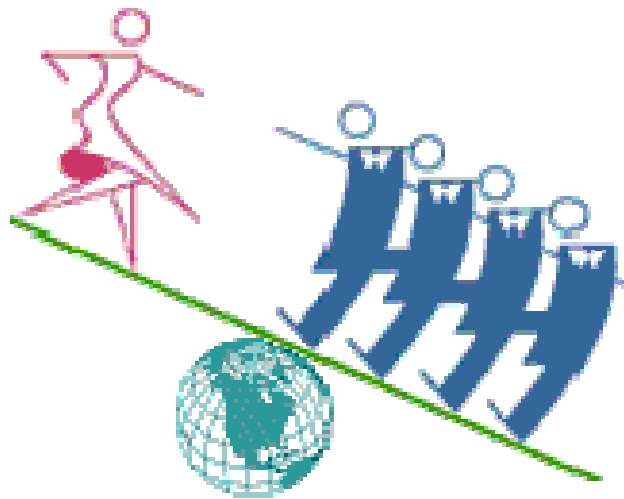




Organization for Security and Co-operation in Europe
PARLIAMENTARY ASSEMBLY

OSCE PA Gender Balance Report July 2006

(Presented by Tone Tingsgård, Vice-President and Special
Representative on Gender Issues of the OSCE PA)



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International Secretariat of the OSCE Parliamentary Assembly

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Table of Contents

1	Executive Summary	4
2	Introduction	5
3	Special Issue: Women in Security Politics.....	6
3.3	Political Level	8
3.4	Women in Military Service.....	9
4	Gender in OSCE Institutions.....	12
4.1	OSCE Secretariat	13
4.2	Office of Democratic Institutions and Human Rights (ODIHR)	14
4.3	Office of the High Commissioner on National Minorities (HCNM)	14
4.4	Office of the Representative on Freedom of the Media (RFOM)	15
4.5	Field Missions	15
4.6	Gender Balance of Seconded and Contracted Mission Members	16
4.7	Post Distribution among Senior Management of OSCE Field Activities	18
5	Gender in Documents of OSCE	20
5.1	The 2004 OSCE Action Plan for the Promotion of Gender Equality	20
5.2	The 2005 Implementation Plan	21
5.3	Conclusions	22
5.4	Ministerial Council Documents 2005	22
6	Gender in the OSCE PA	24
6.1	Gender in Documents of the OSCE PA	24
6.2	Female Presidents and Vice-presidents in the OSCE PA	25
6.3	Officers of the OSCE PA General Committees	26
6.4	Permanent Staff of the OSCE PA International Secretariat	26
6.5	The International Research-Fellowship Programme	27
6.6	Participation in the OSCE PA Meetings	27
6.6.1	Annual Sessions	27
6.6.2	Autumn Meetings.....	28
6.6.3	Winter Meetings.....	29
6.6.4	Participation in OSCE PA Election Monitoring 2005/2006	30
6.6.5	Female representation in national parliaments in OSCE countries	31
6.7	Conclusion	33
6.8	Gender Balance in Other Parliamentary Assemblies and Bodies	33
6.8.1	Parliamentary Assembly of the Council of Europe	33
6.8.2	NATO PA	34
6.8.3	IPU	34
6.8.4	European Parliament.....	35
6.9	Women in parliaments worldwide	36
7	Conclusion.....	38

1 Executive Summary

This report analyses the current implementation of gender mainstreaming within the OSCE Institutions and the OSCE Parliamentary Assembly. The disaggregated statistics suggest an almost unchanged situation: the representation of women in the Organization slightly increased from 2004, from 41 percent to 42 percent (Grand Total), although women remain underrepresented at the most senior and upper management positions. The major gender imbalance lies within the top positions in Field Missions and Institutions such as the Office of the High Commissioner on National Minorities (HCNM) and in particular the Office of Democratic Institutions and Human Rights (ODIHR). With reference to the Secretariat and Institutions, women represent 51 percent of the overall total staff. Nonetheless women represent only 31 percent of professional level posts, while on general services posts they represent 71 percent. Concerning the Field Missions, statistics show that women represent 41 percent of the staff, but at senior management level they occupy only 18 percent of posts, all Heads of Missions being men.

The requirements of the 2004 Action Plan have given a strong impetus to the process of gender mainstreaming in the OSCE. However the gender issue has not been tackled effectively yet, and the Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality acknowledges the many challenges to the process.

Within the OSCE Parliamentary Assembly, the average percentage of women participation in the Delegations and in the Assembly's activities is around 17.87 percent. The average percentage of women's representation in the national parliaments (in both chambers, when existing) within the OSCE countries is 19.12 percent. Thus the women's representation during the Assembly's Meetings lies only slightly below the range of their representation in the national parliaments.

2 Introduction

Since 2001, the OSCE Parliamentary Assembly (OSCE PA) has issued an annual report on the gender balance situation in the OSCE region, considering the OSCE Gender Disaggregated Statistics and additionally compiling its own information and statistics on the activities of and situation in the OSCE PA.

This year, the authors of this report focused on a special issue: Women in Security Politics. This chapter at the beginning of the report gives an overview about the effect of armed conflicts on women, their role in peace-building and peace-keeping activities and their involvement in security issues on the political and the military level.

The second part of this report will be devoted to analyzing the statistics regarding the different institutions in the OSCE by means of the Gender Disaggregated Statistics.

The third part examines gender mainstreaming in documents of the OSCE, particularly the documents of the 2005 Ministerial Council, the 2004 Gender Action Plan and its 2005 Implementation Plan.

The last part focuses on the gender balance within the OSCE PA. It examines the staff of the General Committees and the International Secretariat, the participation in the OSCE PA's meetings and election observation activities, and also includes statistics on female representation in national parliaments in the OSCE region. Most of this year's information will be put in comparison to former years; some information will be compared to the gender balance situation in other inter-parliamentary organizations and institutions.

3 Special Issue: Women in Security Politics

3.1 Introduction

In conjunction with the 50th Session of the UN Commission on the Status of Women (27 February-10 March 2006), the OSCE PA organized a special panel discussion in New York. The theme for discussion was: '*Women in Security Politics - Do Women Make a Difference?*'¹. As stated by Dr. Barbara Haering, Vice-President of the Parliamentary Assembly of the OSCE (OSCE-PA) and Chair of the Defense Committee at the National Council of Switzerland, and as confirmed by Mrs. Barbara Prammer², Deputy Speaker of the Austrian Parliament, the presence of women in peace negotiations and security politics is not a guarantee that gender equality issues will be placed on the peace agenda, as women must be sensitive to gender issues to make a difference. The discussion highlighted that women seem to have an ability to find common ground with women from other factions and groups and to work together for peace on the basis of that common ground. Furthermore, in national and international security politics, women tend to show greater sensibility towards the problems of the civilian population and thus help ensure a comprehensive human security approach. As suggested by Dr. Barbara Haering, building up an international network of female members of national defense committees could support and foster the very few women active in these fields through capacity building. In addition, with reference to UN Security Council Resolution 1325 (2000), national action plans as well as a UN system-wide implementation plan are needed, with clearly defined goals and indicators³.

3.2 Women in Security Politics

Wars of today involve women more than ever. Wars in our time are increasingly intrastate conflicts which involve far larger numbers of the civilian population than conventional conflicts between armies and nations. In the beginning of the 20th century, in World War One, 90% victims of war were soldiers. At the end of that century, in the 1990s, 90% of the victims in armed conflicts in Europe were civilians. Thus, civilians, particularly women and children, account for the vast majority of those affected by armed conflicts. Moreover, some 80% of the world's refugees of today are women and children⁴.

¹ <http://www.oscepa.org/index.aspx?articleid=+504+504>

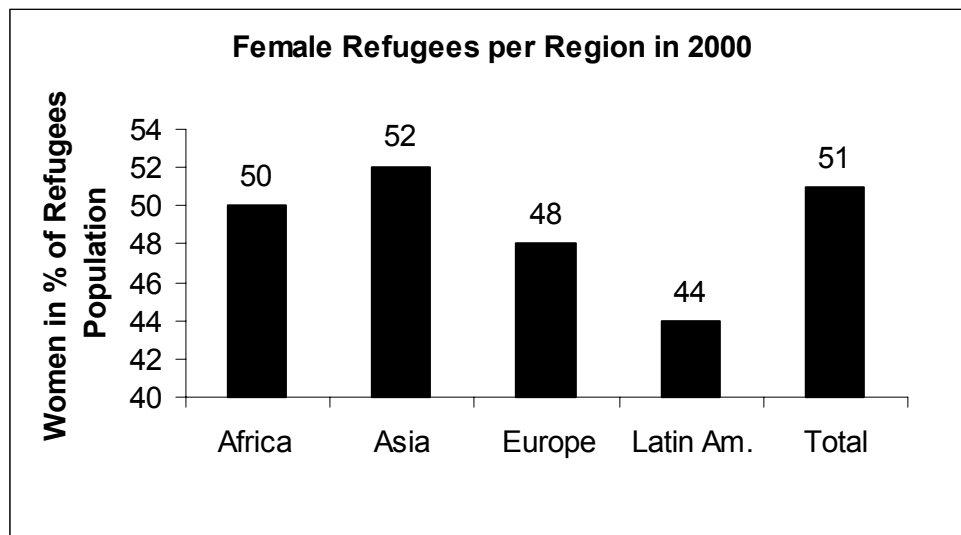
² Mrs. Barbara Prammer, CSW/OSCE Parallel meeting 27 February 2006 "Women in Security Politics – Do Women make a difference?", Written statement

³ Dr. Barbara Haering (National Council of Switzerland, Chair of the Defence Committee, Vice-President of the Parliamentary Assembly of the OSCE (OSCE-PA). 50th Conference of the UN Commission on the Status of Women , Side Event of the OSCE-PA New York, February 27, 2006

⁴ Dr. Barbara Haering (National Council of Switzerland, Chair of the Defence Committee, Vice-President of the Parliamentary Assembly of the OSCE (OSCE-PA). 50th Conference of the UN Commission on the Status of Women , Side Event of the OSCE-PA New York, February 27, 2006

As stated by UN Secretary General Kofi Annan “In the past, the phrase ‘women and children first’ used to refer to the seats in the lifeboats of a sinking ship, but now, it seems all too often to refer to the victims of a country in armed conflict.”

Women and men experience conflict and its aftermath differently, women suffering more from effects of conflicts than men and constituting the vast majority of refugees, along with children and elderly people.



Source: UNHCR, Women, Children and Older Refugees (July 2001) at www.unhcr.org

Women are often at the center of non-governmental organizations (NGOs), popular protests, electoral referendums, and other citizen-empowering movements whose influence has grown with the global spread of democracy. Because women frequently outnumber men after conflict, they often drive the on-the-ground implementation of any peace agreement; they therefore have a responsibility to be an integral part of the peace process⁵. As seen for instance in the Balkan and Middle East women’s peace movements, females are involved at grass root level in conflict resolution, but there is a lack of recognition of the role they can play in solving problems connected with peace and security⁶. Women generally have little power to influence politics of decision making within war circumstances, nor in post conflict situations⁷.

