

# GENDER BALANCE REPORT

OSCE PARLIAMENTARY ASSEMBLY

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## *Gender and the Future Development of the OSCE*

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Presented by

Dr. Hedy Fry, OSCE PA Special Representative on Gender Issues

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## **I. Introduction**

Since 2001, the Special Representative on Gender Issues of the OSCE Parliamentary Assembly (OSCE PA) has issued an annual report, as well as a study of the OSCE's gender disaggregated statistics.

This year's thematic report focuses on gender and the future of the OSCE. In particular, the report examines gender considerations in each of the thematic areas identified by participating States for discussion as part of the Helsinki +40 Process. The report shows how gender can be integrated into efforts to strengthen the OSCE as it evolves to meet the security needs of the future and illustrates ways in which parliamentarians can contribute to these efforts. Specifically, the report looks at strengthening the organization's efforts in relation to emblematic gender issues in each of the OSCE's three dimensions, at ways to enhance the OSCE's efficiency and effectiveness in mainstreaming gender and promoting gender equality, and at reinforcing collaboration on gender issues with Partners for Co-operation and other international and regional organizations.

Considering the OSCE's gender disaggregated statistics, the 2015 Gender Report concludes that, despite continuing efforts, the 2004 OSCE Gender Action Plan has attained only moderate success. The gender balance in the OSCE governmental structures is stagnating; overall female representation in the OSCE has remained stable, and women occupy only 33% of filled senior management positions. The OSCE Parliamentary Assembly continues to be characterized by an overall male majority. However, the OSCE PA Bureau has a nearly balanced gender composition, and female parliamentarians have become more active in OSCE PA election observation missions as compared to the previous reporting period.

Today, although comprehensive gender-related commitments have been put in place in OSCE structures and in most participating States, their implementation is often lagging. More needs to be done to translate commitments on paper into positive effects on the ground.

## II. Gender and the Future Development of the OSCE

This year marks the 40<sup>th</sup> Anniversary of the signing of the Helsinki Final Act<sup>1</sup> and the culmination of the OSCE's Helsinki +40 Process, begun by the OSCE participating States at the Dublin Ministerial Council in 2012 as “an inclusive effort by all participating States to provide strong and continuous political impetus to advancing work towards a security community, and further strengthening co-operation in the OSCE ...”.<sup>2</sup> The OSCE Ambassadors defined eight thematic areas for discussion as part of this process in 2013:

- 1) Fostering military transparency by revitalizing and modernizing conventional arms control and confidence and security building regimes;
- 2) Further enhancing OSCE capacities in addressing transnational threats;
- 3) Further strengthening OSCE capacities across the conflict cycle;
- 4) Striving for tangible progress towards the settlement of protracted conflicts in a peaceful and negotiated manner;
- 5) Enhancing the strategic orientation of the economic and environmental dimension;
- 6) Strengthening the human dimension;
- 7) Enhancing the effectiveness and efficiency of the OSCE;
- 8) Increasing interaction with the Partners for Co-operation and with international and regional organizations.<sup>3</sup>

To contribute to the parliamentary dimension of these efforts, the OSCE Parliamentary Assembly has launched its own Helsinki +40 Project.<sup>4</sup>

Gender equality is a critical component of efforts to achieve comprehensive security as the OSCE moves to confront the myriad security challenges in today's world. This year's gender report therefore applies a gender lens to the eight thematic areas of discussion in the Helsinki +40 Process. The first three sections of Part I of the report look at key issues in relation to each of the OSCE's three dimensions. The next section considers ways to enhance the efficiency and effectiveness of the organization as well as cooperation with partners. Finally, the last section sets out ways in which OSCE parliamentarians can contribute to

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<sup>1</sup> [Conference on Security and Co-operation in Europe: Final Act](#), Helsinki 1975 [Helsinki Final Act].

<sup>2</sup> Organization for Security and Co-operation in Europe [OSCE], Ministerial Council, [Decision on the Helsinki+40 Process](#), 7 December 2012.

<sup>3</sup> OSCE, [Helsinki +40 Process](#).

<sup>4</sup> Organization for Security and Co-operation in Europe Parliamentary Assembly [OSCE PA], [“Final Project Results: Helsinki, 5-6 July 2015,” Helsinki +40](#).

improving gender equality at the national level and ensuring that gender issues inform the Helsinki +40 Process at the OSCE.

### **a. Reinforcing the Political and Security Dimension**

Four of the themes for discussion as part of the Helsinki+40 Process relate to strengthening the OSCE's political and security dimension. Instability, terrorism, organized crime and armed conflict have had a profound impact on the OSCE area and its peoples. Although there are commonalities, in many respects these phenomena impact women and men differently. This section provides an overview of the ways in which arms control, confidence and security-building regimes, transnational threats, participation in all phases of the conflict cycle and the resolution of protracted conflicts affect women and girls. Overall, there remains considerable work to be done to promote gender equality in this dimension of the OSCE's work, where women have traditionally been under-represented both at the level of participating States and within the OSCE itself. Thus, if the Helsinki +40 Process is to improve the OSCE's relevance and ability to promote comprehensive security for all in the face of new political and security challenges, gender issues and gender equality must be part of the conversation.

#### **1. Fostering Military Transparency by Revitalizing and Modernizing Conventional Arms Control and Confidence and Security Building Regimes**

This section looks at two specific areas relating to conventional arms control in the OSCE context that have particular relevance for women and girls: small arms and light weapons and the *Code of Conduct on Politico-Military Aspects of Security*.<sup>5</sup>

The *2004 Action Plan for the Promotion of Gender Equality* (2004 Action Plan) says that the "OSCE structures will, in co-operation with participating States, address the gender dimension of proliferation of small arms and light weapons."<sup>6</sup> Evidence indicates that women are affected in a distinct way by the presence and use of small arms and light

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<sup>5</sup> OSCE, [Code of Conduct on Politico-Military Aspects of Security](#), DOC.FSC/1/95, 3 December 1994.

<sup>6</sup> OSCE, [Decision No 14/04: 2004 OSCE Action Plan for the Promotion of Gender Equality](#), MC.DEC/14/04/, 7 December 2004, pp. 11–12.

weapons (SALW).<sup>7</sup> Experts note that armed violence using SALW are is connected gender-based violence perpetrated against women and girls, particularly sexual violence, violence in the home and sexual exploitation.<sup>8</sup> The 2004 Action Plan states that “SALW proliferation exacerbates violence against women, and a gender perspective should thus be taken into account in related endeavours.”<sup>9</sup> In recognition of this reality, the OSCE’s Ministerial Council tasked the Forum for Security Co-operation (FSC) in 2014 to:

Exchange views and information and share best practices, on a voluntary basis and if relevant to the mandate of the FSC, on the impact of illicit SALW on women and children as well as on creating equal opportunities for women’s participation in policymaking, planning and implementation processes to combat illicit SALW.<sup>10</sup>

Though this is not particularly strong language, it is a good start. As part of the Helsinki +40 process, the OSCE’s work on SALW, and in particular efforts to strengthen implementation of the *OSCE Document on Small Arms and Light Weapons* and the *Handbook of Best Practices on Small Arms and Light Weapons*, should further integrate gender considerations. Presently, the gender aspect is almost entirely absent from these documents.<sup>11</sup>

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<sup>7</sup> The [OSCE Document on Small Arms and Light Weapons](#), FSC.DOC/1/00/Rev.1, 20 June 2012 (document reissued in 2012) indicates that there is no internationally agreed definition of SALW. For the purposes of the OSCE Document,

small arms and light weapons are man-portable weapons made or modified to military specifications for use as lethal instruments of war. Small arms are broadly categorized as those weapons intended for use by individual members of armed or security forces. They include revolvers and self-loading pistols; rifles and carbines; sub-machine guns; assault rifles; and light machine guns. Light weapons are broadly categorized as those weapons intended for use by several members of armed or security forces serving as a crew. They include heavy machine guns; hand-held under-barrel and mounted grenade launchers; portable anti-aircraft guns; portable anti-tank guns; recoilless rifles; portable launchers of anti-tank missile and rocket systems; portable launchers of anti-aircraft missile systems; and mortars of calibres less than 100 mm (p. 1).

<sup>8</sup> [Small arms and light weapons, Report of the Secretary General](#), Security Council, UN Doc. S/2015/289, 27 April 2015, paras. 32 - 36.

<sup>9</sup> OSCE, [Decision No. 10/14: 2004 OSCE Action Plan for the Promotion of Gender Equality](#), 7 December 2004, p. 11.

<sup>10</sup> OSCE, Ministerial Council, [Decision No. 10/14: Small Arms and Light Weapons and Stockpiles of Conventional Ammunition](#), 5 December 2014.

<sup>11</sup> OSCE, [OSCE Document on Small Arms and Light Weapons](#), FSC.DOC/1/00/Rev.1, 20 June 2012 (document reissued in 2012); [Handbook of Best Practices on Small Arms and Light Weapons](#), 1 December 2003, annexed to Forum for Security Co-operation, [Decision No. 5/03: Best Practice Guides on Small Arms and Light Weapons](#), FSC.DEC/5/03, 18 June 2003.

At the national level, parliamentarians may also wish to consider ways in which OSCE initiatives, as well as the United Nations *Arms Trade Treaty* and other international standards and frameworks, can contribute to efforts to reduce trans-border flows of illicit weapons that inflict suffering on women and girls.<sup>12</sup>

The OSCE's work in relation to the *Code of Conduct on Politico-Military Aspects of Security* provides a further opportunity to integrate a gender lens. As noted in the *Chairmanship Conclusions* of the 2014 OSCE Gender Equality Review Conference, 60% of participating States voluntarily include information about their implementation of the women, peace and security agenda<sup>13</sup> under the Code in their annual reporting to the Forum for Security Co-operation. Guidelines are now being developed to improve reporting, which hopefully will increase the number of states that provide this information.<sup>14</sup>

## **2. Further Strengthening OSCE Capacities Across the Conflict Cycle and Striving for Tangible Progress Towards the Settlement of Protracted Conflicts in a Peaceful and Negotiated Manner**

The *Chairmanship Conclusions* to the OSCE Gender Equality Review Conference held in July 2014 stated that:

As a regional arrangement under Chapter VIII of the Charter of the United Nations and with its comprehensive security concept, the OSCE is in a unique position to develop and apply a gender mainstreamed security model that truly addresses the needs and concerns of all citizens in the OSCE region. Being the largest security organization in the world, the OSCE is in a prime position to become a leader of practical implementation of gender mainstreamed security, and it has already made advances in this direction in the ten years since the adoption of the OSCE Gender Action Plan.<sup>15</sup>

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<sup>12</sup> See, e.g.: [Arms Trade Treaty](#), in force 24 December 2014; [UN Security Council Resolution 2220 \(2015\)](#), UN Doc. S/Res/2220 (2015).

<sup>13</sup> This agenda "calls for women to participate in peacebuilding, be better protected from human rights violations, and have access to justice and services to eliminate discrimination," in situations of conflict and post-conflict. UN Women, [Peace and security](#).

<sup>14</sup> Swiss Organization for Security and Co-operation in Europe [OSCE] Chairmanship and Incoming Serbian OSCE Chairmanship, [Chairmanship Conclusions – Achieving Gender Equality in the OSCE Region: A Roadmap](#), OSCE Gender Equality Review Conference, Vienna, 10–11 July 2014, CIO.GAL/135/14, 24 July 2014; Ambassador Miroslava Beham, [Report to the Permanent Council](#), SEC.GAL/179/14, 5 November 2014, p. 3.

<sup>15</sup> Swiss OSCE Chairmanship and Incoming Serbian OSCE Chairmanship, [Chairmanship Conclusions: Swiss OSCE Chairmanship and Incoming Serbian OSCE Chairmanship](#), OSCE Gender Equality Review Conference, Vienna, 10–11 July 2014, CIO.GAL/135/14, 24 July 2014, p. 2.



To realize the potential of this statement, more should be done at the OSCE to mainstream UN Security Council Resolution 1325 (UNSCR 1325), including through the adoption of an OSCE-wide Action Plan. There is also a need to push for the more active involvement of women in efforts to resolve frozen conflicts in the OSCE area. This section examines recent developments related to UNSCR 1325 and provides some brief thoughts regarding possible next steps for the OSCE. The Helsinki +40 Process framework provides an avenue for discussion on these critical issues.

*i. Sexual and Gender-based Violence in Situations of Conflict and Crisis*

Women and girls are disproportionately affected by sexual and gender-based violence generally. Women and girls from minority groups and in situations of conflict or crises are particularly vulnerable. The UN Secretary General has remarked on the following disturbing trends in conflict-related sexual violence: violence against adolescent girls, including rape, sexual slavery and forced marriage; sexual violence as a form of persecution to forcibly displace populations; and the heightened vulnerability of displaced and refugee women and girls to sexual violence and abuse.<sup>16</sup>

More must be done to prevent the sexual violence faced by women in conflict zones, such as Syria and Iraq, that have an impact on comprehensive security within the OSCE area. Sexual violence and negative coping strategies, including recourse to prostitution and survival sex, as well as forced, early and child marriage, must also be addressed in the context of forced and prolonged displacement.

Attitudes are evolving and increasing attention is being given to these issues. The 2014 *Global Summit to End Sexual Violence* declared:

We are clear that the prevention of sexual violence in conflict is critical to peace, security and sustainable development.

