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The Annual Report of the  
OSCE PA Special Representative on  
Gender Issues

# UNDERSTANDING AND ADDRESSING THE GENDERED CONSEQUENCES OF THE WAR IN UKRAINE

**2023 GENDER REPORT:**

**UNDERSTANDING AND ADDRESSING  
THE GENDERED CONSEQUENCES OF THE WAR IN  
UKRAINE**

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# INTRODUCTION

In recent years, the Organization for Security and Co-operation in Europe (OSCE) region has been affected by multiple intersecting global and regional challenges, with lasting effects on all three dimensions of our region's security: the politico-military, the economic and environmental and the human. As we strive to mitigate the impacts of climate change, migration flows, the COVID-19 pandemic, and – urgently – armed conflict in the region, the perspective of more vulnerable groups should be considered. As I reiterated in my 2022 annual report on *Ensuring a Gender-Inclusive Economic Recovery from the COVID-19 Pandemic*, we must maintain a gender focus during times of crisis.<sup>1</sup>

On 24 February 2022, Russia launched an unprovoked and illegal full-scale military invasion of Ukraine. The consequences have been devastating in many respects. As of 19 June 2023, the war had caused 24,862 civilian casualties, including 9,083 civilian deaths since 24 February 2022. Of these casualties, 5,473 were adult women and 558 were girls.<sup>2</sup>

The war has forced a large portion of the population to leave their homes. There are 5.1 internally displaced people in Ukraine, and about 8.2 million refugees from Ukraine recorded across Europe.<sup>3</sup> The vast majority of displaced persons are women and children. This is the largest population displacement in Europe since the Second World War. Poland, Germany, Czechia and the United Kingdom are the European countries in the OSCE region hosting the most refugees from Ukraine.<sup>4</sup> As of April 2023, the United States had admitted over 300,000 people from Ukraine, including over 125,000 through the Uniting for Ukraine program.<sup>5</sup> As of 11 June 2023, Canada has received 158,677 individuals through the Canada-Ukraine authorization for emergency travel program.<sup>6</sup>

Civilians in every major conflict in the past decades – in the OSCE region and elsewhere in the world – have been regularly targeted as a tactic of war. Women have not escaped this targeting – in fact, in many conflicts, women have been specifically targeted. Considerable efforts have been made to monitor, better understand, and address impacts of the war in Ukraine on certain groups, including on women and vulnerable groups.

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<sup>1</sup> Dr. Hedy Fry, Organization for Security and Co-operation in Europe (OSCE) Parliamentary Assembly Special Representative on Gender Issues, *Ensuring a Gender-Inclusive Economic Recovery from the COVID-19 Pandemic*, 2022.

<sup>2</sup> United Nations (UN) Office of the Human Rights Commissioner, *Ukraine: civilian casualty update*, 19 June 2023.

<sup>3</sup> United Nations High Commissioner for Refugees (UNHCR) Regional Bureau for Europe, *Ukraine Situation Flash Update #48*, 9 June 2023.

<sup>4</sup> UNHCR, Operational Data Portal, *Ukraine Refugee Situation*, accessed on 22 June 2023.

<sup>5</sup> United States, Department of Homeland Security, *Statement from Secretary Mayorkas on the Anniversary of the Establishment of Uniting for Ukraine*, press release, 21 April 2023.

<sup>6</sup> Government of Canada, *Ukraine immigration measures: Key figures*.



With a focus on the humanitarian situation and gender-based and sexual violence, the first part of this report examines the gendered impacts of the war in Ukraine. The second part examines the ways in which the international community has responded to conflicts, particularly the war in Ukraine, with an emphasis on best practices and examples of gender-sensitive approaches.

## SECTION I

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### GENDER AND THE WAR IN UKRAINE

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Armed conflicts carry multifaceted consequences for the affected populations. These consequences touch different groups of people in different ways. Notably, research has shown that the impacts of armed conflicts are gendered. The Russian war of aggression in Ukraine is no exception.

The first part of this report presents a gendered perspective on the war in Ukraine, by examining its gender-specific humanitarian consequences. Women and girls who are in Ukraine, and those who have fled the war and are hosted in other countries, face specific challenges with regards to food security, economic hardship, and accessing health care, including mental health services. This section also highlights the threats of gender-based violence and conflict-related sexual violence.

#### A. HUMANITARIAN CONSEQUENCES OF THE WAR IN UKRAINE THROUGH A GENDER LENS

The humanitarian situation in Ukraine has become dire following the full-scale attack of Ukraine by Russia in February 2022. According to the United Nations (UN) Office for the Coordination of Humanitarian Affairs, 17.7 million people are in need in Ukraine<sup>7</sup>.

The war forced a large portion of the population to leave their homes. A large majority of the people who have been displaced, either internally or across borders, are female. As of 31 May 2023, among the 3.6 million officially registered internally displaced persons in Ukraine, 61% are female<sup>8</sup>. In May 2023, an analysis by the United Nations High Commissioner for Refugees of 71,806 refugees in Hungary, Republic of Moldova, Poland, Romania and Slovakia found, and 85 per cent were women and children and that 99 per cent of respondents were Ukrainian<sup>9</sup>.

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<sup>7</sup> UN Office for the Coordination of Humanitarian Affairs (OCHA), [Ukraine Humanitarian Response – Key Achievements in 2022](#), Situation Report, 10 February 2023.

<sup>8</sup> International Organization for Migration, [Displacement Tracking Matrix Ukraine — Area Baseline Assessment \(Raion level\) — Round 24 \(May 2023\)](#), 24 April 2023.

<sup>9</sup> UNHCR, [Protection Risks and Needs of Refugees from Ukraine](#), Regional Protection Profiling & Monitoring, 11 May 2023.

Research shows that forced displacement affects men and women differently<sup>10</sup>. According to a 2016 report of the UN Secretary-General to the UN General Assembly, women and girls in transit particularly face risks such as “sexual and gender-based violence, ... family separation, psychosocial stress and trauma, health complications, physical harm and injury and risks of exploitation.”<sup>11</sup>

## 1. Food security

Because of the war, people in Ukraine have faced challenges accessing food and basic resources. According to the Food and Agriculture Organization of the United Nations, “[f]ood insecurity was already on the rise in Ukraine prior to the war outbreak due to the COVID-19 pandemic. ... While the differences between women and men are not statistically significant, the trend over time is consistent and suggest that women have been more food insecure than men over the past eight years.”<sup>12</sup>

The war in Ukraine has directly affected agricultural production and severely disrupted economic activity. According to estimates released in November 2022 by Ukraine’s Ministry of Agrarian Policy and Food and the Kyiv School of Economics, the first eight months of the full-scale invasion of Ukraine saw the loss of US\$6.6 billion of agricultural assets, including the destruction of 84 200 units of agricultural machinery and equipment and 2.8 million tonnes of grain, as well as the destruction or theft of 1.2 million tonnes of oilseeds. A further US\$1.1 billion in damage to storage facilities was also recorded.<sup>13</sup>

This destruction has contributed to the steep inflation Ukraine is experiencing, with consumer prices having increased by 20.2% in 2022 and being expected to increase by 21.1% in 2023.<sup>14</sup>

The consequences of the war on food security are not limited to Ukraine. According to a 2022 UN Women report, “Russia’s and Ukraine’s key roles in global markets for energy and staple food commodities (wheat, corn, sunflower oil, among others) have led to record price hikes of essential food and energy derived from crude oil and natural gas.”<sup>15</sup> The global spike in

<sup>10</sup> Katherine Brickell and Jessie Speer, “Gendered and Feminist Approaches to Displacement,” in Peter Adey et al., ed., *The Handbook of Displacement*, 2020.

<sup>11</sup> UN General Assembly, [In safety and dignity: addressing large movements of refugees and migrants](#), Report of the Secretary-General, 21 April 2016.

<sup>12</sup> Food and Agriculture Organization of the United Nations (FAO), [Gender-related impacts of the Ukraine Conflict](#), 2 April 2022.

<sup>13</sup> Center for Food and Land Use Research at Kyiv School of Economics, and Ministry of Agrarian Policy and Food of Ukraine, [Agricultural war damages review Ukraine. Rapid Damage Assessment Issue 2](#), 10 November 2022.

<sup>14</sup> International Monetary Fund, “[World Economic Outlook Database](#),” Database, April 2023 Edition.

<sup>15</sup> UN Women, [Global Gendered Impacts of the Ukraine Crisis on Energy Access and Food Security and Nutrition](#) 2022, p. 4.

energy and food prices has disproportionately affected women and children's food security across the globe.

## 2. Economic situation

Women have also borne the brunt of the economic impact of the war. The conflict has exacerbated pre-existing inequalities affecting women. According to a UN Women report, "Ukrainian women face multiple and intersecting forms of discrimination in accessing key productive resources such as land, credit, agricultural inputs and services, and are more likely than men to be in precarious, part-time, seasonal and low-paying jobs when engaged in rural wage employment."<sup>16</sup> In 2021, the UN Food and Agriculture Organization reported that whereas poverty rates in Ukraine did not significantly differ by gender, women were more likely to face multidimensional poverty – that is, poverty measured beyond monetary deprivations – with lower average incomes across the labour market and single female-headed households being particularly at risk of poverty.<sup>17</sup> According to the same report, "women also depend more heavily on social benefits and services because they are generally responsible for household management and caregiving in the family – a reflection of gender stereotypes."<sup>18</sup>

The increased economic vulnerability of women provoked by the conflict can also push some to exchange sex for money or resources. This type of situation increases the risks of exploitation and trafficking<sup>19</sup> and exposes women to unintended pregnancies and sexually transmitted infections.<sup>20</sup>

## 3. Health and mental health

The war has also severely undermined health-care capacity in Ukraine. There were 745 recorded attacks on health-care facilities in Ukraine in 2022, according to UN Under-Secretary-General Rosemary DiCarlo<sup>21</sup>. The World Health Organization (WHO) reported that "[t]he war has increased the need for health care while reducing the system's ability to provide services, particularly in areas of active conflict."<sup>22</sup>

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<sup>16</sup> UN Women, [Global Gendered Impacts of the Ukraine Crisis on Energy Access and Food Security and Nutrition](#) 2022, p. 9.

<sup>17</sup> FAO, [National Gender Profile of Agriculture and Rural Livelihoods: Ukraine](#), 2021, p. 7 and 8.

<sup>18</sup> Ibid., p. 8.

<sup>19</sup> UN Women, [Global Gendered Impacts of the Ukraine Crisis on Energy Access and Food Security and Nutrition](#) 2022, p. 10.

<sup>20</sup> Ibid.

<sup>21</sup> United Nations, Political and Peacebuilding Affairs, [DiCarlo: "The war in Ukraine is approaching its one-year anniversary with no end in sight"](#), 13 January 2023.

<sup>22</sup> World Health Organization, [One hundred days of war has put Ukraine's health system under severe pressure](#), 3 June 2022.

Women caring for children and the elderly have faced “extreme shortages of essential medicine, healthcare and financial services and the funds to procure basic items, including much-needed baby food and formula.”<sup>23</sup> Pregnant women in Ukraine have experienced difficulties accessing obstetric care and sexual and reproductive health services<sup>24</sup>, such as access to safe abortion, which is especially traumatic for those who were raped by Russian soldiers.

Mental health is also a major concern, both for Ukrainian women who are still in their communities and for internally displaced persons and refugees. Studies have shown that armed conflicts severely increase the prevalence of mental health issues. For instance, according to a WHO review of 129 studies in 39 countries, “among people who have experienced war or other conflict in the previous 10 years, one in five people (22%) will have depression, anxiety, post-traumatic stress disorder, bipolar disorder or schizophrenia.”<sup>25</sup> Other studies show that among war-refugees and veterans, females are more prone to most mental disorders except post-traumatic stress disorder<sup>26</sup>.

Unsurprisingly, the war in Ukraine has “caused a massive increase in psychological harm and distress,” with reports from health care professionals indicating that “the most common request now is help to deal with sleeplessness, anxiety, grief and psychological pain.”<sup>27</sup> During the winter, many internally displaced female-headed households were “forced to take desperate measures, with the stress of the situation leading to mental health deterioration.”<sup>28</sup>

People who had to leave Ukraine have also been facing major mental health challenges. According to a recent study conducted in Germany, “regardless of the treatment in the host country, the effect of war is evident in the Ukrainian refugee's mental health outcomes.”<sup>29</sup> In the same study, “[f]emale participants reported poorer mental health outcomes compared to male participants,” which “collaborates with other research findings suggesting that

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<sup>23</sup> UN Women, [Global Gendered Impacts of the Ukraine Crisis on Energy Access and Food Security and Nutrition](#) 2022, p. 9

<sup>24</sup> Regional Gender Task Force, [Making the Invisible Visible. An evidence-based analysis of gender in the regional response to the war in Ukraine](#), October 2022, p. 9.

