 male

#### **Georgia and Armenia, May 2002**

Head: female (Tone Tingsgård, Sweden)

MPs: 10 male  
2 female

Total: 12 MPs from 9 participating States

OSCE PA staff: 1 female

#### **Azerbaijan, November 2002**

Head: female (Tone Tingsgård, Sweden)

MPs: 12 male  
4 female

Total: 16 MPs from 12 participating States

OSCE PA staff: 1 female

#### **Kyrgyzstan, December 2002**

Head: female (Paula Kokkonen, Finland)

MPs: 8 male  
3 female

Total: 11 MPs from 8 participating States (PS)

OSCE PA staff: 1 male

#### **Croatia, February 2003**

Head: female (Rita Süßmuth, Germany)

MPs: 15 male  
4 female

Total: 19 MPs from 12 participating States (PS)

OSCE PA staff: 1 male, 1 female

### **Albania, March 2003**

Head: male (Roberto Battelli, Slovenia)

MPs: 7 male

Total: 7 MPs from 5 participating States (PS)

OSCE PA staff: 1 male

### **FYR of Macedonia, April 2003**

Head: male (Göran Lenmarker, Sweden)

MPs: 10 male

1 female

Total: 11 MPs from 8 participating States (PS)

OSCE PA staff: 1 male

## **4.4 Conclusion**

The OSCE Parliamentary Assembly, like most other OSCE institutions, is, in spite of repeated official commitments to gender equality, still failing to fully implement this in practice. At the International Secretariat, however, the research fellowship program stands out as a highly positive example with a fair distribution of researcher positions between the two sexes. Gender balance in the permanent staff follows a general pattern of a mix of men and women at administrative and professional levels, with female-domination on the former and male on the latter level.

The main problem of the OSCE PA lies within the politically decided positions. The parliamentarians participating in OSCE activities are to a very large degree male, and especially the more high profile positions are strongly male-dominated. This goes hand in hand with the trend in most of the OSCE member countries where women still are far from being fairly represented in national parliaments. The political will to implement equal rights to political participation is still generally lacking on the national level, and this is reflected in the international context of the OSCE Parliamentary Assembly.

## 5. GENDER QUESTIONNAIRE

### 5.1 The Special Representative

*The main tasks of the Special Representative are to collect information about gender aspects, to promote dialogue on gender issues and to keep the President of the Parliamentary Assembly informed on the current situation within the OSCE.*

Mrs. Paula Kokkonen from Finland was the first OSCE PA Special Representative on Gender Issues (Jan. 2002 – March 2003). Currently the position of Special Representative is open.

The **mandate** of the Special Representative consists of:

- The following of the gender situation within the OSCE, including the Institutions and Field Missions, and reporting back to the President
- The promotion of discussion of the gender issue within the OSCE and, in particular, the OSCE Parliamentary Assembly
- The development, in co-operation with the Gender Unit at the International Secretariat, of a more active gender profile of the OSCE Parliamentary Assembly
- Co-operation with the OSCE in the organization of relevant activities
- The drafting of reports on specific issues

#### 5.1.1 The Gender Questionnaire

A recent initiative by Paula Kokkonen was an inquiry distributed to all Delegates attending the 11th Annual Session of the OSCE Parliamentary Assembly in Berlin in July 2002. The aim was to, on the basis of the replies, endeavour to devise a method of following up the development of gender issues in the context of the OSCE in general and its PA in particular. The results of the questionnaire were presented by Special Representative Kokkonen at the Standing Committee Meeting of the OSCE PA in Madrid, 2 October 2002.

Out of the 284 delegates, 102 returned the questionnaire, representing 36 countries. Out of the replies 53 were submitted by female delegates. This implies that 60% of the women and 30% of the men answered the questionnaire.

The main concern of the questionnaire is women's position in the OSCE region in general and in the OSCE system in particular, as well as the question of how to increase the participation of women in OSCE PA activities. About half of the replies indicated dissatisfaction with the number of women among delegates. 75% thought that this number could be increased within their respective Delegation.

The overwhelming majority of those who replied seemed to think that involving more women in politics would serve the interests of their country (only one opposing opinion was registered, with 7 delegates indicating that they had no definite opinion on this issue) Concerning women's participation in business life the pattern was similar – 90% find it beneficial for the society at large.

