



GENDER BALANCE REPORT

OSCE PARLIAMENTARY ASSEMBLY

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Taking Urgent Action in the OSCE Region to End Gender-Based Violence

Presented by

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Table of Contents

	Page
I. INTRODUCTION	1
II. GENDER-BASED VIOLENCE: A PERVASIVE HUMAN RIGHTS VIOLATION THROUGHOUT THE OSCE REGION	2
A. Improving Data Collection	3
B. Addressing Workplace Harassment and Abuse	4
C. Engaging Men and Boys	5
III. WOMEN, PEACE AND SECURITY: IMPLEMENTING COMMITMENTS	7
D. Preventing Conflict: Women as Participants in Peace Processes.....	8
E. Combating Sexual Violence in Conflict: The Role of Female Peacekeepers.....	9
F. Recovering from Conflict: Supporting Victims of Conflict-Related Sexual Violence.....	11
IV. GENDER IN THE OSCE GOVERNMENTAL STRUCTURES.....	13
A. OSCE Secretariat	Error! Bookmark not defined.
B. Office for Democratic Institutions and Human Rights (ODIHR)	Error! Bookmark not defined.5
C. Office of the High Commissioner on National Minorities (HCNM)	Error! Bookmark not defined.5
D. Office of the Representative on Freedom of the Media (RFoM).....	Error! Bookmark not defined.5
E. Seconded Posts in the Secretariat, Institutions and Field Operations....	Error! Bookmark not defined.
F. Field Operations: Gender Balance of Local Staff.....	Error! Bookmark not defined.6
V. FEMALE REPRESENTATION IN THE SPECIAL MONITORING MISSION TO UKRAINE	ERROR! BOOKMARK NOT DEFINED.7
A. Gender Equality Action Plan	Error! Bookmark not defined.7
B. Gender Balance Among the SMM Staff Members.....	Error! Bookmark not defined.8
VI. GENDER AMONG THE VIENNA BASED AMBASSADORS TO THE OSCE.....	ERROR! BOOKMARK NOT DEFINED.
VII. GENDER IN THE OSCE PA	ERROR! BOOKMARK NOT DEFINED.5

A.	Member Directory Statistics	Error! Bookmark not defined.	5
B.	Initiative to Boost Women’s Participation	Error! Bookmark not defined.	6
C.	Gender in the Bureau	Error! Bookmark not defined.	6
D.	Female Presidents and Vice-Presidents in the OSCE PA.....	Error! Bookmark not defined.	7
E.	Officers of the OSCE PA General Committees.....	Error! Bookmark not defined.	7
F.	Participation in the OSCE PA Meetings.....	Error! Bookmark not defined.	8
G.	Participation in the OSCE PA Election Monitoring 2017–2018	Error! Bookmark not defined.	9
H.	Permanent Staff of the OSCE PA International Secretariat.....		31
I.	The International Research Assistant Programme	Error! Bookmark not defined.	31
J.	Female Representation in National Parliaments of OSCE Participating States.....	Error! Bookmark not defined.	1
VIII.	ANNEXES.....	ERROR! BOOKMARK NOT DEFINED.	2

I. INTRODUCTION

Since 2001, the OSCE Parliamentary Assembly's (OSCE PA's) Special Representative on Gender Issues has prepared an annual report that both discusses an issue of critical importance to the Organization for Security and Co-operation in Europe (OSCE) region and presents an analysis of the OSCE's gender-disaggregated statistics for the year. The purpose of these reports is to examine the state of gender within the OSCE region, and to promote gender equality within the OSCE and the OSCE PA.

This year, the Special Representative has focused on an issue that has long been a worldwide scourge, but that received particular attention throughout 2017 and 2018: preventing and combating gender-based violence (GBV).

In 2017, the global community witnessed a momentous change as – around the globe – millions of courageous women used social media and other platforms to share their stories of GBV. The rise of such hashtag campaigns as #metoo, #timesup and #orangetheworld exposed the sheer magnitude of the sexual harassment, abuse, and other forms of violence that women worldwide experience every day.

Indeed, #metoo drew significant attention to GBV's prominence as an ongoing global epidemic. However, despite their role in raising awareness, hashtag campaigns have limitations and drawbacks. They do not give a voice to those who cannot speak out due to trauma. They do not include those who lack access to new technologies and social media. They do not count those who are afraid to be counted because of the potential consequences of making their suffering known. In some instances, perpetrators of abuse will seek out trending hashtags to target social media users who identify with feminist causes or concerns.¹

Achieving gender equality is certainly an integral step towards eliminating GBV. Yet, as the OSCE Secretary General stated in the OSCE's *2016 Progress Report on the Implementation of the 2004 Gender Action Plan on the Promotion of Gender Equality*, "we have much more work to do to achieve full gender equality throughout the OSCE and to mainstream gender perspectives in all of our work."²

All parliamentarians must work diligently and with common cause to implement policies, legislation and programs that prevent GBV from occurring in their countries, and that ensure adequate and meaningful pathways to redress for victims. As well, it is clear that all OSCE participating States must act urgently to address the unacceptable prevalence of intersectional GBV that continues to plague women throughout the OSCE region.

The first section of this report outlines areas where the OSCE, together with OSCE participating States, can place increased emphasis in order to combat GBV. Commitments relating to women, peace and security are examined in the second section. This focus is in line with the theme of the 2018 OSCE PA's Annual Session in Berlin: "Implementing OSCE Commitments: The Role

¹ Amnesty International, [Toxic Twitter – Triggers of Violence and Abuse Against Women on Twitter](#).

² Organization for Security and Co-operation in Europe [OSCE], [Annual Progress Report on the Implementation of the OSCE 2004 Action Plan on the Promotion of Gender Equality – 2016](#), September 2017, p. 1.

of Parliaments.” The final section analyzes the most recent gender-disaggregated statistics for the OSCE.

II. GENDER-BASED VIOLENCE: A PERVERSIVE HUMAN RIGHTS VIOLATION THROUGHOUT THE OSCE REGION

The terms “violence against women” and “gender-based violence” are often used interchangeably in recognition that GBV is most often inflicted by men on women and girls. However, it is important to highlight that

GBV involves the use and abuse of power and control over another person and is perpetrated against someone based on their gender identity, gender expression or perceived gender. Violence against women and girls is one form of GBV. It also has a disproportionate impact onLGBTQ2 [lesbian, gay, bisexual, transgender, queer, and two-spirit] and gender non-binary people.³

Acts of GBV – including physical violence, sexual abuse and harassment, early and forced marriage, human trafficking and female genital mutilation – are not isolated, random or rare events. Rather, “[t]hey are part of a social mechanism which allows or tolerates discrimination against women.”⁴ According to World Health Organization statistics for 2017, 35% of women worldwide have experienced physical or sexual violence in their lifetime.⁵ That percentage represents just over one in three women.

As described by UN Women, “[w]hether at home, on the streets, or during war, violence against women and girls is a human rights violation of pandemic proportions that takes place in public and private spaces.”⁶ In addition to its physical dimension, GBV can be economic or psychological, and can cross all geographical, age, cultural and class boundaries.⁷ The World Bank has determined that violence against women “causes more death and greater disability for women and girls between the ages of 15 and 44 than cancer, traffic accidents, malaria, and war combined.”⁸

GBV is damaging not only to the well-being of victims, but to their families and communities as well. There can be immediate and long-term implications for physical, sexual and mental health. The staggering levels of domestic violence make children, especially those who are young, highly vulnerable. Exposure to GBV is also harmful to family values as the cycle of violence is likely to be repeated. As well, GBV prevents women and girls from participating fully in society, and can have significant economic implications, including health care and legal expenses, and productivity losses.⁹

³ Government of Canada, [The 16 Days of Activism Against Gender-Based Violence](#), Status of Women Canada, 23 November 2017.

⁴ Council of Europe, [Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence \(Istanbul Convention\): A global tool to prevent and combat violence against women and girls](#), 2014.

⁵ World Health Organization, [Violence against women](#), November 2017.

⁶ UN Women, [In Focus: Leave No One Behind – End Violence against Women and Girls](#).

⁷ OSCE, [Combating violence against women in the OSCE region](#), Gender Section, August 2017, p. 4.

⁸ World Bank, [Joining Forces to Overcome Violence Against Women in South Asia](#), 6 October 2013.

⁹ UN Women, [Ending violence against women](#).

All OSCE participating States must increase their efforts aimed at preventing and combating GBV. The challenges are widespread and systemic, but they are not insurmountable. As described below, three areas for action by the OSCE and by OSCE participating States could make a meaningful difference in the fight to end GBV.

A. Improving Data Collection

Efforts to combat GBV have been critically hampered by gaps in data. The OSCE's Gender Section explains that, "[a]s violence against women is often underreported, it is difficult to get a reliable picture of how widespread it is."¹⁰ For several years, the OSCE, the European Union (EU), the United Nations (UN) and others have highlighted the need for improved data collection in order to gain a better understanding of GBV's challenges, causes and consequences, and of the best ways in which to support the development of appropriate and effective policies and services.

For example, a study conducted by the European Institute for Gender Equality found that

[the collection] of comparable, sex-disaggregated data is necessary to measure the effectiveness of our efforts for ending gender-based violence. Gender-based violence against women is still a hidden crime across the EU. The absence of reliable data and information on the prevalence of violence impedes the progress of combating violence against women.¹¹

Research also suggests that there are significant gaps in understanding the level and allocation of funding for GBV-related projects. In 2017, the European Foundation Centre conducted a survey of European non-governmental organizations (NGOs) to attempt to map donor engagement in initiatives that are designed to address violence against women. It determined that "[t]here is a need for more data. A fuller mapping of all funding in this sector, including a combined picture of philanthropic, governmental and international support, needs to be assembled and [analyzed.] ... Without a fuller picture of the overall funding landscape, it will be difficult for donors to consider strategic options for engagement in this field."¹²

The OSCE has expressed concern about the lack of data regarding violence against women. In 2005, the Ministerial Council adopted Decision No. 15/05 that noted the underreporting of violence against women and girls and, thus, an inadequate reflection of this violence in statistics. It also encouraged OSCE participating States to make additional efforts to collect, analyze and disseminate comparable data, and urged greater support for specialized NGOs and research on GBV.¹³ In 2014, the Ministerial Council again called for the collection of comprehensive data regarding all forms of violence against women.¹⁴ OSCE participating States have therefore committed to addressing the lack of data on GBV,

¹⁰ OSCE, [Combating violence against women in the OSCE region](#), Gender Section, August 2017, p. 21.