According to Art.8 of the *United Nations Convention on the elimination of all forms of discrimination against women* CEDAW (adopted in 1979 and entered into force in 1981), “States parties shall take all the appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations”,

⁵ <http://www.womenwagingpeace.net>

⁶ Geneva Centre for Democratic Control of Armed Forces (DCAF), “Women in an insecure world” Geneva 2005

⁷ Council of Europe “The role of women and men in intercultural and inter religious dialogue for the prevention of conflict, for peace building and for democratization”, DG of Human Rights, Strasbourg 2005

nonetheless the lack of gender balance in peace processes or settlement of conflicts is striking.

The United Nations Platform for Action at the 4th World conference on Women, held in Beijing in 1995, devoted a whole chapter to women and armed conflict. The Beijing Declaration was followed in 2000 by the outcome document of the 23rd Special Session of the United Nations General Assembly entitled “Women 2000: Gender equality, development and peace for the Twenty-First century” (Beijing + 5). 2005 marked the 10th anniversary celebration of the Beijing Platform for Action and on this occasion, governments worldwide acknowledged progress made so far, but they also stressed the remaining challenges and obstacles. At the 2005 World Summit, the UN Member States reaffirmed that gender equality and the promotion and protection of the full enjoyment of all human rights and fundamental freedoms for all are essential to advancing development, peace and security.

The significant role women can play in the prevention and resolution of conflicts, in peace-building and peace-keeping activities was officially acknowledged by the UN in 2000, when the Security Council unanimously adopted the Resolution 1325 on *Women, Peace and Security*, concerning the need to “increase the representation of women at all decision-making levels of national, regional and international institutions and mechanisms for the prevention, management and resolution of conflicts”. Resolution 1325 affirms the important role of women in the prevention and resolution of conflicts and in peace-building, and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision making with regard to conflict prevention and resolution. Since 2000, governments, multilateral organizations, and non-governmental organizations have worked on implementing the Resolution, but much remains to be done to fully realize its goals.

The UN Commission on the Status of Women held the 50th Session in New York (27 February-10 March 2006) and urged, *inter alia*, the full implementation of UN Security Council Resolution 1325 and expressed a concern about the slow and uneven progress made towards the equal participation of women and men in decision-making processes at all levels. According to the Commission, women continue to encounter challenges to their participation and leadership at the highest levels of decision-making as a result of the absence of enabling environments in political institutions and the persistence of stereotypes that discourage women from taking up decision-making positions⁸.

3.3 Political Level

Women are excluded from leading decision-making positions prior to, during and after conflict, thus reinforcing their victimization⁹. But women’s perception of peace, security

⁸ Commission on the Status of Women, Fiftieth session, Agreed Conclusion on “Equal participation of women and men in decision-making processes at all levels”

⁹ Parliamentary Assembly of the Council Of Europe Resolution 1385 (2004)

and violence differs from that of men and a willingness to engage women on an equal basis with men could mean developing a deeper understanding, which would permit acknowledging different viewpoints.

Experts agree that despite some important areas of progress in women’s impact on policy and decision-making at multiple levels and across multiple arenas, there is still much progress to be made and profound obstacles remain. Women are still excluded from male-dominated policy domains, such as the military and foreign affairs¹⁰. Women have not reached the highest levels of decision-making in the same proportion as in parliaments and as of January 2005, only 12 women held Defense Minister positions, and 25 Foreign Affairs Minister positions¹¹.

3.4 Women in Military Service

As shown in the table below, concerning the percentage of women in military service in armed forces in NATO countries, outstanding differences can be noted within NATO member states. The countries displaying the highest percentage of women in service are Latvia, 20 percent, Canada, 16.9 percent and Greece 16 percent. The countries displaying the lowest percentage of military service women are Turkey, 3.95 percent Italy, 1 percent and Poland, 0.47 percent. The average percentage of military service women in NATO countries is 9.06 percent.

Percentage of Military Service Women in NATO Countries Armed Forces

COUNTRY	2001	2003	2004	2005
Belgium	7,6	8,2	8,26	8,3
Bulgaria			4,2	6,0
Canada	11,4	12,4	12,3	16,9
Czech Republic	3,7	10,0	12,3	12,21
Denmark	5,0	5,0	5,0	5,0
France	8,5	11,2	12,79	12,8
Germany	2,8	4,4	5,2	6,0
Hungary	9,6	10,0	10,0	4,3
Greece	3,8	3,8	4,2	16,0
Italy	0,1	0,5	0,53	1
Latvia			13,5	20,00
Lithuania			6,04	9,07
Netherlands	8,0	8,5	8,65	9,0
Norway	3,2	5,7	6,3	6,3
Poland	0,1	0,3	0,47	0,47
Portugal	6,6	8,4	8,4	8,4

¹⁰ United Nation Division for the Advancement of Woman “ Equal Participation of Women and Men in Decision-Making processes, with Particular Emphasis on Political Participation and Leadership” EGM/EPDM/2005/REPORT

¹¹ IPU ” The Participation of Women and Men in Decision making: the parliamentary dimension” Adis Ababa Oct. 2005

Romania			3,99	5,0
Slovakia			6,1	7,06
Slovenia			19,2	15,38
Spain	5,8	10,0	10,5	10,7
Turkey	0,1	0,1	3,95	3,95
United Kingdom	8,1	8,6	8,8	9,0
United States	14,0	15,0	15,0	15,5

Source: Office on Women in NATO Forces¹² and the Women's Research & Education Institute

According to the table below regarding the year of admittance of female soldiers to NATO countries' forces, the first countries to admit female soldiers were the United States in 1948, followed by the United Kingdom in 1949 and Canada in 1951. The last countries to admit female soldiers were Bulgaria in 1995, Hungary in 1996 and Italy in 1999.

With reference to the year of the most recent reduction or elimination of assignment restrictions, the first countries to open virtually all posts to women were Belgium and the Netherlands in 1981, followed by Norway in 1985 and Denmark in 1988. The last countries to open virtually all posts to women were Poland in 2003, Canada, Czech Republic and Slovenia in 2002 and Bulgaria and Romania in 2001.

Year of Admittance of Female Soldiers to NATO Countries Forces and Subsequent Changes¹³

COUNTRY	YEAR OF LEGAL ADMITTANCE¹⁴	SOME POSTS¹⁵	VIRTUALLY ALL POSTS¹⁶
Belgium	1975	1977	1981
Bulgaria	1995	1995	2001
Canada	1951	1968	2002
Czech Republic	Early1980s	Early1980s	2002
Denmark	1962	1971/1974	1988
France	1972	1973	1998

¹² Committee of women in NATO forces: An *ad hoc* Committee on Women in the NATO forces was formed during the NATO Conference of Senior Women Officers held in Brussels between 10 and 14 November 1973. The Committee advises NATO leadership and member nations on critical issues affecting women in NATO forces. In March 1997 the Committee established an Office within Headquarters NATO. The Office functions as a Secretariat of the Committee on Women in the NATO Forces and represents a permanent point of contact for issues concerning female military personnel in the NATO forces.

¹³ Source: Office on Women in NATO Forces

http://www.nato.int/issues/women_nato/perc_fem_soldiers_2001_2005.pdf

¹⁴ Law opening officially services to women

¹⁵ Actual first entry of women in the armed forces with restrictions

¹⁶ Date of the most recent reduction or elimination of assignments restrictions

Greece	1979	1979	
Germany	1975	1975	2000
Hungary	1996	1996	1996
Italy	1999	2000	2000
Latvia	1991	1991	1991
Lithuania	1991	1991	1991
Luxembourg	1980	1987	1997
Netherlands	1979	1979	1981
Norway	1977		1985
Poland	1988		2003
Portugal	1992	1992	1992
Romania	1973		2001
Slovakia	Early1980s	Early1980s	1993
Slovenia	1991	1991	2002
Spain	1988	1988	1999
Turkey	1955	1957	
United Kingdom	1949	1991	1992
United States	1948	1973	1993

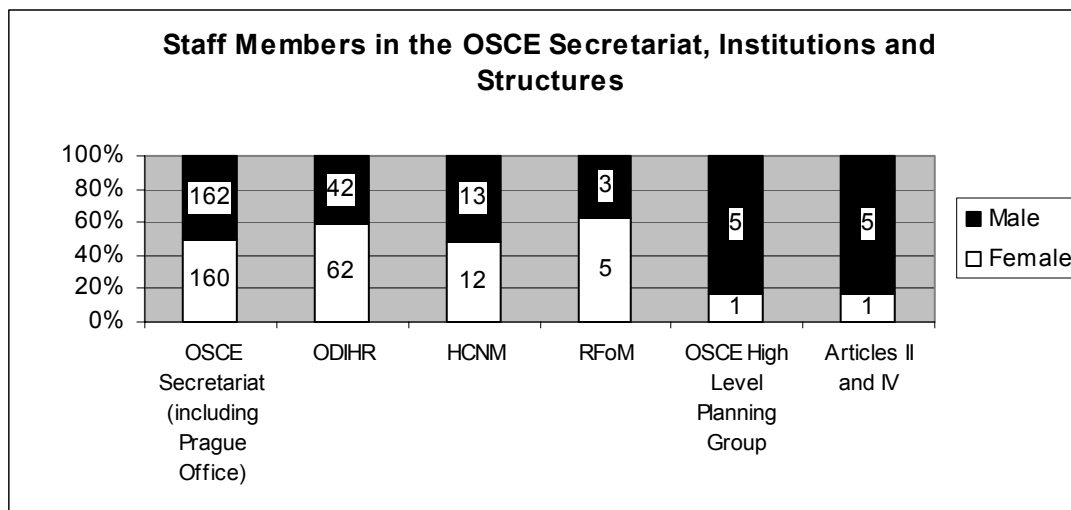
Source: Office on Women in NATO Forces

http://www.nato.int/issues/women_nato/perc_fem_soldiers_2001_2005.pdf

Concerning the number of women in United Nations peacekeeping operations, a United Nations-backed conference called for their number to be doubled every year for the next few years. This would not only improve the efficiency of peacekeeping but also its credibility. Comfort Lamptey, UN Gender Adviser of the Department of Peacekeeping Operations (DPKO), stated that currently only one percent of military personnel were women, while only four percent of police were women. He described the current picture as “rather disheartening”, as women constitute 746 military personnel and the male peacekeepers are 63,862. In the case of the UN police, women only make up 314 (4 percent) of the personnel employed worldwide out of 7,408.¹⁷

¹⁷ UN News Centre “More women needed in global peacekeeping operations: UN-backed conference”, 29 March 2006

4 Gender in OSCE Institutions¹⁸



On 1 December 2005 the OSCE had a total number of staff of 3,407 people. Within the Secretariat and Institutions the female representation is of 51% and within the Mission and Field activities of 41%. Nonetheless, with reference to the post distribution in Secretariat and Institutions, women hold only 15.38% of management posts. Within Field Missions women hold 18% of management posts¹⁹.