Together we declare that rape and sexual violence is not an inevitable consequence of war or a lesser crime. From this day forward, the shame of these crimes should be firmly on those who commit them, not their victims.<sup>17</sup>

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<sup>16</sup> [Conflict-related sexual violence, Report of the Secretary General](#), Security Council, 23 March 2015, UN Doc. S/2015/203, para. 6.

<sup>17</sup> United Kingdom Government, [Global Summit to End Sexual Violence in Conflict \(Archived\)](#); End Sexual Violence in Conflict Global Summit, London 2014, [Statement of Action](#).

In addition to condemning and preventing sexual violence by non-state armed groups, national militaries, governments and international organizations must ensure that their field staff operating in conflict zones do not re-victimize those they are charged to protect. Zero-tolerance policies must be enforced in practice. Timely and effective investigations are required whenever credible allegations are made, to be followed by real sanctions for perpetrators where complaints are substantiated. Moreover, all field personnel working in conflict and post-conflict situations must fully understand and respect the objectives of the women, peace and security agenda, which includes both protection from violence (including sexual violence) and integration of women in decision-making and conflict resolution.

*ii. Women's Participation in Conflict Prevention, Resolution and Peacebuilding*

Often, the focus of action on UNSCR 1325 is on sexual and gender-based violence. However, women's participation and empowerment throughout the conflict cycle is of equal importance.

The UN Secretary General's 20 year review of the implementation of the Beijing Declaration and Platform for Action, published in December 2014, notes that, since the adoption of UNSC Resolution 1325, "remarkable achievements have been made at the normative level" and that women's representation in some senior decision-making positions related to peace and security has increased significantly.<sup>18</sup> However, significant funding and implementation challenges to ensuring women's full and equal participation in all aspects of the establishment and restoration of peace and security remain.<sup>19</sup>

At the OSCE-level, the Senior Gender Advisor, Ambassador Miroslava Beham, has stressed the importance of involving women in conflict resolution, peace-building and reconciliation efforts.<sup>20</sup> Women's full participation is necessary to ensure, for example, that humanitarian responses and disarmament and demobilization programs meet women's needs. At a recent

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<sup>18</sup> [Review and appraisal of the implementation of the Beijing Declaration and Platform for Action and the outcomes of the twenty-third special session of the General Assembly: Report of the Secretary General](#), Commission on the Status of Women, 59<sup>th</sup> Session, 9–20 March 2015, UN Doc. E/CN.6/2015/3, 15 December 2014, para. 147.

<sup>19</sup> Ibid., paras 149, 151, 154.

<sup>20</sup> OSCE, "[Women need a role in conflict resolution and peace-building efforts in Ukraine, says OSCE's Senior Gender Advisor](#)," News release, 5 February 2015.

conference on the implementation of UNSC Resolution 1325 in Vilnius, the President of the Republic of Lithuania, Dalia Grybauskaitė, stressed the importance of promoting women’s participation in decision-making in order to enhance national and international security.<sup>21</sup> One positive example of such efforts from the OSCE area comes from Ukraine, where efforts are underway to develop a UNSCR 1325 National Action Plan as part of the government’s response to the current crisis in and around that country.<sup>22</sup> The OSCE’s work on gender-sensitive mediation also provides another promising avenue for progress. As Ambassador Beham has pointed out, women’s experiences are rarely taken into account during formal peace negotiations. Including women in peace processes would foster “a greater understanding of the dynamics of conflict, as well as greater buy-in for the peace process.”<sup>23</sup>

This year is an important year for action on UNSCR 1325 as a high-level review is underway at the UN, which will include a global study of implementation to date. As a result, 2015 would be a perfect time for the adoption of an OSCE Action Plan on 1325 by participating States, as proposed by Austria, Finland, Turkey and Kazakhstan. Such a plan ought to include clear targets, timelines, accountabilities and resource allocations. It should also draw on lessons learned at the national level, many of which are illustrated in the OSCE Gender Section’s study on National Action Plans to implement UNSCR 1325.<sup>24</sup> The OSCE should also make greater efforts to implement UNSCR 1325 in the context of its efforts to resolve frozen and protracted conflicts.

### **3. Further Enhancing OSCE Capacities in Addressing Transnational Threats**

The OSCE’s work in addressing transnational threats such as terrorism and organized crime can also benefit from gender-based analysis. This section uses the examples of human trafficking and the terrorist radicalization of women to demonstrate the important of taking gender into account in addressing these phenomena.

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<sup>21</sup> OSCE, “[OSCE participating States assess progress on women’s involvement in conflict management and sustainable peace](#),” News release, 20 April 2015.

<sup>22</sup> OSCE, “[Need for women to be included in conflict prevention and resolution processes stressed at OSCE-supported workshop in Ukraine](#),” News release, 24 April 2015.

<sup>23</sup> OSCE, “[Launch of Guidance Note on Enhancing Gender-Responsive Mediation](#),” News release, 28 October 2013; OSCE, [Enhancing Gender-Responsive Mediation: A Guidance Note](#), October 2013.

<sup>24</sup> OSCE, [OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325](#), 22 October 2014.

### *i. Women, Terrorism and Counter-terrorism*

Women are both agents and victims of terrorism. Although most often seen as victims of radicalization or of extremist groups, women also become radicalized and actively involved in terrorism. To develop effective responses, it is crucial to address the very dire situation of women in areas under extremist control. It is equally important to understand women's roles in terrorist activities and counter-terrorism.

The OSCE has been very proactive in seeking to understand the radicalization of women. It issued a report about female suicide bombers in 2005 and has recently organized expert roundtables on the radicalization of women and women's role in countering violent extremism and radicalization.<sup>25</sup> The OSCE has been working with the Global Counterterrorism Forum to “promote gender-sensitive strategies, policies and measures to counter violent extremism and radicalization that lead to terrorism,” including organizing an event for civil society and another for senior government experts.<sup>26</sup> Research suggests that it is vital to engage and work with women to counter violent extremism and radicalization that leads to terrorism in their communities.<sup>27</sup> Women also must be empowered and provided with safe platforms to challenge violent extremist narratives at the local and international levels.<sup>28</sup>

### *ii. Human Trafficking*

Human trafficking is an industry involving billions of dollars and millions of victims.<sup>29</sup> Women, men and children are trafficked into many different forms of labour and for sexual exploitation. Trafficking is described by UN Women and the World Health Organization as a “gendered crime,” however, because women and girls are most often trafficked for forced sex work.<sup>30</sup> It is important to note that women are not only victims of trafficking; they also make

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<sup>25</sup> Organization for Security and Co-operation in Europe and Office for Democratic Institutions and Human Rights [OSCE-ODIHR], [Women and Terrorist Radicalization](#), OSCE Secretariat–OSCE-ODIHR Roundtables, 12-13 March 2012; OSCE-ODIHR, [Background Paper on Female Suicide Terrorism-Consequences for Counter-terrorism](#), OSCE Technical Expert Workshop on Suicide Terrorism, ODIHR.GAL/35/05, 20 May 2005.

<sup>26</sup> OSCE, [Women, Terrorism and Counter-terrorism](#), updated 5 January 2015.

<sup>27</sup> OSCE-ODHIR, [Women and Terrorist Radicalization: Final Report](#), OSCE Secretariat – OSCE-ODIHR Roundtables, 12–13 March 2012, p. 8.

<sup>28</sup> *Ibid.*, p. 9.

<sup>29</sup> United Nations Office on Drugs and Crime, [Transnational Organized Crime: the Globalized Illegal Economy](#).

<sup>30</sup> World Health Organization, [Understanding and addressing violence against women – Human trafficking](#), 2012, p. 2; UN Women, [Prevent, Combat, Protect: Human Trafficking](#), 2011, p. 20; UN Women, [Facts and Figures: Ending Violence against Women – A pandemic in diverse forms](#), 2013.

up approximately one third of those prosecuted and convicted of human trafficking offences world-wide. Women traffickers appear to be particularly common in countries where large numbers of girls were trafficked.<sup>31</sup>

In the OSCE area, root causes of trafficking include “poverty, weak social and economic structures, lack of employment opportunities and equal opportunities in general, violence against women and children, discrimination based on sex, race and ethnicity, corruption, unresolved conflicts, post-conflict situations, illegal migration and the demand for sexual exploitation and inexpensive, socially unprotected and often illegal labour.”<sup>32</sup> In partial response to these factors, the 2003 *OSCE Action Plan to Combat Trafficking in Human Beings* suggests the economic empowerment of women in order to fight against trafficking.<sup>33</sup>

Human trafficking also has important links to other types of transnational threats in the OSCE area and in nearby countries. As conflict and crisis decrease women’s economic options, their vulnerability to exploitation increases. These trends are most pronounced amongst groups that were already particularly vulnerable, such as minority ethnic groups. Research from the Balkans shows that women’s heightened vulnerability to trafficking during crisis situations persists well into the post-conflict period and may even extend beyond the first generation.<sup>34</sup>

In the context of the irregular migration crisis faced by many OSCE participating States, it is important to consider the gendered implications of the nexus between conflict, crisis and human trafficking. A recent International Organization for Migration report about trafficking found that, in the cases of Libya and Iraq, the erosion of the rule of law associated with conflict has resulted in a situation of impunity for traffickers. People in these countries are trafficked as a means to recruit fighters and workers, for revenue generation and to provide sexual services, with migrants and refugees at particular risk in Libya. Ethnic, racial and religious discrimination against minorities also puts them at particular risk of trafficking. Women and girls in these countries are targeted particularly for sexual exploitation and slavery.<sup>35</sup> Within the OSCE area, in Ukraine, the Special Representative and Co-ordinator for

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<sup>31</sup> United Nations Office on Drugs and Crime, [Global Report on Trafficking in Persons, 2014](#), 2014, pp. 27–29.

<sup>32</sup> OSCE, [OSCE Action Plan to Combat Trafficking in Human Beings](#) (Ministerial Council, Decision No. 2/03 on Combating Trafficking in Human Beings, MC.DEC/2/03, 2 December 2003, p. 1).

<sup>33</sup> Ibid.

<sup>34</sup> Caritas, *Trafficking in Human Beings in Conflict and Post-Conflict Situations*, 2015, p. 6.

<sup>35</sup> International Organization for Migration, [Addressing Human Trafficking and Exploitation in Times of Crisis: Evidence and recommendations for further action to protect vulnerable and mobile populations](#), Briefing Document, 2015, p. 6.

Combating Trafficking in Human Beings' recent visit was intended to increase awareness of the risk of human trafficking in displacement situations.<sup>36</sup> Complementing these efforts, local Ukrainian organizations are making efforts to support livelihood opportunities as a means to reduce vulnerability to trafficking.<sup>37</sup>

#### **4. Conclusions Relating to Reinforcing the Political and Security Dimension**

The examples above are just a few of the many areas of the political and security dimension that can benefit from gender-based analysis and gender mainstreaming. A better understanding of the gendered elements of human trafficking, terrorism and the use of small arms and weapons will lead to better security solutions that address the needs of both men and women. Code of Conduct reporting has the potential to provide reliable, comprehensive data to assess progress in achieving gender equality in the first dimension, and a strong commitment by the organization and participating States to the objectives of UNSCR 1325 will lead to improvements in comprehensive security in the OSCE region.

##### **b. Enhancing the Economic and Environmental Dimension**

A more sustained and systematic focus on the economic empowerment of women is a key way that participating States can enhance the strategic orientation of the economic and environmental dimension as part of the Helsinki +40 Process. The 2004 OSCE Action Plan lists “promoting equal opportunity for women in the economic sphere” as one of the priority areas for the OSCE Secretariat institutions and field missions to integrate when developing plans and programs to assist participating States.<sup>38</sup> While recent decades have seen the improvement of women’s legal status worldwide, many laws still limit women’s abilities to fully participate in economic life. Gender differences in some laws and policies can make it difficult for women to access employment opportunities or start businesses, restrict access to capital for women-owned firms, and limit women’s capacity to make legal decisions.<sup>39</sup> Lower labour market participation, disparities in access to social protection and on-going pay gaps for equal work also reduce women’s lifetime earnings and pensions, and increase the

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<sup>36</sup> OSCE, [Human trafficking in crisis situations: raising awareness in Ukraine](#), Updated 23 June 2015.

<sup>37</sup> OSCE, [Human trafficking in crisis situations: raising awareness in Ukraine](#), Updated 23 June 2015.

<sup>38</sup> OSCE, [2004 OSCE Action Plan for the Promotion of Gender Equality](#), 2004, pp. 10–11.

<sup>39</sup> The World Bank, [Women, Business and the Law 2014: Removing Restrictions to Enhance Gender Equality](#), 2014, p. 8.

incidence of female poverty.<sup>40</sup> As noted above, economic inequalities also increase women's vulnerability to exploitation in crisis and conflict. Within the OSCE region, some countries are international leaders in gender equality in the economy, while others are less advanced or in transition.<sup>41</sup> It is important, therefore, that efforts to strengthen the OSCE as part of the Helsinki +40 Process respond to women's economic needs and strengthen their ability to participate fully in all aspects of economic life in their countries.