¹¹ European Institute for Gender Equality, [Administrative data sources on GBV in the EU](#), 2013.

¹² Karin Heisecke and Karen Weisblatt, [Ending Violence Against Women in Europe: An Exploration of Philanthropic Giving](#), European Foundation Centre, December 2017.

¹³ OSCE Ministerial Council, [Decision No. 15/05: Preventing and Combating Violence Against Women](#), Ljubljana, 2005.

¹⁴ OSCE Ministerial Council, [Decision No. 7/14: Preventing and Combating Violence Against Women](#), Basel, 2014.

and are urged to cooperate with OSCE executive structures and institutions to improve the availability of statistics in their countries, as well as at the regional and global levels.

Building on calls for a stronger statistical knowledge base for effective policy responses to GBV, the OSCE's Gender Section is currently conducting a survey on "the Well-being and Security of Women" in 10 participating States located in South East Europe and Eastern Europe; in addition to 40 focus group discussions, interviews are expected to be conducted with 14,000 women and 120 experts. The survey will assess the prevalence of violence against women in situations of conflict in order to help eliminate the data gap in relation to women, peace and security.¹⁵ OSCE participating States are encouraged to contribute to this survey so that information is available to assist in the development of improved policies for protecting the rights of women.

In order to understand the full scope of GBV in the OSCE region, all OSCE participating States should undertake initiatives to collect statistics at the national level that account for emerging forms of GBV, such as online harassment. The results of the OSCE Gender Section's survey are expected to be finalized in 2019, and OSCE parliamentarians should closely examine the survey's results. The OSCE should also consider expanding the survey's geographic scope in order to gather data across the entire OSCE region.

B. Addressing Workplace Harassment and Abuse

In recent months, women around the world have come forward to describe their experiences with sexual harassment and assault in their workplaces. The entertainment industry, media, politics, the armed forces, academia, the high-tech sector, civil society: it seems as though no country or sector has been immune. The rampant abuse of power and authority is now firmly in the spotlight.

The scale and scope of workplace harassment is staggering. According to the European Parliamentary Research Service, in the EU, "75% of women in a professional job or in top management have experienced sexual harassment."¹⁶ In noting that one-third of female survey respondents had been sexually harassed at work, a 2018 Canadian study referred to workplace sexual harassment as "an epidemic that has been allowed to persist."¹⁷ Moreover, *The Economist* has stated that, in the United States, "no national statistics measure the prevalence of sexual harassment in America – either in the workplace or farther afield."¹⁸ That said, a 2016 report by the U.S. Equal Opportunity Commission indicated that between 25% and 85% of women have experienced sexual harassment in the workplace in the United States¹⁹ As well, a 2017 poll conducted by *ABC News* and the *Washington Post* found that "[m]ore than half of American women have experienced unwanted and inappropriate sexual advances from men, three in 10 have put up with unwanted advances

¹⁵ OSCE, [OSCE Survey on the Well-being and Safety of Women](#).

¹⁶ European Parliamentary Research Service [EUPRS], [The Istanbul Convention: A tool to tackle violence against women and girls](#), September 2017.

¹⁷ Human Resources Professional Association, [Doing Our Duty: Preventing Sexual Harassment In The Workplace](#), 2018.

¹⁸ "[What is sexual harassment and how prevalent is it?](#)," *The Economist*, 24 November 2017.

¹⁹ Report of Co-Chairs Chai R. Feldblum and Victoria A. Lipnic, [Select Task Force on the Study of Harassment in the Workplace](#), U.S. Equal Opportunities Commission, 2016.

from male co-workers and a quarter have endured them from men who had influence over their work situation.”²⁰

Like all forms of GBV, workplace harassment is underreported. Consequently, the true extent of such harassment exceeds that which is indicated by reported statistics. Some sources suggest that workplace sexual harassment and the disproportionately low levels of women holding senior positions may be correlated; these positions “come with a higher risk of sexual harassment.”²¹ Furthermore, when compared to women who do not experience sexual harassment at their workplace, those who do have such experiences are 6.5 times more likely to leave their jobs.²² Consequently, such harassment is undermining the careers and livelihoods of women to a significant degree.

In Canada, the Clerk of the Privy Council – Canada’s top bureaucrat – recently launched a review of the culture within the federal public service with the aim of building a respectful workplace where harassment and discrimination are not tolerated. The recommendations resulting from the review will help to shape a new approach to inclusion in Canada’s bureaucracy.

The OSCE is well positioned to bring together the governments of OSCE participating States, civil society organizations, and representatives of the public and private sectors to identify comprehensive and durable solutions to the challenge of workplace sexual harassment and abuse. In fact, it has taken steps to facilitate collaboration on this issue. For example, in November 2016, the OSCE co-organized a roundtable discussion with UN Women on sexual harassment in the workplace in Kazakhstan. Parliamentarians, high-level government officials and members of civil society organizations participated in the discussion, which addressed such issues as non-discrimination policies, the legal responsibility of employers, and the ways in which states, businesses and NGOs can support victims of workplace harassment.²³

For the future, more work needs to be done across the OSCE region to identify the types of behaviours that are, and that are not, acceptable in the workplace. OSCE participating States should support the OSCE in its efforts to increase opportunities for the exchange of best practices in addressing workplace harassment, with a greater focus on prevention than on reactive policies and procedures.

C. Engaging Men and Boys

While preventing GBV is one of the most effective ways to eliminate the problem, the UN has argued that prevention activities have not received sufficient attention.²⁴ One area that may have the potential to make a marked difference in the fight to end GBV is the engagement of men and boys as allies in promoting gender equality.

²⁰ “[Unwanted Sexual Advances: Not Just a Hollywood Story](#),” *ABC News/Washington Post Poll: Sexual Harassment*, 17 October 2017.

²¹ Rebecca Greenfield and Laura Colby, “[Sexual Harassment Explains a Lot About Why Women Get Paid Less](#),” *Bloomberg*, 4 January 2018.

²² Amy Blackstone, Heather McLaughlin and Christopher Uggen, “The Economic and Career Effects of Sexual Harassment on Working Women,” *Gender and Society*, 10 May 2017.

²³ OSCE, “[OSCE supports roundtable discussion in Kazakhstan on countering sexual harassment in workplace](#),” Press release, 11 November 2016.

²⁴ UN Women, [Ending violence against women](#).

One reason for engaging men and boys more deeply in gender equality efforts relates to the cycle of violence. Numerous studies have shown that violence is more likely to be repeated when it is witnessed or experienced. Moreover, men who witness violence at an early age are twice as likely to be perpetrators of violence in the future.²⁵ OSCE participating States must work to foster generations of young men who respect women.

Along with supporting transformational change, encouraging men and boys to value gender equality is among the underlying principles of the MenEngage Alliance. Comprising dozens of countries, NGOs and UN partners, the MenEngage Alliance seeks to “advance gender justice, human rights, and social justice to achieve a world in which we can all enjoy healthy, fulfilling, and equitable relationships.”²⁶

In 2013, the OSCE launched the OSCE MenEngage Network, which has held events designed to inspire male delegates and OSCE staff to get involved in advocating gender equality and exchanging best practices. On 8 March 2018, a date that is widely recognized as International Women’s Day, the Chairperson of the OSCE MenEngage Network – Ambassador Andrej Benedejčič – addressed the OSCE Permanent Council and outlined the ways in which the involvement of men and boys can help to promote gender equality. In particular, he said that

[m]en can support the voice and leadership of women, act as role models to other men and boys and speak out against violence against women and girls. They can also engage in overcoming traditional gender roles, including by championing equal parental roles in family life and sharing care and other responsibilities. In short, they can crucially contribute to breaking down of the existing barriers and stereotypes.²⁷

The OSCE can play a practical role in promoting gender equality in its field offices. For example, the OSCE Mission in Kosovo has launched a project aimed at increasing awareness about gender issues among men, particularly youth, and at motivating behavioural change. By involving men as stakeholders and co-beneficiaries in advancing gender equality, initiatives like the MenEngage Network and similar activities are helping to break down the barriers that prevent women’s full and equal participation in all aspects of society.

More must also be done to change the perspective that GBV is solely “a woman’s issue.” Dr. Jackson Katz, co-founder of Mentors in Violence Prevention, notes that people think “women” when they hear the word “gender.” Concerning violence against women, Dr. Katz explains that “men have been largely erased from so much of the conversation about a subject that is centrally about men.”²⁸ He also indicates that “victim blaming” does nothing to help prevent violence, and suggests that “gender sensitization” should be viewed instead as “leadership training.” Male parliamentarians must speak with a strong voice on this issue.

²⁵ U.S. Department of State, [“Remarks at the Engaging Men and Boys in Preventing Violence Against Women and Children Event,”](#) Remarks, 4 December 2017.

²⁶ MenEngage Alliance, [Who We Are.](#)

²⁷ Permanent Representation of the Republic of Slovenia to the OSCE, [Joint Statement by the Chairperson of the OSCE MenEngage Network Ambassador Andrej Benedejčič at the 1178th Meeting of the Permanent Council on the occasion of the International Women’s Day,](#) Vienna, 8 March 2018.

²⁸ Dr. Jackson Katz, [“Violence against women – it’s a men’s issue,”](#) TED Talk, November 2012.

III. WOMEN, PEACE AND SECURITY: IMPLEMENTING COMMITMENTS

The UN Security Council (UNSC) recognizes issues regarding the protection and rights of women as peace and security issues. This link was first established by the UNSC's landmark October 2000 Resolution 1325, which has been built upon – and expanded by – subsequent resolutions. Together, these resolutions on women, peace and security emphasize the imperative of women's involvement in efforts to prevent, resolve, and recover from conflict.

Just as effective responses to combating GBV require the issue to be reframed, the women, peace and security agenda – at its core – challenges countries to rethink their approaches to security and armed conflict.

The need to enhance the roles and leadership of women in realizing peace and security was summarized by UNSC Resolution 2242, which expressed a deep concern about

the frequent under-representation of women in many formal processes and bodies related to the maintenance of international peace and security, the relatively low number of women in senior positions in political, peace and security-related national, regional and international institutions, the lack of adequate gender-sensitive humanitarian responses and support for women's leadership roles in these settings, insufficient financing for women, peace and security, and the resulting detrimental impact on the maintenance of international peace and security.²⁹

Conflict and situations of instability exacerbate pre-existing gender inequalities. Violence against women increases before conflict and during conflict, and can continue into the post-conflict period. As a result, conflict-related sexual violence has been deemed a global security threat.³⁰ Moreover, gender inequality is a known driver of conflict.³¹ Through the resolutions that it has adopted on women, peace and security, the UNSC has called for actions to be taken by various actors and institutions within the UN system, including OSCE participating States, that aim to prevent all forms of sexual and gender-based violence against women and girls in situations of armed conflict and post-conflict settings.