The present numbers show that there is a slight increase, compared to 2004, in the overall representation of women in the Organization from 41% to 42% (Grand Total) and that more women were nominated for positions in the OSCE than in the last reporting period (35% women of all nominations as compared to 30% in 2004). Also the representation of women increased in professional post (from 36% to 39%) as well as in management positions (from 9% to 13%)²⁰.

¹⁸ Including seconded staff

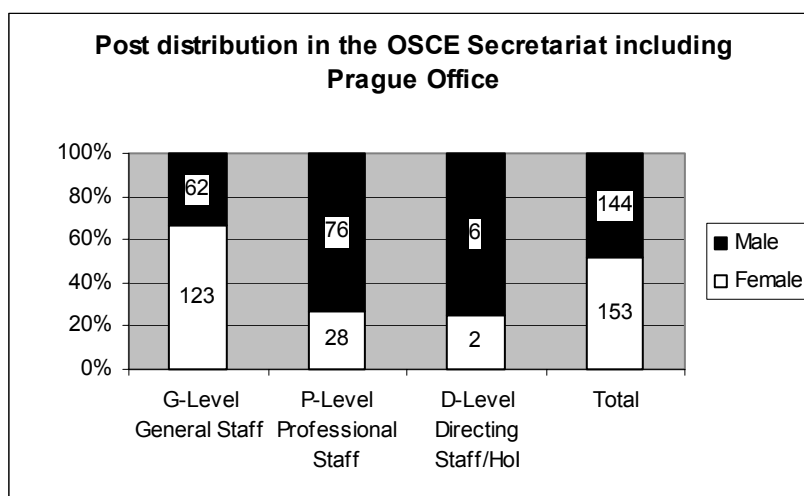
¹⁹ OSCE Staff is divided in support staff (G category), professional staff (national professionals, P1 to P5 contracted and seconded staff S to S3 level) and senior managerial positions (D1 and D2, Deputy Head of Mission, Head of Mission and Head of Institution).

²⁰ SEC.GAL/96/06 The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality

OSCE Employment Grades	
Head of Institution	(Not graded)
Directing Staff	D2
	D1
Professionally Qualified, P-Level (Substantive work)	P5
	P4
	P3
	P2
	P1
General Staff, G-Level (Administrative and technical work)	G7
	G6
	G5
	G4
	G3
	G2
	G1

This employment grading system, in descending order based on seniority, will be referred to throughout the analysis.

4.1 OSCE Secretariat²¹

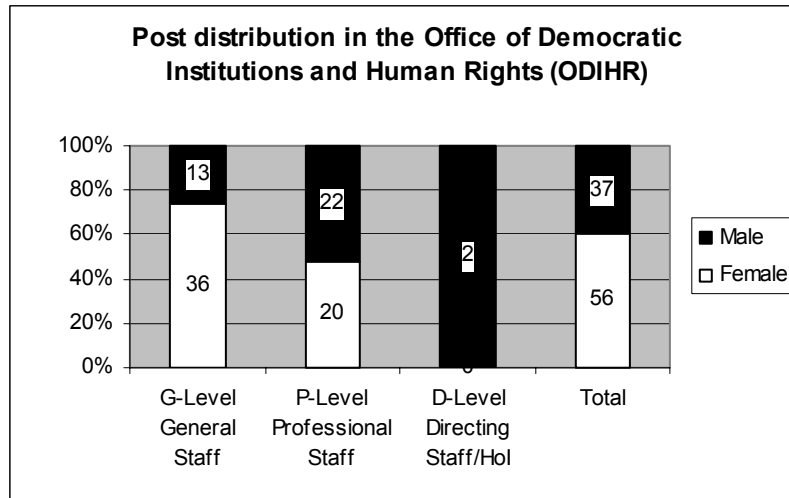


The statistics indicate that the OSCE Secretariat has almost reached an equal number of men and women within its staff. Nonetheless there is a predominance of men in P-staff positions and of women at G-staff positions.²² Only two positions out of eight (including the Head of Institution) at management level are held by women.

²¹ Seconded posts are not classified, therefore not included in the standard system of grades.

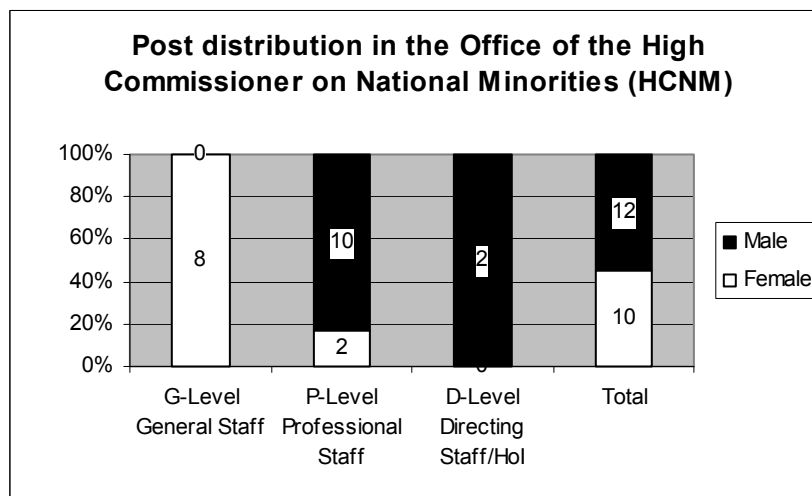
²² SEC.GAL/96/06 The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality. Table and Graph 9

4.2 Office of Democratic Institutions and Human Rights (ODIHR)²³



Within the Office of Democratic Institutions and Human Rights (ODIHR) there is rather an imbalance at GS staff category: the ODIHR employs three times more women than men at this level.²⁴ The statistics also indicate that there is a gender balance amongst the professional staff, although at P5 Level women hold only one post out of four. Furthermore all positions above P5 are occupied by men.

4.3 Office of the High Commissioner on National Minorities (HCNM)²⁵



Although the gender situation in the Office of the High Commissioner on National Minorities (HCNM) is quite well balanced overall, there is a predominance of men in P-

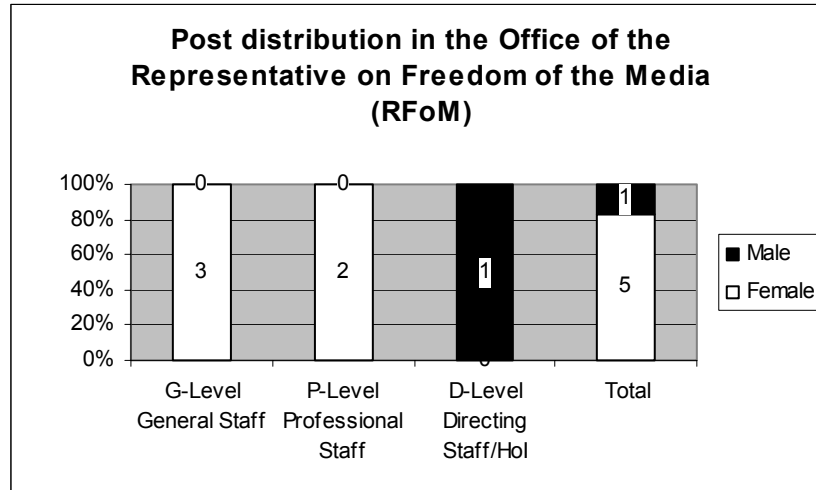
²³ Seconded posts are not classified, therefore not included in the standard system of grades.

²⁴ODIHR Contribution for the Annual Evaluation Report on Gender Issues in the OSCE, ODIHR.GAL/29/06 May 2006

²⁵ Seconded posts are not classified, therefore not included in the standard system of grades.

Staff positions and of women in G-staff positions²⁶. Among the top positions all the posts above P5 are occupied by men.

4.4 Office of the Representative on Freedom of the Media (RFOM)²⁷



The staff of the office of the Representative on Freedom of the Media is composed of 6 men and 10 women (including seconded staff). While men are only employed in P-staff positions, women are equally employed in P-staff positions and G-staff positions.

4.5 Field Missions²⁸

Mission	Percentage		Number		Total
	Male	Female	Male	Female	
OSCE Presence in Albania	55%	45%	59	48	107
OSCE Centre in Almaty	33%	67%	6	12	18
OSCE Centre in Ashgabad	65%	35%	11	6	17
OSCE Centre in Baku	47%	53%	8	9	17
OSCE Centre in Bishkek	63%	37%	29	17	46
OSCE Mission to Bosnia and Herzegovina	50%	50%	331	329	660
OSCE Mission to Croatia	42%	58%	83	113	196
OSCE Centre in Dushanbe	60%	40%	52	34	86
OSCE Representative to Estonian Commission on Military Pensioners	0%	0%	1	0	1
OSCE Mission to Georgia	71%	29%	136	55	191
OSCE Mission to Kosovo	67%	33%	673	336	1009

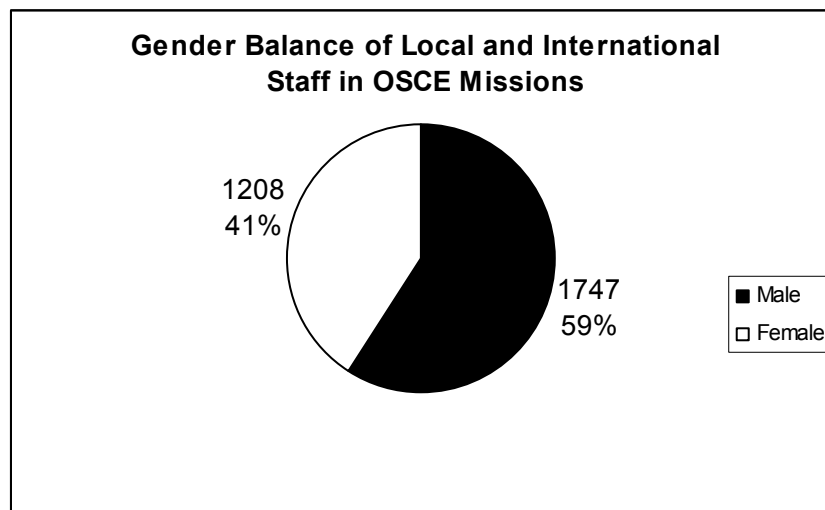
²⁶ 2006 HCNM Annual Evaluation Report on Implementation of the Gender Action Plan

²⁷ Seconded posts are not classified, therefore not included in the standard system of grades

²⁸ Numbers as of 1 December 2005

OSCE Office in Minsk	54%	46%	7	6	13
OSCE Mission to Moldova	64%	36%	18	10	28
OSCE Mission to Serbia and Montenegro	55%	45%	114	93	207
OSCE Spillover Monitor Mission to Skopje	64%	36%	184	102	286
OSCE Centre in Tashkent	64%	36%	14	8	22
OSCE Project Co-ordinator in Ukraine	36%	64%	4	7	11
OSCE Office in Yerevan	29%	71%	7	17	24
Pers. Representative of CiO on the Conflict dealt with by the Minsk Conference	63%	38%	10	6	16
Grand Total	59%	41%	1747	1208	2955

On 1 December 2005, the total number of staff employed in field missions was of 2955 people. Of them 41% were women and 59% were men. There are big differences in the percentages on women employed in Missions, from 29% of Georgia to 71% of Yerevan.