<sup>25</sup> World Health Organization, [Mental health in emergencies](#), 16 March 2022.

<sup>26</sup> Nityanand Jain et al., “[War Psychiatry: Identifying and Managing the Neuropsychiatric Consequences of Armed Conflicts](#),” *Journal of Primary Care & Community Health*, Vol. 13, 2022.

<sup>27</sup> World Health Organization, [One hundred days of war has put Ukraine's health system under severe pressure](#), 3 June 2022.

<sup>28</sup> World Vision, [Mental Health of Women Forced to Flee Ukraine. Syria and Afghanistan suffers as they struggle to survive](#), 10 December 2022.

<sup>29</sup> Johanna Buchcik et al., “[Mental health outcomes and quality of life of Ukrainian refugees in Germany](#),” *Health and Quality of Life Outcomes*, Vol. 21, 2023.

female migrants and refugees are disadvantaged in mental health compared to males.”<sup>30</sup> Family separation is a possible explanation for some of the mental health issues experienced by many women refugees, as over three quarters of the surveyed women had left close family members back in Ukraine and may be worried about their safety.<sup>31</sup>

Because of intersectional discrimination, women belonging to minority groups can face even greater challenges.

According to unofficial numbers, there were between 200,000 and 400,000 Roma in Ukraine in 2014, half of them women.<sup>32</sup> In 2018, it was reported that “the majority of Roma women across Ukraine face intersecting forms of discrimination based on the gender, ethnicity and social status, which deepens their vulnerability and pushes them to the margins of the society.”<sup>33</sup> Notably, Roma women have lower levels of education and higher unemployment rates, lack civil registration documents and have difficulties accessing services.<sup>34</sup> According to UN Women, “Roma women represent a particularly vulnerable group among the internally displaced persons [...], especially when they are pregnant or have to take care of children.”<sup>35</sup>

Even if sexual diversity is not outlawed in Ukraine, lesbian, gay, bisexual, transgender, intersex, queer persons, and persons with other diverse identities (LGBTIQ+) were already facing stigma and negative perceptions before 2022.<sup>36</sup> In conflict contexts, LGBTIQ+ persons “are often at heightened risk of exclusion, exploitation, violence and abuse and encounter distinct protection risks.”<sup>37</sup> Transgender persons from Ukraine have said that “the war has aggravated already precarious living conditions,” as they face additional obstacles to access medical treatment and obtain documentation accurately reflecting their gender identity.<sup>38</sup>

According to experts, LGBTIQ+ persons are also “particularly vulnerable and marginalized”<sup>39</sup> among forcibly displaced people: “[t]he structural vulnerabilities that [LGBTIQ+] persons face are intensified by their situation as migrants, asylum seekers, refugees, or internally

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<sup>30</sup> Ibid.

<sup>31</sup> Ibid.

<sup>32</sup> UN Women, [The Rights of Roma Women in Ukraine](#), 2018, p. 9.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

<sup>35</sup> Ibid., p. 10.

<sup>36</sup> UNHCR, Protection cluster, [Protection of LGBTIQ+ people in the context of the response in Ukraine](#), 17 May 2022.

<sup>37</sup> Ibid.

<sup>38</sup> Kateryna Semchuk, “[Trans people are caught in the war in Ukraine](#),” *OpenDemocracy*, 8 February 2023.

<sup>39</sup> UN Office of the Human Rights Commissioner, [Forcibly displaced LGBT persons face major challenges in search of safe haven](#), 16 May 2022.

displaced persons.”<sup>40</sup> Specifically, experts point at the issues displaced LGBTIQ+ persons face to access accommodation or healthcare, and issues they might face if their identification documents inaccurately reflect their gender identity.<sup>41</sup> In addition, in the context of the Ukrainian martial law which banned men aged 18 to 60 from leaving the country, some transgender persons trying to leave Ukraine have reported being turned back at the border, sometimes even when they carry official documents correctly reflecting their gender identity.<sup>42</sup>

## B. SEXUAL AND GENDER-BASED VIOLENCE IN CONFLICT CONTEXT

Sexual and gender-based violence are among the primary risks faced by women in armed conflict situations.

Gender-based violence refers to acts of violence, not necessarily of a sexual nature, directed at a person or a group of persons based on their gender. Conflict-related sexual violence can include acts such as “rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage ... [and] trafficking in persons for the purpose of sexual violence and/or exploitation...”<sup>43</sup>

In his 2022 report on conflict-related sexual violence, the UN Secretary-General stated that:

[i]ntersecting humanitarian, security and political crises exacerbated the root causes of conflict-related sexual violence, including militarization, the proliferation of arms, impunity, institutional collapse, structural gender-based inequality and harmful social norms. Protection is the bedrock for women’s full, equal and meaningful participation in political, social and economic processes, which is in turn critical to ending conflict-related sexual violence and preventing its recurrence.<sup>44</sup>

The Russian war of aggression in Ukraine has increased the risks of gender-based and sexual violence against women.

<sup>40</sup> Ibid.

<sup>41</sup> UNHCR, Protection cluster, [Protection of LGBTIQ+ people in the context of the response in Ukraine](#), 17 May 2022.

<sup>42</sup> Lorenzo Tondo, “[‘I will not be held prisoner’: the trans women turned back at Ukraine’s borders](#),” The Guardian, 22 March 2022.

<sup>43</sup> UN Security Council, [Conflict-related sexual violence](#), Report of the Secretary-General, 29 March 2022, p. 2.

<sup>44</sup> UN Security Council, [Conflict-related sexual violence](#), Report of the Secretary-General, 29 March 2022, p. 1 and 2.

## 1. Gender-based violence

Reports indicate that gender-based violence was “already widespread and increasing in Ukraine and highly prevalent in the region”<sup>45</sup> before February 2022. A 2018 OSCE-led survey found that 75% of women in Ukraine had experienced some form of violence since age 15, and 35% had experienced physical and/or sexual violence.<sup>46</sup>

Since the full-scale invasion of Ukraine in February 2022, access to services related to gender-based violence has been limited. The United Nations Population Fund (UNFPA) estimates that 3.6 million people are in need of gender-based violence prevention and response services in Ukraine.<sup>47</sup>

Reports produced by the OSCE Moscow Mechanism’s mission of experts in April 2022 and July 2022 note an increase in gender-based violence since the outbreak of the conflict.<sup>48</sup> In the first months of the invasion, several women’s civil societies organizations also reported an increase of violence and noted that because of the war, police services were diverting resources away from cases of gender-based violence.<sup>49</sup> According to experts on the ground, “[d]omestic violence has not disappeared. It simply migrated with people.”<sup>50</sup> It can be particularly difficult for survivors of gender-based violence who have been displaced because of the war to find resources to get help.

Several experts also pointed at the increased threat of human trafficking, especially in the border regions where displaced persons are transiting.<sup>51</sup>

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<sup>45</sup> Regional Gender Task Force, [Making the Invisible Visible. An evidence-based analysis of gender in the regional response to the war in Ukraine](#), October 2022, p. 8.

<sup>46</sup> OSCE, [Well-Being and Safety of Women: Ukraine Results Report](#), OSCE-led survey on violence against women, 2019, p. viii.

<sup>47</sup> United Nations Population Fund (UNFPA), [UNFPA Regional Response to Ukraine Emergency. Situation Report #17](#), 15 March 2023.

<sup>48</sup> OSCE, [Report On Violations Of International Humanitarian And Human Rights Law. War Crimes And Crimes Against Humanity Committed In Ukraine Since 24 February 2022](#), Report of the OSCE Moscow Mechanism’s mission of experts, 13 April 2022, p. 76; and OSCE, [Report On Violations Of International Humanitarian And Human Rights Law. War Crimes And Crimes Against Humanity Committed In Ukraine \(1 April - 25 June 2022\)](#), Report of the OSCE Moscow Mechanism’s mission of experts, 14 July 2022, p. 90.

<sup>49</sup> UN Women, [Rapid Assessment: Impact of the War in Ukraine on Women’s Civil Society Organizations](#), March 2022.

<sup>50</sup> UNFPA, [A year on from Russia’s full-scale invasion in Ukraine. tackling the onslaught on health and rights for generations of women and girls](#), 24 February 2023.

<sup>51</sup> UN Women, [Rapid Assessment: Impact of the War in Ukraine on Women’s Civil Society Organizations](#), March 2022.



## 2. Conflict-related sexual violence

Since February 2022, multiple reports of acts of sexual violence have been reported in Ukraine.

According to the Report on the human rights situation in Ukraine released by the UN Office of the High Commissioner for Human Rights on 24 March 2023, “[f]rom 24 February 2022 to 31 January 2023, OHCHR documented 133 cases of [conflict-related sexual violence] (85 men, 45 women, 3 girls), 109 of them perpetrated by Russian armed forces, law enforcement authorities or penitentiary staff, either in Russian-occupied territory of Ukraine or in the Russian Federation itself.”<sup>52</sup> According to the same report, “[i]n the majority of the cases that took place in a context of deprivation of liberty, sexual violence was used as a form of torture or ill-treatment.”<sup>53</sup> In the same period of time, the UN Office of the Human Rights Commissioner documented “24 cases of [conflict-related sexual violence] (18 men and 6 women) in Government-controlled territory of Ukraine.”<sup>54</sup>

It is important to note that the actual number of instances of sexual violence is believed to be much higher, as many cases are not reported.<sup>55</sup>

In its March 2023 report, the Independent International Commission of Inquiry on Ukraine uncovered “cases of sexual and gender-based violence involving women, men, and girls, aged from 4 to 82, in nine regions of Ukraine, and in the Russian Federation.”<sup>56</sup> According to the Commission, “Russian authorities have committed sexual violence in two main situations: during house searches and against victims they had confined.”<sup>57</sup> The report documents graphic cases of rapes and sexual violence committed by Russian soldiers. According to the Commission “in areas they controlled, some members of Russian armed forces committed the war crime of rape and sexual violence, which can amount to torture.”<sup>58</sup>

In June 2022, OSCE Secretary General Helga Maria Schmid called for “an urgent end to the use of rape and other sexual crimes as a tactic of war in Ukraine and elsewhere in the OSCE

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<sup>52</sup> UN Office of the Human Rights Commissioner, [Report on the human rights situation in Ukraine, 1 August 2022 – 31 January 2023](#), 23 March 2023, p. 16.

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

<sup>55</sup> OSCE, [Report On Violations Of International Humanitarian And Human Rights Law, War Crimes And Crimes Against Humanity Committed In Ukraine \(1 April - 25 June 2022\)](#), Report of the OSCE Moscow Mechanism’s mission of experts, 14 July 2022, p. 90.

<sup>56</sup> UN Human Rights Council, [Report of the Independent International Commission of Inquiry on Ukraine](#), 16 March 2023, p. 12.

<sup>57</sup> Ibid.

<sup>58</sup> Ibid., p. 13.

region and beyond.”<sup>59</sup> According to Pramila Patten, the Special Representative of the United Nations Secretary-General on sexual violence in conflict, “[t]here are indications that sexual violence is being used as a weapon of war.”<sup>60</sup>

According to experts, the continuing contact of civilian populations, especially women and girls, with armed men, poses a high risk of sexual violence.<sup>61</sup>

### 3. Access to sexual and reproductive care

The increased risks of sexual violence heighten the importance of ensuring women in Ukraine and displaced women outside Ukraine have access to sexual and reproductive care.

Reports make clear that the war has seriously disrupted access to such services in Ukraine.<sup>62</sup> In a March 2023 report, Amnesty International relayed stories of women forced to choose between buying food or menstrual products because of their economic situation.<sup>63</sup>

UNFPA provides access to sexual and reproductive health services in Ukraine through 23 mobile clinics and maternity units.<sup>64</sup> A third of the 195,000 women who gave birth in Ukraine in 2022 delivered at one of over 50 maternity facilities supported by UNFPA.<sup>65</sup>

Women refugees from Ukraine also face increased risks of sexual violence. A survey on the safety and security of women refugees from Ukraine by OSCE’s Office for Democratic Institutions and Human Rights (ODIHR) found that respondents reported that “they had experienced sexual harassment; domestic violence; received requests for sexual favours; received proposals to work in the sex industry as well as offers of surrogacy, proposals to produce pornographic materials; and suffered sexual violence”<sup>66</sup> since leaving Ukraine.

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<sup>59</sup> OSCE, [\*OSCE Secretary General condemns use of sexual violence as weapon of war, urges for international support to survivors\*](#), 19 June 2022.

<sup>60</sup> CBC News, [\*Russia accused of using sexual violence as a weapon of war in Ukraine\*](#), 23 November 2022.