The Ministerial Council has reaffirmed the OSCE's commitments to UNSC Resolution 1325 and related resolutions on women, peace and security. For example, the Ministerial Council's Decision No. 14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation “[emphasizes] the importance of women's full and equal participation in all phases of conflict prevention, resolution and peacebuilding.”³² While its Decision No. 3/11 on Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation “[reaffirms] the significant role of women in the prevention

²⁹ United Nations Security Council, [Resolution 2242 \(2015\)](#), S/RES/2242 (2015), 13 October 2015.

³⁰ Rachel Vogelstein, [Countering Sexual Violence in Conflict](#), Council on Foreign Relations, 26 October 2017.

³¹ International Peace Institute, [Not Just Counting Women: Making Women Count](#), 14 March 2018.

³² OSCE Ministerial Council, [Decision No. 14/05: Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation](#), MC.DEC/14/05, 6 December 2005.

and resolution of conflicts and in peacebuilding.”³³ A number of the OSCE PA’s Declarations have also urged participating States to promote the meaningful participation of women throughout all phases of the conflict cycle.

Despite these commitments, by the end of 2017, only 31 countries in the OSCE region had adopted national action plans (NAPs) in relation to UNSC Resolution 1325.³⁴ While the development of NAPs is largely considered to be the most effective way to transform the goals of UNSC Resolution 1325 into reality, implementation continues to rely on political support by individual countries. The systematic application of gender equality as a lens through which to view peace and security, would be more effective.

In general, evaluations of gaps in implementing the UN resolutions on women, peace and security have pointed to numerous challenges, including the need for greater and more consistent political will and accountability. Other concerns relate more specifically to the allocation of appropriate and adequate financial and other resources, the availability of specialized expertise, training and capacity-building support, and the engagement of civil society. The central message is that women are disproportionately affected by conflict and, yet, they are often excluded from decision-making processes.

OSCE parliamentarians should put pressure on their national governments to ensure that a NAP exists, and to allocate adequate resources to implementing that plan. By doing so, OSCE participating States will be in a stronger position to take progressive steps towards gender equality, to emphasize women’s agency throughout the conflict cycle, and to build more inclusive and stable societies.

The women, peace and security agenda reflects the growing body of evidence demonstrating that including women in peace processes helps to reduce conflict and advance stability.³⁵ Yet, women are rarely empowered to prevent, manage, and resolve conflict. In this context, as discussed below, there are a number of ongoing and emerging challenges relating to women, peace and security that warrant greater attention in the fight to end GBV.

D. Preventing Conflict: Women as Participants in Peace Processes

UNSC Resolution 1325 and subsequent resolutions on women, peace and security, promote the pivotal role of women in conflict prevention efforts. Activities in the area of conflict prevention can include: capacity building to reduce drivers of conflict; developing early warning systems; and facilitating mediation.³⁶ Research clearly demonstrates that peace processes with significant participation by women are more likely to succeed.³⁷ According to one study, peace agreements

³³ OSCE Ministerial Council, *Decision No. 3/11 on Elements of the Conflict Cycle, Related to Enhancing the OSCE’s Capabilities in Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation*, MC.DEC/3/11, 7 December 2011.

³⁴ OSCE, [Combating violence against women in the OSCE region](#), December 2017.

³⁵ Ibid.

³⁶ OSCE, [Conflict prevention and resolution](#).

³⁷ UN Women, [Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325](#), 2015.

are 20% more likely to last at least two years, and are 35% more likely to last 15 years, when women fully participate.³⁸

Despite these realities, women's voices remain largely absent from peace mediation and negotiation. As the OSCE PA Minsk Declaration indicates, between 1992 and 2011, women comprised only 2.4% of chief mediators and 9.0% of negotiators in peace processes.³⁹ When few peace negotiators or mediators are women, gender issues are not adequately considered in peace processes. Furthermore, the United Nations' High-level Independent Panel on Peace Operations has commented that prevention efforts remain "the poor relative of better resourced peace operations deployed during and after armed conflict."⁴⁰

Far too often, in the context of conflict, women are viewed as victims rather than capable participants. Women must be recognized as important actors in processes designed to prevent and resolve conflict. Inclusive mediation is not only about the number of women involved in peace processes, but also about enlarging women's influence in decision-making.

Sustainable peace needs women's leadership, and this leadership requires enhanced funding to increase mentorship and training opportunities for women. The OSCE has a long history of successful mediation, and is well placed to reinforce the links between conflict prevention and gender equality.

Observers are of the view that, in order to support women's participation and influence in peace processes at the local, national, regional and international levels, there is a need to take specific actions: develop creative approaches to inclusive mediation; share best practices in conflict prevention; and improve the visibility of women's expertise, experience and contributions regarding peace.⁴¹

E. Combating Sexual Violence in Conflict: The Role of Female Peacekeepers

Conflict affects men and women, and boys and girls, differently.⁴² In 2015, the Special Representative on Gender Issues' report detailed the extent to which women and girls are disproportionately affected by sexual and gender-based violence in situations of conflict or crisis. In 2018, the UN Secretary-General reported that sexual violence continues to be "employed as a tactic of war, terrorism, torture and repression, including the targeting of victims on the basis of their actual or perceived ethnic, religious, political, or clan affiliation."⁴³ Women and girls from ethnic and religious minority groups, as well as single women, members of the LGBTQ2 community, women heads of household, displaced women

³⁸ Laurel Stone, "Annex II, Quantitative Analysis of Women's participation in Peace Processes," in Marie O'Reilly, Andrea Ó Súilleabháin and Thania Paffenholz, *Reimagining Peacemaking: Women's Roles in Peace Processes*, New York: International Peace Institute, New York, June 2015.

³⁹ UN Women, [Facts and figures: Peace and security](#).

⁴⁰ UN Security Council, [Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people](#), A/70/95-S/2015/446, 17 June 2015.

⁴¹ Ine Eriksen Søreide, Norwegian Minister of Foreign Affairs, "[Chair's Statement](#)," *Meeting of Regional Women Mediators Networks*, Oslo, Norway, 23 March 2018.

⁴² Joyce Kaufman, "Women and children, war and peace: political agency in times of conflict," *International Affairs*, Vol. 92, No. 6, November 2016, pp. 1499–1504.

⁴³ UN Security Council, [Report of the Secretary-General on conflict-related sexual violence](#), S/2018/250, 23 March 2018.

and girls, young boys, and men with disabilities are particularly vulnerable to conflict-related sexual violence.⁴⁴ Intersectionality, which occurs when a person identifies as belonging to more than one marginalized group, compounds the level of vulnerability experienced.

While men are disproportionately killed in conflict, women and children comprise most refugees and displaced people.⁴⁵ In the context of mass migration, as well as the collapse of protective political, legal, economic and social systems, women and children who are affected by conflict, displacement or violent extremism are at risk of becoming victims of traffickers.⁴⁶ Today, as the OSCE region deals with mass migration flows, this discussion is of even greater importance.

A significant body of research demonstrates that the increased presence of women in situations of conflict prevents sexual exploitation and abuse of the local population, and improves operational effectiveness.⁴⁷ UNSC resolutions on women, peace and security call for greater participation of women throughout the full spectrum of peace operations. However, women have historically been deployed in peacekeeping operations at remarkably low levels. Between 1957 and 1989, only 20 women in uniform served as UN peacekeepers.⁴⁸ Today, women are deployed in all areas of peace operations, including as police officers, armed forces personnel and civilians, but the percentage deployed as uniformed officers remains low. As of 31 May 2018, women's representation among military troops was 4.0%, and women constituted 10.8% of all police officers.⁴⁹

Increasingly, sexual abuse and exploitation perpetrated by peacekeepers are being reported. In 2016, 145 new allegations of such abuse and exploitation were made against UN staff.⁵⁰ Those allegations involved at least 311 victims, nearly all of whom were women and girls.⁵¹

Female peacekeepers and armed forces members are better suited to deal with victims of conflict-related sexual violence and exploitation who have been traumatized by their experiences and may find it difficult to trust authority. Facilitating more women-to-women relationships can help to create safe spaces for victims of sexual violence. In the context of investigating cases of sexual abuse and exploitation, evidence suggest that female soldiers have more access to local populations and intelligence. For example, both men and women are more likely to report sexual and gender-based violence when they speak to women officers.⁵²

⁴⁴ Australian National Committee for UN Women, [Women, Peace & Security: An Introductory Manual](#).

⁴⁵ Mayra Buvinic et al., "[Violent Conflict and Gender Inequality: An Overview](#)," *World Bank Research Observer*, Vol. 28, No. 1, February 2013, pp. 110–138.

⁴⁶ UN, [Report of the Secretary-General on Conflict-Related Sexual Violence](#), S/2017/249, 15 April 2017, p. 6.

⁴⁷ UN Women, [Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325](#), 2015, p. 135.

⁴⁸ UN Department of Peacekeeping Operations, [Women in peacekeeping](#).

⁴⁹ UN Department of Peacekeeping Operations, [Summary of Troop Contributions to UN Peacekeeping Operations by Mission, Post and Gender](#), 31 May 2018.

⁵⁰ UN Security Council, [Report of the Secretary-General on women and peace and security](#), S/2017/861, 16 October 2017, pp. 9–10.

⁵¹ Ibid.

⁵² UN Women, [Progress of the World's Women 2011–2012: In Pursuit of Justice](#), 2011, pp. 59 ff.

Prevention is key in addressing the problem of sexual abuse and exploitation by peacekeepers, and targeted training of peacekeepers and mission staff must occur. All OSCE participating States must prioritize raising awareness among their armed forces and personnel about the importance of proper conduct and respect for human rights when they are deployed to UN and OSCE missions.

As part of its commitment to advance gender equality and women's empowerment around the world, in November 2017, Canada launched the Elsie Initiative on Women in Peace Operations. Named after Elsie MacGill, a Canadian women's rights pioneer and the first Canadian woman to receive a degree in electrical engineering, this initiative will support a systematic approach to deploying more women in peace operations through the establishment of a global fund designed to support the development of women peacekeepers, and through providing technical assistance support for troop-contributing countries.⁵³

Consistent with commitments to the women, peace and security, OSCE participating States have an opportunity to undertake complementary initiatives designed to build the capacity of women in the security sector. By doing so, participating States throughout the OSCE region can better harness women's resilience, determination and innovative solutions for ending conflict.