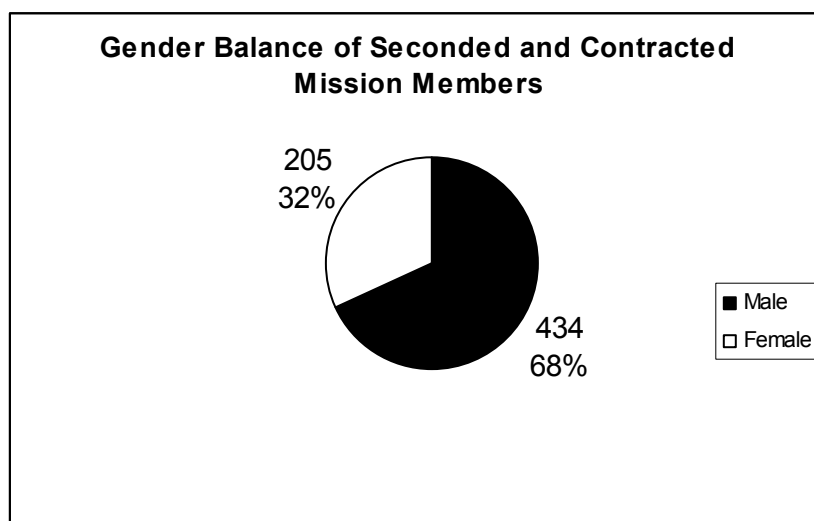
4.6 Gender Balance of Seconded and Contracted Mission Members²⁹

Mission	Percentage		Number		Total
	Male	Female	Male	Female	
OSCE Presence in Albania	59%	41%	13	9	22
OSCE Centre in Almaty	75%	25%	3	1	4
OSCE Centre in Ashgabad	100%	0%	6	0	6
OSCE Centre in Baku	60%	40%	3	2	5
OSCE Centre in Bishkek	75%	25%	6	2	8
OSCE Mission to Bosnia and Herzegovina	57%	43%	57	43	100

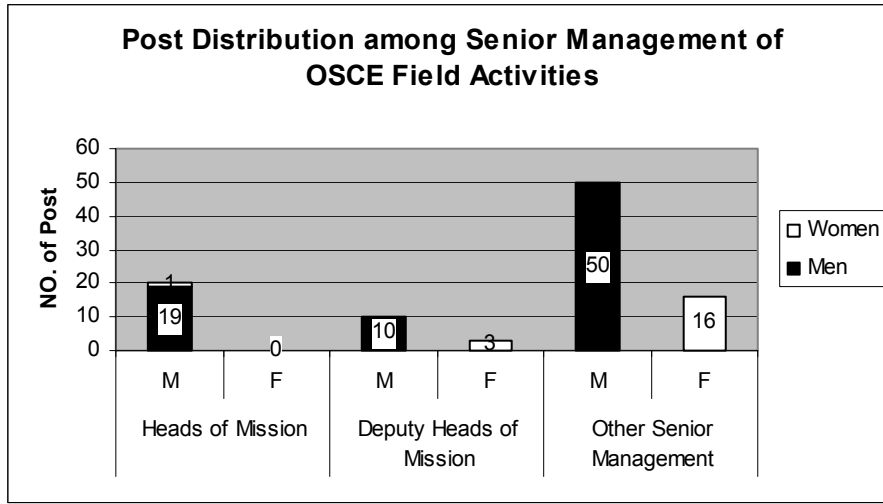
²⁹ Numbers as of 1 December 2005

OSCE Mission to Croatia	64%	36%	27	15	42
OSCE Centre in Dushanbe	81%	19%	13	3	16
OSCE Representative to Estonian Commission on Military Pensioners	100%	0%	1	0	1
OSCE Mission to Georgia	86%	14%	56	9	65
OSCE Mission to Kosovo	63%	37%	124	74	198
OSCE Office in Minsk	100%	0%	5	0	5
OSCE Mission to Moldova	80%	20%	8	2	10
OSCE Mission to Serbia and Montenegro	72%	28%	43	17	60
OSCE Spillover Monitor Mission to Skopje	70%	30%	56	24	80
OSCE Centre in Tashkent	67%	33%	2	1	3
OSCE Project Co-ordinator in Ukraine	67%	33%	2	1	3
OSCE Office in Yerevan	60%	40%	3	2	5
Pers. Representative of CiO on the Conflict dealt with by the Minsk Conference	100%	0%	6	0	6
Grand Total	68%	32%	434	205	639

Of internationally seconded and contracted staff, 32% are women. There are big differences between Missions, from 14% of Georgia to 43% in Bosnia Herzegovina. States continue to nominate men for high-level positions.



4.7 Post Distribution among Senior Management of OSCE Field Activities



As shown by the figures, all Heads of Missions are male, while 3 out of 13 Deputy Heads of Mission are occupied by women. The other senior management posts are held predominantly by men, who make up 76% of these positions. Overall women hold just 19% of senior management posts.

Mission	Heads of Mission		Deputy Heads of Mission		Other Senior Management		Total	
	M	F	M	F	M	F	M	F
OSCE Presence in Albania	1		1		1	1	3	1
OSCE Centre in Almaty	1				1		2	0
OSCE Centre in Ashgabad	1				1		2	0
OSCE Centre in Baku	1		1				2	0
OSCE Centre in Bishkek	1			1	1	1	2	2
OSCE Mission to Bosnia and Herzegovina	1		1		3	3	5	3
OSCE Mission to Croatia	1		1		9	4	11	4
OSCE Centre in Dushanbe	1		1		1		3	0
OSCE Representative to Estonian Commission on Military Pensioners	1						1	0
OSCE Mission to Georgia	1		1		4		6	0
OSCE Mission to Kosovo	1		1		17	5	19	5
OSCE Office in Minsk	1		1				2	0
OSCE Mission to Moldova	1		1				2	0
OSCE Mission to Serbia and Montenegro	1		1	1	2		4	1
OSCE Spillover Monitor Mission to Skopje	1			1	10	2	11	3
OSCE Centre in Tashkent	1						1	0

OSCE Project Co-ordinator in Ukraine	1						1	0
OSCE Office in Yerevan	1						1	0
Pers. Representative of CiO on the Conflict dealt with by the Minsk Conference	1						1	0
Total	19	0	10	3	50	16	79	19
In Percent	100%	0%	77%	23%	76%	24%	81%	19%

5 Gender in Documents of OSCE

5.1 *The 2004 OSCE Action Plan for the Promotion of Gender Equality*

The 2004 OSCE Action Plan for the Promotion of Gender Equality³⁰, approved by the Ministerial Council in December 2004, seeks to enable new strategies for advancing the implementation of gender equality within the OSCE and in the OSCE participating States. The 2004 Gender Action Plan aims at overcoming the difficulties presented in the implementation of the preceding 2000 Gender Action Plan, reinforcing the concept of gender mainstreaming, which implies the incorporation of the gender perspective “in the Organization’s activities, projects and programs”. The primary goal of the 2004 Gender Action Plan is to set out priorities regarding the promotion of gender equality, assign specific responsibilities and establish a monitoring system.

The Gender Action Plan clearly states that the primary responsibility for the implementation of commitments on gender equality is held by States and recommends them to implement such actions as: ratify and comply with *United Nation Convention on the elimination of all forms of discrimination against women* (CEDAW) and its Protocol, develop OSCE activities aiming at the promotion of gender equality, increase measures to combat all forms of violence against women, support the national and international prosecution of perpetrators of war crimes and crimes against humanity committed against women, develop cross-dimensional gender equality policies and strategies, ensure women’s equal participation in the political and public life and encourage women’s participation in conflict prevention, crisis management and post-conflict-resolution.

The OSCE has embraced the concept of gender equality and gender mainstreaming, however the reality shows that women remain underrepresented within the Organization, especially in the leadership positions. The credibility of OSCE’s commitment to gender equality requires the existence of a coherent internal policy.

The 2004 OSCE Gender Action Plan entails a substantive improvement but fails to take a decisive approach regarding the recruitment of female candidates. It provides for measures aimed at removing ‘formal barriers’, but fails to implement the concept of *de facto* equality embedded in CEDAW.

While the 2004 OSCE Gender Plan tackles the issue of recruitment it neglects to acknowledge the importance of enabling the necessary internal regulations to make the OSCE an organization where women want to work. The OSCE Secretary General amended the Staff Rules in September 2005, but none of the amendments contain any improvement for the women employed with the OSCE.³¹

³⁰ http://www.osce.org/documents/mcs/2004/12/3917_en.pdf

³¹ SEC.GAL/189/05/Corr.1

5.2 The 2005 Implementation Plan

On 6 October 2005 the Office of the Secretary General issued the 2005 Implementation Plan³² which includes measures to implement the 2004 OSCE Action Plan for the promotion of Gender Equality.

Goals and objectives:

The primary objectives of the 2005 Implementation Plan are: to set up an organization-wide network to ensure gender mainstreaming, to equip staff members with tools and motivation, to promote a gender sensitive working environment and management culture, and to establish gender mainstreaming benchmarks in achieving gender equality by tracking progress through monitoring and evaluation activities.

Strategy at institutional level:

Accountability for gender mainstreaming is vested with senior management. All Directors have to communicate to the Secretary General the specific focus they wish to take in order to implement the provisions of the Action Plan. Each department will conduct an analysis with regards to its mandate and activities relating to the Action Plan. Thus, implementation plans for Departments will be evaluated and included in the first report of the Secretary General in June 2006.

The Gender Unit in the Secretariat is the main supporting structure, working closely with Focal Points who have been appointed by each Department. The task of training programmes on gender mainstreaming and the implementation of innovative strategies on recruitment are the main responsibilities of the Department of Human Resources, which will work closely with the Gender Unit.

The Training Section of the Department of Human Resources conducted an online gender training needs assessment in March 2006, as a first step in the process of implementing the staff training dimension of the 2004 Action Plan³³.

Capacity building and monitoring gender mainstreaming

The 2005 Implementation Plan acknowledges that one of the most important prerequisites for effective gender mainstreaming is the strengthening of gender competence of OSCE Officials through gender training. The Gender Unit has developed a checklist for self-assessment for Departments and Units. The integration of gender aspects in the work of all staff will be subject to monitoring through discussion in each Department, Institution and Mission.

³² SEC.GAL/215/05 and Consolidated Implementation Plan on Gender Mainstream SEC.GAL/32/06, SEC.GAL/41/06

³³ The report shows that 45% of respondents to the online survey are only somewhat familiar with the content of the Action Plan, or are not familiar with it at all. The survey reveals also that gender issues feature rarely at planning meetings, possibly because other issues are perceived as of higher priority.

Co-operation among structures

The 2005 Implementation Plan provides for the exchange of information, data and best practices to the undertaking of joint activities in order to ensure that a common approach is taken in gender mainstreaming.