The question on whether women should have the right to work outside the home regardless of the family situation drew affirmative answers from all but 6 delegates (of whom only one is a woman). Three others had no definite opinion (one woman among them). 94 out of the 102 that answered the questionnaire indicated that boys and girls have equal educational opportunities in their respective countries, while only 54 of them thought that women have equal chances in professional life (of these 9 are women). 40 replicants (among them 17 males) admitted that women are in a disadvantaged position as regards professional life. 5 had no definite opinion on this issue (including two women). The answers to the question “Do you think that the position of women, generally speaking, is satisfactory in your country”, indicate that only about half of those who replied, concurred (among them 11 women). 25 men and 20 women think that the opposite is true.

### 5.1.2 Conclusion

The replies show that there are significant differences between the judgment of men and women as regards the state of equality of sexes in their countries, women being far more critical than their male colleagues. However, it must be concluded, that many men, particularly in “old democracies”, seem to be very conscious of the weaknesses in women’s position.

Repeating this exercise which Mrs. Kokkonen calls the Gender Barometer at the current and forthcoming OSCE PA sessions is recommended by the Special Representative. A higher percentage of replies is wished for, although it should not be made obligatory. Over a longer period, trends and patterns are likely to emerge. Paula Kokkonen expresses her hopes that future action on the part of the PA could get guidance and inspiration from the results of such inquiries.

## **5.2 Suggestions Decided by Female Parliamentarians in Berlin 2002**

Amongst other things, Mrs. Kokkonen had been stressing the importance of *follow-up* action on gender balance development. She has suggested a *Report on Gender Issues* should be presented at each OSCE PA Annual Session, starting with this one in Rotterdam. A supplementary item related to the main subject of the Session could also be considered for inclusion.

Currently there is serious consideration on whether to establish a *Peace Prize for Women* “who contributed significantly to the promotion of peace, security, protection of Human Rights and conflict prevention/resolution”.

The women MPs also suggested that the Gender Unit of the OSCE PA International Secretariat should publish a report monitoring the adherence of OSCE participating States to various UN and other international conventions and agreements with specific focus on women.

Regarding the traditional meetings of female delegates during OSCE PA sessions, the women MPs stressed that they should rather serve the purpose of caucuses for finding support for candidates to PA posts.

## 6. GENDER BALANCE IN NATIONAL PARLIAMENTS OF THE OSCE REGION

### 6.1 Introduction

From a rational, logical point of view the idea of gender balance in parliaments seems quite obvious. Parliamentarians are supposed to represent the people of the country. At least half of the population in each country is female. How can it then be that the world average of women in parliament is a mere 15%? This unfortunate situation of female under-representation is also the case of the OSCE region, where women make up 15.4% of the parliamentarians excluding the Nordic countries and 17.6% including them.

**Gender Representation in Parliaments - Regional Averages<sup>60</sup>**

	Single House or lower House	Upper House or Senate	Both Houses combined
<b>Nordic countries</b>	<b>40.1%</b>	---	40.1%
<b>Americas</b>	<b>17.7%</b>	18.0%	17.7%
<b>Europe - OSCE member countries including Nordic countries</b>	<b>17.6%</b>	14.9%	17.0%
<b>Asia</b>	<b>15.4%</b>	13.8%	15.2%
<b>Europe - OSCE member countries excluding Nordic countries</b>	<b>15.4%</b>	14.9%	15.3%
<b>Sub-Saharan Africa</b>	<b>13.6%</b>	13.7%	13.6%
<b>Pacific</b>	<b>11.4%</b>	25.9%	12.9%
<b>Arab States</b>	<b>6.4%</b>	3.4%	6.0%

*Regions are classified by descending order of the percentage of women in the lower or single House*

Women's participation in politics and decision-making is crucial for the optimal stability, well-being and development possibilities in a country.<sup>61</sup> Over the last few decades there has been significant change for the better, but still the number of countries approaching a truly balanced representation of the sexes in political life is unbecomingly low. In fact, out of the world's almost 200 states, there is only a handful of North European nations which are close to living up to the ideal of a gender-balanced political environment.

In the OSCE region there are great variations from country to country – anything between 45% of the parliamentarians being women in Sweden to 3% in Armenia. As stated previously in this report<sup>62</sup> the OSCE Member States' political and legal commitments to equal participation in decision-making goes quite long back in time. Already back in 1991 the OSCE Moscow Document provides the "the participating States ... encourage and promote equal opportunity for full participation by women in all aspects of political and public life, in decision-making processes and in international co-operation in general..."<sup>63</sup>

<sup>60</sup> <http://www.ipu.org/wmn-e/world.htm>

<sup>61</sup> Please see the section on gender mainstreaming as a core consideration for development effectiveness, underlined by e.g. the OSCE, the World Bank and the UN Organizations (section 2.2)

<sup>62</sup> Please see the introductory chapter, especially Ch. 2.3 "Gender Focus in the OSCE" and Ch.2.4.2.