F. Recovering from Conflict: Supporting Victims of Conflict-Related Sexual Violence

In the aftermath of conflict, women often face particular challenges. Some observers believe that "no society has ever successfully transitioned from being a conflict-ridden society to a developing society unless women were a part of the mainstream."⁵⁴ Post-conflict periods can provide opportunities to transform society, and can facilitate the involvement of new political actors and institutions, as well as the adoption of new norms.⁵⁵

Relief and recovery is a central tenet of the women, peace and security agenda that focuses on incorporating gender-specific needs as part of post-conflict recovery situations. In particular, UNSC Resolution 2122 requires that UN missions facilitate women's participation in post-conflict reconstruction, demobilization, disarmament and reintegration programs, as well as in security sector and judicial reforms.⁵⁶ In post-conflict situations, relief and recovery efforts ensure that institutional reform and processes of national dialogue, transitional justice and reconciliation are gender-responsive.

The end of formal conflict does not necessarily end the physical, emotional, psychological or economic effects of conflict, and nor does it end the recurring risk of sexual violence.⁵⁷ The UN Secretary-General has described the lasting trauma that can affect victims of sexual violence in the following way:

⁵³ Justin Trudeau, Prime Minister of Canada, "[The Elsie Initiative on Women in Peace Operations](#)," News release, 15 November 2017.

⁵⁴ Rachel Vogelstein, [Countering Sexual Violence in Conflict](#), Council on Foreign Relations, 26 October 2017.

⁵⁵ Aili Mari Tripp, "[Where do African women have more power? Surprise – in countries emerging from war](#)," *Washington Post*, 15 July 2016.

⁵⁶ UN Security Council, [Resolution 2122 \(2013\)](#), S/RES/2122 (2013), 18 October 2013.

⁵⁷ Diana Amnéus, "[Insufficient legal protection and access to justice for post-conflict sexual violence](#)," *Development Dialogue*, No. 55, March 2011, pp. 67–89.

For many survivors, fear of rape is swiftly followed by fear of rejection, with communities being more likely to punish the victim than the perpetrator. In addition to the debilitating physical and psychological trauma, the stigma that follows in the wake of rape can have lasting, potentially lethal, repercussions, including: “honour killings,” suicide, diseases, HIV and sexually transmitted infections going untreated, traumatic fistula, unsafe abortion, maternal mortality, poverty and high-risk survival behaviour. ... For male survivors, sexual violence remains shrouded in cultural taboos, with few, if any, support networks available. Over 60 countries still do not include male victims within the scope of sexual violence legislation, and many men and boys remain silent for fear of ostracism or accusations of homosexuality, in particular where it is criminalized.⁵⁸

Survivors of sexual and gender-based violence must be granted access to justice, whether in the form of fair trials, rehabilitation or compensation. While transitional justice – the way countries emerging from periods of conflict address large-scale human rights violations – can play a role in addressing systemic discrimination, “structurally transformative reparations continue to elude survivors.”⁵⁹ Timeliness also plays a significant role in reparations. However, a 2016 OSCE report found that survivors of conflict-related sexual violence in Bosnia and Herzegovina were still waiting for their perpetrators to be brought to justice.⁶⁰

OSCE participating States must work diligently to facilitate meaningful redress by ending the culture of impunity, supporting legal and institutional reforms, and training and building the capacity of those responsible for delivering justice.

They must also ensure that victims of conflict-related sexual violence are able to access both general and specialized support services that are needed to recover and to rebuild their lives. The same principles should be applied in cases of domestic and intimate partner violence. National criminal justice systems and social support services should recognize that violent acts perpetrated because of gender imbalances are not private matters: they are serious crimes. Support should not depend on whether the victim has pressed charges or agreed to be a witness.⁶¹

The *Council of Europe Istanbul Convention on Preventing and Combating Violence against Women and Domestic Violence* (Istanbul Convention), which entered into force in 2014, is the first instrument in Europe to set legally binding standards to prevent GBV, support victims and punish perpetrators. Among other things, the Istanbul Convention obliges states to: criminalize various forms of violence against women; promote awareness-raising campaigns, education and training to address the role of gender stereotypes; provide support services for victims; collect data on GBV; and recognize GBV as a form of persecution for refugee status.

⁵⁸ UN Security Council, [Report of the Secretary-General on conflict-related sexual violence](#), S/2018/250, 23 March 2018, p. 6.

⁵⁹ UN Security Council, [Report of the Secretary-General on conflict-related sexual violence](#), S/2018/250, 23 March 2018, p. 7.

⁶⁰ OSCE, [“Towards Justice for Survivors of Conflict-Related Sexual Violence in Bosnia and Herzegovina: Progress before Courts in BiH 2014–2016,” Mission to Bosnia and Herzegovina.](#)

⁶¹ European Institute for Gender Equality, [Review of the implementation of the Beijing Platform for Action in the EU Member States: Violence against women – Victim support. Main findings](#), 2013, p. 8.

At the 2015 Ministerial Council meeting in Belgrade, Serbia, OSCE commitments were aligned with the Istanbul Convention. As former OSCE Secretary-General Lamberto Zannier explained, “[t]he Belgrade Decision calls on OSCE participating States to develop their legal frameworks and partnerships to prevent and prosecute violence against women, and protect the victims.”⁶² As of August 2017, 44 participating States had signed the Istanbul Convention, and 24 had ratified it.⁶³ The Istanbul Convention is regarded as a powerful tool to tackle GBV. OSCE participating States should ratify the treaty and harmonize national legislation with its standards.

Issue in Focus: Increased Vulnerability of Migrant Women

Migrant women – a group marginalized by society – face a number of challenges that often go unseen or ignored. As gendered power imbalances are exacerbated throughout the migration process, women and girls are highly susceptible to GBV in transit, while in camps, or even after arriving at their destination – despite fleeing violence and human rights abuses in their countries of origin.⁶⁴

The OSCE publication *Combating violence against women in the OSCE region* highlights a 2016 study of risks for refugee and migrant women and girls. Conducted in Greece and the Former Yugoslav Republic of Macedonia, the study uncovered instances of “sexual and gender-based violence, including early and forced marriage, transactional sex, domestic violence, rape, sexual harassment and physical assault in the country of origin and during the journey to Europe.”⁶⁵ The vulnerability of migrants and refugees to GBV is also compounded by inadequate reception centres and accommodation conditions in many EU countries.⁶⁶ Migrant women also face difficulties in reporting cases of GBV: they may lack familiarity with the local language, are hesitant to report abuses to the police believing the process to be futile, or because they fear being returned to their native country.⁶⁷

OSCE participating States and parliamentarians could demonstrate a genuine commitment to tackling the multiple forms of vulnerability and insecurity facing migrant women and girls by ensuring safe and legal routes for refugees to enter Europe and by providing adequate medical, psychological and social support for survivors of GBV.⁶⁸

IV. GENDER IN THE OSCE GOVERNMENTAL STRUCTURES

The analysis of gender balance throughout the OSCE governmental structures – discussed in the following pages – is based on the statistics provided by the Gender Section of the Office of the Secretary General of the OSCE, which show the representation of women and men in the OSCE Secretariat, Institutions and Field Operations as of **29 December 2017**.

⁶² OSCE, “[Combating violence against women in the OSCE region – bringing security home](#),” *Secretary General’s Speech: High-Level Opening Panel of the Gender Conference*, Vienna, 22 July 2016.

⁶³ OSCE, [Combating violence against women in the OSCE region](#), p. 25.

⁶⁴ Anja Parish, [Gender-Based Violence against Women: Both Cause for Migration and Risk along the Journey](#), Migration Policy Institute, 7 September 2017.

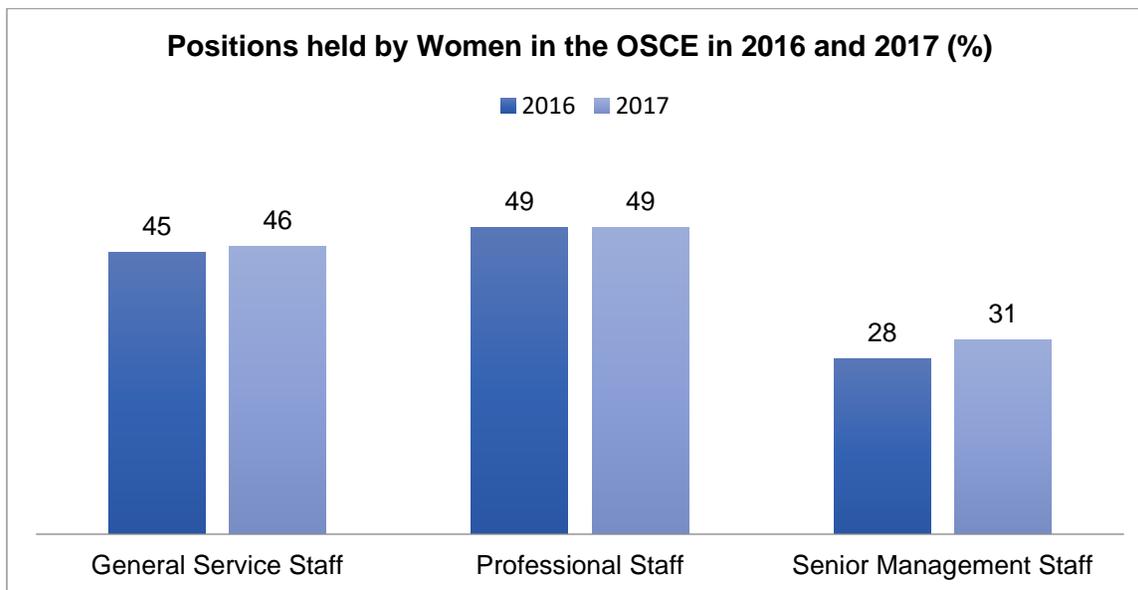
⁶⁵ Office of the United Nations High Commissioner for Refugees, United Nations Population Fund and Women’s Refugee Commission, [Initial Assessment Report: Protection Risks for Women and Girls in the European Refugee and Migrant Crisis – Greece and the former Yugoslav Republic of Macedonia](#), 2016.

⁶⁶ Jane Freedman, “[Sexual and gender-based violence against refugee women: a hidden aspect of the refugee ‘crisis’](#),” *Reproductive Health Matters*, 7 June 2016.