### **1. Labour Market Participation and Equal Pay for Work of Equal Value**

In recent decades, world-wide, women's educational attainment and labour market participation have generally increased.<sup>42</sup> In the OSCE area as a whole, women's participation in the labour force has remained consistent and on par with global averages of around 50%.<sup>43</sup> Nevertheless, according to a 2014 World Bank publication, the vast majority of the world's economies maintained at least one legal restriction on women's economic opportunities,<sup>44</sup> some of the countries with the greatest number of restrictions are found in Eastern Europe.<sup>45</sup> However, seven of the 15 economies with no legal differences restricting women's labour market participation are OSCE participating States (Armenia, Canada, Estonia, Hungary, the Netherlands, Slovakia, and Spain).

There is general agreement that women and men have the right to receive equal remuneration for work of equal value. This extends beyond equal pay for the same job; even when two jobs are completely different, if they are of equal value based on objective criteria, then the pay should be equal. While equal pay for equal work is reaffirmed through various international commitments, women are still paid less than men for work of equal value, earning around

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<sup>40</sup> OSCE, [\*Decision No. 10/11, Promoting Equal Opportunity for Women in the Economic Sphere\*](#), 9 December 2011, p. 3. See also: UN Women, [\*The Beijing Declaration and Platform for Action Turns 20: Summary Report\*](#), 2015, p. 9.

<sup>41</sup> OSCE, [\*Women's Economic Empowerment: Trends & Good Practices on Women's Entrepreneurship in the OSCE Region\*](#), 11 February 2011, p. 11.

<sup>42</sup> See: World Economic Forum, [\*The Global Gender Gap Report 2014\*](#), indicating that the gap in educational attainment between women and men globally is only 6% and 25 countries have closed the gap entirely.

<sup>43</sup> OSCE, [\*Women's Economic Empowerment: Trends & Good Practices on Women's Entrepreneurship in the OSCE Region\*](#), 11 February 2011, p. 12.

<sup>44</sup> The World Bank, [\*Women, Business and the Law 2014: Removing Restrictions to Enhance Gender Equality\*](#), 2014, p. 8.

<sup>45</sup> The World Bank, [\*Women, Business and the Law 2014 Fact Sheet: Eastern Europe and Central Asia\*](#), 2014.

76% what men earn.<sup>46</sup> Girls and women of minority communities can face multiple and intersecting forms of discrimination on the basis of gender, ethnicity, race and other factors in the economic realm, placing them at a disadvantage in relation to other women in their societies.<sup>47</sup>

The OSCE notes that while women have generally achieved equality in school and university enrolment and graduation rates, there are ongoing obstacles to closing the gender pay gap.<sup>48</sup> Women may take time away from the labour force to raise children, potentially resulting in skills loss or missed opportunities. Women are also more likely to be employed in low paid work in the agricultural and service sectors, with limited social and legal protections.<sup>49</sup> As well, women are under-represented in highly paid work like in senior management or corporate board positions and over-represented in part-time and precarious employment.<sup>50</sup> However, because of the historical and stereotypical approach to determining pay, women's pay on average is lower than men's no matter the level of education, age group, or occupation.<sup>51</sup>

Many of these trends are illustrated by an example from Canada. For a number of years, in developed economies, efforts have been made to persuade more young people – and more young women – to study maths and sciences. These fields of study are generally considered to lead to higher employment rates and higher paying jobs in industries that promote innovation and contribute to a country's overall economic competitiveness. Recent statistics from Canada show that amongst university graduates with degrees in science, technology, engineering, mathematics and computer science (STEM), women continue to be under-represented (at between 23–39% of graduates depending on sub-field). Moreover, young

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<sup>46</sup> UN Women, [Progress of the World's Women: Transforming Economies, Realizing Rights](#), 2015, p. 79.

<sup>47</sup> United Nations Division for the Advancement of Women, Office of the High Commissioner for Human Rights, United Nations Development Fund for Women, [Gender and racial discrimination, Report of the Expert Group Meeting](#), Zagreb, 21–24 November 2000.

<sup>48</sup> OSCE, [Gender Equality Review Conference, 10–11 July: Annotated Agenda](#), Vienna, 3 June 2014.

<sup>49</sup> OSCE, [Women's Economic Empowerment: Trends & Good Practices on Women's Entrepreneurship in the OSCE Region](#), 11 February 2011, p. 12.

<sup>50</sup> International Labour Organization, [Equal Pay: An Introductory Guide](#), 2013, p. 17; OSCE, [Women's Economic Empowerment: Trends & Good Practices on Women's Entrepreneurship in the OSCE Region](#), 11 February 2011, p. 12; OSCE, [Decision No. 10/11, Promoting Equal Opportunity for Women in the Economic Sphere](#), 9 December 2011, p. 3.

<sup>51</sup> International Labour Organization, [Equal Pay: An Introductory Guide](#), 2013, pp. 12–13.



female graduates have much poorer labour market outcomes than their similarly educated male peers. Even when both male and female graduates work on a full-time, full-year basis, women earn less, have higher unemployment rates and are more likely to be over-qualified for the jobs they do hold. These trends are illustrated in the table below.<sup>52</sup>

**Labour market outcomes of university graduates aged 25 to 34,  
by sex and major field of study, 2011**

	Total	Women	Men
<b>(Percentage)</b>			
<b>Unemployment</b>			
Total STEM (“Science, Technology, Engineering, Mathematics and computer science)	5.5	7.0	4.7
Science	6.2	6.6	5.8
Technology (except engineering technology)	5.1	3.4	6.7
Engineering	4.9	7.1	4.3
Mathematics and computer science	5.4	8.5	4.2
<b>Skill mismatch<sup>1</sup></b>			
Total STEM	14.3	18.3	11.8
Science	18.0	18.9	16.8
Technology (except engineering technology)	22.2	20.5	23.5
Engineering	10.6	13.5	9.8
Mathematics and computer science	13.6	22.4	10.1
<b>(Canadian dollars)</b>			
<b>Median wages and salaries<sup>2</sup></b>			
Total STEM	59,300	53,200	62,300
Science	51,700	49,100	55,300
Technology (except engineering technology)	51,700	49,700	54,600
Engineering	65,200	61,100	66,300
Mathematics and computer science	59,300	54,900	60,800

Notes: STEM includes science, technology, engineering, mathematics and computer science. Data source: Statistics Canada, National Household Survey, 2011.

1. Percentage of persons working in occupations requiring a high school education or less. Includes persons who were employed during the NHS [National Household Survey] reference week, or weren't employed but last worked in 2010 or 2011. Similar differences were found between groups when the sample was restricted to employees working full year, full-time in 2010.
2. Gross wages and salaries before deduction, employees working full year, full time in 2010.

Source: Table prepared by the author using data obtained from Darcy Hango, [Gender differences in science, technology, engineering, mathematics and computer science \(STEM\) programs at university](#), Statistics Canada, December 2013.

<sup>52</sup> Darcy Hango, “[Gender differences in science, technology, engineering and computer science programs at university](#),” *Insights on Canadian Society*, Statistics Canada, December 2013.

In the OSCE area, economic difficulties after the 2007–2009 financial crisis led to fewer opportunities in formal employment, many turned to entrepreneurship, including many women. Women entrepreneurs range from 40% of owners of privately held firms in the United States and 34% of all businesses in Austria, to 15% of entrepreneurs in Armenia and 11% in Turkey.<sup>53</sup> A 2011 OSCE report notes that “the potential of women’s enterprises remains underutilized”;<sup>54</sup> women are less likely than men to establish their own businesses, and when they do, those business tend to be smaller and less likely to grow than those of male counterparts.

New research indicates that, when stimulus spending gave way to austerity measures after the financial crisis, government cutbacks had a disproportionate impact on women.<sup>55</sup> For example, because women typically shoulder a higher burden of child and elder care, cuts to education and health services tend to disproportionately impact women. Furthermore, as economies rebound, men’s employment in many states is recovering faster than that of women.<sup>56</sup> These outcomes are not inevitable, however. Governments have a critical role to play in ensuring that economic policies advance gender equality and women’s rights. Gender-responsive budgeting and taking account of gender in macro-economic policy-making for example, can help ensure that men and women benefit equally from national economic policies and promote women’s economic empowerment.<sup>57</sup>

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<sup>53</sup> OSCE, [Women’s Economic Empowerment: Trends & Good Practices on Women’s Entrepreneurship in the OSCE Region](#), 11 February 2011, p. 13.

<sup>54</sup> OSCE, [Women’s Economic Empowerment: Trends & Good Practices on Women’s Entrepreneurship in the OSCE Region](#), 11 February 2011, p. 13.

<sup>55</sup> Ibid.; UN Women, [The Global Economic Crisis and Gender Equality](#), 2014.

<sup>56</sup> UN Women, [Progress of the World’s Women: Transforming Economies, Realizing Rights](#), 2015, p. 49.

<sup>57</sup> UN Women defines gender responsive budgeting [GRB] as budgeting that “entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance.” (UN Women, [Gender Responsive Budgeting](#)). See also: Stephanie Seguino, [Financing for Gender Equality: Reframing and Prioritizing Public Expenditures to Promote Gender Equality](#), UN Women, January 2013; UN Women, [Progress of the World’s Women: Transforming Economies, Realizing Rights](#), 2015, p. 90 ff.

## 2. Unpaid Work

Due to stereotypical views about women and men's roles, women worldwide perform the majority of unpaid work, which includes cooking, cleaning, caring for children and the elderly, as well as fetching water and fuel in some societies. Unpaid work can take a significant amount of time, results in little financial reward or recognition, and limits access to other opportunities (such as education and employment) for these girls and women.<sup>58</sup> The United Nations Special Rapporteur on extreme poverty and human rights states that unpaid care work is “a major barrier to women's rights, equitable development and gender equality.”<sup>59</sup>

With regard to the sharing of unpaid work, the OSCE's *Ministerial Decision No. 10/11 on Promoting Equal Opportunity for Women in the Economic Sphere* recommends that participating States:

[p]romote the sharing of domestic work, and parental and caregiver responsibilities, by expanding paternity leave; promoting non-discriminatory employment policies and practices and equal access to education and training; taking measures to facilitate combining employment with family responsibilities; and seeking to ensure that any structural adjustment policies and programmes do not have an adversely discriminatory effect on women.<sup>60</sup>

Governments can implement legislation and policies that encourage women to work and make it easier to access employment opportunities; these include laws and policies on non-discrimination in hiring, maternity and paternity leave regimes, laws preventing employers from firing pregnant women and requiring employers to provide break times for nursing mothers, and policies or quotas encouraging women's participation in certain fields of the economy.<sup>61</sup> Access to affordable child and elder care is also critical. In the OSCE area, many

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<sup>58</sup> United Nations Human Rights – Office of the High Commissioner for Human Rights, [Statement by the Special Rapporteur on extreme poverty and human rights to the 68th session of the General Assembly](#), New York, 23 October 2013; UN Women, [Progress of the World's Women: Transforming Economies, Realizing Rights](#), 2015, p. 10.

<sup>59</sup> United Nations Human Rights – Office of the High Commissioner for Human Rights, [Statement by the Special Rapporteur on extreme poverty and human rights to the 68th session of the General Assembly](#), New York, 23 October 2013.

<sup>60</sup> OSCE, [Decision No. 10/11, Promoting Equal Opportunity for Women in the Economic Sphere](#), 9 December 2011, p. 3.

<sup>61</sup> The World Bank, [Women, Business and the Law 2014: Removing Restrictions to Enhance Gender Equality](#), 2014, p. 10.

recent reforms have been concentrated in these areas. Norway, for example, has extended paid parental leave and increased parental leave reserved for fathers to 14 weeks.<sup>62</sup> There is also evidence that parental leave for fathers has a positive impact on the equitable distribution of unpaid work after fathers return to work.<sup>63</sup>

### **3. Conclusions on the Need for Women’s Economic Empowerment**

According to UN Women, “unequal outcomes for women in the labour market are the biggest contributor to their overall socio-economic disadvantage.”<sup>64</sup> As discussed above, economic vulnerability leaves women more vulnerable to criminal exploitation and more likely to adopt negative survival strategies during times of conflict and crisis. As the discussion below will illustrate, economic vulnerability can also prevent women from leaving violent and abusive domestic relationships. Women’s economic empowerment, then, is a central contributing factor to improving gender equality and to reducing poverty. It is also a critical tool to ensure the comprehensive security of half of the population of the OSCE area.

As the OSCE reflects on ways to enhance the strategic orientation of the economic and environmental dimension, recent insights into the long-term persistence and causes of economic inequality must be integrated into the OSCE’s gender-mainstreaming efforts in the second dimension.

#### **c. Strengthening the Human Dimension**

One of the foundational principles of the OSCE, enshrined in the Helsinki Final Act, is the commitment of participating States to respect the human rights and fundamental freedoms of all, without distinction. Other core commitments include the right of all people to equality before the law and the equal protection of the law. In order to deliver on these commitments, the OSCE and its participating States need to strengthen the human dimension and redouble their efforts to ensure gender equality within the organization and at the national level. This section focuses in particular on two areas in which the OSCE is currently taking action: combatting violence against women and enhancing the participation of women in political and public life.

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<sup>62</sup> The World Bank, [Women, Business and the Law 2014 Fact Sheet: OECD High-Income Economies](#), 2014; The World Bank, [Women, Business and the Law 2014 Fact Sheet: Eastern Europe and Central Asia](#), 2014.

<sup>63</sup> Ankita Patnaik, [“Daddy’s Home!” Increasing Men’s Use of Paternity Leave](#), Council on Contemporary Families, 2 April 2015.

<sup>64</sup> UN Women, [Progress of the World’s Women: Transforming Economies, Realizing Rights](#), 2015, p. 68.