<sup>61</sup> OHCHR, [\*Report on the human rights situation in Ukraine, 1 August 2022 – 31 January 2023\*](#), 23 March 2023, p. 17.

<sup>62</sup> Regional Gender Task Force, [\*Making the Invisible Visible. An evidence-based analysis of gender in the regional response to the war in Ukraine\*](#), October 2022, p. 38.

<sup>63</sup> Amnesty International, [\*Ukraine: Women face grave risks as Russia’s full-scale invasion enters its second year\*](#), 8 March 2023.

<sup>64</sup> United Nations Population Fund (UNFPA), [\*UNFPA Regional Response to Ukraine Emergency, Situation Report #17\*](#), 15 March 2023.

<sup>65</sup> UNFPA, [\*A year on from Russia’s full-scale invasion in Ukraine, tackling the onslaught on health and rights for generations of women and girls\*](#), 24 February 2023.

<sup>66</sup> OSCE Office for Democratic Institutions and Human Rights (ODIHR), [\*ODIHR survey on the safety and security of women refugees from Ukraine\*](#), 20 January 2023.

Among the difficulties they face that impact their safety, women refugees mentioned “insufficient knowledge of the local language; lack of financial resources; inability to rent accommodation; lack of healthcare; lack of social networks and community; domestic violence; and discrimination.”<sup>67</sup>

Outside Ukraine, refugees face different situations depending on the country that hosts them. According to human rights advocates, “[i]n Hungary, Poland, Romania and Slovakia a range of pre-existing legal and policy restrictions on [sexual and reproductive health and rights] and cost-barriers are severely impeding access to urgent and essential sexual and reproductive health care for those fleeing Ukraine.”<sup>68</sup> In Poland for instance, abortion is illegal in almost all situations.<sup>69</sup> Across Europe, several countries currently hosting Ukrainian refugees impose certain restrictions on abortion, such as mandatory waiting periods.<sup>70</sup> In recent years, setbacks affecting the right to sexual and reproductive health, including the right to a safe abortion, have also been observed in some participating States of the OSCE region.<sup>71</sup>

Experts have also raised concerns about the reimbursement of healthcare costs for refugees and the affordability of sexual and reproductive services. In the European Union (EU), the Temporary Protection Directive was activated in March 2022 to grant persons fleeing Ukraine a series of rights across the EU, including access to medical care.<sup>72</sup> However, experts note that in some countries, certain forms of sexual and reproductive healthcare are not deemed to constitute essential or basic care or are not included under public health insurance schemes, which raises concerns about the affordability of these services.<sup>73</sup>

In some countries hosting refugees, access to sexual and reproductive health care can be further impeded for certain groups of women, including Roma women, African women and women of African descent, because of racism and other forms of discriminations.<sup>74</sup>

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<sup>67</sup> Ibid.

<sup>68</sup> Centre for Reproductive Rights, [Call to Action on Ukraine](#), March 2022.

<sup>69</sup> Regional Gender Task Force, [Making the Invisible Visible. An evidence-based analysis of gender in the regional response to the war in Ukraine](#), October 2022, p. 37.

<sup>70</sup> Centre for Reproductive Rights, [European Abortion Laws: A Comparative Overview](#), October 2022.

<sup>71</sup> UN Office of the Human Rights Commissioner, [Women’s and girls’ reproductive choices must be respected, UN experts say](#), 23 September 2022.

<sup>72</sup> European Commission, [Temporary protection](#).

<sup>73</sup> Regional Gender Task Force, [Making the Invisible Visible. An evidence-based analysis of gender in the regional response to the war in Ukraine](#), October 2022, p. 38.

<sup>74</sup> Centre for Reproductive Rights, [Call to Action on Ukraine](#), March 2022.

## GENDER SENSITIVE RESPONSES TO THE WAR IN UKRAINE

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As detailed in the first part of this report, the impacts of Russia's ongoing war in Ukraine have been multifaceted. A number of international, non-governmental and civil society organizations, as well as OSCE participating States, have been considering how to best address conflict-related sexual violence and the gender-specific humanitarian consequences of the war.

The second part of this report explores guidance, best practices, and examples of measures designed to include a gender perspective in responding to armed conflicts, with a particular focus on the war in Ukraine. Specifically, it examines areas such as the prevention of, and response to, conflict-related sexual violence, as well as the provision of humanitarian aid in conflict contexts. It also discusses the implementation of the Women, Peace and Security (WPS) agenda.

### A. PREVENTING AND ADDRESSING CONFLICT-RELATED SEXUAL VIOLENCE

As presented in the first part of this report, Russia's ongoing full-scale war against Ukraine has exposed civilians to heightened risks of conflict-related sexual violence.

A growing understanding of the causes and consequences of sexual violence has given rise to multiple initiatives from various human rights organizations, UN agencies, civil society, academics, and governments.

Within the UN system, initiatives relating to conflict-related sexual violence include the UN Secretary General's annual report on the implementation of the five UN Security Council Resolutions (UNSCR) on WPS that have a focus on sexual violence.<sup>75</sup> As well, the UN Special Representative on Sexual Violence in Conflict, as well as the UN Action against Sexual Violence in Conflict Network, continue to work on preventing conflict-related sexual violence, responding to the needs of survivors, and enhancing accountability.

Human rights organizations, such as the Council of Europe, have also undertaken a number of recent initiatives addressing conflict-related sexual violence. In July 2022, the Ukrainian parliament approved the ratification of the *Council of Europe Convention on preventing and combatting violence against women and domestic violence*, more commonly known as the

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<sup>75</sup> Under the UN Security Council Resolution 2467 (2019), the UN Secretary General presents a report on the implementation of resolutions 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013) and 2467 (2019).

Istanbul Convention.<sup>76</sup> It entered into force in Ukraine on 1 November 2022. When it came into effect in 2014, the landmark treaty opened the path for creating a legal framework in Europe to protect women against all forms of violence, and prevent, prosecute and eliminate violence against women and domestic violence, both “in times of peace and in situations of armed conflict.” Ukraine became the 36<sup>th</sup> country to ratify the convention; eight of its 45 signatories have yet to ratify it.<sup>77</sup>

At the parliamentary level, in 2023, the Council of Europe Parliamentary Assembly adopted a report and a resolution on conflict-related sexual violence.<sup>78</sup> The resolution, unanimously adopted by parliamentarians in January 2023, acknowledges that Russia’s invasion of Ukraine has led to “mass conflict-related sexual violence” committed by Russia’s armed forces and affiliated armed groups, and highlights a number of measures that Council of Europe member States could take to prevent and address conflict-related sexual violence, including the provision of survivor-centred and gender-specific care for survivors, access to sexual and reproductive health services, and the prosecution of perpetrators of crimes of conflict-related sexual violence.<sup>79</sup>

There can be no doubt that OSCE participating States must contribute to international efforts and take action at preventing conflict-related sexual violence, including through addressing its root causes. At the same time, we must ensure that the needs of survivors of conflict related sexual violence are addressed, including by ensuring accountability for such crimes.

## 1. Preventing conflict-related sexual violence

The prevention of conflict-related sexual violence is a core aim of the WPS agenda, which was established by UNSCR 1325 and expanded in subsequent resolutions. As discussed below – and as highlighted at past OSCE Parliamentary Assembly event – the implementation of the WPS agenda in the OSCE region is all the more important in times of crisis.<sup>80</sup> This issue will be discussed further below.

In 2022, the UN Special Representative on Sexual Violence in Conflict published a *Framework for the Prevention of Conflict-Related Sexual Violence*. It highlights a number of measures that can be taken by countries to prevent conflict-related sexual violence. These relate to:

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<sup>76</sup> Council of Europe, [Council of Europe Convention on preventing and combating violence against women and domestic violence](#), Council of Europe Treaty Series No. 210 (Istanbul Convention).

<sup>77</sup> Council of Europe, [Chart of signatures and ratifications of Treaty 210](#).

<sup>78</sup> Parliamentary Assembly of the Council of Europe, [Conflict-related sexual violence](#).

<sup>79</sup> Parliamentary Assembly of the Council of Europe, [Resolution 2476 \(2023\): Conflict-related sexual violence](#), 24 January 2023.

<sup>80</sup> OSCE Parliamentary Assembly, [Address by Dr. Hedy Fry, Special Representative on Gender Issues to the OSCE Parliamentary Assembly](#), 22<sup>nd</sup> Winter Meeting, 23–24 February 2023.

- **General education**, for example, training of investigators, human rights defenders and general citizens in the detection and ethical documentation of conflict-related sexual violence;
- **Security forces and personnel of armed groups**, for example, the development of complaint mechanisms within State institutions, to capture and respond to reports of gender-based violence including during and after periods of conflict;
- **Laws, policies, institutions**, for example, the development of legal frameworks that aim to eliminate gender inequality and address gender-based violence generally, as well as conflict-related sexual violence specifically, including ratification of the Rome Statute of the International Criminal Court;
- **Peacebuilding for prevention of sexual violence**, for example, promoting women's meaningful participation and leadership in peacebuilding;
- **Engagement and protection of specific groups**, for example, laws and mechanisms to protect human rights defenders, particularly women's rights activists, and women in politics.<sup>81</sup>

In 2018, UN Women Ukraine, the UN Human Rights Monitoring Mission in Ukraine, and the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine developed a *Strategy for Prevention of and Response to the Conflict Related Sexual Violence in Ukraine*. Among those measures relating to prevention, the strategy encouraged the development of information campaigns on conflict-related sexual violence, and capacity building of non-governmental organizations and international organizations. The strategy also highlighted the importance of combatting gender stereotypes, which often deter survivors from reporting acts of sexual violence.<sup>82</sup>

## 2. Addressing sexual violence through a survivor-centred approach

In responding to the varied and devastating effects of conflict-related sexual violence, governments must adopt an approach that is centred around the needs of survivors.

The concept of a “survivor-centred approach” to sexual violence has been promoted by UN institutions in recent years. The ninth UNSCR on WPS – UNSCR 2467 (2019) – is dedicated

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<sup>81</sup> UN Action against Sexual Violence in Conflict Network, [Framework for the Prevention of Conflict-Related Sexual Violence](#), 2022.

<sup>82</sup> UN Women, UN Human Rights Monitoring Mission in Ukraine, Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, [Strategy for Prevention of and Response to the Conflict Related Sexual Violence in Ukraine](#), 2018.



to sexual violence in conflict and introduces language on survivor-centred approaches and the continuum of violence against women and girls. It calls on “all [UN] Member States to ensure that survivors of sexual and gender-based violence in conflict in the respective countries receive the care required by their specific needs and without any discrimination.” It also to affirm “that victims of sexual violence ... should have access to national relief and reparations programmes, as well as health care, psychosocial care, safe shelter, livelihood support and legal aid.”<sup>83</sup>

In the context of the war in Ukraine, specific measures have been taken to provide a survivor-centred approach to conflict-related sexual violence. In May 2022, the UN Special Representative on Sexual Violence in Conflict and Ukraine’s Deputy Prime Minister for European and Euro-Atlantic Integration signed a framework for cooperation to assist survivors of sexual violence. The framework largely reflects a survivor-centred approach and urges actions including:

- adopting measures to protect displaced persons, internally and abroad, from sexual violence in centres hosting displaced persons;
- strengthening national health and social services systems to ensure survivors of sexual violence have access to survivor-centred services, including sexual and reproductive health, psychological, legal, and socioeconomic services; and
- engaging with civil society organizations in preventing and responding to sexual violence.<sup>84</sup>

The framework highlights the need for comprehensive service provision for those who have suffered conflict-related sexual violence – including legal, medical and economic support. Indeed, research found that, in conflict contexts, access to quality emergency, survivor-centred medical care, and psychological counselling has been linked with reduced distress and improved functioning in survivors.<sup>85</sup> Ideally, survivors need to access holistic care, such as medical, psychosocial, economic, and legal aid services.

Non-governmental organizations and civil society stakeholders are key in accompanying survivors of conflict-related sexual violence. According to UN Women, preventing and responding to gender-based and sexual violence has been identified as a priority by women’s civil society organizations in Ukraine, and continued funding for women’s civil society

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<sup>83</sup> UN Security Council, [Resolution 2467](#), 23 April 2019.

<sup>84</sup> [Framework on cooperation between the Government of Ukraine and the United Nations on the prevention and response to conflict-related sexual violence](#), 4 May 2022.

<sup>85</sup> Lindsay Stark et al. “Prevention of Conflict-Related Sexual Violence in Ukraine and Globally,” *The Lancet*, vol. 399, no. 10342, 2022.

organizations is crucial to ensure that they can carry out lifesaving front-line efforts.<sup>86</sup> In Poland, which is the country that has welcomed the most refugees since the beginning of the war – non-governmental organizations have indicated that they operate with very limited budgets and capacity, with the majority of personnel working unpaid.<sup>87</sup> This clearly shows how important it is that OSCE participating States support civil society organizations dealing with survivors of gender-based violence and sexual and reproductive health services – in Ukraine and in neighbouring countries welcoming refugees – to ensure that such organizations are given sustainable, long-term financial support to function efficiently.