⁶⁷ Anja Parish, [Gender-Based Violence against Women: Both Cause for Migration and Risk along the Journey](#).

⁶⁸ Jane Freedman, “[Sexual and gender-based violence against refugee women: a hidden aspect of the refugee ‘crisis’](#),” *Reproductive Health Matters*, 7 June 2016.

The OSCE maintains a staff of 2,045, with women representing 47% of the total workforce, slightly increased share of the previous four years. The percentage of women in professional positions (National Professional Officers, P1 to P4 and S, S1 and S2)⁶⁹ has the same share of percentage of the women as in 2016, 49%. However, women continue to be severely under-represented in senior management positions (31% in December 2017). This category (S4+ and P5+) has increased by 3%, which is a rather increase from the previous year's ratio of representation in 2016, where 28% of senior management positions were held by women.⁷⁰



In the professional category within the Secretariat, Institutions, and structures women accounted for 49% in 2017, which shows the same representation present in 2016 level. Within the Secretariat and governmental structure, women currently hold 9 out of the total 24 senior management positions (37,5%). This is a slight increase in the number and proportion of women holding senior management positions from 34% in 2016.⁷¹ The strongest female representation in the Secretariat and Institutions is among the professional staff (49%).

From the year 2014 until the year 2017, only 12 women have served as Heads of Field Operations, in sharp contrast to the 47 men who held such a position during that period. In 2017, four field presences were headed by women, the OSCE Mission to Skopje, the OSCE mission to Montenegro the OSCE Centre in Astana, the OSCE Programme Office in Dushanbe. The number of female Deputy Heads of Mission has dropped from three to one. Only the Deputy Head of the OSCE Programme Office in Astana is female.

⁶⁹ The OSCE offers fixed term contracts for positions at the Secretariat, institutions, and to a limited extent and mainly in the area of administration, at its missions. Remuneration package and terms of employment are similar to those of the United Nations Common System: General Service (GS), Junior Professionals (P1, P2), Middle-ranking Professionals (grades P3, P4), and Management Professionals (grades P5, D). For more information please visit the OSCE website at: <http://www.osce.org/employment/43284>.

⁷⁰ See Table 1 in Annexes.

⁷¹ See Table 2 in Annexes.

The overall percentage of women holding senior management positions within Field Operations has slightly increased from 28% in 2016 to 31% in 2017. However, female representation within the ranks of professional staff employed in Field Operations has remained unchanged and still represents 51% of staff as it had in the last reporting period.

A. OSCE Secretariat⁷²

In total, in 2016 women represented 53% of the OSCE Secretariat workforce, which was a 1% decrease compared to 2015. In 2017 in S-level positions, female representation has dropped from 41.5% to 37.5%. As for the P+ level positions, men continue to hold the majority with 56.4%. In 2016 there were two D-level positions occupied by women, which represented a significant improvement compared to the 2015. The post of the Secretary General is currently held by a man.

B. Office for Democratic Institutions and Human Rights (ODIHR)⁷³

In 2016, the Office for Democratic Institutions and Human Rights (ODIHR) women represented 55% of the total workforce, female representation in G-level positions amounted to 69%. According to the data from 2017, S-level positions the figures remained the same compared to the year before – 50%. The overall number of female employees in the professional category slightly increased, with women representing 44% instead of 42% and became the same percentage as in 2015. Within the D category parity between men and women exist, while the Head of the Institution is female.

C. Office of the High Commissioner on National Minorities (HCNM)⁷⁴

In 2016 in the Office of the High Commissioner on National Minorities (HCNM) women represented 55%. In 2017 women hold 25% of S-level positions and the latter marks an decrease by 50% compared to the year before. In 2017 23% of employees in P-level positions are female – a sharp decrease from 36% in 2016. The position of the Head of Institution is currently hold by a man.

D. Office of the Representative on Freedom of the Media (RFoM)⁷⁵

In 2016 the Office of the Representative on Freedom of the Media, General Staff of the Office consisted almost entirely of women, while in 2017 in S-level positions was no women representation presented. In P-level positions female employees hold six positions from ten which represent 60% of positions. D-level positions and Head of the Institution positions remain without female representatives, as are hold by men.

⁷² See Table 3 in Annexes. Please, note that due to the lack of the information, some figures are as from 29 December 2016.

⁷³ See Table 4 in Annexes. Please, note that due to the lack of the information, some figures are as from 29 December 2016.

⁷⁴ See Table 5 in Annexes. Please, note that due to the lack of the information, some figures are as from 29 December 2016.

⁷⁵ See Table 6 in Annexes. Please, note that due to the lack of the information, some figures are as from 29 December 2016.

E. Seconded Posts in the Secretariat, Institutions and Field Operations⁷⁶

On 29 December 2017, the OSCE had 267 seconded staff from 30 OSCE participating States, of whom 40% were women – this is a 12% point increase from 28% as of 29 December 2016.

The seconding States with the highest number of female secondees were the United States (8), and Italy (5). Among the countries that seconded equally men and women are: FYRoM, Armenia, Switzerland, Norway, the US, Moldova, Romania. The highest female representation was followed by Bulgaria (100%), Slovakia (100%), Poland (61%) and Spain (75%). The widest gender gap in favor of men can be observed in the staff seconded by Bosnia and Hercegovina (no female representation among 5 secondees), the Russian Federation (no female representation among 3 secondees), Sweden (1 woman among 5 secondees) and the United Kingdom (no female representation among 4 secondees).

F. Field Operations: Gender Balance of Local Staff⁷⁷

Depending on the field operation and its mandate, the OSCE employed a certain number of local staff. The largest staffed OSCE field operation was in Kosovo, employing 392 local staff. Of these, only 117 were women, amounting to 30% of the workforce. With that, the OSCE Mission to Kosovo was the field operation employing the lowest proportion of women. The OSCE Field Operations with the highest proportion of women were the OSCE Programme Office in Astana (68%), the OSCE Project Co-ordinator in Ukraine (62%), the OSCE Office in Yerevan (61%), and the OSCE Mission to Moldova (60%). Other Field Operations where women represented the majority of workforce included the OSCE Presence to Albania (59%), the OSCE Missions to Montenegro (57%), Serbia (56%), and Bosnia and Herzegovina (54%). With a few exceptions, such as the OSCE Mission to Kosovo, and the OSCE Program Office in Astana, the OSCE Field Operations appeared close to finding an equal gender balance, as most staff proportions are within 40 and 60%.⁷⁸

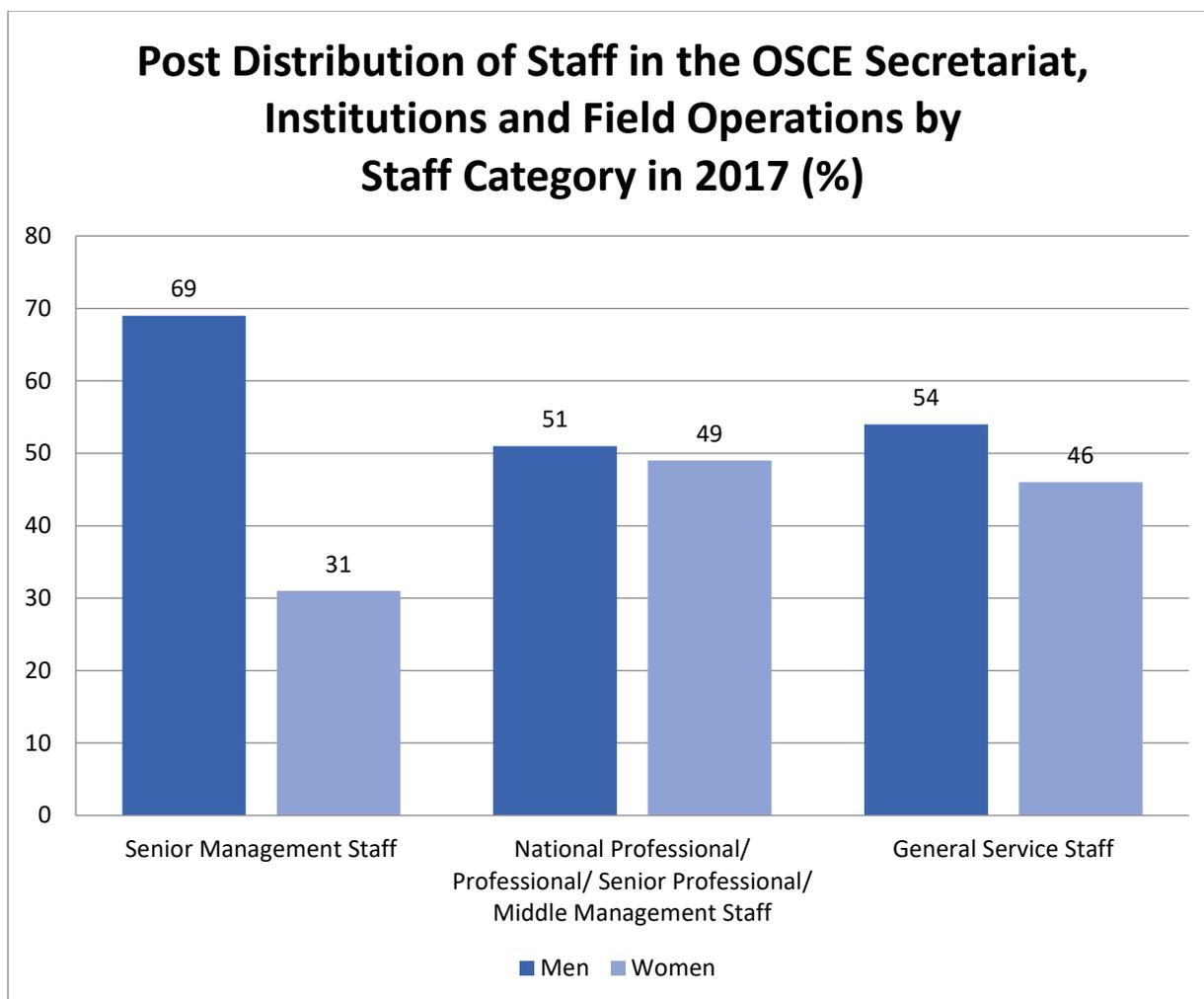
Within Field Operations, women also held a variety of staff positions.⁷⁹ Women represented 41% of General Service Staff, 52% of Professional Staff, and 31% of Senior Management Staff. These categories referred to the following divisions: General Service Staff (G1 to G7), Professional Staff (NPOs, S, S1, S2, P1 – P4), and Senior Management Staff (S3+, P5+, Heads and Deputy Heads of Field Operations and Institutions).