## 1. Preventing Violence Against Women

Violence against women persists in countries across the OSCE area. The World Health Organization and UN Women state that violence against women negatively impacts physical, sexual, reproductive, emotional, and mental health.<sup>65</sup> The Office for Democratic Institutions and Human Rights (ODIHR) indicates that this type of violence “should be recognized as something that not only threatens the physical security of women and girls, but also limits women’s ability to participate and make their own decisions in the political, economic, social and cultural spheres.”<sup>66</sup> It should be noted that while women of all backgrounds are vulnerable to violence, some are more vulnerable than others, including young women and children, women with disabilities, women with lower incomes, and women who belong to ethnic and racial minorities. The OSCE notes that Roma and Sinti women, in particular, face the threat of racist violence and hate crimes in many countries.<sup>67</sup>

The OSCE has a long history of addressing violence against women through its programs and initiatives in participating countries. The *2004 OSCE Action Plan for the Promotion of Gender Equality* lists “preventing violence against women” as one of the priority areas for the OSCE Secretariat institutions and missions to use as a basis when developing plan and programs to assist participating States.<sup>68</sup> In 2005, the Ministerial Council adopted a decision on preventing and combatting violence against women and expressed “its deep concern at the persisting level of violence against women and girls in the OSCE region, as well as the human and political costs of this phenomenon.”<sup>69</sup> Last year in Basel, a follow-up decision was adopted that set out concrete steps to be taken by OSCE executive structures and participating States. The detailed decision calls on participating States to improve their legal frameworks; encourages participating States to enhance efforts in the fields of prevention, protection, and prosecution of gender based violence; and, encourages improved partnerships with civil society. It also sets out specific responsibilities for OSCE executive structures with respect to combatting violence against women.<sup>70</sup>

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<sup>65</sup> World Health Organization, *Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence*, 2013.

<sup>66</sup> OSCE-ODIHR, *ODIHR and Gender Equality*, 2013, p. 3.

<sup>67</sup> OSCE-ODIHR, *ODIHR and Roma and Sinti Issues*

<sup>68</sup> OSCE, *2004 OSCE Action Plan for the Promotion of Gender Equality*, 2004, pp. 10–11.

<sup>69</sup> OSCE, *Ljubljana Ministerial Decision No. 15 on preventing and combating violence against women*, 6 December 2005.

<sup>70</sup> OSCE Ministerial Council, *Decision No. 7 on Preventing and Combating Violence against Women*, 5 December 2014.

The OSCE Gender Section has highlighted the need for better data collection about the nature of violence against women, its causes, consequences and its incidence, noting that the paucity of good data constrains policy efforts to combat violence against women and may result in a lack of services, or services that are insufficient or unresponsive to real needs. The Gender Section has highlighted the need for better data collection, more robust indicators to measure violence against women, and improved monitoring and tracking within the legal system, the media and state budgeting. In addition, further research and analysis of victims' needs and experiences are also required.<sup>71</sup>

## **2. Ensuring Equal Opportunity for Participation of Women in Political and Public Life**

OSCE commitments and international standards provide that men and women should have equal rights and opportunities to participate fully in public and political life. Nevertheless, women are often excluded from decision-making positions in the political and public sphere. As a result, women do not participate equally in peace conferences, boardrooms, and parliaments around the world.<sup>72</sup>

Organizations such as the OSCE and the United Nations have identified the need to increase the participation of women in political and public life.<sup>73</sup> The OSCE's 2011 *Gender Equality in Elected Office: A Six-Step Action Plan* notes that women's equal participation in political office is critical for several reasons: to fulfil a nation's commitments to women's rights; to provide women access to higher positions, such as ministers, party leaders or heads of state and government; to alter the legislative and policy agenda to include women's perspectives; to reflect all sectors of society and legitimize the elected body; and to strengthen civic engagement and political participation.<sup>74</sup>

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<sup>71</sup> OSCE Gender Section, [Bringing Security Home: Combating Violence Against Women in the OSCE Region. A compilation of Good Practices](#), June 2009.

<sup>72</sup> United Nations, [The Millennium Development Goals Report 2013](#), New York, 2013, p. 5.

<sup>73</sup> See, e.g.: UN Women, [Summary Report: The Beijing Declaration and Platform for Action Turns 20](#), March 2015.

<sup>74</sup> OSCE – ODIHR, Pippa Norris and Mona Lena Krook, [Gender Equality in Elected Office: A Six-Step Action Plan](#), 2011, pp. 5–6; UN Women, 2011–2012, [Progress of the World's Women: In Pursuit of Justice – Executive Summary](#), 2011, p. 8.

One of the indicators for monitoring progress towards the Millennium Development Goals (MDGs) is the “proportion of seats held by women in national parliaments,”<sup>75</sup> and a similar indicator has been included in the proposed new post-2015 Sustainable Development Goals: “ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.”<sup>76</sup>

At the OSCE level, the 2004 Action Plan established a number of priority areas, one of which was “ensuring equal opportunity for participation of women in political and public life.”<sup>77</sup> In 2009, the OSCE reaffirmed the importance of women’s participation and equal representation in public and private life by adopting the *OSCE Ministerial Council Decision 7/09 on Women’s Participation in Political and Public Life*. This decision calls on participating States to consider legislative measures to “facilitate a more balanced participation of women and men in political and public life, especially in decision-making.”<sup>78</sup>

#### *i. Women’s Participation in the Democratic Process*

The equal participation of women in the democratic process is particularly important during elections. During election observation missions, ODIHR examines “women’s participation as voters, candidates and elected representatives; their involvement in leadership roles within state institutions, electoral commissions and political parties; and how the legal framework and media structures affect women, as well as men.”<sup>79</sup> For example, women may be disadvantaged during the voter registration process because women’s names and places of residence often change as a result of marriage, and electoral lists may not accurately capture these changes. In affirmative registration systems, the registration offices may have hours of operation or locations that are inconvenient for women; literacy barriers may limit a woman’s access to registration; and traditional cultural patterns may dissuade women from exercising their right to vote.<sup>80</sup>

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<sup>75</sup> UN Statistics Division: Millennium Development Goals Indicators, [Official List of MDG Indicators](#), 15 January 2008.

<sup>76</sup> United Nations, [Report of the Open Working Group of the General Assembly on Sustainable Development Goals](#), General Assembly, 12 August 2014, UN Doc. A/68/970, p. 14, Goal 5.

<sup>77</sup> Organization for Security and Co-operation in Europe, [2004 OSCE Action Plan for the Promotion of Gender Equality](#), Ministerial Council, 2004, p. 12.

<sup>78</sup> Organization for Security and Co-operation in Europe, [Decision No. 7/09: Women’s Participation in Political and Public Life](#), Ministerial Council, 2009, p. 2.

<sup>79</sup> OSCE-ODIHR, [ODIHR and Gender Equality](#), 2013, p. 2.

<sup>80</sup> OSCE-ODIHR, [Handbook for Monitoring Women’s Participation in Elections](#), 2004, pp. 25–26.

According to ODIHR, women's democratic participation is also undermined by under-representation in governance structures and decision-making positions across the OSCE region.<sup>81</sup> At the parliamentary level, there has been a slow but consistent rise in the percentage of women, but most parliaments fall below the widely recognized 30% benchmark to ensure a critical mass of women. As of June 2015, 44 countries around the world had this benchmark — and of these countries, seventeen were OSCE participating States.<sup>82</sup> The world average for women's representation in parliaments was 22.2% as of 1 June 2015.<sup>83</sup> This average has improved from around 15% ten years earlier.<sup>84</sup>

There are a number of important challenges to women's participation in parliaments. One of the most serious barriers is the dominant social climate of a country, including its religious or cultural practices. In some countries, a woman's public role is restricted and women may face even gender-based violence and harassment for public participation. Patriarchal attitudes and persistent gender stereotypes may tie women to reproductive roles and housekeeping responsibilities, or force them to assume a greater burden for such unpaid work, which again limits political participation.<sup>85</sup> Other challenges include difficulty in securing a party nomination or a place on the list of candidates, and male-centred parliamentary culture, as well as structures, operations and procedures that may unintentionally favour men or discriminate against women.<sup>86</sup>

To encourage a greater women's participation, public perception of women in politics must shift. Parliament can promote this shift through public awareness movements and civic education with the goal of countering the cultural biases against women.<sup>87</sup> Parliaments should also become more gender-sensitive, so they respond to the needs of both men and women. To this end, parliaments can develop codes of conduct and anti-harassment policies or reform

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<sup>81</sup> OSCE-ODIHR, *ODIHR and Gender Equality*, 2013, p. 2.

<sup>82</sup> Ibid. As of 1 June 2015, these seventeen countries were: Andorra, Austria, Belgium, Denmark, Finland, Germany, Iceland, Italy, former Yugoslav Republic of Macedonia, Netherlands, Norway, Portugal, Serbia, Slovenia, Spain, Sweden, and Switzerland. Over 25% of parliamentarians are women in Belarus, Canada, Croatia, France, Kazakhstan, Luxembourg and the United Kingdom.

<sup>83</sup> Inter-Parliamentary Union, *Women in National Parliaments – World and Regional Averages*, 1 June 2015.

<sup>84</sup> Inter-Parliamentary Union, *Women in National Parliaments – Statistical Archive*.

<sup>85</sup> Inter-Parliamentary Union, *Is Parliament Open to Women? An Appraisal*, Conference for Chairpersons and Members of Parliamentary Bodies Dealing with Gender Equality, Geneva, 28–29 September 2009.

<sup>86</sup> Ibid.; Sonia Palmieri, *Gender-Sensitive Parliaments: A Global Review of Good Practice*, Inter-Parliamentary Union, 2011, p. 4.

<sup>87</sup> Julie Ballington, *Equality in Politics: A Survey of Women and Men in Parliaments*, Inter-Parliamentary Union, 2008, p. 19.



procedural frameworks to include the provision of proxy voting or shortened sitting hours. Parliaments can also establish parental leave policies or provide childcare opportunities on site.<sup>88</sup> Another widely-used mechanism to strengthen the participation of women in parliaments is the creation of a women's association or caucus.<sup>89</sup> These groups serve as a forum where women can network, share gender-related concerns and advance the mainstreaming of gender issues.<sup>90</sup>

Clearly, parliamentarians themselves must be at the centre of these reforms. This fact gives the OSCE PA and national parliaments a unique opportunity to contribute to improving women's representation in political and public life throughout the OSCE area. In this way, parliamentarians can lend their specific expertise to strengthening the human dimension as part of the Helsinki +40 Process.

### **3. Conclusions in Relation to Strengthening the Human Dimension**

In recent years, OSCE participating States have had difficulty agreeing upon new human dimension commitments. There are, however, some areas where consensus has been reached – such as combatting violence against women – and there are areas where parliamentarians can drive reforms such as enhancing women's political representation. By focusing on concrete steps that can be taken to improve data collection, legislative frameworks and policies, as well as advocating for broader changes within their political parties and institutions, OSCE parliamentarians can lead by example and make a real contribution to strengthening the OSCE's human dimension as part of the Helsinki +40 Process.

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<sup>88</sup> Sonia Palmieri, [Gender-Sensitive Parliaments: A Global Review of Good Practice](#), Inter-Parliamentary Union, 2011.

<sup>89</sup> Sonia Palmieri, [Gender-Sensitive Parliaments: A Global Review of Good Practice](#), Inter-Parliamentary Union, 2011, p. 76.

<sup>90</sup> Inter-Parliamentary Union, [Equality in Politics: A Survey of Women and Men in Parliaments](#), Reports and documents no. 54, Geneva, Switzerland, 2008, pp. 68–69; OSCE Office for Democratic Institutions and Human Rights, [A Comparative Study of Structures for Women MPs in the OSCE Region](#), September 2013, p. 79.

#### **d. Enhancing the Effectiveness and Efficiency of the OSCE and Increasing Interaction with Partners for Co-operation, International and Regional Organizations**

Part of the Helsinki +40 Process involves discussions about ways to enhance the organization's effectiveness and efficiency. The OSCE Gender Section has identified a number of gaps and weaknesses in the OSCE's efforts to mainstream gender issues. It has also provided concrete suggestions for improving gender responsiveness and gender-mainstreaming throughout the organization.<sup>91</sup> To mark the 10<sup>th</sup> anniversary of the adoption of the OSCE Gender Action Plan, participating States debated the adoption of an Addendum to the plan at the Basel Ministerial Council in December 2014. This plan would have responded to many of the gaps and suggestions identified by the Gender Section. Unfortunately, a consensus could not be reached, because some States attempted to restrict the scope of the decision or to weaken commitments related to the promotion and achievement of gender equality. Nevertheless, the Ministerial Council did call for the participating States to finalize an Addendum in 2015 and present it to the Permanent Council for adoption. This process has now begun and hopefully will lead to the adoption of an Addendum this year.<sup>92</sup>

The OSCE, its Partners for Co-operation and regional and international organizations are faced with similar challenges in conducting gender-based analysis, ensuring sufficient representation for women, particularly at higher levels, and in mainstreaming gender in their policies and practices. The OSCE and its participating States can benefit from the experiences of others and share their best practices for mutual benefit.

Increasing interaction with such partners is also an opportunity for the OSCE to demonstrate its commitment to the women, peace and security agenda. By appointing women at the highest levels in these discussions and ensuring that the agenda and any resulting projects and initiatives incorporate and properly resource gender considerations, the OSCE could take a valuable step to strengthening its external partnerships for the future.