<sup>63</sup> Moscow Document, 1991, Paragraph 40.8

The OSCE PA St. Petersburg Declaration from 1999 “Calls on the Governments and Parliaments of the OSCE participating States to promote respect of the rights of women ... in accordance with relevant international conventions and to enhance the participation of women in political life”<sup>64</sup>

Indeed, as often stated in OSCE documents, the onus is principally on the participating States to ensure implementation women’s human rights. The national law and practice of the OSCE States are required to be in-line and if needed modified according to international human rights law. In practice, however, much implementation of these political and legal commitments remains unrealized, as clearly demonstrated by the following statistics.

## 6.2 Women in National Parliaments in OSCE Countries

A number of OSCE Member States held elections in 2002 and 2003. Those countries are **highlighted** in the below list, presenting the number and percentage of women in parliament in descending order. All countries, with the exception of Ukraine, experienced either a moderate or significant raise in the number of women parliamentarians. This was the case in the FYR of Macedonia and Bosnia and Herzegovina where the number of female MPs doubled, still remaining very few, however. Slovakia and Austria also made noteworthy progress. The percentage of female MPs likewise went up in the Czech Republic, Sweden, Germany, Portugal, Latvia, Ireland, France and the Netherlands. In Ukraine the development was negative concerning the gender balance as the number of female parliamentarians went down from 35 to 23. Finland and Estonia both slightly improved there parliamentary gender balance in their respective March 2003 elections.

Rank	Country	Lower House or Single House				Upper House or Senate			
		Elections	Seats	Women (W)	% W	Elections	Seats	Women (W)	% W
1	<b>Sweden</b>	09 2002	349	158	45.3	-	-	-	-
2	Denmark	11 2001	179	68	38.0	-	-	-	-
3	<b>Finland</b>	03 2003	200	75	37.5	-	-	-	-
4	<b>Netherlands</b>	01 2003	150	55	36.7	05 1999	75	23	26.7
5	Norway	09 2001	165	59	35.8	-	-	-	-
6	Iceland	05 1999	63	22	34.9	-	-	-	-
7	<b>Austria</b>	11 2002	183	62	33.9	N.A.	64	13	20.3
8	<b>Germany</b>	09 2002	603	194	32.2	N.A.	69	17	24.6
9	Spain	03 2000	350	99	28.3	03 2000	259	63	24.3
10	Bulgaria	06 2001	240	63	26.2	-	-	-	-
11	Turkmenistan	12 1999	50	13	26.0	-	-	-	-
12	Belgium	06 1999	150	35	23.3	06 1999	71	20	28.2
13	Switzerland	10 1999	200	46	23.0	10 1999	46	9	19.6
14	<b>Latvia</b>	10 2002	100	21	21.0	-	-	-	-
15	<b>Monaco</b>	02 2003	24	5	20.8	-	-	-	-
16	Canada	11 2000	301	62	20.6	N.A.	105	34	32.4
17	Croatia	01 2000	151	31	20.5	04 1997	65	4	6.2

<sup>64</sup> Para. 87, [http://www.osce.org/pa/annual\\_session/st\\_petersburg/stpetersburg\\_declaration\\_english.pdf](http://www.osce.org/pa/annual_session/st_petersburg/stpetersburg_declaration_english.pdf).