To support national health and social service providers in Ukraine, in July 2022, the Council of Europe designed and delivered a four-day training session aimed at helping professionals facilitate access to gender-sensitive and survivor-centred social, psychological, medical, and legal assistance to persons, including internally displaced persons, who have been affected by the sexual violence committed during the ongoing conflict in Ukraine. Based on the presentations and discussions at that training session, and as part of its project on Combatting Violence against Women in Ukraine, the Council of Europe developed a detailed manual on *Working with Victims of Sexual Violence* for Ukrainian mental health and emergency response professionals.<sup>88</sup>

All OSCE participating states should enhance their support, including financial and technical support, to non-governmental and governmental organizations supporting sexual violence survivors in Ukraine, to help ensure that they have sufficient resources to provide services centred around survivors' needs. As well, parliamentarians in the OSCE region – in particular those in the many countries that have welcomed refugees from Ukraine – can play an active role in raising global awareness of the needs of survivors of conflict-related sexual violence.

### 3. Enhancing accountability

As part of our efforts to better respond to conflict-related sexual violence, accountability for crimes of conflict-related sexual violence must be strengthened. The UNSCR 2467 (2019) on WPS acknowledges “the responsibilities of States to end impunity and to prosecute those responsible for crimes of genocide, crimes against humanity, and war crimes, perpetrated against civilians.”

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<sup>86</sup> UN Women, [Rapid Assessment: Impact of the War in Ukraine on Women's Civil Society Organizations](#), Action Brief, March 2022; and UN Women, [UN Women Ukraine: five-month update](#), 24 February–15 July 2022.

<sup>87</sup> VOICE Amplified, [Poland Assessment Report: Waiting for the Sky to Close: The Unprecedented Crisis Facing Women and Girls Fleeing Ukraine](#), September 2022.

<sup>88</sup> Council of Europe, [Working with Victims of Sexual Violence During Armed Conflict: A manual for Ukrainian mental health and emergency response professionals](#), Council of Europe Project “Combatting Violence against Women in Ukraine” 2021-2022, November 2022.



In the context of the war in Ukraine, the international community has been calling for effective mechanisms to document and investigate crimes, prosecute suspects and sanction those found guilty, to ensure that perpetrators are held accountable for their crimes. A number of initiatives have been taken to document conflict-related violence in Ukraine for the purpose of criminal accountability. Investigations into crimes committed during the conflict are being carried out in different jurisdictions, notably by the International Criminal Court (ICC), which has significant investigative capacities. Further, several OSCE participating States have been providing financial support to increase the ICC's capacity to investigate sexual and gender-based crimes and crimes against children.<sup>89</sup> At the national level, according to some non-governmental organizations, the Ukrainian Prosecutor General's Office has demonstrated its commitment to prioritizing criminal accountability for conflict-related sexual violence.<sup>90</sup>

As conflict-related sexual violence is being documented, it is imperative to focus on the protection of survivors, including those from particularly vulnerable groups such as children and individuals with diverse sexual orientations and gender identities. Gender-sensitive, victim-centred documentation efforts are integral to both building trust with survivors and to paving the way to accountability for the crimes that have been committed. According to Pramila Patten, UN Special Representative on Sexual Violence in Conflict,

victims and survivors deserve justice close to home; justice that involves and includes them; justice that empowers rather than sacrifices them; justice that honours their courage and respects their needs as a core consideration; justice that uplifts them rather than further victimizes them; justice that paves the path for other victims to come forward; and justice that is accessible, tangible, visible, and transformative.<sup>91</sup>

To support this vision, the Office of the Special Representative on Sexual Violence in Conflict published a detailed guide, *Model legislative provisions and guidance on investigation and prosecution of conflict-related sexual violence*.<sup>92</sup> Among other objectives, the guide aims to assist legislators in “implementing a robust legal and procedural framework in compliance

<sup>89</sup> For example, see United Kingdom Government, [London hosts major international war crimes meeting as UK boosts support for International Criminal Court](#), News release, 20 March 2023; and Government of Canada, [Canada provides funding to International Criminal Court to strengthen accountability for conflict-related sexual violence](#), News release, 26 May 2022.

<sup>90</sup> International Center for Transitional Justice, [Reflections on Victim-Centered Accountability in Ukraine](#), ICTJ briefing, February 2023.

<sup>91</sup> UN, Office of the Special Representative of the Secretary General on Sexual Violence in Conflict, [Model legislative provisions and guidance on investigation and prosecution of conflict-related sexual violence](#), 18 June 2021.

<sup>92</sup> UN, Office of the Special Representative of the Secretary General on Sexual Violence in Conflict, [Model legislative provisions and guidance on investigation and prosecution of conflict-related sexual violence](#), 18 June 2021.

with international norms and obligations.”. At the same time, it seeks to encourage them to prioritize the rights, needs, participation, and wishes of the victims and survivors of sexual violence, with full respect for their autonomy.

This emphasis on the rights and needs of survivors is also evident in the Council of Europe’s manual for Ukrainian mental health and emergency response professionals working with victims of sexual violence (discussed above).<sup>93</sup> The manual provides guidance for a survivor-centred documentation of sexual violence and discusses such matters as:

- ethical considerations in the documentation of sexual violence, including conducting interviews with survivors (e.g., prioritizing the interviewee’s preference as to the choice of interviewer, and recognizing and responding to distress during the interview); and
- specific considerations for documenting sexual violence committed against certain groups, including children, men and boys, sexual and gender minorities, and persons with disabilities.<sup>94</sup>

Initiatives that contribute to a survivor-centred approach to documenting crimes of sexual violence, as well as an effective prosecutorial strategy for sexual violence crimes committed in Ukraine, should be supported by OSCE participating States.

## **B. GENDER-SENSITIVE HUMANITARIAN SUPPORT IN CONFLICT CONTEXTS**

Although conflict-related sexual violence is among the issues that receive the most attention when responding to the gendered impacts of conflicts, other gender related issues must also be considered. Beyond support to survivors of gender-based and sexual violence, several stakeholders have been calling for a gender-sensitive approach to humanitarian assistance.

For example, the EU integrates a gender perspective into its humanitarian assistance programs. While the EU’s humanitarian priorities include gender-based violence and sexual and reproductive health, it also includes a focus on ensuring that all EU-funded humanitarian actions integrate gender considerations.<sup>95</sup> The European Parliament has been advocating for

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<sup>93</sup> Council of Europe, [\*Working with Victims of Sexual Violence During Armed Conflict: A manual for Ukrainian mental health and emergency response professionals\*](#), Council of Europe Project “Combatting Violence against Women in Ukraine” 2021-2022, November 2022.

<sup>94</sup> Ibid.

<sup>95</sup> European Commission, [\*Gender- and age-sensitive aid\*](#), Factsheet, 28 October 2022.

these efforts to be stepped up, calling for more gender-responsive humanitarian actions, and for the inclusion of local women's rights organizations and women-led front line humanitarian responders in humanitarian coordination.<sup>96</sup>

Some OSCE participating States have gender-responsive humanitarian aid policies. For example, France's Humanitarian Strategy recognizes that "women are the first victims of armed conflicts and forced displacements" and has committed to applying a gender perspective to support gender equality in humanitarian projects.<sup>97</sup> Through its Feminist International Assistance Policy, Canada has committed to:

- strengthening sexual and gender-based violence prevention and response strategies in humanitarian settings;
- helping to strengthen the capacity of local and national women's groups to assist in humanitarian emergencies and help address the particular needs of women; and
- supporting the full range of women and girls' sexual and reproductive health needs during humanitarian response.<sup>98</sup>

For example, to provide better support to those in need during humanitarian crises and to better address the unique needs of women and girls, Canada has committed to support the full range of women and girls' sexual and reproductive health needs during humanitarian responses, including family planning and modern contraception; comprehensive sexuality education; safe and legal abortion, and post-abortion care; and prevention and treatment of HIV/AIDS and sexually transmitted infections.<sup>99</sup>

International efforts include the UNFPA's delivery of essential services for women and girls in Ukraine and in neighbouring countries to address the evolving humanitarian situation. For example, in Ukraine, the UNFPA is providing services for gender-based violence survivors and women and girls at risk of violence across 45 facilities, "including facilities for [gender-based violence] survivors, survivor relief centres, career hubs, and 'Vilna' women-friendly spaces, a national hotline and more than 100 mobile psychosocial support teams."<sup>100</sup> As highlighted in the first part of this report, women account for the vast majority of displaced persons in humanitarian and conflict contexts, including in Ukraine. Adopting gender-sensitive measures to support internally displaced persons and refugees is essential.

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<sup>96</sup> European Parliament, [European Parliament resolution of 10 March 2022 on the EU Gender Action Plan III](#), 10 March 2022.

<sup>97</sup> France, Ministry for Europe and Foreign Affairs, [France's Humanitarian Strategy 2018–2022](#).

<sup>98</sup> Government of Canada, [Canada's Feminist International Assistance Policy](#).

<sup>99</sup> Ibid.

<sup>100</sup> United Nations Population Fund, [UNFPA Regional Response to Ukraine Emergency, Situation Report #17](#), 15 March 2023.

This includes, for example, ensuring that Ukrainian women – abroad, but also in their country – receive adequate sexual and reproductive health services.

A recent report examining Ukrainian women and girls displaced in Poland indicate that the top three concerns identified by displaced persons were: lack of income, which is a significant risk factor for gender-based violence; difficulties in accessing medical care, including “extremely limited” access to reproductive health care; and education for children. The report makes country specific and general recommendations for a variety of stakeholders working with displaced women and girls, including calls to:

- fund programming tailored to the specific needs of the women and children fleeing Ukraine, as well as host communities in all border countries and beyond;
- encourage countries hosting refugees to treat third country nationals, racialized individuals, LGBTQI+ people, and the Roma community fairly and without discrimination; and
- ensure medical care and reproductive health services are accessible, free and holistic.<sup>101</sup>

As discussed in the first part of this report, refugees often experience mental health problems as a result of traumatic experiences they live through in the context of war. Adequately supporting refugees facing mental health problems is crucial and, in the context of the war on Ukraine, research shows that actions and policies that promote mental health with “intervention projects tailored to meet specific gender needs will have a more positive effect on the mental health outcome of the Ukrainian refugees.”<sup>102</sup>

## C. IMPLEMENTATION OF THE WOMEN PEACE AND SECURITY AGENDA

In 2000, the UNSCR 1325 on WPS was unanimously adopted. It is based on four pillars:

- the participation of women in peace processes, and in peace and security institutions;
- the protection of women and girls in situations of armed conflict;
- the prevention of violence against women and girls; and

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<sup>101</sup> VOICE Amplified, [Poland Assessment Report: Waiting for the Sky to Close: The Unprecedented Crisis Facing Women and Girls Fleeing Ukraine](#), September 2022.

<sup>102</sup> Johanna Buchcik et al., “[Mental health outcomes and quality of life of Ukrainian refugees in Germany](#),” *Health and Quality of Life Outcomes*, Vol. 21, 2023.

- the need to ensure that post-conflict relief and recovery efforts apply a gender lens.

Since 2000, nine additional UNSCR have been adopted, together forming the WPS agenda. Over the years, progress has been made in implementing the agenda. For example, in 2004, the UN Secretary-General requested that member states develop regional or national action plans (NAPs) for implementing the WPS agenda.<sup>103</sup> As of June 2023, 54% of UN member states had developed NAPs and approximately one-third had provided a funding allocation to ensure their implementation.<sup>104</sup>

Prior to the invasion of February 2022, Ukraine had taken steps to improve women's political participation and, in 2014, developed a NAP for implementing the WPS agenda. Despite those measures, progress was restrained: for example, women's participation remained limited during peace negotiations between Ukraine and Russia from 2014 to 2019.<sup>105</sup>

#### Four pillars of the United Nations Security Council Resolution 1325 on Women, Peace, and Security

1. the **participation** of women in peace processes, and in peace and security institutions
2. the **protection** of women and girls in situations of armed conflict
3. the **prevention** of violence against women and girls
4. the need to ensure that **post-conflict relief and recovery** efforts apply a gender lens

To better respond to the ongoing war in Ukraine, there have been calls for the international community to apply all parts of the WPS agenda. For example, the May 2023 agreement between Ukraine and the UN to address conflict-related sexual violence in Ukraine encourages the international community, "to provide financial and technical support to the Government of Ukraine to implement [an updated NAP] for Security Council resolution 1325 on Women, Peace and Security."<sup>106</sup>

At the same time, despite UN member States having made numerous commitments to implement the WPS agenda, observers have suggested that the principles and aspirations of agenda have been absent from the West's response to the war.<sup>107</sup> For example, the

<sup>103</sup> UN, Office of the Special Adviser on Gender Issues and Advancement of Women, [2004 report of the Secretary-General on Women, Peace and Security](#).