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<sup>91</sup> See, e.g.: OSCE Gender Section, *The Ten Year Anniversary of the 2004 Gender Action Plan: Food-for-Thought Paper*, 2014.

<sup>92</sup> OSCE Ministerial Council, [\*Decision No. 8/14: Addendum to the 2004 OSCE Action Plan for the Promotion of Gender Equality\*](#), MC.DEC/8/14, 5 December 2014.

### **e. The Helsinki +40 Process, Gender and the Role of Parliamentarians**

As legislators, leaders and opinion-shapers, parliamentarians can make significant contributions to the achievement of gender equality in their own societies. Parliamentary study of government policies, foreign aid budgets and legislation can ensure that the needs of women are being met. For example, in their role scrutinizing government policies, parliamentarians can ensure that efforts to ensure gender equality and mainstream gender issues by national departments and agencies – including in the police and security services – are transparent and publically accountable. Applying a gender lens to parliamentary action in relation to national budget procedures and macro-economic policy provides another promising avenue for promoting gender equality. In their role as legislators, parliamentarians can adopt stronger and more specialized legal frameworks designed to enhance gender equality, and to prevent and punish violence against women and other gendered crimes.

By partnering with civil society and other experts, parliamentarians can raise awareness of gender inequality. As opinion leaders, parliamentarians can help combat harmful social stereotypes that legitimize violence against women. In addition, parliamentarians can advocate for greater responsiveness to gender issues within national security services and in the justice sector, and can be important advocates for specialized responses, such as the creation of truth and reconciliation commissions, to address particularly egregious or persistent forms of inequality and abuse. Through their networks, parliamentarians can also encourage qualified women to apply for senior leadership positions in government and in international organizations.

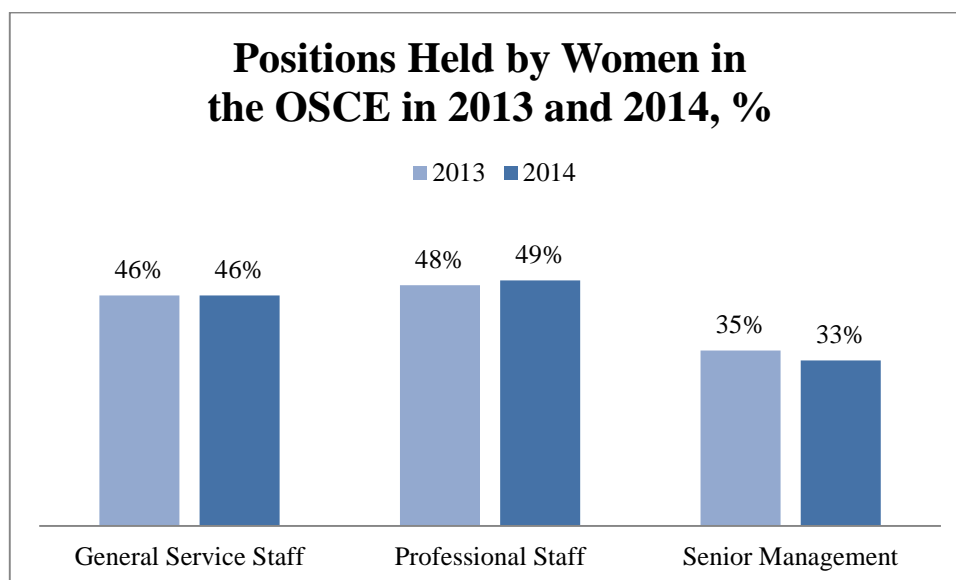
At the OSCE level, the adoption of an Addendum to the Gender Action Plan would make a significant contribution to the organization's effectiveness in promoting and enhancing gender equality as the organization attempts to renew itself. Parliamentarians can contribute to generating the political will necessary to reach consensus on this important issue. Moreover, enhanced cooperation between the OSCE PA on one hand and OSCE structures on the other, has the potential to enhance the organization's ability to gather and analyse relevant and timely information at the national level. From a parliamentary perspective, greater collaboration with OSCE structures and institutions also has the potential to facilitate networking, knowledge transfer and the sharing of best practices throughout the OSCE area.

Overall, then, parliamentarians can make significant contributions to improving gender equality in their own societies, and in ensuring that achieving gender equality, as an essential component of comprehensive security, forms part of OSCE efforts to strengthen the organization to meet the challenges of the future.

### III. Gender in the OSCE Governmental Structures

The analysis of gender balance throughout the OSCE governmental structures – discussed in the following pages – is based on the statistics provided by the Gender Section of the Office of the Secretary General of the OSCE, which show the representation of women and men in the OSCE Secretariat, Institutions and Field Operations as of 29 December 2014.

The OSCE maintains a staff of 2,308, with women representing 46% of the total workforce, the same share as in previous three years. The percentage of women in professional positions (National Professional Officers, P1 to P4 and S, S1 and S2) has slightly increased, from 48% in 2012 and 2013 to 49% in 2014. However, women continue to be severely under-represented in senior management positions (33% in December 2014). This category (S3+ and P5+) has experienced deterioration of gender balance in comparison to the previous reporting period when women held 35% of senior management positions.<sup>93</sup>



<sup>93</sup> See Table 1 in Annexes.

The gender balance within the Heads of Institutions has remained equal, with Astrid Thors continuing to serve as the OSCE High Commissioner on National Minorities and Dunja Mijatović holding the post of the OSCE Representative on Freedom of the Media.

In the professional category within the Secretariat and Institutions women accounted for 43% in 2014, which is an increase from the reported 41% in 2012 and 2013. However, the Secretariat and Institutions have experienced a decrease in the number and proportion of women holding senior management positions, with 12 out of a total of 33 positions now held by women (36.4%).<sup>94</sup> Female representation in the Secretariat and Institutions continues to be the strongest among the general service staff (66%).

Since the establishment of OSCE Field Operations in 1992, only eight women have served as Heads of Field Operations in sharp contrast to 122 men who held such a position. In 2014 no woman was appointed a Head of Mission. Two women currently heading a Field Operation are Ambassador Natalia Zarudna, Head of the OSCE Center in Astana (since December 2011), and Ambassador Janina Hrebickova, Head of the OSCE Mission to Montenegro (since December 2013). The number of female Deputy Heads of Mission has dropped from five in December 2013 to current three out of ten. Only the Deputy Heads of Mission at the OSCE Mission to Bosnia and Herzegovina, the OSCE Mission in Kosovo and the OSCE Mission to Skopje are female.

The overall percentage of women in senior management positions in Field Operation has also dropped – from 34% in December 2013 to 31% in December 2014. However, female representation within the ranks of professional staff (51%) has remained stable since the last reporting period.

**a. OSCE Secretariat<sup>95</sup>**

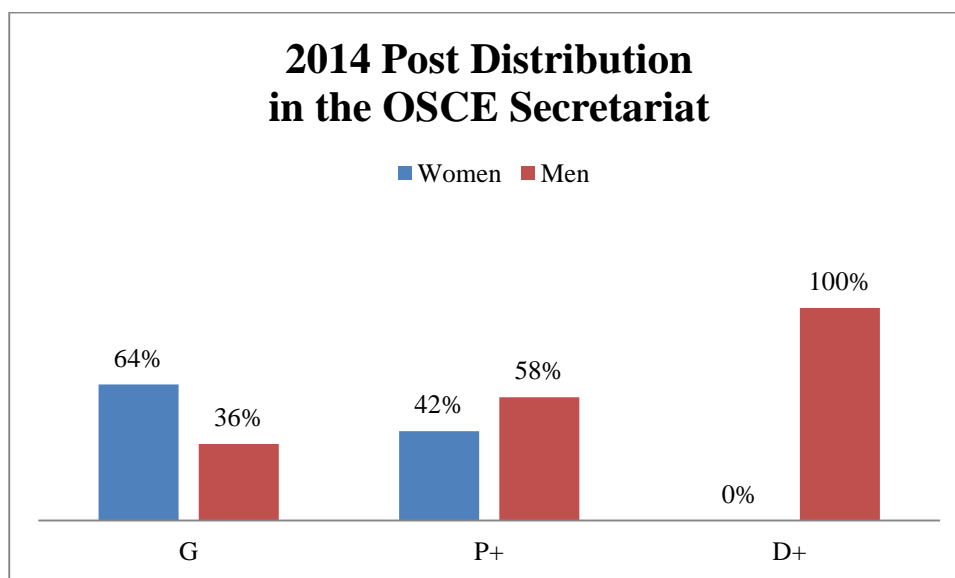
In total, women represent 53% of the OSCE Secretariat workforce, which is a one percentage point increase compared to last year. In G-level positions, the percentage of women has been consistent over the past two years, marking 64%. In S-level positions, it has increased from 31% to 36%. As for the P-level positions, men still hold a slim majority with 55%, leaving

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<sup>94</sup> See Table 2 in Annexes.

<sup>95</sup> See Table 3 in Annexes.

45% of the positions to women. Compared to last year, this is an increase in female work force by two percentage points. There are no women holding D-level positions, which represents deterioration compared to last year, when one D2 position was occupied by a woman. The post of the Secretary General is currently held by a man. Overall, the proportion of women in the P+ category has increased by one % age point and reached 42%.



**b. Office for Democratic Institutions and Human Rights (ODIHR)<sup>96</sup>**

In the Office for Democratic Institutions and Human Rights (ODIHR) women represent 58% of the total workforce. Compared to the previous year, this marks an increase by one percentage point. Female representation in G-level positions remained stable at 67%. It went up, however, in S-level positions, marking 40% as opposed to 36% the year before. The number of employees in the professional category has increased, with women representing 51%. The only employee of the D category has been a woman over the past two years, while the Head of the Institution remained male. The percentage of female employees in P+ positions remained constant with 51%.

**c. Office of the High Commissioner on National Minorities (HCNM)<sup>97</sup>**

In the Office of the High Commissioner on National Minorities (HCNM) women in total represent 61% of the workforce. They hold 100% of G-level positions and 50% of S-level

<sup>96</sup> See Table 4 in Annexes.

<sup>97</sup> See Table 5 in Annexes.

positions. The latter marks a decrease by 10% compared to the previous year. Thirty-three per cent of employees in P-level positions are female – an increase from 25% the year before. Both the only employee at the D level and the Head of Institution are women. The percentage of female employees in the P+ category remained stable at 36%.

**d. Office of the Representative on Freedom of the Media<sup>98</sup>**

In the Office of the Representative on Freedom of Media, the total number of positions remains divided equally, giving women and men each 50%. General Staff of the Office consists entirely of women, while in S-level positions their percentage has increased from 20 to 33%. In P-level positions female employees occupy 40%, a decrease by 10% compared to the previous year. D-level positions remain without female representatives, as the only position is held by a man. However, the Head of Institution remains a woman. The percentage of female employees in the P+ category has declined from 50% the previous year to currently 43%.

**e. Seconded Posts in the Secretariat, Institutions and Field Operations<sup>99</sup>**

On 29 December 2014, the OSCE had 385 seconded staff from 39 OSCE participating States, of whom 36% were women – this is a two percentage point decrease from 38% as of 29 December 2013.

The seconding States with the highest number of female secondees were Italy (21), which ensured absolute gender parity in its secondments, as well as Germany (12) and the United Kingdom (11). Among the countries that seconded at least ten people, Austria has the highest female representation (54%), followed by Italy (50%), the Former Yugoslav Republic of Macedonia, Bosnia and Herzegovina, and Canada (40% for each). A vast gender gap in favour of men can be observed in the staff seconded by the Russian Federation (no women among 15 secondees), Ireland (8% of women) and Switzerland (9% of women).