Rank	Country	Lower House or Single House				Upper House or Senate			
		Elections	Seats	Women (W)	% W	Elections	Seats	Women (W)	% W
18	Poland	09 2001	460	93	20.2	09 2001	100	23	23.0
19	<b>Portugal</b>	03 2002	230	44	19.1	-	-	-	-
20	<b>Estonia</b>	03 2003	101	19	18.8	-	-	-	-
21	F.Y.R of Macedonia	09 2002	120	22	18.3	-	-	-	-
22	United Kingdom	06 2001	659	118	17.9	N.A.	713	117	16.4
23	<b>Slovak Republic</b>	09 2002	150	26	17.3	-	-	-	-
24	<b>Czech Republic</b>	06 2002	200	34	17.0	10 2002	81	10	12.4
25	<b>Bosnia and Herzegovina</b>	10 2002	42	7	16.7	11 2000	15	0	0
26	Luxembourg	06 1999	60	10	16.7	-	-	-	-
27	Andorra	03 2001	28	4	14.3	-	-	-	-
28	<b>United States of America</b>	11 2002	435	62	14.3	11 2002	100	13	13.0
29	<b>Ireland</b>	05 2002	166	22	13.3	07 2002	60	10	16.7
30	Moldova	02 2001	101	13	12.9	-	-	-	13.0
31	Tajikistan	02 2000	63	8	12.7	03 2000	34	4	11.8
32	Slovenia	10 2000	90	11	12.2	-	-	-	-
33	<b>France</b>	06 2002	574	70	12.2	09 2001	321	35	10.9
34	Liechtenstein	02 2001	25	3	12.0	-	-	-	-
35	Italy	05 2001	618	71	11.5	05 2001	321	26	8.1
36	Cyprus	05 2001	56	6	10.7	-	-	-	-
37	Romania	11 2000	345	37	10.7	11 2000	140	8	5.7
38	Lithuania	10 2000	141	15	10.6	-	-	-	-
39	Azerbaijan	11 2000	124	13	10.5	-	-	-	-
40	Kazakhstan	10 1999	77	8	10.4	09 1999	39	5	10.9
41	Belarus	10 2000	97	10	10.3	12 2000	61	19	31.1
42	Kyrgyzstan	02 2000	60	6	10.0	02 2000	45	1	2.2
43	<b>Hungary</b>	04 2002	386	38	9.8	-	-	-	-
44	Malta	09 1998	65	6	9.2	-	-	-	-
45	Greece	04 2000	300	26	8.7	-	-	-	-
46	Russian Fed.	12 1999	449	34	7.6	N.A.	178	1	3.4
47	Georgia	10 1999	235	17	7.2	-	-	-	-
48	Uzbekistan	12 1999	250	18	7.2	-	-	-	-
49	Serbia Montenegro	09 2000	138	10	7.2	09 2000	40	1	2.5
50	Albania	06 2001	140	8	5.7	-	-	-	-
51	<b>Ukraine</b>	03 2002	450	24	5.3	-	-	-	-

Rank	Country	Lower House or Single House				Upper House or Senate			
		Elections	Seats	Women (W)	% W	Elections	Seats	Women (W)	% W
52	Turkey	11 2002	550	24	4.4	-	-	-	-
53	Armenia	05 2003	131	5	3.8	-	-	-	-
54	San Marino	-	-	-	-	-	-	-	-
55	Holy See	-	-	-	-	-	-	-	-

Countries classified by descending order of the percentage of women in the Lower House or Single House in the OSCE Region. Situation as of 28 March 2003..

### Note on Armenia

The recent elections in Armenia did not improve the situation of women's participation in political life. Instead of four before the May 25 elections there are now five women in parliament.

Women are seriously underrepresented in government, elected bodies and political party leadership. Further, their presence on party lists has declined steadily since Armenia's independence. In this election, only 4% of majoritarian candidates and 15% of the party proportional lists were women. All political parties met their obligation to include 5% of women in their candidate list but most placed them in unwinnable positions. Only three political parties either have women among the first ten names, and only one placed women evenly throughout the list. Most political party leaders, particularly outside Yerevan, express no interest in encouraging greater participation of women in political life.<sup>65</sup>

### 6.2.1 Female Speakers of Parliaments

Female Speakers of Parliaments in June 2003		
Estonia	Ms. Ene Ergma	Parliament (Riigikogu)
Georgia	Ms. Nino Burjanadze	Parliament (Sakartvelos)
Moldova	Ms. Eugenia Ostapcius	Parliament (Parliament)
Spain	Ms Luisa Fernanda Rudi Obeda	Parliament (Congreso de los Diputados y Senado)
Switzerland	Ms. Liliane Maury Pasquier	Parliament (National Council)

<sup>65</sup> OSCE/ODIHR ELECTION OBSERVATION MISSION, Parliamentary Elections, Republic of Armenia, 25 May 2003, Statement of Preliminary Findings and Conclusions

## **6.3 Conclusion**

Developments in the different national parliaments present us with few major changes because of elections during the year 2002 and the beginning of 2003. Many of the OSCE member States went through changes in parliament – in fact 20 countries had elections. The changes concerning gender balance in parliament were, however, in general not significant. Comparing to gender related figures in 2001 only few countries remarkably moved up or down on the ranking scale based on representation of women in parliament.

Sweden, followed by the other Nordic countries, further reconfirmed its position as a clear worldwide number one when it comes to equal representation in parliament. Positive development was to be seen in South-east Europe where Macedonia and Bosnia went up from positions 50 and 49 to 21 and 25 respectively. Ukraine on the other hand lost a number of female parliamentarians in their last elections and went from position 44 to 51.

## 7. CONCLUSION

The present Report aspires to present figures together with explanatory text in order to make accessible a comprehensive, yet concise overview of the gender equality situation in the OSCE and its participating States - in the OSCE Institutions, the OSCE Parliamentary Assembly and the national parliaments respectively. A draft report was presented at the OSCE PA Winter Meeting in Vienna, February 2003 and now a fully updated and further elaborated Gender Balance Report at the OSCE PA Annual Session in Rotterdam in July 2003.