<sup>104</sup> Women's International League for Peace and Freedom, [1325 National Action Plans \(NAPs\)](#).

<sup>105</sup> NGO Working Group on Women, Peace and Security, [Gender Analysis of the situation in Ukraine](#), April 2022, pp. 2-3.

<sup>106</sup> [Framework on cooperation between the Government of Ukraine and the United Nations on the prevention and response to conflict-related sexual violence](#), 4 May 2022.

<sup>107</sup> Katharine A.M. Wright, "[Where is Women, Peace and Security? NATO's response to the Russia-Ukraine war](#)", *European Journal of Politics and Gender*, Vol. 5, No. 2, 5 May 2022.

organization *NGO Working Group on Women, Peace and Security* has deplored the virtual absence of references, in UN Security Council discussions, to the role of women in current and future negotiation, mediation, or other peace process since the start of the war (less than 1% over 46 meetings). The organization has recommended to the UN Security Council that it develop resolutions related to the WPS agenda for Ukraine.<sup>108</sup>

Ukraine and Russia have had limited peace talks since the start of the war. In April 2022, *NGO Working Group on Women Peace and Security* pointed out that only a few women have been invited to participate in these talks, either as leaders or participants. The failure to include women in negotiations “is likely to have negative impact on the inclusion of gender and human rights concerns.”<sup>109</sup>

In addition to the implementation of a NAP in Ukraine, in the context of the massive exodus of Ukrainian refugees – who are mostly women and children – there is an urgent need to elaborate NAPs tailored to local needs in neighbouring countries.

All OSCE participating States that have not already done so should develop and implement NAPs on WPS. Parliamentarians of the OSCE region should actively monitor how their government is implementing WPS commitments in their response to the war in Ukraine.

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<sup>108</sup> NGO Working Group on Women, Peace and Security, [Monthly Action Points: Women, Peace and Security](#), February 2023.

<sup>109</sup> NGO Working Group on Women, Peace and Security, [Gender Analysis of the situation in Ukraine](#), April 2022, pp. 2-3.

## CONCLUSION

This report shows clearly that the war in Ukraine represents a significant challenge for gender equality in Ukraine and in the OSCE region. While our understanding of the impacts of the war in Ukraine on different groups is growing, there are still important gaps in available data. I strongly believe that the lack of gender-disaggregated data affect our governments' ability to develop gender inclusive policies, and prevents us from fully addressing the needs of those who are the most affected by the war. Collecting and using data disaggregated by sex, as well as by intersectional factors such as sexual orientation, gender expression, age, disability, ethnicity, and socioeconomic status, will ensure that we can fully understand the complex ways in which this war affects women and other groups.

The report also highlights how women and girls who are in Ukraine, and those who have fled the war and are hosted in other countries, face specific challenges with regards to food security, economic hardship, and access to health care, including mental health services. To respond to these complex challenges, OSCE participating States must incorporate intersectional gender perspectives into their humanitarian support for Ukrainians. This report has also shown the devastating consequences of gender-based and sexual violence in conflict situations. I believe that we must take stock of what research and practice on preventing and addressing gender-based and sexual violence in armed conflicts have taught us over the past few decades and transfer this knowledge into concrete prevention and mitigation efforts in Ukraine.



## SECTION II

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Section II of the report assesses the gender balance within the OSCE PA and the OSCE PA International Secretariat (OSCE PA IS), as well as the gender breakdown in OSCE participating States' parliaments. Moreover, it provides an overview of gender balance among the Vienna-based Ambassadors and Permanent Representatives to the OSCE.<sup>110</sup>

### PART I: GENDER BALANCE IN THE OSCE PA

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Since its inception, the OSCE PA has been striving to improve gender balance within its structures and delegations. One of the most significant attempts to do so occurred at the Vilnius Annual Session (2009), when the Standing Committee amended the OSCE PA's Rules of Procedure, agreeing to introduce a new sub-clause to the Rule 1 stating that "*each national Delegation should have both genders represented.*"<sup>111</sup> Furthermore, in 2011, the OSCE PA adopted a "Resolution on Women's representation at the OSCE Parliamentary Assembly"<sup>112</sup> calling upon national parliaments to enhance the representation of women in the national delegations to the OSCE PA. The Resolution further explained that in February 2011, not only 17 of the 57 national delegations to the OSCE PA comprised only men, but also that only 10 delegations were headed by women. Moreover, at the time, out of 307 delegates, only 73 (23.7%) of them were women.

Ever since, OSCE PA has engaged in reinforcing and expanding dialogue on topics related to gender equality in parliaments through its mechanisms. For example, during the Annual Session held in Luxembourg in 2019, 2 out of the 15 in total adopted resolutions were focused on the issues pertaining to gender equality.<sup>113</sup> The texts reflected topics related to the advantages of the digitalization process on gender policies and gender and youth-related considerations in climate change policy agendas.

In addition to the commitments undertaken by the national delegations, the OSCE PA IS cooperates with the OSCE institutions on joint gender-related initiatives and events. On 24 January 2023, ODIHR and OSCE PA launched the "Participatory Gender Audits of

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<sup>110</sup> The reporting period of the data in the Section II of the report is 1 July 2022 to 1 June 2023.

<sup>111</sup> Also present in OSCE PA Rules of Procedure, 21 March 2020. Available at <https://www.oscepa.org/ru/dokumenty/rules-of-procedure/1832-rules-of-procedure-english/file>.

<sup>112</sup> OSCE PA Resolution on Women's Representation at the OSCE Parliamentary Assembly, 20th Annual Session, 6-10 July 2011. Available at <https://www.oscepa.org/en/documents/annual-sessions/2011-belgrade/declaration-4/3030-belgrade-resolutions-eng/file>.

<sup>113</sup> See [OSCE PA 2019 Luxembourg Declaration](#).



Parliaments, a Step-by-Step Guidance Document”<sup>114</sup> at joint Web Dialogue on “Institutionalizing Gender Mainstreaming in Parliament: Participatory Gender Audits and Gender Action Plans.” The event brought together a diverse group of parliamentarians, diplomats, and civil society from the OSCE region to discuss the application of gender audits and gender action plans in parliaments.

On 7 June 2023, OSCE PA and RFoM hosted a joint online event on “Countering Online Violence against Women: OSCE Guidelines for monitoring online violence against female journalists”, presenting the OSCE Guidelines for monitoring online violence against female journalists and exploring the role of national parliaments in this regard. The event was attended by a diverse group of parliamentarians, diplomats, and civil society from the OSCE region.

## A. MEMBER DIRECTORY STATISTICS

As was in previous years, the membership of the OSCE PA continues to be dominated by men. Since last year's report, the gender balance among the Members of the OSCE PA regressed to greater male representation. More than two-thirds of OSCE PA Members (including Heads of Delegations, Members and Alternate Members) are men – holding 360 out of 517 positions (69.6%).

However, since the adoption of the Resolution on Women’s representation at the OSCE Parliamentary Assembly in 2011, the number of women representatives among Members continues to increase. As seen in **Figure 1**, female representation (including HoD, DHoD, Members and Alternate Members) to the Assembly as of June 2023 accounts for 30.4% which is 1.2% higher than last year. In June 2023, out of 521 Members - 160 are female Members (including Heads of Delegations and Alternate Members), while 13 national delegations are headed by women.<sup>115</sup>

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<sup>114</sup> OSCE ODIHR – OSCE PA Joint Publication. Participatory Gender Audits of Parliaments, a Step-by-Step Guidance Document. Available at: <https://www.oscepa.org/ru/dokumenty/special-representatives/gender-issues/report-17/4554-participatory-gender-audits-of-parliaments-a-step-by-step-guidance-document/file>.

<sup>115</sup> See Table A.1 in Appendix A.

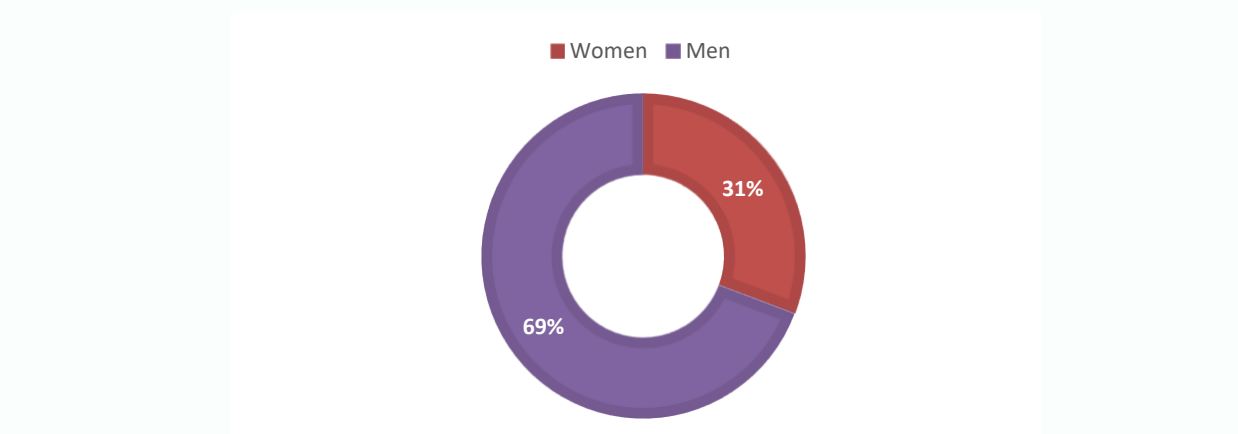


Figure 1 - Gender Balance of the OSCE PA Members (including HoD, DHoD, Members, Alternate Members) as of June 2023

## B. INITIATIVE TO BOOST WOMEN'S PARTICIPATION

National delegations to the OSCE PA continue to put effort to increase their Memberships' compliance with Article 1.4 of the OSCE PA Rules of Procedure<sup>116</sup> to have both genders represented within each delegation. As visible in **Figure 2**, the number of male-only delegations decreased from 17 in 2011 to 10 in 2012 and 2013, and further to 9 in 2014, rising again to 10 in 2015 and shrinking further to 6 in 2016 and 2017. As illustrated in Figure 3, the number of male-only delegations dropped from 17 in 2011 to a low of 2 in 2018 and 2019. As of June 2023, only Bosnia and Herzegovina, Croatia and Italy have no women member parliamentarians represented within their delegations.<sup>117</sup>

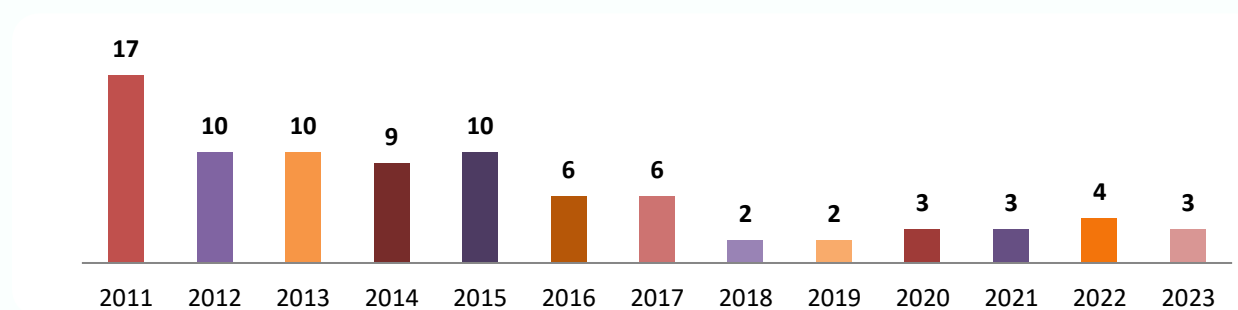
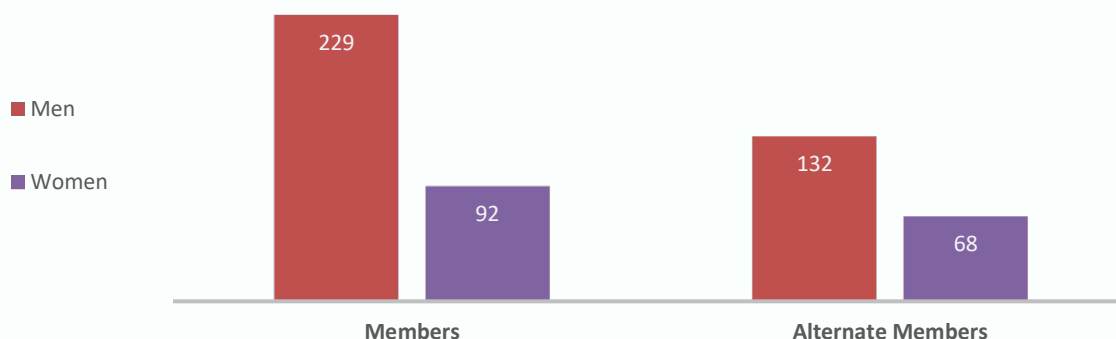


Figure 2 - Number of delegations with no female members (2011–2023) as of June 2023

<sup>116</sup> OSCE PA Rules of Procedure. Available at <https://www.oscepa.org/en/documents/rules-of-procedure/1832-rules-of-procedure-english/file>.