⁷⁶ See Table 7 in Annexes.

⁷⁷ Please note that due to the lack of the information some figures are as from 29 December 2015 and 29 of December 2016 respectively

⁷⁸ See Table 8 in Annexes.

⁷⁹ See Table 9 in Annexes.



I. FEMALE REPRESENTATION IN THE SPECIAL MONITORING MISSION TO UKRAINE

A. Gender Equality Action Plan

The SMM Gender Focal Point (GFP) Network was introduced in 2015 to address the gender aspects of the work of the mission as well as to incorporate gender mainstreaming in the SMM agenda and activities. The Network is led by the Senior Gender Adviser residing in Kyiv and coordinating the efforts of all the GFPs on the field.

The first Gender Equality Action Plan (GEAP) of the SMM was developed in 2016 as a part of its overall strategy and had three key objectives: integration of gender equality principles into the SMM structures and working environment; gender mainstreaming in the SMM monitoring and reporting work and in the other mandated activities; coordination and liaising with international and national stakeholders, including civil society, on gender equality issues.⁸⁰

The recent Gender Equality Action plan for 2018-2019 envisions *four outputs* of its provisions:

⁸⁰ "Annual Progress Report on the Implementation of the OSCE 2004 Action Plan on the Promotion of Gender Equality", 2016, p. 30 <https://www.osce.org/secretariat/347241?download=true>

1. Gender perspective mainstreamed in all SMM activities enabling the SMM to address human security challenges more effectively;
2. Coordination and liaison with national and international stakeholders, including civil society, on gender equality issues as an established practice making effective information-sharing possible;
3. Improvement of gender balance in all spheres and levels of the SMM and ensuring of equal opportunities and diversity in the working environment;
4. Ensuring of a regular evaluation process identifying progress, best practices and remaining challenges in implementing the Plan.⁸¹

B. Gender balance among the SMM staff members⁸²

Although the implementation of the GEAP contributes to the improvement of the situation, particularly in mainstreaming the gender agenda in the current SMM activities and the security challenges, there remains a lot more to be done, especially regarding gender balance among staff members.

According to the statistical data on recruitment and staff members provided by the SMM in its recent security briefing report⁸³, out of the total number of 1395 applications received by the SMM since January 2018, 217 were female which accounts for 15,6% of the overall amount. After the selection process, out of 50 personnel recruited, only 1/5 are female applicants (see the table below).

Category of the post	Applications received		Applications received total	Accepted		Accepted total
Seconded	129	485	614	10	39	49
Int. Contracted	88	693	781	0	1	1
Total	217	1178	1395	10	40	50
	15,6%	84,4%		20,0%	80,0%	

Source: OSCE Special Monitoring Mission to Ukraine: Informal security briefing for the participating States”, 22.05.2018

This data presented in the briefing report also reflects the current gender balance situation among the SMM staff: among all Mission members, less than a third are female employees (28%) and among the Monitoring Teams, the Technical Monitoring Center and the Information Management Center female staff members account for less than 1/5 (16%).

⁸¹ “OSCE Special Monitoring Mission to Ukraine: Informal security briefing for the participating States”, 22.05.2018, https://delweb.osce.org/docin/llisapi.dll/fetch/2000/107257/107477/25395783/25396368/25395789/PC%2EFR_0013_18_%2D_SMMU_Briefing_on_22_May_2018%2C_Presentation_by_Mr._Hug%2C_Deputy_Chief_Monitor.pdf?nodeid=25599979&vernum=-2

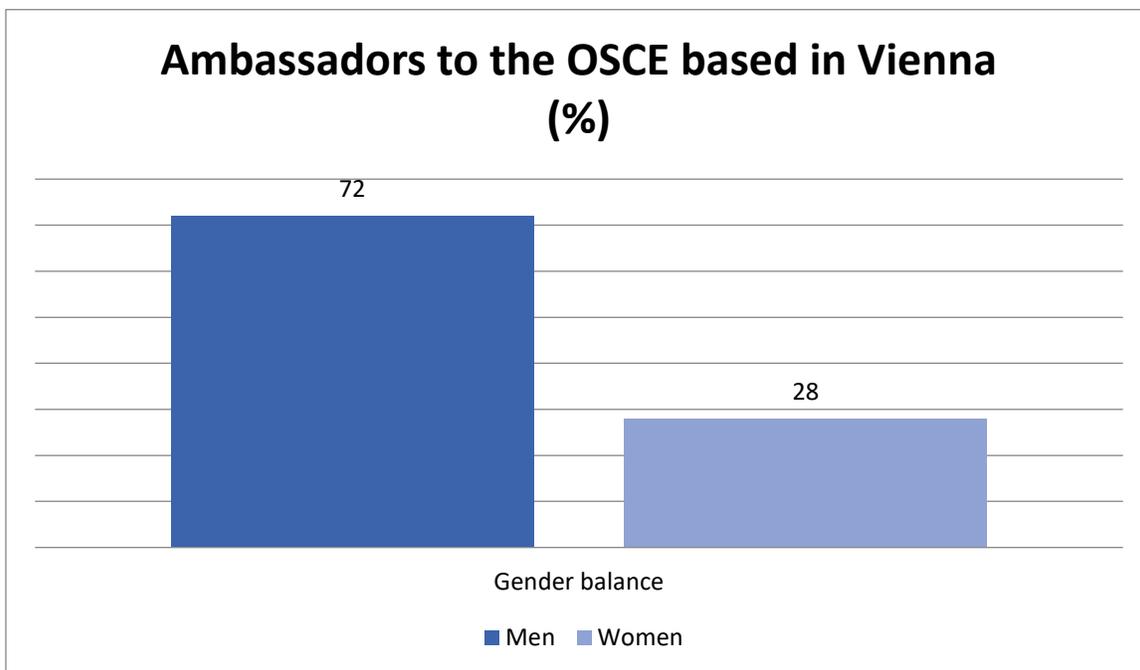
⁸² *Ibis*.

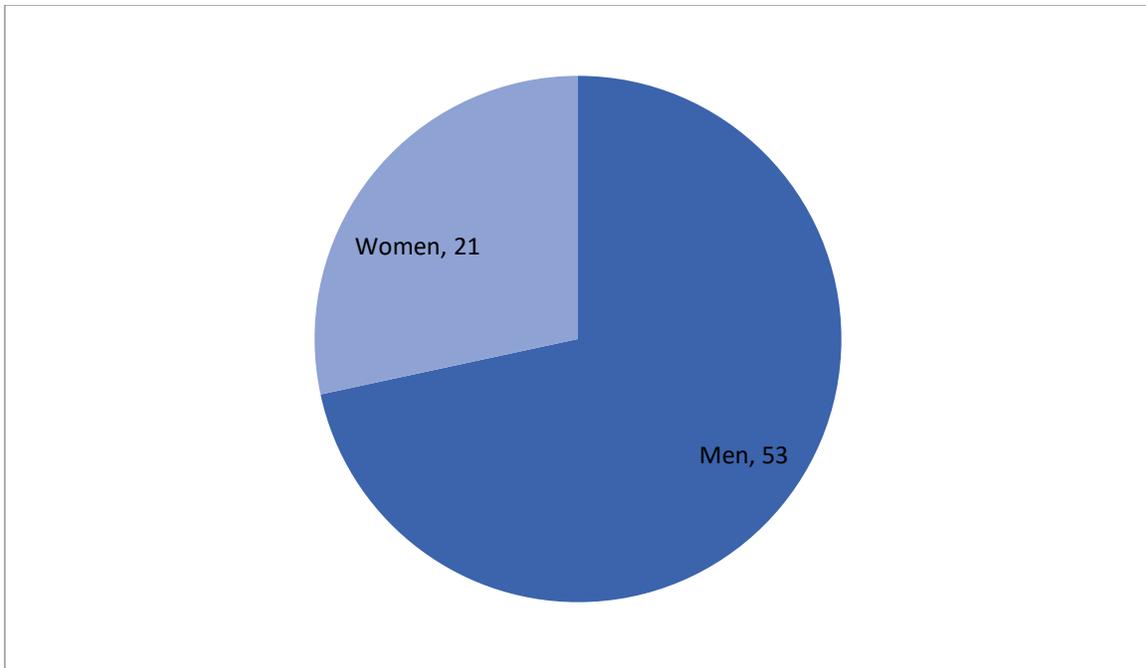
⁸³ *Ibis*.

II. GENDER AMONG THE VIENNA BASED AMBASSADORS TO THE OSCE

The analysis of gender balance throughout the OSCE Ambassadors – discussed in the following Section shows the representation of women and men among the Ambassadors to the OSCE based in Vienna as of **12 June 2018**.

There are 74 Ambassadors to the OSCE based in Vienna with women representing 28% of the total workforce, which shows significant under-representation. Please, note, that in this Section were included not only the Ambassadors by position, but by title.





ANNEX: Gender balance among the Vienna based Ambassadors to the OSCE by Country

<u>Country</u>	<u>Men</u>	<u>Women</u>
Albania	1	0
Germany	1	0
The US	1	0
Andorra	NO	NO
Armenia	1	0
Austria	4	1
Azerbaijan	1	0
Belarus	0	1

Belgium	1	0
Bosnia and Herzegovina	1	0
Bulgaria	1	0
The EU	1	0
Canada	0	1
Cyprus	1	0
Croatia	0	1
Denmark	0	1
Spain	0	1
Finland	1	1
Estonia	0	1
France	0	1
Georgia	NO	NO
The UK	0	1
Greece	2	0
Hungary	1	0

Ireland	1	0
Iceland	NO	NO
Italy – Chairman-in-Office	3	0
Kazakhstan	1	0
Kyrgystan	1	0
Latvia	1	0
The former Yugoslav Republic Macedonia	1	0
Liechtenstein	0	1
Lithuania	NO	NO
Luxemburg	1	0
Malta	1	0
Moldova	1	0
Monaco	NO	NO
Mongolia	0	1
Montenegro	0	1
Norway	1	0

Uzbekistan	NO	NO
Netherlands	0	1
Poland	1	0
Portugal	1	0
Romania	1	0
Russian Federation	2	0
San Marino	0	2
Holy See	NO	NO
Serbia	1	1
Slovakia	1	0
Slovenia	1	0
Sweden	0	1
Switzerland	1	0
Tajikistan	1	0
Czech Republic	1	0
Turkmenistan	1	0

Turkey	1	0
Ukraine	1	0
Partners for Co-operation (Afghanistan)	0	1
Australia	1	0
Japan	1	0
Republic of Korea	1	0
Thailand	1	0
Partners for Co-operation (Algeria)	0	1
Partners for Co-operation (Egypt)	1	0
Partners for Co-operation (Israel)	0	1
Partners for Co-operation (Jordan)	1	0
Partners for Co-operation (Morocco)	1	0
Partners for Co-operation (Tunisia)	1	0

OSCE PA Special Representative	1	0
Grand Total: 74 (100%)	53 (72%)	21 (28%)

III. GENDER IN THE OSCE PA

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

In 2011, the OSCE PA adopted a resolution on "Women's representation at the OSCE Parliamentary Assembly" calling on national parliaments to improve the representation of women in the national delegations to the Assembly. The Resolution noted with concern that, as of February 2011, 17 of the 57 national delegations to the OSCE PA were comprised of men only, that only ten women were Heads of delegation and that out of the 307 delegates only 73 (23.7%) were women.