Visibility of the commitment:

According to the 2005 Implementation Plan, general guidelines should apply, so that conferences and seminars will ensure that OSCE structures are perceived as committed to the promotion of gender equality, and that they give equal opportunities to women and men to equally participate, and that gender relevant aspects are highlighted if needed. Furthermore, a well defined budget and time allocation for gender related activities is essential to make sure that the activities are not seen as an added responsibility, which can only be carried out if time and workload allows.

Programmatic aspects of gender mainstreaming:

According to the 2005 Implementation Plan, a definition of results which are aimed to be achieved should be laid out to enable tracking of development. Furthermore it is essential to define areas where the linkage of one program with another could result in the strengthening of the gender aspect. Focal Points for gender issues should share their best practices and all structures need to acquire the knowledge of relevant international commitments mentioned in the action plan, such as UN Security Council Resolution 1325.

5.3 Conclusions

In conclusion, some slight improvements were made in the 2005 Implementation Plan for the promotion of gender equality. The definition of deadlines and results to be achieved, as well as the development of a monitoring process to evaluate the integration of gender aspects in the work of all staff can be regarded as little steps towards the implementation of the 2004 Gender Action Plan. The more practical results remain to be seen.

5.4 Ministerial Council Documents 2005

According to a decision passed in December 2005, the Ministerial Council is “determined to make an effective gender mainstreaming an integral part of all policies, activities and programmes in the OSCE”³⁴. However, not much progress was made in its resolutions and decisions in Ljubljana 2005.

Referring to the 2004 Gender Action Plan and the United Nations Security Council resolution 1325 (2000) on women, peace and security, the Ministerial Council recognized in its decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation “that the knowledge, skills and experience of both women and men are

³⁴ MC.DEC/17/05, Strengthening the Effectiveness of the OSCE.

essential to peace, sustainable democracy, economic development and therefore to security and stability in the OSCE region”³⁵. It acknowledged “the need for concrete action by the OSCE to integrate women into conflict prevention, crisis management and post-conflict rehabilitation through its activities”³⁶. To achieve this, the OSCE committed to implement the 2004 Gender Action Plan, encourage women to apply especially for senior management positions and field management positions and raise awareness concerning the importance of their involvement in political processes. It also called on participating states to nominate more women as heads of institutions and senior positions in the OSCE.³⁷

In its Decision on Preventing and Combating Violence against Women, the Ministerial Council emphasized “the commitment to gender mainstreaming in the OSCE Action Plan of 2004 for the Promotion of Gender Equality”³⁸. Furthermore, the Ministerial Council “calls upon participating States to take measures to strengthen the economic independence of women, including ensuring non-discriminatory employment policies and practices, providing equal access to education and training, equal remuneration for equal work, increased work and educational opportunities, equal access to and control over economic resources with a view to reducing women’s vulnerability to all forms of violence, including domestic violence and trafficking in human beings”³⁹.

The Ministerial Council tasked the Permanent Council to report to the 2006 Ministerial Council on “considering ways of further improving the professionalism of OSCE personnel and the management of its human resources, with due regard to the gender and geographical balance”⁴⁰.

³⁵ MC.DEC/14/05, Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation.

³⁶ MC.DEC/14/05, Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation.

³⁷ MC.DEC/14/05, Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation.

³⁸ MC.DEC/15/05, Preventing and Combating Violence against Women.

³⁹ MC.DEC/15/05, Preventing and Combating Violence against Women.

⁴⁰ MC.DEC/17/05, Strengthening the Effectiveness of the OSCE, Par. 1.

6 Gender in the OSCE PA

6.1 Gender in Documents of the OSCE PA

Washington Declaration 2005:

For many years, the OSCE PA has pointed out in its Final Declarations the need to improve the gender balance within the OSCE and the OSCE PA. It repeatedly stressed the point of imbalanced female representation in the higher ranks of OSCE positions and the need to change the way of recruitment, but not much has been done to improve this situation. The Final Declaration of the Annual Session in Washington in 2005 was no exception to this tradition. Gender equality is again pointed out by the OSCE PA as a principle that must be reflected at all stages of the decision-making process.⁴¹

In its Resolution on Improving Gender Equality in the OSCE, the OSCE PA regretted that, despite the 2000 OSCE Gender Action Plan, little progress has been made with regard to promoting women within the OSCE itself. Thus it welcomed the Gender Action Plan adopted at the 2004 Ministerial Council and called upon the participating States and the OSCE Secretary General to promote the recruitment of women candidates within the OSCE, especially at higher levels⁴² “[...] and to improve the culture and working atmosphere in the Organization, and encourages national OSCE PA Delegations to assist their respective Governments in identifying qualified female candidates”⁴³.

The OSCE PA also “urges parliaments in the OSCE area to take positive action in order to obtain gender balance in their national delegations to the OSCE PA”⁴⁴ and called upon “Heads of OSCE PA Delegations to take positive action to promote the nomination and appointment of women candidates in the OSCE PA for elected positions and with regard to participation in field-related activities”⁴⁵.

Furthermore in many of its other documents, the Resolution on Combating Trafficking in Human Beings for instance, the OSCE PA paid special attention towards women by calling upon the OSCE participating States “to take effective measures in the countries of origin to combat the causes that result in victims of trafficking in human beings, among other things by [...] promoting the creation of jobs for women, in particular by creating favorable conditions for the start-up of small and medium-sized businesses”⁴⁶.

Another resolution in which the OSCE PA addresses the situation of women in receiving countries is the Resolution on Combating Involvement in Trafficking in Human Beings and Sexual Exploitation and Abuse by International Peacekeeping Forces. Here the OSCE PA calls on OSCE participating States to ensure that peacekeeping forces and other mission members “do not engage in or facilitate trafficking in human beings,

⁴¹ OSCE PA Washington Declaration, Chapter III, Par. 54.

⁴² OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par. 6.

⁴³ OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par. 6.

⁴⁴ OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par. 10.

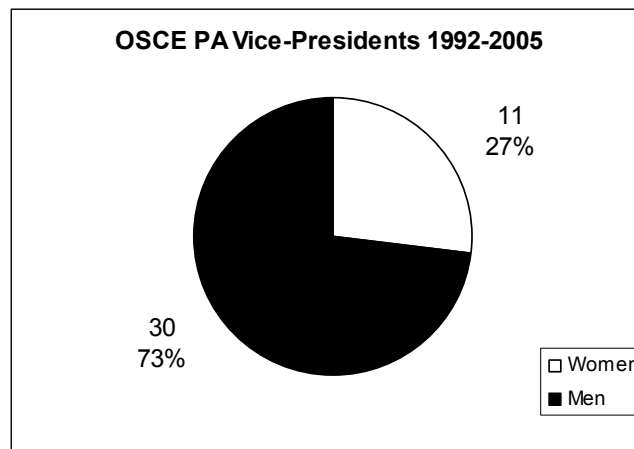
⁴⁵ OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par. 11.

⁴⁶ OSCE PA Resolution on Combating Trafficking in Human Beings, Washington Declaration, Par. 8.

exploit victims of trafficking, or engage in sexual exploitation and abuse of local populations”⁴⁷. It therefore called for guidelines and codes of conduct that forbid these crimes and can be enforced on mission members that violate them. The OSCE PA further urged the Ministerial Council to adopt a decision on exactly this subject. Furthermore the OSCE PA adopted a Resolution on the Need to Strengthen the Code of Conduct for OSCE Mission Members. It highlights the association between prostitution and trafficking in women and children, and the undesirable situation of prostitutes and urged “that the Code of Conduct for OSCE mission members be completed by prohibiting the purchase of sexual services”⁴⁸. It also defined “sexual services” not only as “cash purchase” of sexual services from prostitutes, but also “private support’ in the form of payment of bills, rents, school fees, etc. in exchange for sexual services”.

6.2 Female Presidents and Vice-presidents in the OSCE PA

Since 1992, only one out of seven presidents of the OSCE PA has been female: Helle Degn from 1998-2000.

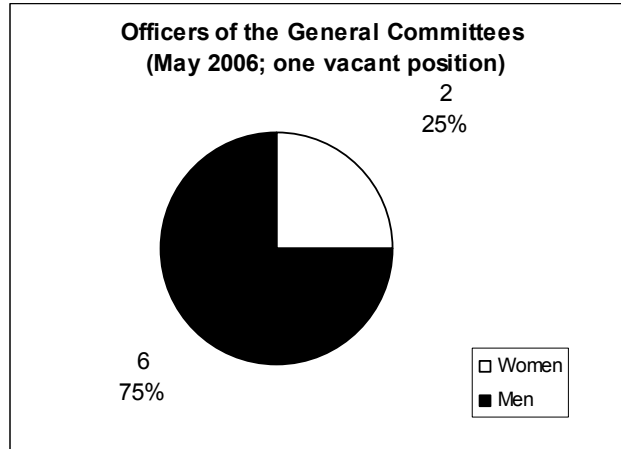


Compared with the above, the statistics on the OSCE PA vice-presidents show quite a positive picture: Eleven out of 41 vice-presidents have been female, which makes 27 percent. From the current nine vice-presidents five are female, representing 55%.

⁴⁷ OSCE PA Resolution on Combating Involvement in Trafficking in Human Beings and Sexual Exploitation and Abuse by International Peacekeeping Forces, Washington Declaration, Par. 11.

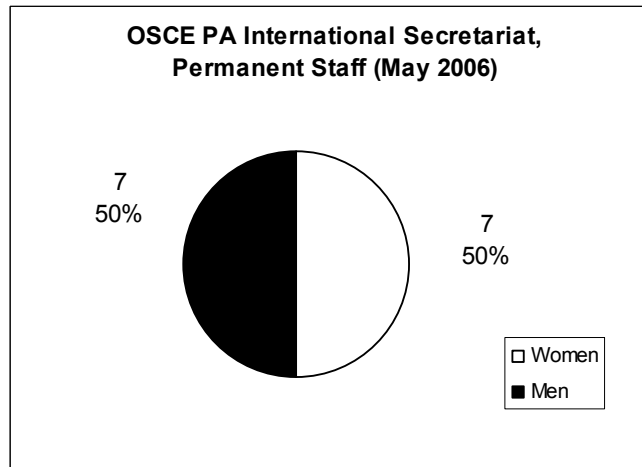
⁴⁸ OSCE PA Resolution on the Need to Strengthen the Code of Conduct for OSCE Mission Members, Washington Declaration, Par. 10.