<sup>117</sup> See Table A.2 in Appendix A.

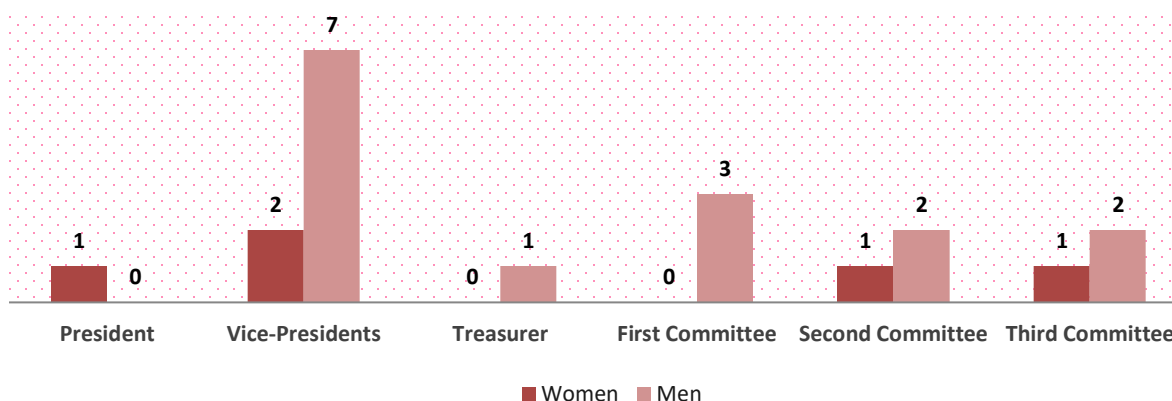
**Figure 3** below presents sex-disaggregated data of the Assembly including Members and Alternate Members.<sup>118</sup>



**Figure 3 - OSCE PA sex-disaggregated as of June 2023**

### C. GENDER BALANCE IN THE OSCE PA BUREAU

The Bureau of the OSCE PA is composed of the President, 9 Vice-Presidents, the Treasurer, as well as the three Officers of each of the General Committees. As of June 2023, the Bureau consists of 19 members – 5 of whom are female – providing for a 73.68% to 26.32% ratio in favour of male members. Compared to the 2021 sex disaggregated data of the Bureau members, there was a 1.46% decrease in the female representation which stayed at the same level in 2023. As seen in **Figure 4**, the gender composition of the Bureau of 2023 remains below the targeted goal of 30% suggested in 2011.<sup>119</sup>



**Figure 4 - Gender Balance of OSCE PA Bureau Members as of June 2023**

<sup>118</sup> See Table A.1 in Appendix A.

<sup>119</sup> See Table A.3 in Appendix A.

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

The gender balance among the positions of OSCE PA Presidents and Vice-Presidents has varied throughout the years, with the post of the President being held predominantly by men MPs - between 1992 and 2023, 15 men and only 3 women members of parliaments served as the OSCE PA President. At the Annual Session in 2021, Ms. Margareta Cederfelt (Sweden) was elected President – becoming the third woman to hold that post, succeeding Ms. Christine Muttonen (Austria, 2016-2017) and Helle Degn (1998-2000). Under Cederfelt's leadership two women parliamentarians were appointed to the positions of Vice-Presidents.

## 2. Officers of the OSCE PA General Committees

The composition of the Officers of the General Committees remained the same as in the previous reporting period. Following the Annual Session of 2022, gender representation among the Officers of the Assembly remains male dominated – 7 Officers are men and only 2 are women. For comparison, in June 2021, female members held 3 out of the total 9 Committee Officer posts, previously holding 4 positions in 2019 and 2 positions in 2018.

## 3. OSCE PA Special Representatives

According to the OSCE PA Rules of Procedure, the President may appoint special representatives to act on his or her behalf particularly in undertaking dialogue and participating in fora to promote the aims of the Assembly. Each year, the number of Special Representatives varies depending on the needs of the Assembly to address certain topics. As of June 2023, 5 of the 15 Special Representatives are women, for a total of 33% (see **Figure 5**).<sup>120</sup> Their term is envisaged for one year with a possibility of extension.

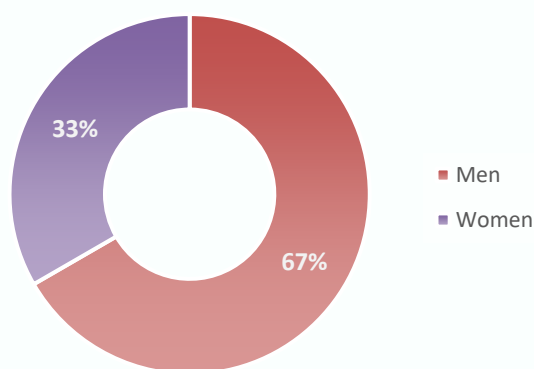


Figure 5 - Gender Balance of OSCE PA Special Representatives as of June 2023

<sup>120</sup> See Table A.4 in Appendix A.

## D. FEMALE PARTICIPATION IN THE STATUTORY MEETINGS

### 1. 2022 Annual Session

As seen in **Figure 6**, 235 Members participated in the OSCE PA Annual Session 2023 in Birmingham, out of which 73 were women and 162 were men parliamentarians.<sup>121</sup>

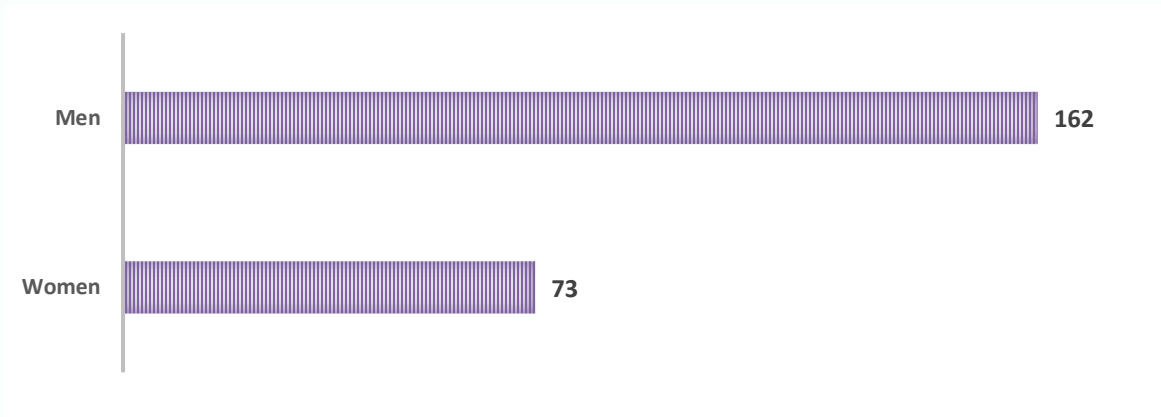


Figure 6 - Gender Breakdown of Parliamentary Participation in the OSCE PA 2022 Annual Session in Birmingham

### 2. 2022 Autumn Meeting

In total, 173 Members participated in the 2022 Autumn Meeting in Warsaw., out of which 60 (34.10%) were women and 113 men.<sup>122</sup>

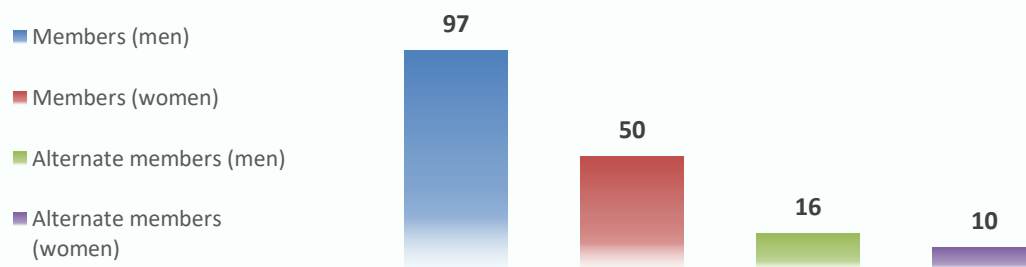


Figure 7 - Gender Breakdown of Parliamentary Participation in the OSCE PA 2022 Autumn Meeting

<sup>121</sup> See Tables A.5 in Appendix A.

<sup>122</sup> See Table A.7 in Appendix A.

### 3. 2023 Winter Session

In total, 215 Members and Alternate Members participated, out of which 62 (28.84%) were women and 153 men parliamentarians.<sup>123</sup>

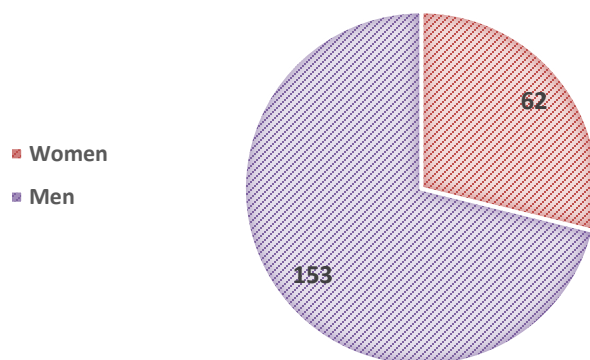


Figure 8 - Gender Breakdown of MPs Participation in the OSCE PA 2022 Winter Meeting

## E. FEMALE PARTICIPATION IN THE OSCE PA ELECTION MONITORING 2021-2022

During the July 2022–June 2023 reporting period, the overall number of female MPs participating in the OSCE Election Observation Missions (EOMs) was 99, representing 31.86% of the total number of observers deployed (326). **Figure 9** shows the gender breakdown of five Election Observation Missions which took place in the reporting period.<sup>124</sup>

OSCE PA Election Monitoring: 1 July 2022-1 June 2023			
Elections Observed	MPs	Women	% of Women
General elections, BiH (02.10.2022)	61	13	21.31%
Mid-Term Parliamentary elections, USA (08.11.2022)	106	28	26.42%
Parliamentary elections, Kazakhstan (19.03.2023)	59	21	35.59%
General elections, Türkiye (14.05.2023)	75	27	36.00%
Presidential election, 2nd Round, Türkiye (28.05.2023)	25	10	40.00%
<b>Total</b>	<b>326</b>	<b>99</b>	<b>31.86%</b>

Figure 9 - Female Participation in the OSCE PA Election Monitoring 2022–2023 (%)

<sup>123</sup> See Tables A.8 in Appendix A.

<sup>124</sup> See Table A.9 in Appendix A.

## F. ONSITE AND ONLINE EVENTS AND MEETINGS

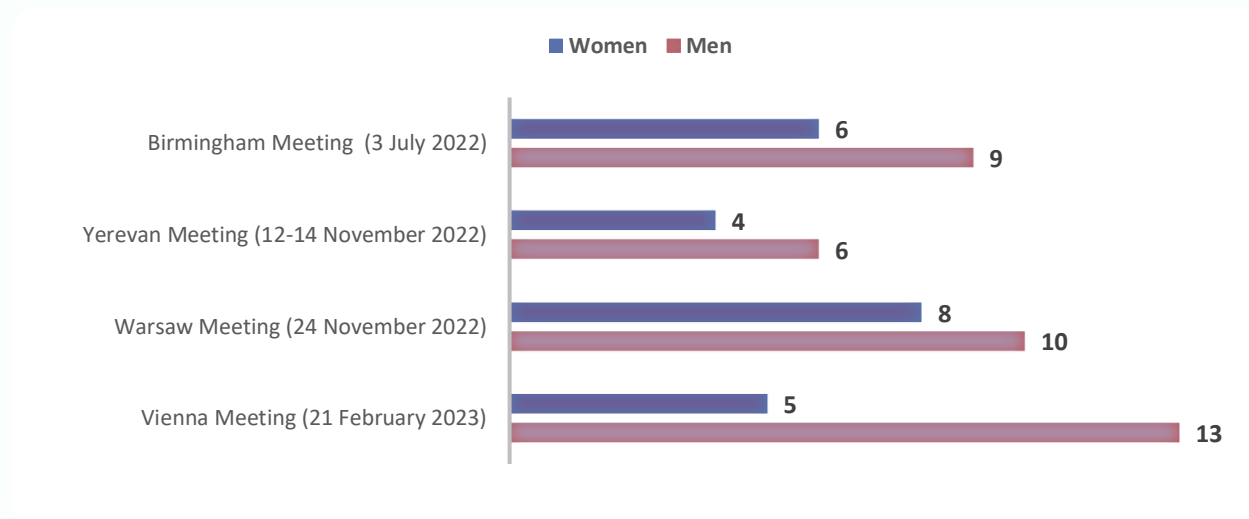
Since July 2022, apart from the Statutory Meetings, the OSCE PA has been initiating and co-organizing both onsite and online events within the PA, as well as in co-operation with national delegations and the OSCE institutions.