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

The OSCE participating States regularly consider ways to advance gender equality, and OSCE PA members stand ready to engage in the debates on this topic. In March 2017, the OSCE Parliamentary Assembly organized the Conference titled "OSCE Female Perspectives," which took place in the Austrian Parliament. The conference focused on improving the level of engagement of women in discussions on security and included parliamentarians, representatives of the OSCE field operations, academicians and civil society representatives.⁸⁴ During the OSCE PA Winter Meeting in the end of February 2018, the Special Representative on Gender Issues to the OSCE PA, Dr. Hedy Fry, presented a report on the recent developments and initial ideas for the 2018 gender report.

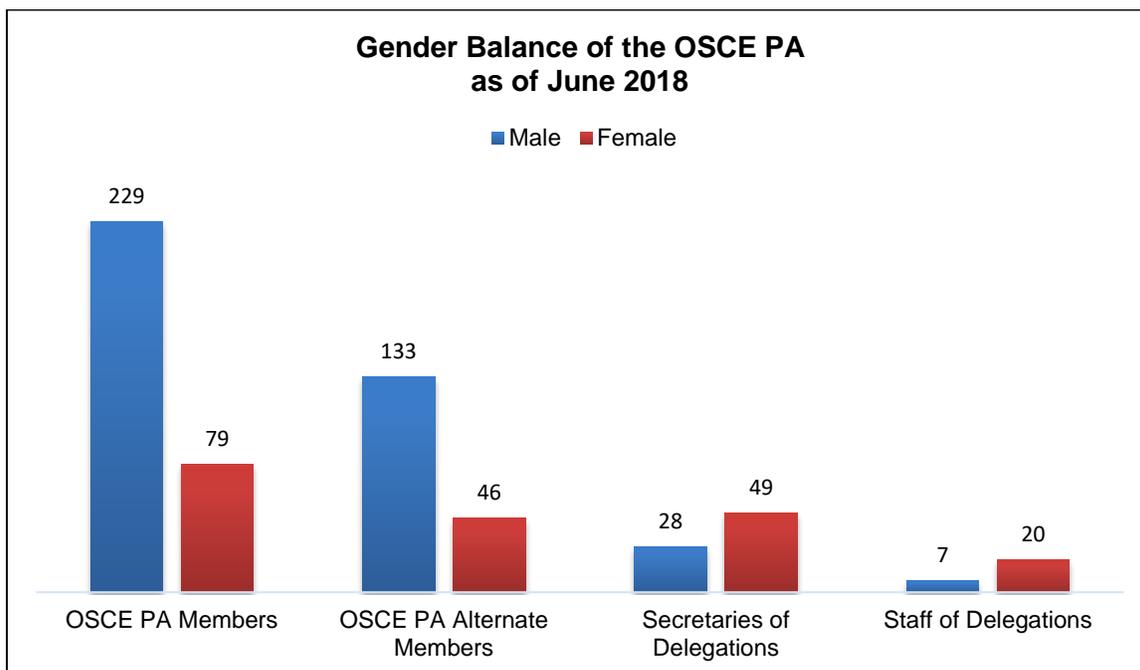
A. Member Directory Statistics⁸⁵

As of June 2018, there is an overall male majority within the OSCE Parliamentary Assembly. Regarding gender balance in the delegations, almost three quarters of both regular OSCE PA Members, including Heads of delegation and Deputy Member of Delegations, and OSCE PA Alternate Members (74%) are men, holding a combined number of 362 out of 487 positions. Compared to the statistics provided in last year's report, no major changes in female representation within the Assembly can be recorded. However, it should also be noted that four OSCE PA delegations, namely **Monaco, Norway, Slovenia, Lithuania** and **Liechtenstein**, currently managed to achieve gender parity.

⁸⁴ <https://www.osce.org/parliamentary-assembly/306891>

⁸⁵ The OSCE PA Member Directory is available on request from the International Secretariat. The numbers presented here do not include the Tajikistan Delegation or the Uzbekistan Delegation as Member/Alternative status is still pending.

Women outnumber men within as delegation secretaries. Among the OSCE PA Secretaries of Delegations, 49 out of 77 are women, representing a 64% to 36% gender distribution.⁸⁶



B. Initiative to Boost Women's Participation

Efforts undertaken by the national delegations to comply with Article 1.4 of the OSCE PA Rules of Procedure have led to a significant decrease in the number of delegations with no female representation. The number dropped from 17 in 2011 to 10 in 2012 and 2013, and further to 9 in 2014, before rising again to 10 in 2015. In 2016 seventeen women were heads of national delegations and in 2017 there were only 6 delegations without women in 2017⁸⁷ with nineteen women heading the national delegations.⁸⁸ As of June 2018, only 4 delegations remain without any female representatives and 22 OSCE PA national delegations' heads positions are currently held by women which accounts for 39% of all participating States.

C. Gender in the Bureau

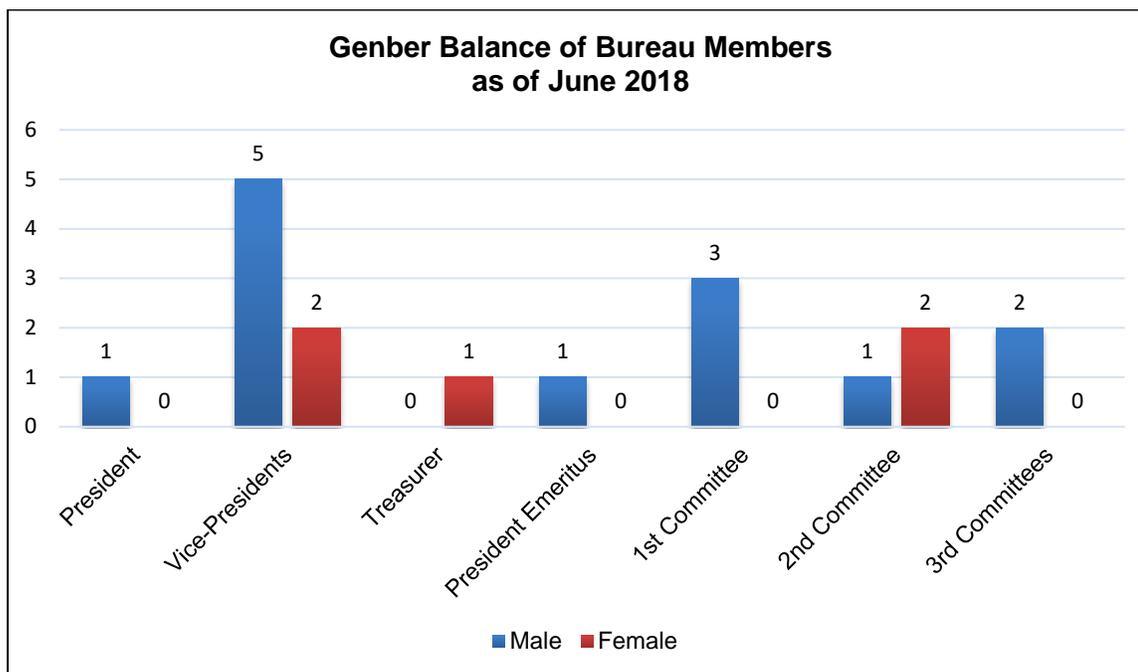
The Bureau is composed of the President, nine Vice-Presidents, the Treasurer and the President Emeritus, as well as the three Officers of each of the General Committees. As of June 2018, the Bureau comprised 19 members (2 positions are currently vacant because women left their posts in 2017) – 5 of whom are female – providing for a 74% to 26% ratio in favour of men. Compared to

⁸⁶ See Table 10 in Annexes. Co-Secretaries and Deputy of Delegation have also been included in this category.

⁸⁷ No data available for Uzbekistan.

⁸⁸ No data available for Uzbekistan.

2017 statistics of the gender balance in the Bureau, there has been a decrease of 9% in the female representation⁸⁹. The 2018 numbers are below the targeted goal of 30% suggested in 2011.⁹⁰



D. Female Presidents and Vice-Presidents in the OSCE PA

The statistics regarding female Presidents and Vice-Presidents have changed since the previous reporting years. In May 2017, the President of the OSCE PA was Christine Muttonen (Austria) and among the eight Vice-Presidents only one, Isabel Santos (Portugal), was female. Additionally, Doris Barnett (Germany) was the Treasurer for the Bureau.⁹¹ As of June 2018, the OSCE PA President is George Tsereteli (Georgia), however, the dynamics among Vice-Presidents have slightly improved with Isabel Santos (Portugal) and Margareta Cederfelt (Sweden) currently holding the positions of the Vice-Presidents (out of 7 in total). Doris Barnett (Germany) remains the Treasurer for the Bureau.⁹² Additionally, after Marietta Tidei left her position of Vice-President, this position currently remains vacant for female applicants.

E. Officers of the OSCE PA General Committees

Compared to the 2017 reporting period, the number of women in the leadership of the General Committees has decreased further. Women currently hold 2 out of the total 9-committee officer posts, whereas women held 4 positions in 2017 and 6 positions in 2016. Additionally, the position of Vice-Chair of the General Committee on Democracy, Human Rights and Humanitarian Questions is currently vacant since Ivana Dobešová left her post.

⁸⁹ May 2017 data shows that the ratio was 65%/35% with seven members out of 20 members of the Bureau being women.