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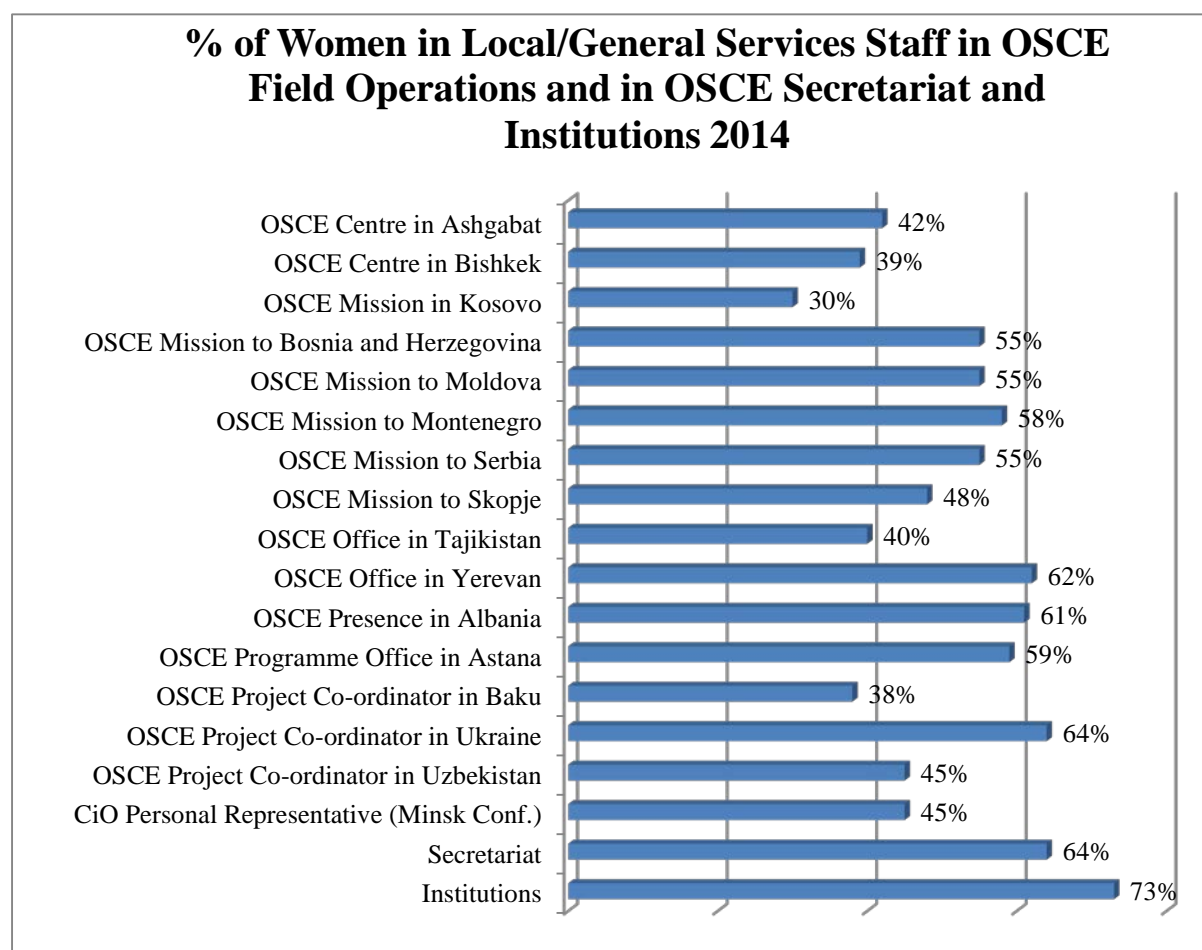
<sup>98</sup> See Table 6 in Annexes.

<sup>99</sup> See Table 7 in Annexes.

## f. Field Operations: Gender Balance of Local Staff

Depending on the field operation and its mandate, the OSCE employs a certain number of local staff. The largest staffed OSCE field operation is in Kosovo, employing 419 local staff. Of these, only 127 are women, amounting to 30% of the workforce. With that, the OSCE Mission to Kosovo is the field operation employing the lowest proportion of women. The OSCE Field Operations with the highest proportion of women are the OSCE Project Co-ordinator in Ukraine (64%), the OSCE Office in Yerevan (62%) and the OSCE Presence in Albania (61%). Other Field Operations where women represent the majority of workforce include the OSCE Centre in Astana (59%), the OSCE Missions to Montenegro (58%), Moldova (55%), Serbia (55%), and Bosnia and Herzegovina (55%).

With a few exceptions, such as the OSCE Mission to Kosovo, the OSCE Project Co-ordinator in Baku and the OSCE Centre in Bishkek, the OSCE Field Operations appear close to finding an equal gender balance, as most staff proportions are within 40 and 60%.





## IV. Gender in the OSCE PA

During the Vilnius Annual Session in 2009, the Standing Committee amended the OSCE PA's Rules of Procedure, agreeing to introduce a new sub-clause to Rule 1 stating that "each national Delegation should have both genders represented".

In 2011, the OSCE PA adopted a resolution on "Women's representation at the OSCE Parliamentary Assembly" calling on national parliaments to improve the representation of women in the national delegations to the Assembly. The Resolution noted with concern that as of February 2011, 17 national delegations to the OSCE PA were comprised of men only, that only ten women were Heads of delegation and that out of the 307 MPs only 73 (23.7%) were women.

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

The OSCE participating States regularly consider ways to advance gender equality, and OSCE PA members stand ready to engage in the debates on this topic. One of the most recent initiatives was the Conference on "The Role of the Parliament in Achieving Gender Equality in the Context of the Beijing +20 Process", which was hosted by the Jogorku Kenesh, Kyrgyzstan's Parliament, on 15–16 May 2015 and supported, among other international organizations, by the OSCE PA.

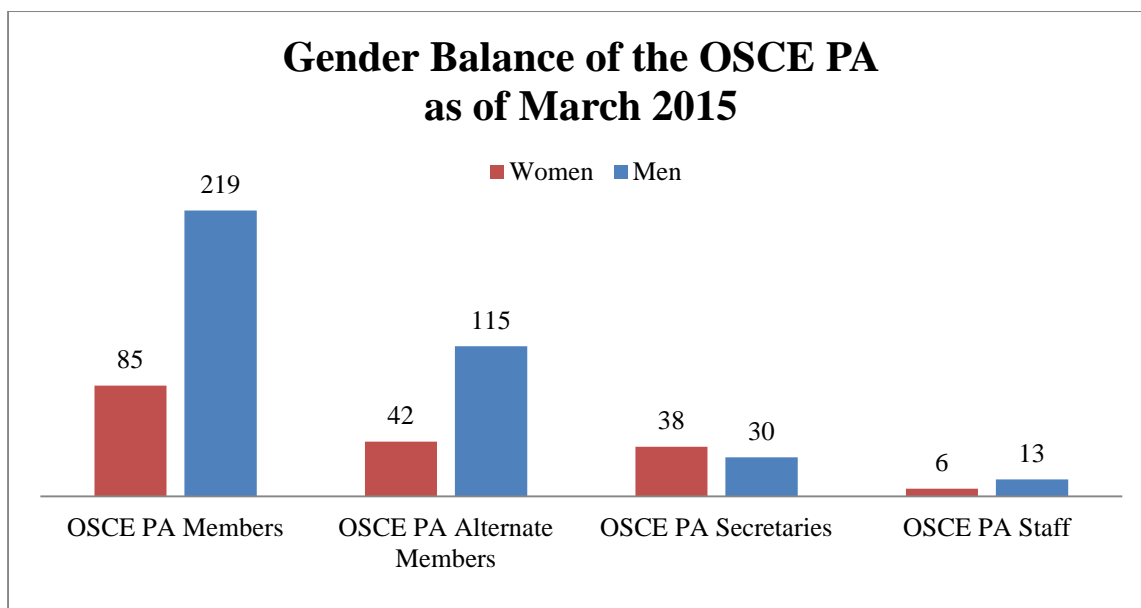
### a. Member Directory Statistics<sup>100</sup>

As of March 2015, there is an overall male majority within the OSCE Parliamentary Assembly, with 377 men and 171 women (31%).<sup>101</sup>

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<sup>100</sup> The OSCE PA Member Directory is available on request from the International Secretariat.

<sup>101</sup> See Table 9 in Annexes. Provided numbers include OSCE PA Members, Alternate Members, Secretaries and Staff.



The majority of both regular OSCE PA Members (72%), including Heads of delegation, and OSCE PA Alternate Members (73%) are men, holding a combined number of 334 out of 461 positions. Compared to the statistics provided in last year's report, no major changes in female representation within the Assembly can be recorded. However, compared to the data provided in the 2011 Resolution, female representation in the OSCE PA Member category has grown from 23.7 to 27.5% over the last four years.

Women outnumber men within the Secretaries sector. Among the OSCE PA Secretaries of Delegations, 38 out of 68 are women, representing a 56 to 44% gender distribution.<sup>102</sup>

#### **b. Initiative to Boost Women's Participation**

Efforts undertaken by the national delegations to comply with Article 1.4 of the OSCE PA Rules of Procedure have led to a significant decrease in the number of delegations with no female representation. The number dropped from 17 in 2011 to 10 in 2012 and 2013, and further to 9 in 2014, but again increased to 10 in 2015.<sup>103</sup> 17 women are currently heading the national delegations, which represents a moderate improvement compared to 2014.<sup>104</sup>

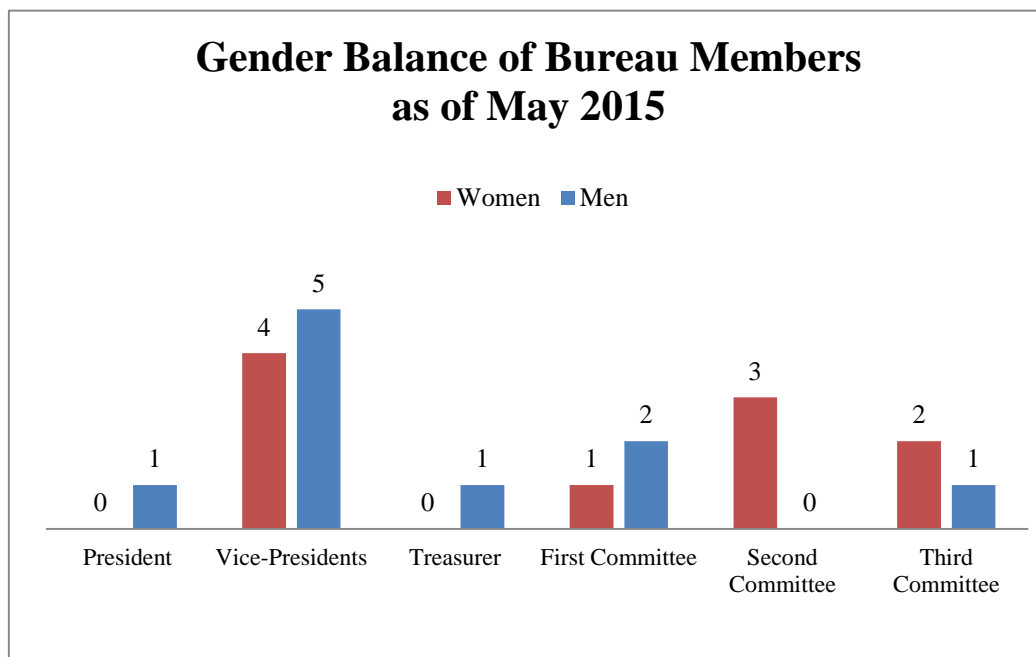
<sup>102</sup> See Table 9 in Annexes.

<sup>103</sup> No data available for Uzbekistan.

<sup>104</sup> No data available for the Former Yugoslav Republic of Macedonia and Uzbekistan.

### c. Gender in the Assembly Bureau

The Bureau is composed of the President, nine Vice-Presidents, the Treasurer and the President Emeritus, as well as three Officers of each of the General Committees. As of May 2015, the Bureau comprised 21 members – 10 of whom are female – providing for a 52.4% to 47.6% ratio in favour of men. These numbers comply with the targeted goal of 30% suggested in 2011.<sup>105</sup>



### d. Female Presidents and Vice-Presidents in the OSCE PA

The statistics regarding female Presidents and Vice-Presidents have not changed since the previous reporting year. In May 2015 there were four female Vice-Presidents, Doris Barnett (Germany), Vilija Aleknaite Abramikiene (Lithuania), Isabel Pozuelo (Spain), and Christine Muttonen (Austria).<sup>106</sup>

### e. Officers of the OSCE PA General Committees

Prevalence of women in the General Committees has increased since the last reporting period. Out of 9 committee officer posts, 6 are currently held by women.

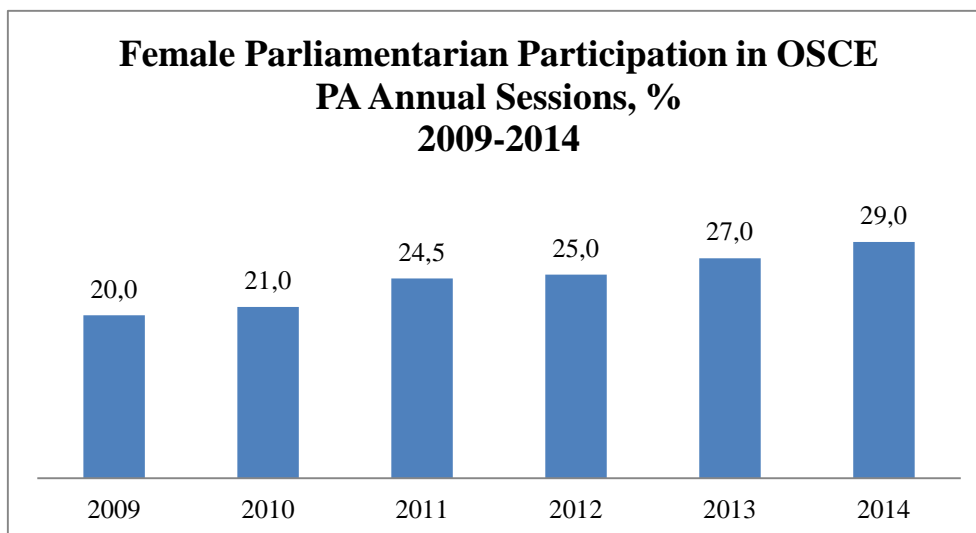
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<sup>105</sup> See Address by Dr. Hedy Fry, Special Representative on Gender Issues to the OSCE Parliamentary Assembly, 10<sup>th</sup> Winter Meeting, 24–25 February 2011, Vienna, Austria.