One major conclusion can be drawn from the statistics that have been included which gives a clear view of recent developments. There are equal numbers of men and women working for the OSCE Institutions; but when Field Missions are included, the balance shifts drastically toward male domination of overall OSCE personnel. In addition, it is very clear that women have yet to achieve equal representation and participation in the higher grades. The grades above P3 are the almost exclusive province of males. In other words, these statistics confirm the continued existence of a 'glass ceiling' operating against women, which needs to be explicitly addressed by the OSCE itself and the participating States.

The three different sections examined in this report present us with different, but yet inter-linked problems, as developments in the political climate in the member countries clearly influence the factual situation in the international structures of the OSCE and the OSCE PA.

The governmental side of the *OSCE*, i.e. the Institutions in Vienna, Prague, Warsaw and the Hague present us with a gender balance situation where the overall number of women and men is equal. In the recruitment there is a clear ambition to fulfil the aims of the Gender Action Plan, but in reality it is still failing to work. Women are still not making up a sufficient part of the applicants and participating States put forward way too few female candidates for secondment positions. This leads us to a problematic situation where the number of women in the field is very low – an average of 25% in OSCE Field Missions. The other severe problem is a next to non-existent number of female high-level professionals and Directors. All Heads of Institutions, e.g., are male.

The *OSCE Parliamentary Assembly* needs to be looked at from two different perspectives; the staff of the International Secretariat on the one hand, and the National Delegations making up the Parliamentary Assembly on the other.

The composition of International Secretariat is relatively balanced when looking at the number of women and men employed. The International Research Fellowship Programme stands out as a positive example with a perfect gender balance in the recruitment of young assistants.

The politically appointed national representatives, the Members of Parliament that the OSCE PA is composed of, shows a heavy gender imbalance. Female members of Delegation are scarce in general, but particularly in more high profile positions such as Heads of Delegation to the OSCE PA Annual Sessions, as Bureau members or as Officers in the General Committees. This unfortunate situation is dependent on choices in the OSCE member countries, where the implementation of the OSCE Gender Action Plan is still clearly lagging behind.

Finally, the *National Parliaments* in the OSCE region, as in previous years, still find themselves in highly varying situations regarding equal gender representation. Within the region there is great

diversity, a fact that is quite natural considering the vastness of the geographical scope of the organization. From a global point of view we can find anything from the best possible gender balance, which is the case of the Nordic countries – most notable Sweden, where women constitute 45% of the MPs, to country situations in great need of correction, such as Armenia with only 3% female parliamentarians.

## **7.1 The Way Ahead**

With this Report the International Secretariat of the OSCE Parliamentary Assembly hopes to contribute to a positive gender balance development – or at least to promote a greater awareness of the issues at stake and the factual situation. This is why it is vital to produce figures in a clear and transparent way, and to make them accessible to the organization internally, for the parliamentarians in the participating States and to anyone interested.

This ambition goes hand in hand with the goals and commitments of the OSCE Gender Action Plan as well as the recommendation of the former OSCE PA Special Representative on Gender Issues, Ms. Paula Kokkonen. She had also inquired whether an overview of the adherence of the OSCE member States to relevant UN treaties could be produced. Such a list has been included in this Report. She has suggested that the OSCE PA International Secretariat should present a Report on Gender Issues at each OSCE PA Annual Session, starting with the one in Rotterdam in July 2003. It is hoped that this Report will inspire the participants of the Annual Session to contact the International Secretariat or the Special Representative regarding important gender-related issues that need to be considered.

A number of participating States have in the beginning of 2003 replied to a questionnaire sent out by the OSCE PA International Secretariat regarding developments since the Annual Session in Berlin in 2002. A few of them specifically mentioned changes or intentions to improve the gender balance of their delegations. For example; the Swiss Head of Delegation, Barbara Haering, stated that even if the current composition of the Swiss delegation is highly male-dominated, with only one female member, there has been a decision to take the gender balance aspect as a point of orientation when restructuring the delegation after the parliamentary elections in the autumn of 2003. In Bosnia and Herzegovina a general analysis is currently being done regarding the legislative framework on gender equality, and there is consideration of instituting a Law on Gender Equality. Finally, Serbia and Montenegro stated that efforts were being made to include women on parliamentary Delegations, but noted that women are not well represented in parliament and that as such, there is room for improvement. In Lithuania a specific Office of the Equal Opportunities Ombudsman has been created.

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