6.3 Officers of the OSCE PA General Committees



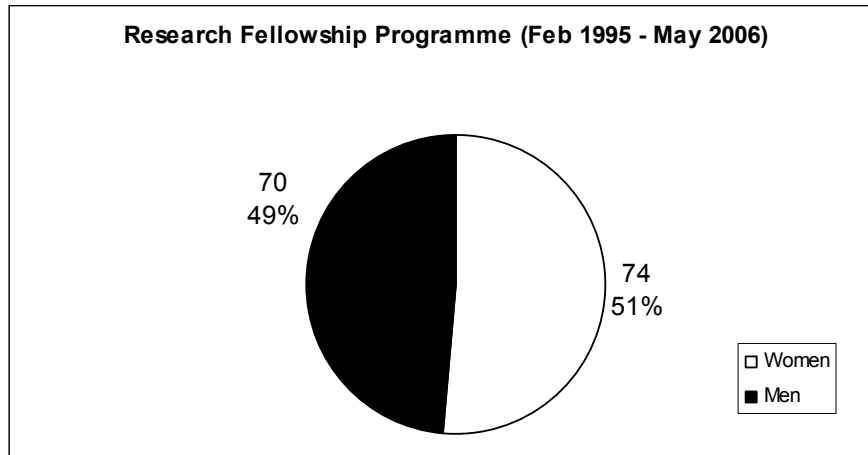
The pie chart above indicates that a quarter of the Officers of the General Committees are women (two out of eight). Last year's Gender Balance Report was able to report a percentage of 33.3 percent female representation among the officers of the General Committees. This is a regression of 8.3 percent compared to last year.

6.4 Permanent Staff of the OSCE PA International Secretariat



The International Secretariat in Copenhagen is a good example of gender parity. Seven out of fourteen staff members (50 percent) are women. The Secretary General and one of the Deputy Secretaries General are male, the other Deputy Secretary General is a woman.

6.5 The International Research-Fellowship Programme

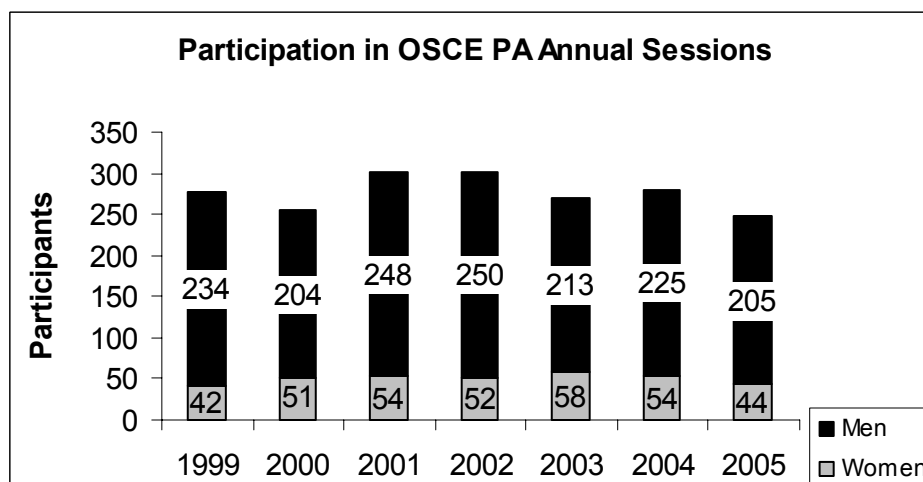


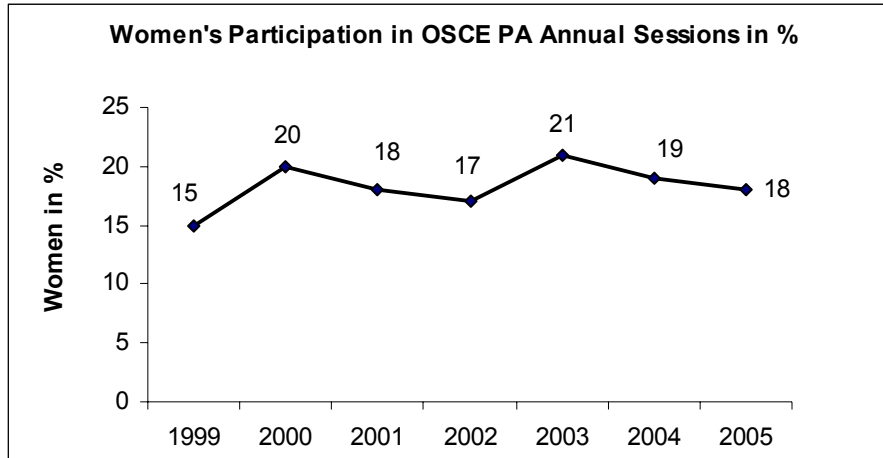
In addition to the permanent staff members there are five full-time research fellows working at the International Secretariat in Copenhagen, and one in the Vienna Liaison-Office. During the last eleven years there have been 70 male and 74 female research fellows attending the programme, which means 51 percent female representation. The International Secretariat managed a nearly perfect gender balance within the programme over eleven years, which is a great success.

6.6 Participation in the OSCE PA Meetings

The following charts show the general attendance at the OSCE PA's Meetings and the ratio between male and female parliamentary participants.

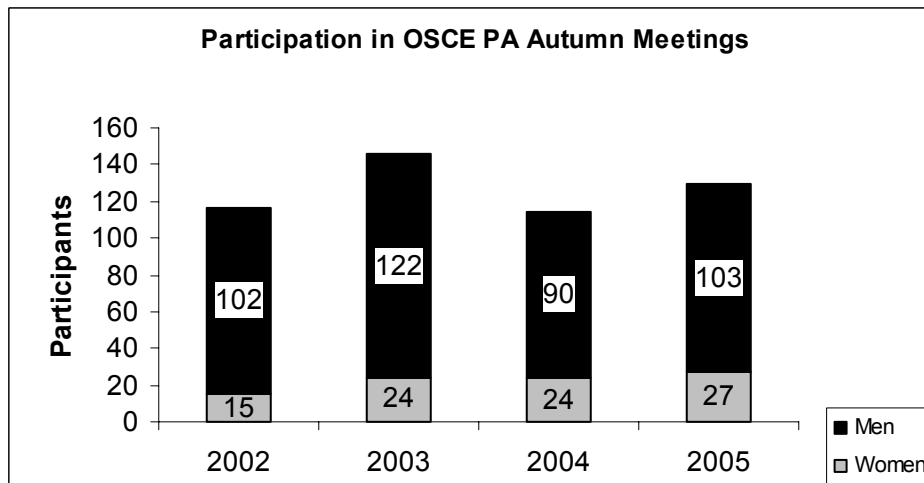
6.6.1 Annual Sessions

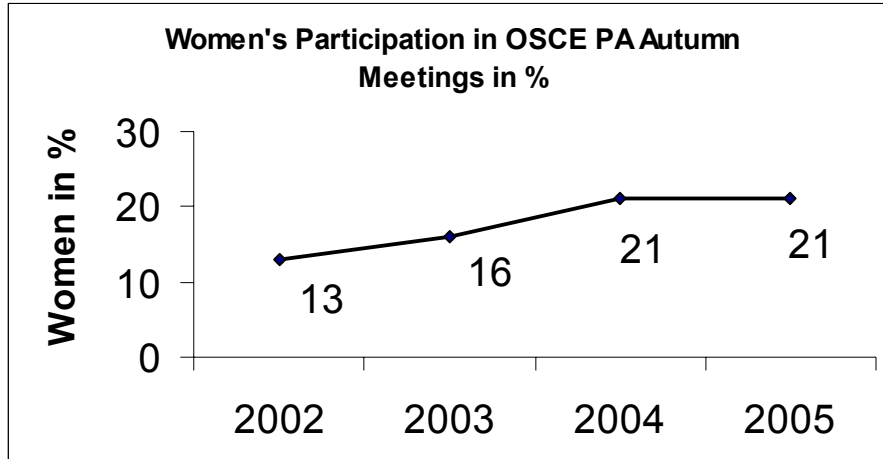




The upper chart about the general participation in the Annual Sessions shows that last year's Annual Session in Washington witnessed the lowest number of female participants since 1999, although the average percentage of women participants lay within the range of the recent years. The highest percentage of female participants was to be seen at the Annual Session of 2003, when 58 women (21 percent) took part. The average female participation during Annual Sessions is 18.29 percent.

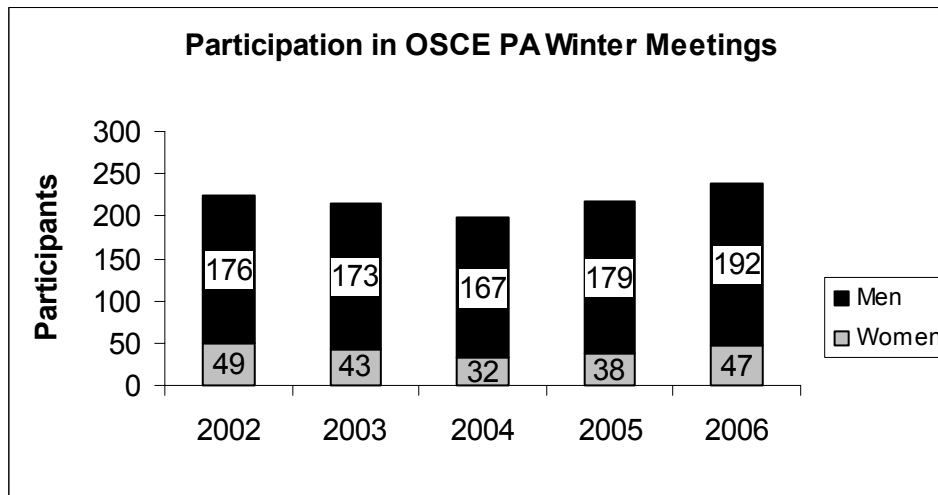
6.6.2 Autumn Meetings

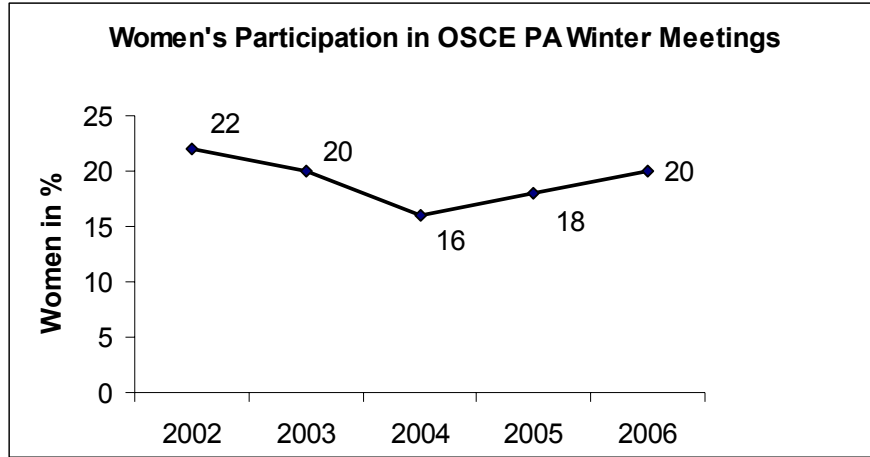




These charts, showing the participation in the Assembly's Autumn Meetings during the last four years, indicate that the percentage of women's representation rose remarkably by eight percent within three years. With an average of 17.75 percent female participation at Autumn Meetings, these numbers indicate a slightly lower female representation than at the Annual Sessions (18.29 percent).