The OSCE PA currently has two informal networks - the OSCE PA Informal network of young parliamentarians and the OSCE PA Informal gender network that bring together proactive parliamentarians to identify key issues in the OSCE area and find new ways for co-operation, share best practices and try to tackle acute challenges in the OSCE region.

### 1. Informal Network of Young Parliamentarians

The OSCE PA's informal network of young parliamentarians was launched at the initiative of young members of parliamentarians in Washington, DC, in 2020. Since July 2022<sup>125</sup>, the network, bringing together MPs under 40 years of age, has convened four times - at the Annual Session in Birmingham (3 July 2022), in Yerevan (12-14 November 2022), in Warsaw (24 November 2022), and prior to the Winter Meeting in Vienna (21 February 2023).

As visible in the **Figure 10** below, there were generally more men (62.3%) than women participating in the meetings.<sup>126</sup>



**Figure 10: Participation in the meetings of the Informal Network of Young Parliamentarians 2022-2023**

<sup>125</sup> During the reporting period (1 July 2022 – 1 June 2023).

<sup>126</sup> See Table A.10 in Appendix A.

## 2. Informal gender network

On 27 October 2022, OSCE PA Special Representative on Gender Issues Dr. Hedy Fry launched the OSCE PA's Informal gender network, bringing together a diverse group of parliamentarians for the first of a series of discussions on gender equality in the OSCE region. Through informal interactions among parliamentarians, the initiative aims to identify areas where gender progress has been made, along with the key obstacles preventing the more fulsome realization of gender equality in the OSCE region, as well as within the OSCE PA and other OSCE structures, including the focus on WPS.

Under Dr. Fry's leadership, the Informal gender network has met through three online sessions<sup>127</sup> of discussion on 27 October 2022, 25 January 2023 and 26 May 2023 and will continue its activity, supporting the work of the Special Representative. Overall, there very many more women participating in these meetings (85.26%) than men. The data regarding Members' participation in the Informal gender network meetings is visible on the **Figure 11** below.<sup>128</sup>

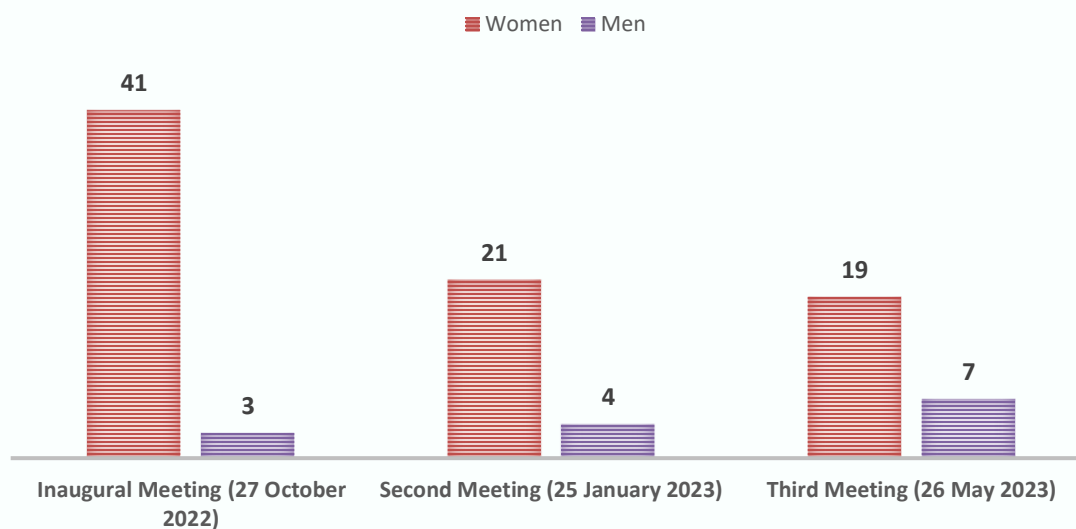


Figure 11: Participation in the meetings of the Informal gender network (2022-2023)

<sup>127</sup> During the reporting period 1 July 2022 – 1 June 2023.

<sup>128</sup> See Table A.11 in Appendix A.



### 3. Call for Action – Helsinki + 50 Initiative

In 2020, with the intention of mobilizing national parliamentary delegations towards discussing the issues faced by the OSCE in general, the Bureau endorsed the Call for Action (CfA) - Helsinki + 50 process. The main aim of this initiative is to underline the relevance of the OSCE in the current international security framework, both by the parliaments and governments, and having in mind the 50<sup>th</sup> Anniversary of the *Helsinki Final Act*.<sup>129</sup> The project includes the CfA document<sup>130</sup> and a series of targeted meetings and events.

On the basis of the CfA, a Non-Paper which lays out in more detail the main challenges the OSCE is facing, was developed. Following this, a number of targeted meetings were scheduled to address each of the points contained in the Non-Paper and discuss how the PA can contribute more specifically. Such events continued to be held throughout 2021, 2022 and in 2023 mainly online and, when possible, in hybrid format.

In the reporting period of July 2022 - June 2023, the following seven CfA meetings were organized:

1. Meeting of the Group of Friends of CfA – Helsinki +50 process (25 August 2022);
2. CfA – Helsinki +50 meeting on the role of the OSCE in addressing the war in Ukraine and its consequences (7 September 2022);
3. CfA – Helsinki +50 Seminar in Helsinki (23 September 2022);
4. CfA – Helsinki +50 meeting: Update on the situation in Ukraine (19 October 2022);
5. Informal CfA – Helsinki +50 meeting (22 February 2023);
6. CfA – Helsinki + 50 Conference in Ashgabat (16 May 2023), and
7. CfA – Helsinki +50 event: Future challenges in the OSCE (31 May 2023).

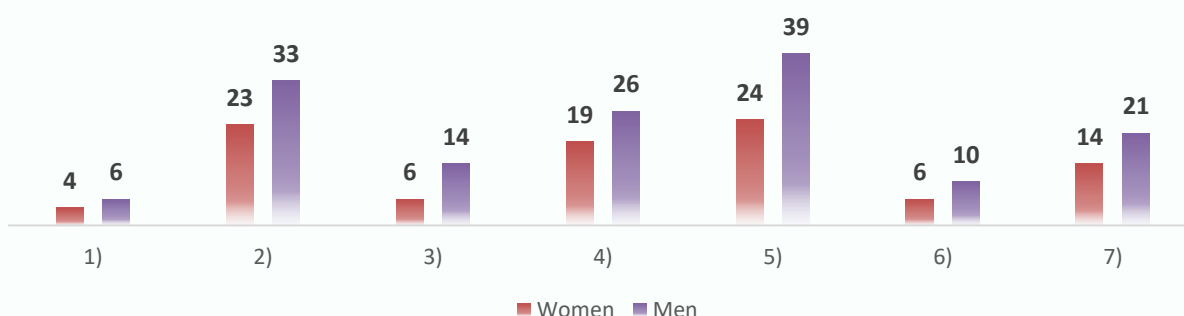


Figure 12: Participation in the meetings of Call for Action – Helsinki + 50 initiative (2022-2023)

<sup>129</sup> OSCE PA One-Pager: Call for Action – Helsinki +50 Process: A Parliamentary Contribution to Restoring OSCE Effectiveness. Available at <https://www.oscepa.org/en/documents/osce-call-for-action/4141-one-pager-call-for-action-helsinki-50-process/file>.

<sup>130</sup> Available at: <https://www.oscepa.org/documents/osce-call-for-action>.

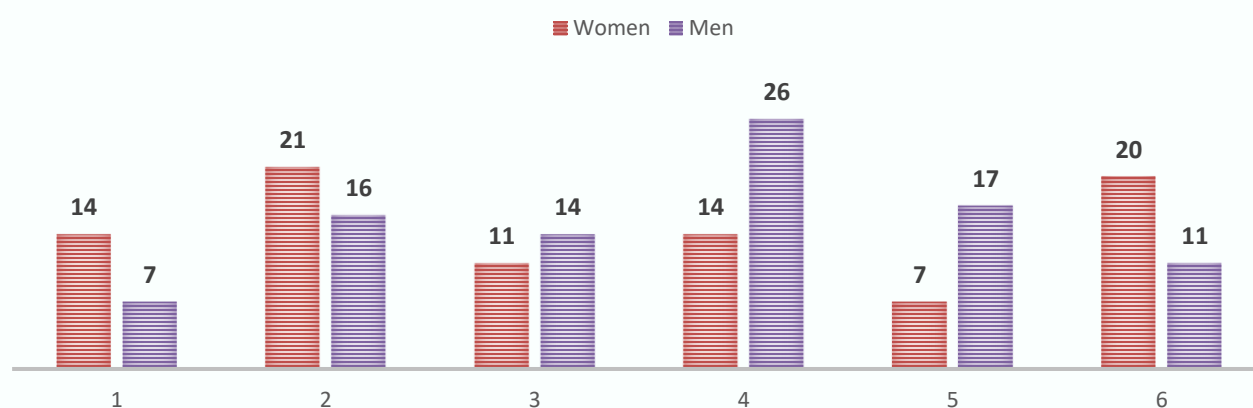
As demonstrated in the **Figure 12**, male participation outnumbered female participation in all seven meetings. Looking at the overall data, there were 39.18% female MPs participating.<sup>131</sup>

#### 4. Participation in the OSCE PA-wide Events 2022-2023

Six OSCE PA-wide events (events open to the entire Assembly) were held between 1 July 2022 and 30 June 2023. These include:

1. OSCE ODIHR – OSCE PA Joint Web Dialogue on Institutionalising Gender Mainstreaming in Parliament: Participatory Gender Audits “and Gender Action Plans” (24 January 2023);
2. OSCE PA Webinar on “Dialogue on Future Generations” (5 April 2023);
3. Leinsweiler Seminar (5-7 May 2023);
4. Conference on “The role of national parliaments in promoting security and stability through green economy, connectivity and sustainable development” (22-23 May 2023),
5. OSCE PA – RFoM Joint Web Dialogue on “Countering Online Violence against Women - OSCE Guidelines for monitoring online violence against female journalists” (7 June 2023), and
6. Web dialogue on “Implementation of the UN Security Council Resolution 2250 and Youth, Peace and Security Agenda: Role of Parliamentarians” (15 June 2023).

**Figure 13** shows the data regarding MPs’ participation in these events.<sup>132</sup>



**Figure 13 - Participation in the OSCE PA-wide Events 2022-2023**

<sup>131</sup> See Table A.12 in Appendix A.

<sup>132</sup> See Table A.13 in Appendix A.

## PART II: GENDER BALANCE IN THE OSCE PA INTERNATIONAL SECRETARIAT

### A. PERMANENT STAFF

As seen in **Figure 14**, the permanent staff of the OSCE PA International Secretariat (IS), including in the Vienna Office, is currently composed of 24 individuals -12 men and 12 women.<sup>133</sup> The posts of the OSCE PA Secretary General and Deputy Secretary General are held by men. Changes to Senior Management positions were introduced after the Annual Session in 2021 to provide for better gender balance at senior level of decision-making. As of June 2023, one third of the Senior Management positions are currently held by women (2/6). The OSCE PA Vienna Office is headed by a female staff member.

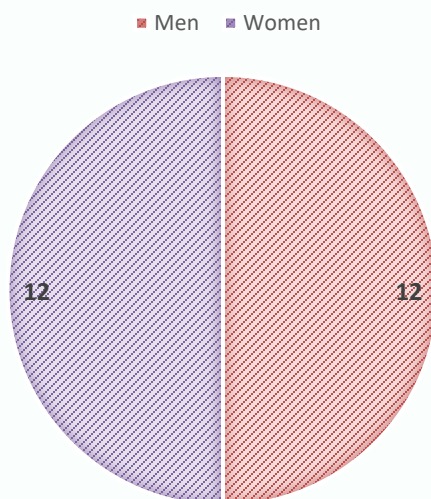


Figure 14 - Gender composition of the OSCE PA IS Permanent Staff as of June 2023

### B. RESEARCH ASSISTANT PROGRAMME

The International Secretariat of the OSCE PA Research Assistant Programme regularly engages recent graduates up to the age of 28 in its daily work and activities for a period of six months. Through this programme, Research Assistants gain practical experience in the field of international affairs, develop their knowledge of international politico-military, economic and environmental, and human rights affairs and build their professional skills in areas related to the work of the Parliamentary Assembly. As of June 2023, there were 4 Research Assistants working at the International Secretariat in Copenhagen, and 4 in the Vienna Office – in total 1 male and 7 female.