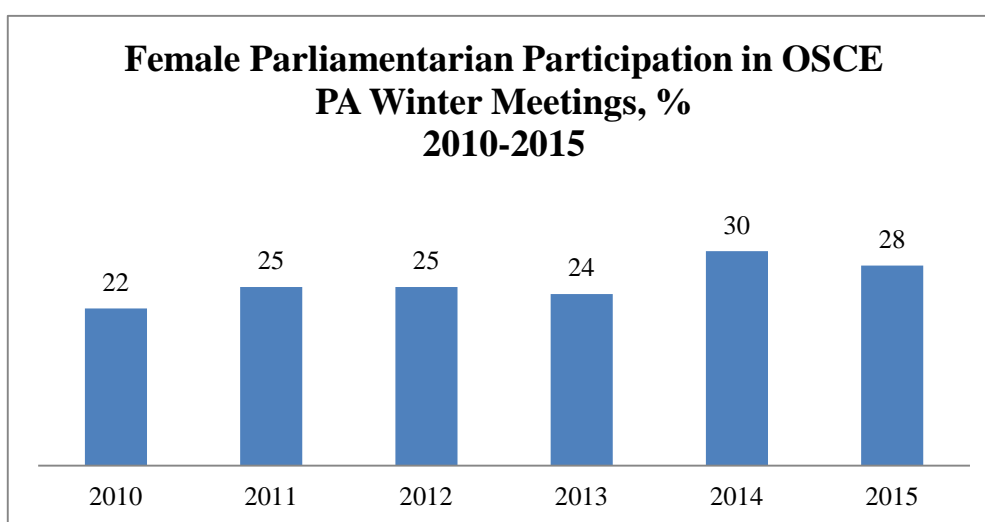
<sup>106</sup> See Table 10 in Annexes.

## f. Participation in the OSCE PA Meetings

The charts below show the percentage of female Members of Parliament who participated in the OSCE PA's Meetings. The 2014 Annual Session observed an increase in female participation compared to the previous reporting period (from 27 to 29%). Over the last five years, the numbers have leaped from 20% in 2009 to 29% in 2014.<sup>107</sup>



The overall percentage of female participation in the OSCE Winter Meetings has slightly decreased,<sup>108</sup> with the 2014 Winter Meeting seeing the highest percentage of female participants in the last ten years (30%).<sup>109</sup>



<sup>107</sup> See Table 11 in Annexes.

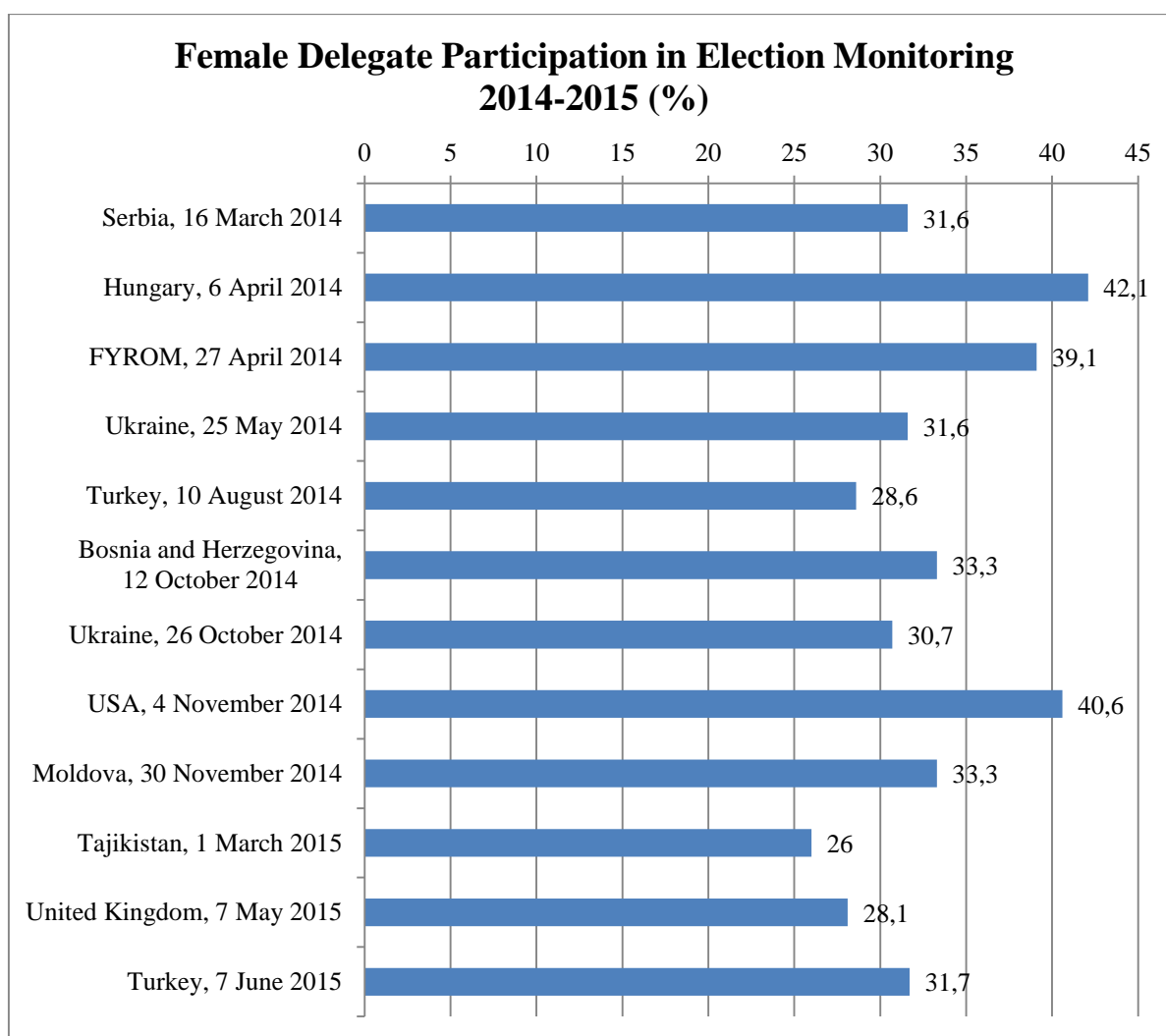
<sup>108</sup> See Table 12 in Annexes.

<sup>109</sup> See OSCE PA Gender Balance Report; July 2013 and OSCE PA Gender Report, July 2013.

### g. Participation in the OSCE PA Election Monitoring 2014–2015<sup>110</sup>

Women take active part in election observation conducted by the OSCE PA every year. The figures concerning female participation in OSCE PA election monitoring show that over the 2014–2015 period the highest percentage of women participated in election monitoring in Hungary (42.1%), the USA (40.6%) and the Former Yugoslav Republic of Macedonia (39.1%).<sup>111</sup>

The graph below shows the Assembly’s female Members’ participation in election observations missions over the 2014–2015 period.<sup>112</sup>



<sup>110</sup> In the graph, “FYROM” refers to the Former Yugoslav Republic of Macedonia.

<sup>111</sup> The calculations exclude Staff of Delegation and Secretariat personnel.

<sup>112</sup> See Table 13 in Annexes. Calculations for female participation were done excluding Staff of delegations and the International Secretariat.

The average percentage of female participation in election observation for the 2014–2015 period is 32.6%, which represents a 6.5 percentage point increase compared to the previous reporting period. At the same time, women hold almost parity with men in the election observation leadership category, which comprises Special Co-ordinators designated by the Chairman-in-Office to lead short-term observers and Heads of OSCE PA observation missions. Within the reporting period 11 men and 10 women have held the leading positions in OSCE PA election observation missions.

#### **h. Permanent Staff of the OSCE PA International Secretariat**

Currently the permanent staff of the OSCE PA International Secretariat, including the Vienna Liaison Office, is comprised of 19 individuals, of whom six are women. The posts of the OSCE PA Secretary General and two Deputies are held by men.

#### **i. The International Research Fellowship Programme**

The International Secretariat of the OSCE Parliamentary Assembly conducts a Research Fellowship Programme, in which it engages graduate students for a period of six months each to give them an opportunity to gain practical experience in the field of international affairs. There are currently five research fellows working at the International Secretariat in Copenhagen, and three in the Vienna Liaison Office— four men and four women.

#### **j. Female Representation in National Parliaments of OSCE Participating States**

According to the data provided by the Inter-Parliamentary Union, overall female representation in national parliaments of OSCE countries has increased since the last reporting period.

Within the OSCE participating States, those with the least amount of female representation within national parliaments are Hungary with only 9.4% of women parliamentarians within its unicameral parliament, as well as Armenia, Georgia, Ukraine and Cyprus, all of which maintain a ratio of between 10.7 and 12.5%.<sup>113</sup>

Collectively, female representation among national Parliaments in European countries within the OSCE region is 25.1%, combining Upper House or Senate and Single or Lower House parliamentarians. The number drops to 23.9% if the Nordic countries are excluded.<sup>114</sup>

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<sup>113</sup> See Table 14 in Annexes.

<sup>114</sup> See Table 15 in Annexes.

## V. Annexes

*Table 1*

<b>Post Distribution of Staff in the OSCE 2014</b>				
<b>Category</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
General Service Staff	735	624	1,359	46%
Professional Staff	419	395	814	49%
Senior Management	91	44	135	33%
<b>Total</b>	<b>1,245</b>	<b>1,063</b>	<b>2,308</b>	<b>46%</b>
<b>Post Distribution of Staff in the OSCE 2013</b>				
<b>Category</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
General Service Staff	766	658	1,424	46%
Professional Staff	439	411	850	48%
Senior Management	91	50	141	35%
<b>Total</b>	<b>1,296</b>	<b>1,119</b>	<b>2,415</b>	<b>46%</b>

Note: Figures as of 29 December 2014 and 29 December 2013 respectively.

*Table 2*

<b>Post Distribution of the OSCE Staff in OSCE Secretariat, Institutions and Field Operations 2014</b>				
<b>Secretariat and Institutions Staff</b>				
<b>Category</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
General Service Staff	89	175	264	66%
Professional Staff	129	99	228	43%
Senior Management	21	12	33	36%
<b>Total</b>	<b>239</b>	<b>286</b>	<b>525</b>	<b>54%</b>
<b>Field Operations Staff</b>				
<b>Category</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
General Service Staff	646	449	1,095	41%
Professional Staff	290	296	586	51%
Senior Management	70	32	102	31%
<b>Total</b>	<b>1,006</b>	<b>777</b>	<b>1,783</b>	<b>44%</b>

Note: Figures as of 29 December 2014.

*Table 3*

<b>Post Distribution in the OSCE Secretariat 2014</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	SG	P+ in%	Total	Total in %
Women	121	64%	15	36%	50	0	0	0	42%	186	53%
Men	69	36%	27	64%	61	2	5	1	58%	165	47%
<b>Total</b>	<b>190</b>	<b>100%</b>	<b>42</b>	<b>100%</b>	<b>111</b>	<b>2</b>	<b>5</b>	<b>1</b>	<b>100%</b>	<b>351</b>	<b>100%</b>
<b>Post Distribution in the OSCE Secretariat 2013</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	SG	P+ in%	Total	Total in %
Women	124	64%	14	31%	50	0	1	0	41%	189	52%
Men	70	36%	31	69%	66	2	3	1	59%	173	48%
<b>Total</b>	<b>194</b>	<b>100%</b>	<b>45</b>	<b>100%</b>	<b>116</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>100%</b>	<b>362</b>	<b>100%</b>

Note: Figures as of 29 December 2014 and 29 December 2013 respectively.

*Table 4*

<b>Post Distribution in the Office for Democratic Institutions and Human Rights 2014</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	41	67%	4	40%	29	1	0	0	51%	75	58%
Men	20	33%	6	60%	28	0	0	1	49%	55	42%
<b>Total</b>	<b>61</b>	<b>100%</b>	<b>10</b>	<b>100%</b>	<b>57</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>130</b>	<b>100%</b>
<b>Post Distribution on the Office for Democratic Institutions and Human Rights 2013</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	42	67%	4	36%	27	1	0	0	51%	74	57%
Men	21	33%	7	64%	26	0	0	1	49%	55	43%
<b>Total</b>	<b>63</b>	<b>100%</b>	<b>11</b>	<b>100%</b>	<b>53</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>129</b>	<b>100%</b>

Note: Figures as of 29 December 2014 and 29 December 2013 respectively.



*Table 5*

<b>Post Distribution in the Office of the High Commissioner on National Minorities 2014</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	10	100%	2	50%	4	0	0	1	36%	17	61%
Men	0	0%	2	50%	8	1	0	0	64%	11	39%
<b>Total</b>	<b>10</b>	<b>100%</b>	<b>4</b>	<b>100%</b>	<b>12</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>28</b>	<b>100%</b>
<b>Post Distribution in the Office of the High Commissioner on National Minorities 2013</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	8	100%	3	60%	3	1	0	1	36%	17	61%
Men	0	0%	2	40%	9	0	0	0	64%	11	39%
<b>Total</b>	<b>8</b>	<b>100%</b>	<b>5</b>	<b>100%</b>	<b>12</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>28</b>	<b>100%</b>

Note: Figures as of 29 December 2014 and 29 December 2013 respectively.

*Table 6*

<b>Post Distribution in the Office of the Representative on Freedom of the Media 2014</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	3	100%	2	33%	2	0	0	1	43%	8	50%
Men	0	0%	4	67%	3	1	0	0	57%	8	50%
<b>Total</b>	<b>3</b>	<b>100%</b>	<b>6</b>	<b>100%</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>16</b>	<b>100%</b>
<b>Post Distribution in the Office of the Representative on Freedom of the Media 2013</b>											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in%	Total	Total in %
Women	3	100%	1	20%	2	0	0	1	50%	7	50%
Men	0	0%	4	80%	2	1	0	0	50%	7	50%
<b>Total</b>	<b>3</b>	<b>100%</b>	<b>5</b>	<b>100%</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>100%</b>	<b>14</b>	<b>100%</b>

Note: Figures as of 29 December 2014 and 29 December 2013 respectively.