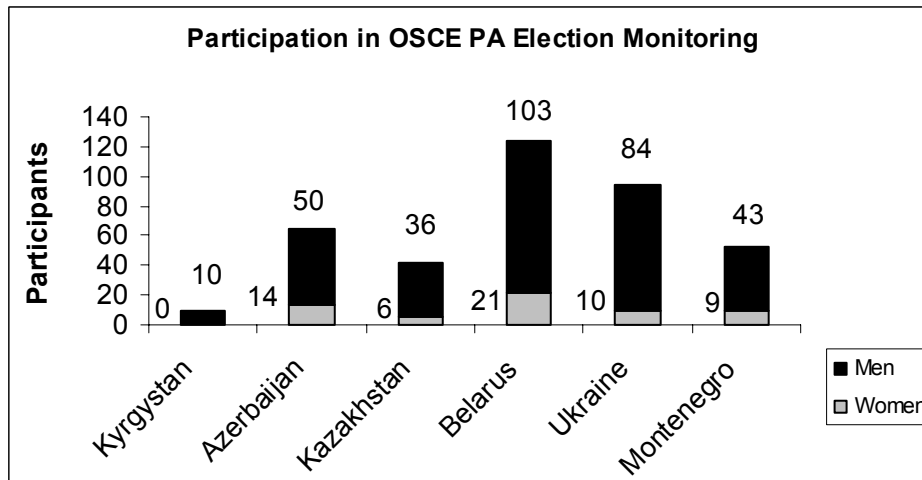
6.6.3 Winter Meetings

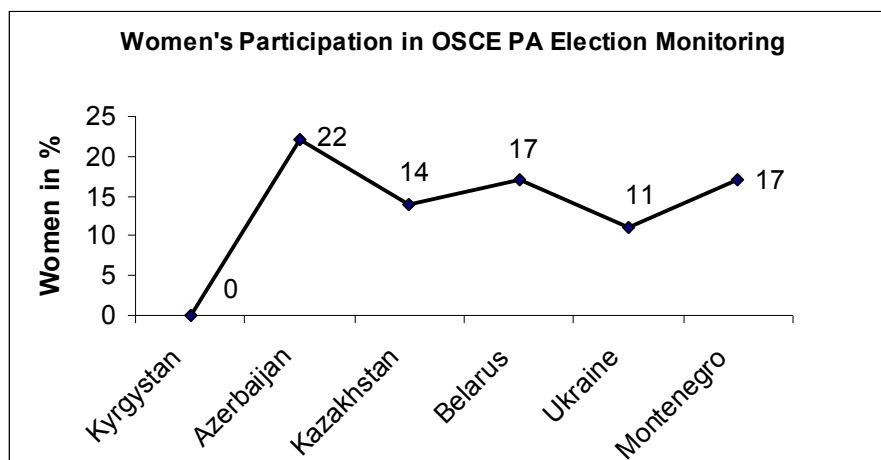




The gender statistics on the Assembly's Winter Meetings show that, after a low participation in 2004 with 16 percent, the representation of female parliamentarians has been increasing again over the last two years to 20 percent. With an average female participation of 19.2 percent, the Winter Meetings show the highest rate compared to the Annual Sessions (18.29 percent) and Autumn Meetings (17.75 percent).

6.6.4 Participation in OSCE PA Election Monitoring 2005/2006





Data about female participation in OSCE PA election monitoring since the 2005 Annual Session shows that only an average of 13.5 percent of the parliamentarians taking part were women. That is far below the female participation in the OSCE PA Meetings and there is much room for improvement.

6.6.5 Female representation in national parliaments in OSCE countries

The female representation during the OSCE PA Meetings has to be seen in the light of the general representation of women in national parliaments in OSCE countries. The following table shows the disaggregated data for each OSCE participating State, sorted in descending order by percent. Comparing the female representation in the national parliaments within the OSCE region (19.12 percent) to the worldwide percentage of female representation in parliaments (both houses, where existing, with an average of 16.2 percent), it can be concluded, that the representation of women within the OSCE region lies 3 percent above the worldwide average.

Women in Parliament in OSCE Countries ⁴⁹							
Rank	Country	Lower or single House			Upper House or Senate		
		Seats*	Women	% W	Seats*	Women	% W
1	Sweden	349	158	45,3	---	---	---
2	Norway	169	64	37,9	---	---	---
3	Finland	200	75	37,5	---	---	---
4	Denmark	179	66	36,9	---	---	---
5	Netherlands	150	55	36,7	75	22	29,3
6	Spain	350	126	36	259	60	23,2
7	Belgium	150	52	34,7	71	27	38
8	Austria	183	62	33,9	62	17	27,4
9	Iceland	63	21	33,3	---	---	---
10	Germany	614	195	31,8	69	13	18,8

⁴⁹ The data in the table have been compiled by the Inter-Parliamentary Union on the basis of information provided by National Parliaments by 30 April 2006.

11	Belarus	110	32	29,1	58	18	31
12	Andorra	28	8	28,6	---	---	---
13	Switzerland	200	50	25	46	11	23,9
14	Liechtenstein	25	6	24	---	---	---
15	Luxembourg	60	14	23,3	---	---	---
16	Bulgaria	240	53	22,1	---	---	---
17	Lithuania	141	31	22	---	---	---
18	Republic of Moldova	101	22	21,8	---	---	---
19	Croatia	152	33	21,7	---	---	---
20	Portugal	230	49	21,3	---	---	---
21	Latvia	100	21	21	---	---	---
22	Canada	308	64	20,8	100	35	35
"	Monaco	24	5	20,8	---	---	---
23	Poland	460	94	20,4	100	13	13
24	United Kingdom	646	127	19,7	721	126	17,5
25	The F.Y.R. of Macedonia	120	23	19,2	---	---	---
26	Estonia	101	19	18,8	---	---	---
27	Tajikistan	63	11	17,5	34	8	23,5
"	Uzbekistan	120	21	17,5	100	15	15
28	Italy	630	108	17,1	322	49	15,22
29	Czech Republic	200	34	17	81	10	12,3
30	Bosnia and Herzegovina	42	7	16,7	15	0	0
"	San Marino	60	10	16,7	---	---	---
"	Slovakia	150	25	16,7	---	---	---
31	Cyprus	56	9	16,1	---	---	---
32	Turkmenistan	50	8	16	---	---	---
33	United States of America	435	66	15,2	100	14	14
34	Ireland	166	22	13,3	60	10	16,7
35	Greece	300	39	13	---	---	---
36	Azerbaijan	114	14	12,3	---	---	---
37	France	574	70	12,2	331	56	16,9
"	Slovenia	90	11	12,2	40	3	7,5
38	Romania	331	37	11,2	137	13	9,5
39	Hungary	386	40	10,4	---	---	---
"	Kazakhstan	77	8	10,4	39	2	5,1
40	Russian Federation	447	44	9,8	178	6	3,4
41	Georgia	235	22	9,4	---	---	---
42	Malta	65	6	9,2	---	---	---
43	Serbia and Montenegro	126	10	7,9	---	---	---
44	Albania	140	10	7,1	---	---	---
"	Ukraine	450	32	7,1	---	---	---
45	Armenia	131	7	5,3	---	---	---
46	Turkey	550	24	4,4	---	---	---
47	Kyrgyzstan	75	0	0	---	---	---

Ø 19,37

Ø 18,87

The overall average of women's representation (both houses) is 19,12 %.

* Figures correspond to the number of seats currently filled in Parliament

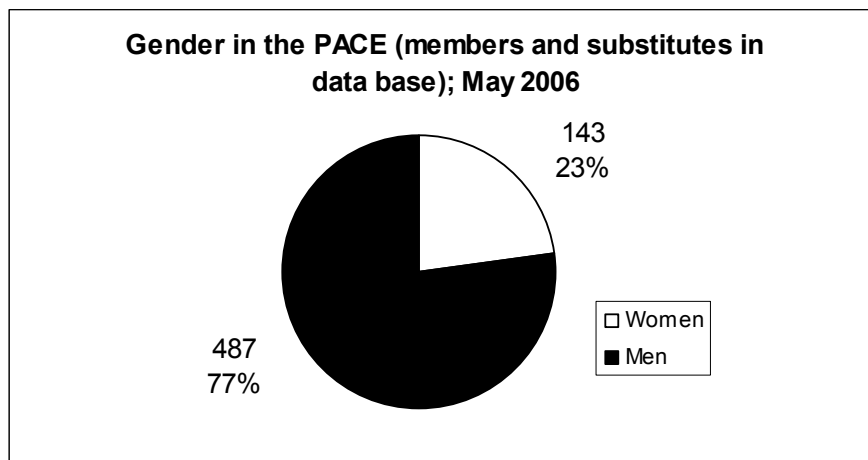
6.7 Conclusion

Comparing the overall female representation in the OSCE PA in percentage over the last few years, participation hovers around 17.87 percent. The average percentage of women's representation in the national parliaments (in both chambers, when existing) within the OSCE countries is 19.12 percent. Comparing this number with the average participation of female parliamentarians in the Assembly's Meetings, it is remarkable that the two numbers differ by only 1.25 percent. Thus women's representation during the Assembly's Meetings lies only slightly below the range of their representation in the national parliaments.

It can be concluded that there is still room for improvement when it comes to women's participation in OSCE PA Meetings, but an increase of women's participation on a higher scale is of course closely linked to the representation of women within the national parliaments in the OSCE participating States and would require improvements at the national level.

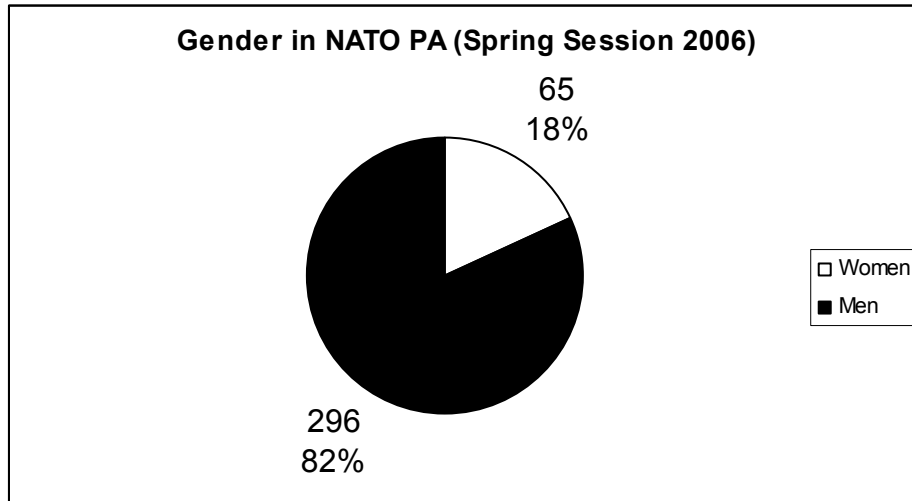
6.8 Gender Balance in Other Parliamentary Assemblies and Bodies