<sup>133</sup> See Table A.14 in Appendix A.

## FEMALE REPRESENTATION IN NATIONAL PARLIAMENTS OF OSCE PARTICIPATING STATES

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As per the data provided by the Inter-Parliamentary Union (IPU), female representation in OSCE participating States' parliaments has fluctuated in recent years. Total female representation in the legislative bodies of OSCE participating States amounted to 29% in 2020, 38% in 2021 and 30.75% in 2022. As of May 2023<sup>134</sup>, the figure was 30.75%.

Within the OSCE region, Hungary remains the country with the lowest percentage of female Members in its parliament (13.60%), followed by Cyprus (14.30%). By contrast, Iceland (47.60%), Andorra (46.43%), Sweden (46.40%), and Norway (46%) report the highest female representation in their respective legislative bodies.<sup>135</sup>

## GENDER BALANCE AMONG THE VIENNA-BASED AMBASSADORS AND PERMANENT REPRESENTATIVES TO THE OSCE PERMANENT COUNCIL

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This final section demonstrates the gender composition among the Ambassadors/Permanent Representatives to the OSCE Permanent Council based in Vienna as of June 2023.<sup>136</sup> It includes the Ambassadors/Permanent Representatives of the 57 participating States, the EU Ambassador, the Ambassadors of the 11 OSCE Partners for Co-Operation and the Ambassador of the OSCE PA to the Permanent Council.<sup>137</sup>

As presented in **Figure 15**, more than 70% of the ambassadors are men, while around 30% are women. Compared to last year, the number of female representatives decreased by 12.5%.

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<sup>134</sup> At the time of the drafting of the report (June 2023), the latest available data referred to May 2023.

<sup>135</sup> See the "Monthly ranking of women in national parliaments", Data for April 2023, International Parliamentary Union (IPU). Available at <https://data.ipu.org/women-ranking?month=4&year=2023>. Accessed on 26 June 2023.

<sup>136</sup> See Table 15 in Appendix A.

<sup>137</sup> As of 1 June 2023, Bosnia and Herzegovina does not have its Ambassador/Permanent Representative to the OSCE Permanent Council. The mandate of the previous Ambassador, Mr. Siniša Benćun, has expired on 25 May 2023. His successor is supposed to be appointed in fall 2023.

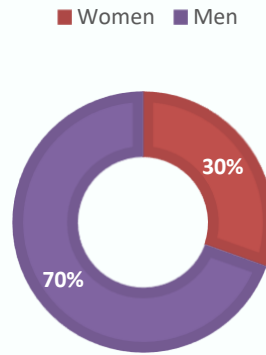


Figure 15 – Ambassadors/Permanent Representatives to the OSCE Permanent Council as of June 2023

## APPENDIX A

Table A.1

A.1 OSCE Parliamentary Assembly as of 1 June 2023					
	Women	In %	Men	In %	Total
OSCE PA Members	92	28.66%	229	71.34%	321
OSCE PA Alternate Members	68	34%	132	66%	200
<b>Total</b>	<b>160</b>	<b>30.71%</b>	<b>361</b>	<b>69.29%</b>	<b>521</b>

Table A.2

A.2 Number of delegations with no female members (2011-2023) as of 1 June 2023	
2013	<b>10</b>
2014	<b>9</b>
2015	<b>10</b>
2016	<b>6</b>
2017	<b>6</b>
2018	<b>2</b>
2019	<b>2</b>
2020	<b>3</b>
2021	<b>3</b>
2022	<b>4</b>
2023	<b>3</b>

Table A.3

A.3 Gender Balance of Bureau Members as of 1 June 2023			
	Women	Men	Total
President	1	0	1
Vice-Presidents	2	7	9
Treasurer	0	1	1
First Committee	0	3	3
Second Committee	1	2	3
Third Committee	1	2	3
<b>Total</b>	<b>5</b>	<b>15</b>	<b>20</b>

Table A.4

A.4 Gender Balance of OSCE PA Special Representatives		
as of 1 June 2023		
	Men	Women
Special Representative on Anti-Semitism, Racism and Intolerance	1	
Special Representative on Central Asia		1
Special Representative on Civil Society Engagement	1	
Special Rapporteur on Disinformation and Propaganda	1	
Special Representative on Eastern Europe		1
Special Representative on Fighting Corruption		1
Special Representative on Gender Issues		1
Special Representative on Human Trafficking Issues	1	
Special Representative on Mediterranean Affairs	1	
Special Representative for Parliamentary Dialogue on Ukraine	1	
Special Representative on Political Prisoners	1	
Special Representative on South Caucasus	1	
Special Representative on South East Europe	1	
Special Representative on Sustainable Development Goals	1	
Special Representative on Youth Engagement		1
<b>Total</b>	<b>11</b>	<b>7</b>

Table A.5

A.5 Participation in the OSCE PA 2022 Annual Session in Birmingham	
Total Men	163
Total Women	73
<b>Total</b>	<b>235</b>

Table A.6

A.6 Participation in the OSCE PA Annual Sessions (2010–2022)													
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020 cancelled	2021 remote	2022
Women	50	55	61	67	74	63	75	60	79	70	-	100	73
Men	186	169	185	178	180	182	205	173	202	200	-	240	163
% Women	21%	24.50%	25%	27%	29%	25.70 %	26.80%	25.70 %	28%	26 %	-	29.40%	31.06%
<b>Total</b>	<b>236</b>	<b>224</b>	<b>246</b>	<b>245</b>	<b>254</b>	<b>245</b>	<b>280</b>	<b>233</b>	<b>281</b>	<b>270</b>	<b>-</b>	<b>340</b>	<b>235</b>

Table A.7

A.7 Participation in the OSCE PA Autumn Meeting (2022)	
Women	60
Men	113
% Women	34.10%
<b>Total</b>	<b>173</b>

Table A.8

A.8 Participation in the OSCE PA Winter Meeting (2023)	
Women	62
Men	153
% Women	28.84%
<b>Total</b>	<b>215</b>

Table A.9

A.9 Participation in OSCE PA Election Observation Missions (EOMs)			
1 July 2022-1 June 2023			
Elections Observed	MPs	Women	% of Women
General elections, BiH (02.10.2022)	61	13	21.31%
Mid-Term Parliamentary elections, USA (08.11.2022)	106	28	26.42%
Parliamentary elections, Kazakhstan (19.03.2023)	59	21	35.59%
General elections, Türkiye (14.05.2023)	75	27	36.00%
Presidential election, 2nd Round, Türkiye (28.05.2023)	25	10	40.00%
<b>Total</b>	<b>326</b>	<b>99</b>	<b>31.86%</b>

Table A.10

A.10 Participation in the meetings of the Informal Network of Young Parliamentarians				
1 July 2022 -1 June 2023				
List of meetings	MPs	Women	Men	% of Women
Birmingham Meeting (3 July 2022)	15	6	9	40%
Yerevan Meeting (12-14 November 2022)	10	4	6	40%
Warsaw Meeting (24 November 2022)	18	8	10	44.44%
Vienna Meeting (21 February 2023)	18	5	13	27.78%
<b>Total</b>	<b>61</b>	<b>23</b>	<b>38</b>	<b>37.7%</b>



Table A.11

A.11 Participation in the meetings of the Informal gender network				
1 July 2022 -1 June 2023				
List of meetings	MPs	Women	Men	% of Women
Inaugural meeting (27 October 2022)	44	41	3	93.18%
Second meeting (25 January 2023)	25	21	4	84%
Third meeting (26 May 2023)	26	19	7	73.08%
<b>Total</b>	<b>95</b>	<b>81</b>	<b>14</b>	<b>85.26%</b>

Table A.12

A.12 Participation in the meetings of Call for Action (CfA)- Helsinki + 50 initiative				
1 July 2022 -30 June 2023				
List of meetings	MPs	Women	Men	% of Women
Meeting of the Group of Friends of CfA – Helsinki +50 process (25 August 2022)	10	4	6	40%
CfA – Helsinki +50 meeting on the role of the OSCE in addressing the war in Ukraine and its consequences (7 September 2022)	56	23	33	41.07%
CfA – Helsinki +50 Seminar (23 September 2022)	20	6	14	30%
CfA - Helsinki +50: Update on the Situation in Ukraine (19 October 2022)	45	19	26	42.22%
Informal CfA – Helsinki +50 meeting (22 February 2023)	63	24	39	38.1%
CfA – Helsinki + 50 Conference in Ashgabat (16 May 2023)	16	6	10	37.5%
CfA Helsinki +50 event: Future challenges in the OSCE	35	14	21	40%
<b>Total</b>	<b>245</b>	<b>96</b>	<b>149</b>	<b>39.18%</b>

Table A.13

A.13 Participation in the OSCE-wide Events				
1 July 2022 -30 June 2023				
List of meetings	MPs	Women	Men	% of Women
OSCE ODIHR – OSCE PA Joint Web Dialogue on “Institutionalising Gender Mainstreaming in Parliament: Participatory Gender Audits and Gender Action Plans” (24 January 2023)	21	7	14	66.67%
OSCE PA Webinar on “Dialogue on Future Generations” (5 April 2023)	37	21	16	56.76%
Leinsweiler Seminar (5-7 May 2023)	25	14	11	44%
Conference on “The role of national parliaments in promoting security and stability through green economy,	40	14	26	35%

connectivity and sustainable development” (22-23 May 2023)				
OSCE PA – RFoM Joint Web Dialogue on “Countering Online Violence against Women - OSCE Guidelines for monitoring online violence against female journalists” (7 June 2023)	24	7	17	29.17%
OSCE PA Webinar on “Implementation of the UN Security Council Resolution 2250 and Youth, Peace and Security Agenda: Role of Parliamentarians” (15 June 2023)	31	20	11	64.52%
<b>Total</b>	<b>178</b>	<b>87</b>	<b>91</b>	<b>48.88%</b>

Table A.14

<b>A.14 Composition of the OSCE PA IS Permanent Staff</b>	
<b>as of 1 June 2023</b>	
Women	12
Men	12

Table A.15

<b>A15. Gender Balance Among the Vienna-Based Ambassadors/Permanent Representatives to the OSCE Permanent Council by Country</b>		
<b>as of 1 June 2023</b>		
<b>Participating State</b>	<b>Participating States with a Male Ambassador/ Permanent Representative</b>	<b>Participating States with a Female Ambassador/ Permanent Representative</b>
Albania	0	1
Andorra	1	0
Germany	0	1
The United States	1	0
Armenia	1	0
Austria	1	0
Azerbaijan	1	0
Belarus	1	0
Belgium	1	0
Bosnia and Herzegovina	0	0
Bulgaria	0	1
Canada	0	1
Cyprus	0	1
Croatia	1	0
Denmark	1	0

Spain	1	0
Finland	1	0
Estonia	1	0
France	0	1
Georgia	0	1
The United Kingdom	1	0
Greece	1	0
Hungary	1	0
Ireland	0	1
Iceland	0	1
Italy	1	0
Kazakhstan	1	0
Kyrgyzstan	1	0
Latvia	0	1
North Macedonia	1	0
Liechtenstein	0	1
Lithuania	1	0
Luxemburg	1	0
Malta	0	1
Moldova	0	1
Monaco	1	0
Mongolia	1	0
Montenegro	1	0
Norway	0	1
Uzbekistan	1	0
Netherlands	1	0
Poland	1	0
Portugal	1	0
Romania	1	0
The EU	0	1
Russian Federation	1	0
San Marino	0	1
Holy See	1	0
Serbia	1	0
Slovakia	1	0
Slovenia	0	1
Sweden	0	1

Switzerland	1	0
Tajikistan	1	0
Czech Republic	1	0
Turkmenistan	1	0
Turkey	0	1
Ukraine	1	0
Afghanistan (Partner for Co-operation)	0	1
Australia (Partner for Co-operation)	1	0
Japan (Partner for Co-operation)	1	0
Republic of Korea (Partner for Co-operation)	1	0
Thailand (Partner for Co-operation)	0	1
Algeria (Partner for Co-operation)	1	0
Egypt (Partner for Co-operation)	1	0
Israel (Partner for Co-operation)	1	0
Jordan (Partner for Co-operation)	1	0
Morocco (Partner for Co-operation)	1	0
Tunisia (Partner for Co-operation)	1	0
OSCE PA	1	0
Grand Total	48	21