Table 7

Seconded Staff in the OSCE Secretariat, Institutions and Field Operations by Seconding Country and Gender 2014				
Seconding Authority	% Women	Men	Women	Total Seconded Staff
1. Croatia	100%	0	2	2
2. Latvia	100%	0	1	1
3. Slovenia	100%	0	1	1
4. Tajikistan	100%	0	1	1
5. Greece	67%	2	4	6
6. Serbia	67%	1	2	3
7. Norway	60%	2	3	5
8. Finland	56%	4	5	9
9. Austria	54%	6	7	13
10. Italy	50%	21	21	42
11. Slovakia	50%	3	3	6
12. Bulgaria	50%	3	3	6
13. Spain	50%	2	2	4
14. Georgia	50%	2	2	4
15. Romania	50%	1	1	2
16. Kyrgyzstan	50%	1	1	2
17. Republic of Moldova	43%	4	3	7
18. The Former Yugoslav Republic of Macedonia	40%	12	8	20
19. Bosnia and Herzegovina	40%	9	6	15
20. Canada	40%	6	4	10
21. Ukraine	40%	3	2	5
22. Czech Republic	38%	5	3	8
23. Turkey	38%	5	3	8
24. United Kingdom	37%	19	11	30
25. France	35%	11	6	17
26. Sweden	33%	6	3	9
27. Portugal	33%	2	1	3
28. Montenegro	33%	2	1	3
29. Germany	32%	26	12	38
30. Hungary	30%	7	3	10
31. Poland	25%	9	3	12
32. Kazakhstan	25%	3	1	4
33. United States of America	22%	29	8	37
34. Switzerland	9%	10	1	11
35. Ireland	8%	11	1	12
36. Armenia	0%	1	0	1
37. Netherlands	0%	1	0	1
38. Denmark	0%	1	0	1
39. Russian Federation	0%	15	0	15
<b>Grand Total</b>	<b>36%</b>	<b>246</b>	<b>139</b>	<b>385</b>

Note: Figures as of 31 March 2015.

*Table 8*

<b>Gender Balance of Local Staff in OSCE field operations and General Services Staff in the OSCE Secretariat and Institutions 2014</b>					
<b>Field Operation</b>	<b>Women</b>	<b>In %</b>	<b>Men</b>	<b>In %</b>	<b>Total</b>
OSCE Centre in Ashgabat	8	42%	11	58%	19
OSCE Centre in Bishkek	34	39%	53	61%	87
OSCE Mission in Kosovo	127	30%	292	70%	419
OSCE Mission to Bosnia and Herzegovina	166	55%	138	45%	304
OSCE Mission to Moldova	21	55%	17	45%	38
OSCE Mission to Montenegro	18	58%	13	42%	31
OSCE Mission to Serbia	58	55%	47	45%	105
OSCE Mission to Skopje	50	48%	54	52%	104
OSCE Office in Tajikistan	51	40%	78	60%	129
OSCE Office in Yerevan	24	62%	15	38%	39
OSCE Presence in Albania	36	61%	23	39%	59
OSCE Programme Office in Astana	13	59%	9	41%	22
OSCE Project Co-ordinator in Baku	5	38%	8	62%	13
OSCE Project Co-ordinator in Ukraine	27	64%	15	36%	42
OSCE Project Co-ordinator in Uzbekistan	9	45%	11	55%	20
Personal Representative of the CiO on the Conflict Dealt with by the OSCE Minsk Conference	5	45%	6	55%	11
Secretariat	121	64%	69	36%	190
Institutions	54	73%	20	27%	74
<b>Grand Total</b>	<b>827</b>	<b>48%</b>	<b>879</b>	<b>52%</b>	<b>1,706</b>

Note: Figures as of 29 December 2014.

*Table 9*

<b>OSCE Parliamentary Assembly as of February 2015</b>					
<b>Category</b>	<b>Women</b>	<b>In %</b>	<b>Men</b>	<b>In %</b>	<b>Total</b>
OSCE PA Members	85	28%	219	72%	304
OSCE PA Alternate Members	42	27%	115	73%	157
OSCE PA Secretaries	38	56%	30	44%	68
OSCE PA Staff	6	32%	13	68%	19
<b>Grand Total</b>	<b>171</b>	<b>31%</b>	<b>377</b>	<b>69%</b>	<b>548</b>

Note: Representatives of the Holy See not included in the figures. Data for Uzbekistan not available.

*Table 10*

<b>Gender Balance of Bureau Members as of May 2015</b>			
<b>Category</b>	<b>Women</b>	<b>Men</b>	<b>Total</b>
President	0	1	1
Vice-Presidents	4	5	9
Treasurer	0	1	1
First Committee	1	2	3
Second Committee	2	1	3
Third Committee	2	1	3
<b>Grand Total</b>	<b>9</b>	<b>11</b>	<b>20</b>

*Table 11*

<b>Parliamentarian Participation in the OSCE PA Annual Sessions (2009-2014)</b>						
<b>Category</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
Women	43	50	55	61	67	74
Men	170	186	169	185	178	180
% Women	20	21	24.5	25	27	29
<b>Grand Total</b>	<b>213</b>	<b>236</b>	<b>224</b>	<b>246</b>	<b>245</b>	<b>254</b>

Note: Calculations include Members and Alternate members of delegations and do not include Staff of Delegations, the OSCE PA and the OSCE Secretariats, Observers, Guests, International Parliamentary Organizations and Partners for Co-operation.

*Table 12*

<b>Parliamentarian Participation in the OSCE PA Winter Meeting (2010-2015)</b>						
<b>Category</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
Women	49	58	60	50	64	60
Men	174	172	180	159	151	155
% Women	22	25	25	24	30	28
<b>Grand Total</b>	<b>223</b>	<b>230</b>	<b>240</b>	<b>209</b>	<b>215</b>	<b>215</b>

Note: Calculations include Members and Alternate members of delegations and do not include Staff of Delegations, the OSCE PA and the OSCE Secretariats, Observers, Guests, International Parliamentary Organizations and Partners for Co-operation.

*Table 13*

<b>OSCE PA Election Monitoring (2014-2015)</b>			
<b>Elections observed</b>	<b>MPs</b>	<b>Women</b>	<b>% of women</b>
Serbia, 16 March 2014	38	12	31.6%
Hungary, 6 April 2014	38	16	42.1%
The FYR of Macedonia, 27 April 2014	23	9	39.1%
Ukraine, 25 May 2014	98	31	31.6%
Turkey, 10 August 2014	21	6	28.6%
Bosnia and Herzegovina, 12 October 2014	27	9	33.3%
Ukraine, 26 October 2014	75	23	30.7%
USA, 4 November 2014	32	13	40.6%
Moldova, 30 November 2014	48	16	33.3%
Tajikistan, 1 March 2015	46	12	26%
United Kingdom, 7 May 2015	32	9	28.1%
Turkey, 7 June 2015	41	13	31.7%

Note: Figures as of 19 June 2015.

*Table 14*

<b>Women in Parliament in OSCE countries</b>										
<b>Global Rank</b>	<b>Country</b>	<b>Lower or single House</b>			<b>Upper House or Senate</b>			<b>Women OSCE PA Delegate Members</b>		
		<b>Seats</b>	<b>Women</b>	<b>%</b>	<b>Seats</b>	<b>Women</b>	<b>%</b>	<b>Members</b>	<b>Women</b>	<b>%</b>
5	Sweden	349	152	43.6%	---	---	---	8	3	37.5%
9	Finland	200	83	41.5%	---	---	---	6	2	33.3%
10	Iceland	63	26	41.3%	---	---	---	3	1	33.3%
11	Spain	350	144	41.1%	266	90	33.8%	10	1	10%
12	Norway	169	67	39.6%	---	---	---	6	2	33.3%
13	Andorra	28	11	39.3%	---	---	---	2	2	100%
13	Belgium	150	59	39.3%	60	30	50.0%	8	3	37.5%
16	Denmark	179	68	38.0%	---	---	---	5	4	80%
17	Netherlands	150	56	37.3%	75	27	36.0%	8	1	12.5%
19	Slovenia	90	33	36.7%	40	3	7.5%	3	2	66.7%
20	Germany	631	230	36.5%	69	28	40.6%	13	5	38.5%
24	Serbia	250	85	34.0%	---	---	---	5	3	60%
25	The F.Y.R. of Macedonia	123	41	33.3%	---	---	---	2	0	0%
30	Portugal	230	72	31.3%	---	---	---	6	3	50%

Women in Parliament in OSCE countries										
Global Rank	Country	Lower or single House			Upper House or Senate			Women OSCE PA Delegate Members		
		Seats	Women	%	Seats	Women	%	Members	Women	%
32	Italy	630	195	31.0%	321	91	28.3%	13	3	23%
33	Austria	183	56	30.6%	61	18	29.5%	6	4	66.7%
35	Switzerland	200	61	30.5%	46	9	19.6%	6	3	50%
37	Luxembourg	60	17	28.3%	---	---	---	5	1	20%
40	Belarus	110	30	27.3%	58	19	32.8%	6	3	50%
44	France	577	151	26.2%	348	87	25.0%	13	1	7.7%
44	Kazakhstan	107	28	26.2%	47	3	6.4%	6	1	16.7%
45	Turkmenistan	124	32	25.8%	---	---	---	3	1	33.3%
45	Croatia	151	39	25.8%	---	---	---	3	2	66.7%
47	Canada	306	77	25.2%	88	34	38.6%	6	2	33.3%
51	Poland	460	111	24.1%	100	13	13.0%	8	2	25%
53	Estonia	101	24	23.8%	---	---	---	3	1	33.3%
55	Lithuania	141	33	23.4%	---	---	---	3	1	33.3%
56	Kyrgyzstan	120	28	23.3%	---	---	---	3	1	33.3%
57	Greece	300	69	23.0%	---	---	---	5	1	20%
58	United Kingdom	650	148	22.8%	791	191	24.1%	13	2	15.4%
62	Republic of Moldova	101	22	21.8%	---	---	---	3	1	33.3%
63	Bosnia and Herzegovina	42	9	21.4%	15	2	13.3%	3	0	0%
64	Monaco	24	5	20.8%	---	---	---	2	0	0%
65	Albania	140	29	20.7%	---	---	---	3	1	33.3%
67	Bulgaria	240	49	20.4%	---	---	---	5	1	20%
69	Liechtenstein	25	5	20.0%	---	---	---	2	2	100%
69	Czech Republic	200	40	20.0%	81	15	18.5%	6	2	33.3%
72	United States of America	432	84	19.4%	100	20	20.0%	7	0	0%
74	Tajikistan	63	12	19.0%	32	2	6.3%	4	1	25%
75	Slovakia	150	28	18.7%	---	---	---	4	0	0%
77	Latvia	100	18	18.0%	---	---	---	3	0	0%
80	Montenegro	81	14	17.3%	---	---	---	3	0	0%

<b>Women in Parliament in OSCE countries</b>										
<b>Global Rank</b>	<b>Country</b>	<b>Lower or single House</b>			<b>Upper House or Senate</b>			<b>Women OSCE PA Delegate Members</b>		
		<b>Seats</b>	<b>Women</b>	<b>%</b>	<b>Seats</b>	<b>Women</b>	<b>%</b>	<b>Members</b>	<b>Women</b>	<b>%</b>
83	San Marino	60	10	16.7%	---	---	---	2	1	50%
84	Ireland	166	27	16.3%	60	18	30.0%	6	1	16.7%
85	Uzbekistan	150	24	16.0%	100	17	17.0%	3	N/A	N/A
87	Azerbaijan	122	19	15.6%	---	---	---	3	2	66.7%
89	Mongolia	74	11	14.9%	---	---	---	6	2	33.3%
90	Turkey	548	79	14.4%	---	---	---	8	1	12.5%
95	Romania	401	55	13.7%	168	13	7.7%	7	2	28.6%
96	Russian Federation	450	61	13.6%	170	29	17.1%	14	2	14.3%
101	Malta	70	9	12.9%	---	---	---	3	0	0%
103	Cyprus	56	7	12.5%	---	---	---	3	0	0%
106	Ukraine	422	50	11.8%	---	---	---	8	3	37.5%
108	Georgia	150	17	11.3%	---	---	---	3	0	0%
112	Armenia	131	14	10.7%	---	---	---	3	0	0%
114	Hungary	198	20	10.1%	---	---	---	6	2	33.3%

Source: Inter-Parliamentary Union, [Women in national parliaments](#) (situation as of 1 May 2015).

**Table 15**

<b>Women in Parliament in OSCE Countries, Regional Average</b>			
<b>Category</b>	<b>Single House or Lower House</b>	<b>Upper House or Senate</b>	<b>Both Houses combined</b>
Europe – OSCE member countries including Nordic countries	25.3%	24.2%	25.1%
Europe – OSCE member countries excluding Nordic countries	23.7%	24.2%	23.9%

Source: Inter-Parliamentary Union, [Women in National Parliaments: Regional Averages](#) (situation as of 1 May 2015).