6.8.1 Parliamentary Assembly of the Council of Europe



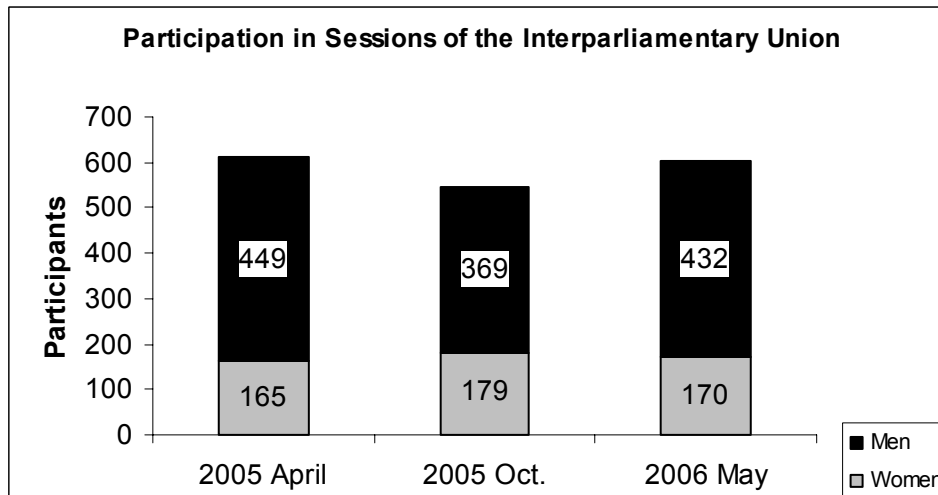
The Parliamentary Assembly of the Council of Europe shows a female representation of 23 percent. This number lies 5.13 percent above the average attendance of women at the OSCE PA Meetings (17.87 percent). This percentage lies also 3.88 percent above the OSCE region's average representation of women in national parliaments (19.12 percent) and 6.8 percent above the worldwide average representation of women in national parliaments (16.2 percent).

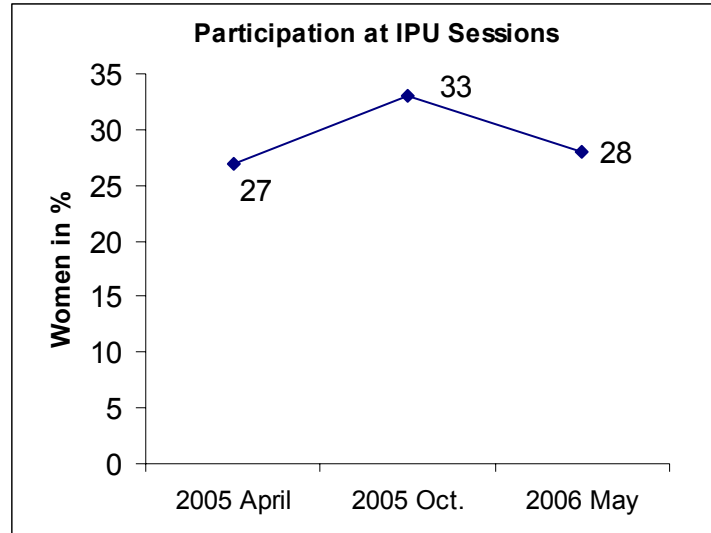
6.8.2 NATO PA



The table above shows the attendance at the Spring Session of NATO PA. Out of 361 parliamentarians of NATO Member Countries, 65 were women (18%). This percentage lies almost on the same level of the average attendance at the OSCE PA Meetings (17.87 percent).

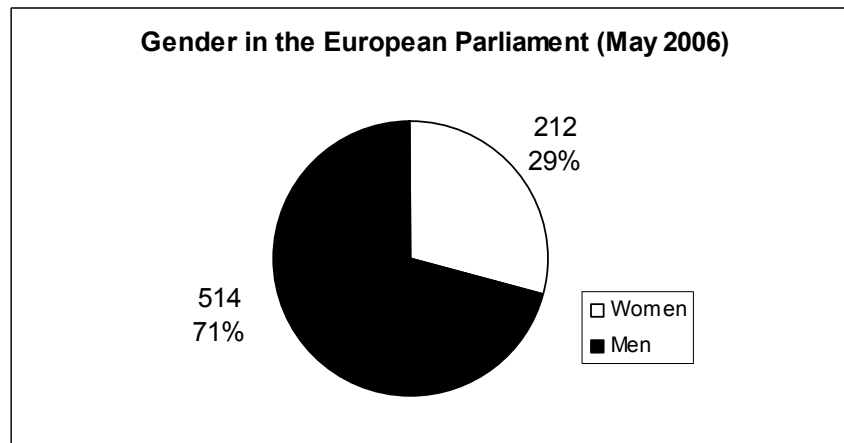
6.8.3 IPU





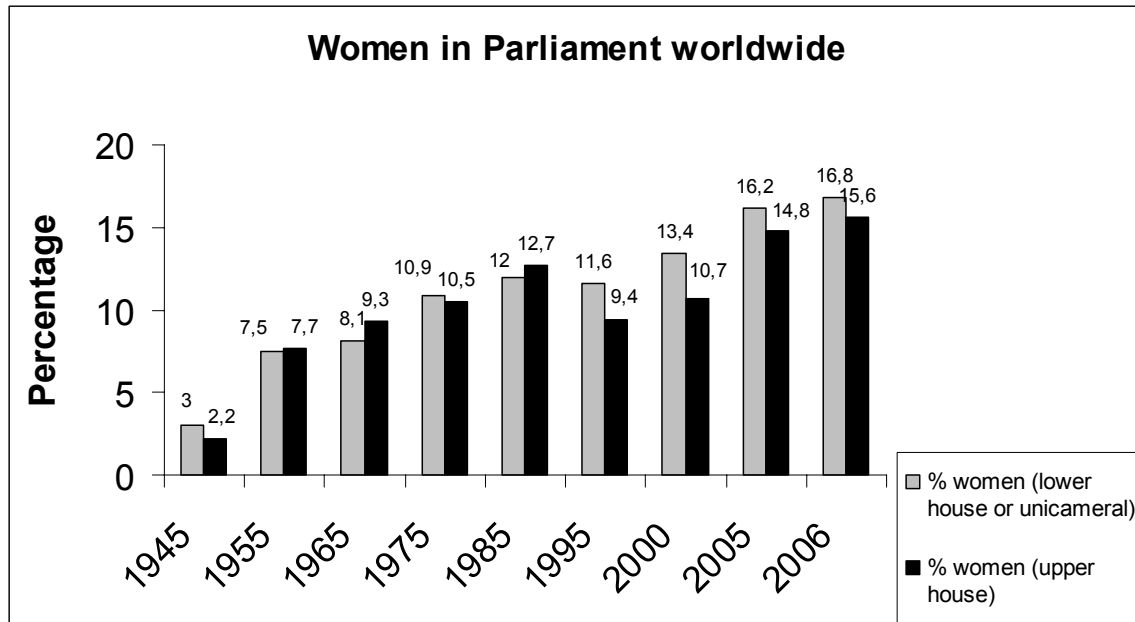
The tables above show the participation of parliamentarians at recent IPU Sessions. There are an average of 29.3 percent of women participating in the sessions. Compared with other international inter-parliamentary bodies, such as PACE, NATO PA and OSCE PA, the IPU has a better gender balance in representation to their sessions.

6.8.4 European Parliament



With 29 percent female representation, the European Parliament lies 11.13 percent above the average attendance at the OSCE PA Meetings (17.87 percent), 9.88 percent above the average of the OSCE region (19.12 percent) and 12.8 percent above the worldwide average (16.2 percent). Thus, the European Parliament is a very good example for a parliamentary body with a high representation of women.

6.9 Women in parliaments worldwide



Women's representation in parliaments has been steadily growing over the last decades. In 1975 the First World Conference on Women took place in Mexico City. Back then, women accounted for only 10.9 percent of the parliamentarians worldwide. Ten years later, this number had only increased by 1 percent. In 1995, women's representation had even increased to 11.6 percent. In the same year the Fourth World Conference on Women was held in Beijing, where the Beijing Platform for Action was adopted. Five years later, in 2000, the percentage had increased to 13.4 percent of women parliamentarians in the lower of unicameral houses of parliament. Last year, in October 2005, this number had increased to 16.2 percent, and as of April 2006, 16.8 percent was reached in the lower or unicameral houses. In September 2005, eight countries worldwide had no women in their parliaments: the Federated States of Micronesia, Nauru, Palau, Saint Kitts and Nevis, Saudi Arabia, the Solomon Island, Tuvalu and the United Arab Emirates. Although Bahrain has no women in its lower house, six women have been appointed to the upper house.

Quotas

Some parliaments and parties have implemented quotas to guarantee a certain representation of women in their parliaments. 16 out of the 20 top-placed countries in terms of women's representation and about 80 countries worldwide have implemented some form of electoral quota, whether it be reserved seats for women, candidate quotas or voluntary quotas within political parties.

Women in highest positions

Although the representation of women in national parliaments is increasing, the number of women in the highest positions of State (including executive positions and presiding officers of parliament), is not very promising: Since 1995 the number of elected Heads of State and Government has actually decreased from 12 in 1995 to eight in January 2005. In March 2006 this number had increased again to 11 Heads of State or Government. The percentage of female presiding officers also decreased from 10 percent in 1995 to 8 percent in 2005 but then increased again to 10.3 percent in January 2006. In January 2005, only 14.3 percent of Executive ministers were women.⁵⁰ These numbers indicate that women worldwide have difficulties in achieving posts in the highest executive ranks.

⁵⁰ IPU Website and IPU Data sheet No. 6.

7 Conclusion

The statistics suggest an almost unchanged situation compared with 2005.

With reference to the OSCE Institutions and Field Missions, slight improvements have occurred, but the gender equality is far from being reached. Women represent half of the staff of OSCE Institutions. Nonetheless they generally do not hold senior level positions. The major gender imbalance lies within the top positions in Field Missions, where women are significantly underrepresented.

As stated in the Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality, the requirements of the Action Plan have given a strong impetus to the process of gender mainstreaming in the OSCE. OSCE structures were asked to analyse their policies, activities and programmes to identify ways to integrate the gender dimension. Nevertheless, the gender issue has not been tackled effectively yet. Measures to break the "glass ceiling" hindering women's access to higher positions have yet to be taken, with the risk that the "glass ceiling" will become a "concrete ceiling".

Concerning the OSCE Parliamentary Assembly activities, there is a stable and low participation of women. An increase in women's participation on a higher scale can only be achieved by increasing the participation of women within national parliaments of OSCE Member States.

With reference to the role of women in security politics, women have little "technical power" to influence politics of decision-making within war circumstances, nor in post-conflict situations. In spite of the adoption of the *United Nations Convention on the elimination of all forms of discrimination against women* CEDAW in 1979 and of the UN Security Council Resolution 1325 on *Women, Peace, Security* in 2000, the lack of gender balance in peace processes or settlements is striking. At the 'military' level female soldiers are admitted in all NATO Countries forces (with outstanding difference in ratios), nonetheless at the 'political' level, women are still excluded from domains such as the military and foreign affairs.