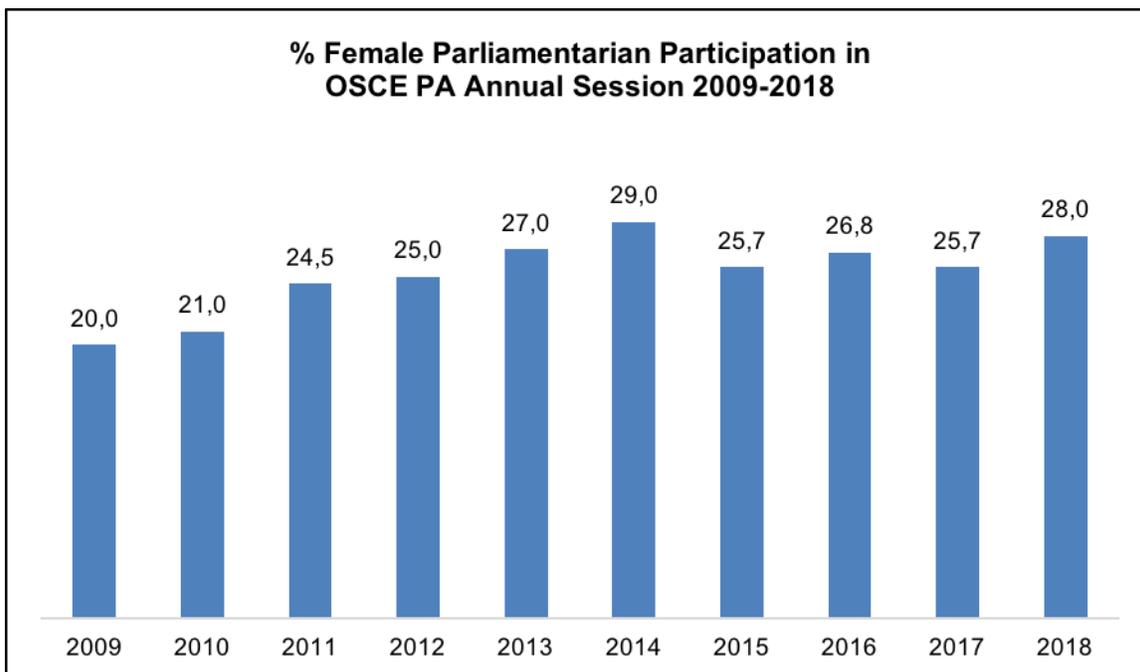
⁹⁰ See Address by Dr. Hedy Fry, Special Representative on Gender Issues to the OSCE Parliamentary Assembly, 10th Winter Meeting, 24–25 February 2011, Vienna, Austria.

⁹¹ See Table 11 in Annexes.

⁹² <https://www.oscepa.org/about-osce-pa/bureau>

F. Participation in the OSCE PA Meetings

The charts below show the percentage of female Members of Parliament who participated in the OSCE PA's Meetings. The 2016 Annual Session observed a slight increase in female participation compared to the previous reporting period (from 25.7% to 26.8%) and during the 2017 Annual Session Over the last six years, the numbers have risen and fallen from 24.5% in 2011 to 29% in 2014, down to 26.8% in 2016, further down to 25,7% in 2017 and then up to 28% in 2018⁹³. The expected female representation in the upcoming Annual Session in Berlin in July 2018 is represented in Table 12.



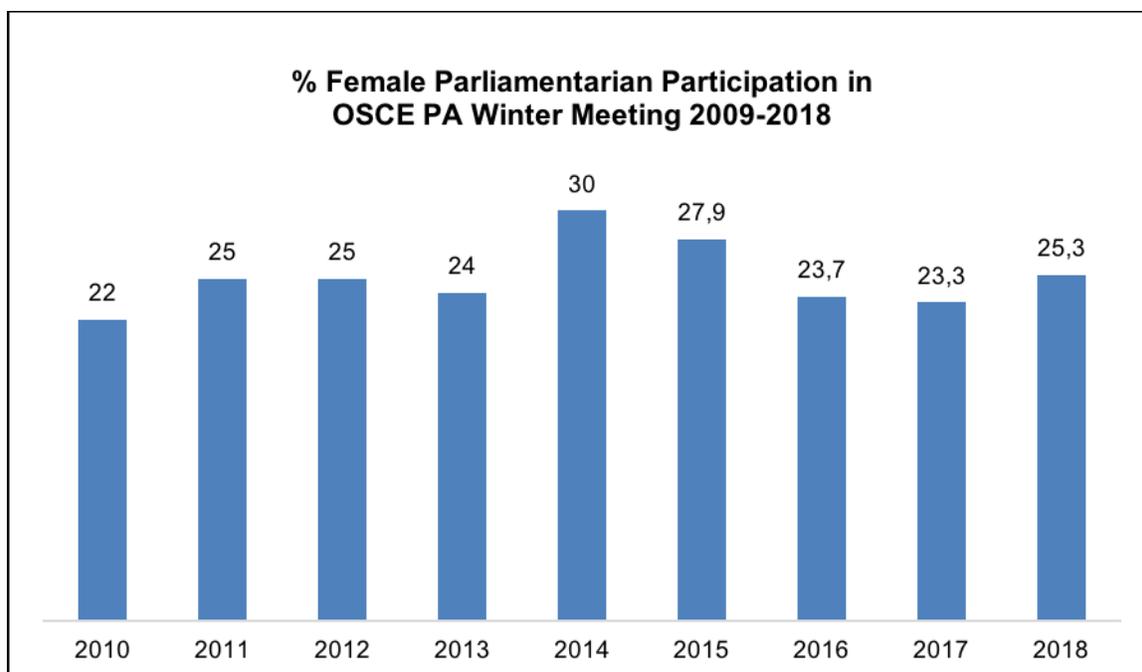
The overall percentage of female participation in the OSCE Winter Meetings has decreased since the 2014 OSCE PA Winter Meeting⁹⁴ which saw the highest percentage of female participants in the last ten years (30%).⁹⁵ Regarding the last two years, female participation has slightly increased during the 2018 OSCE PA Winter Meeting (25.3%) compared to the 2017 data (23.3%).⁹⁶

⁹³ See Table 12 in Annexes.

⁹⁴ See Table 13 in Annexes.

⁹⁵ See OSCE PA Gender Balance Report; July 2013 and OSCE PA Gender Report, July 2013.

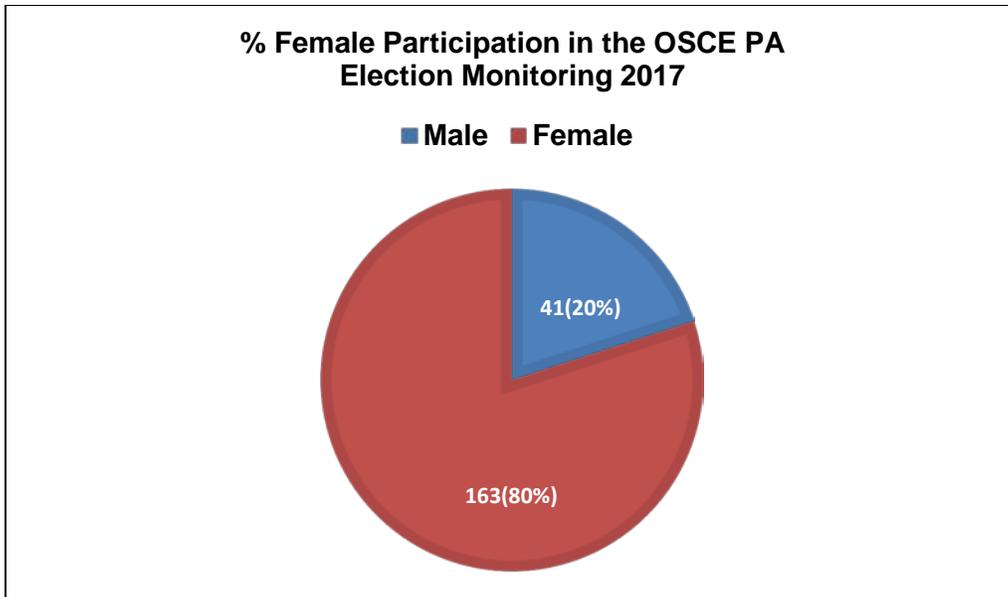
⁹⁶ See Table 13 in Annexes



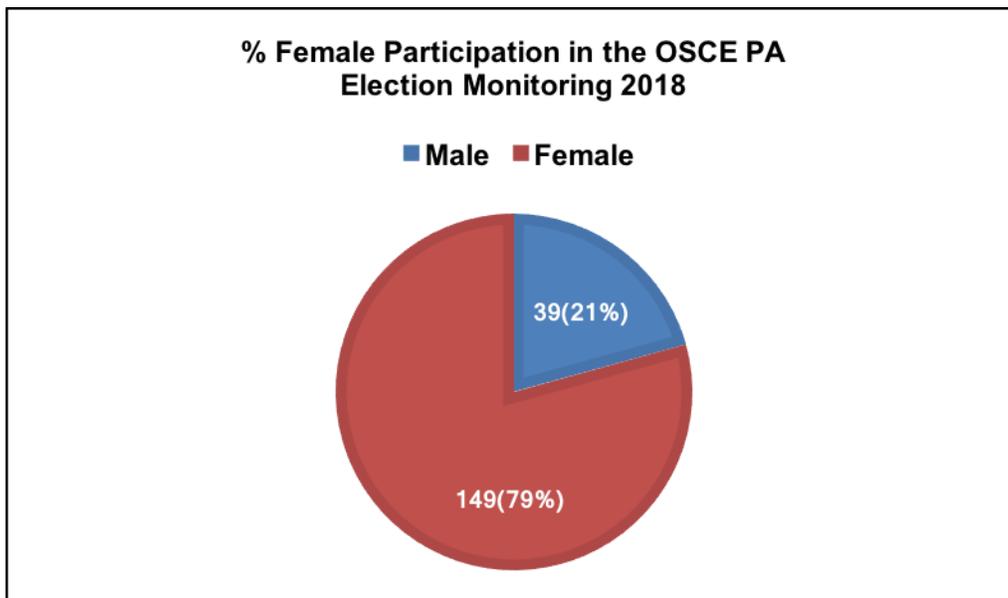
G. Participation in the OSCE PA Election Monitoring 2017-2018

Women take active part in election observation conducted by the OSCE PA every year. The figures concerning female participation in OSCE PA election monitoring show that, during the 2017 reporting period the overall number of female observers was 41 (20%) and the number of male observers was 163(80%). During the first half of 2018 there have been three observer missions with 39 female observers in total (see the diagrams below).⁹⁷ Compared to 2016 (27,7% on average), there has been a slight decrease in female representation in the election monitoring.

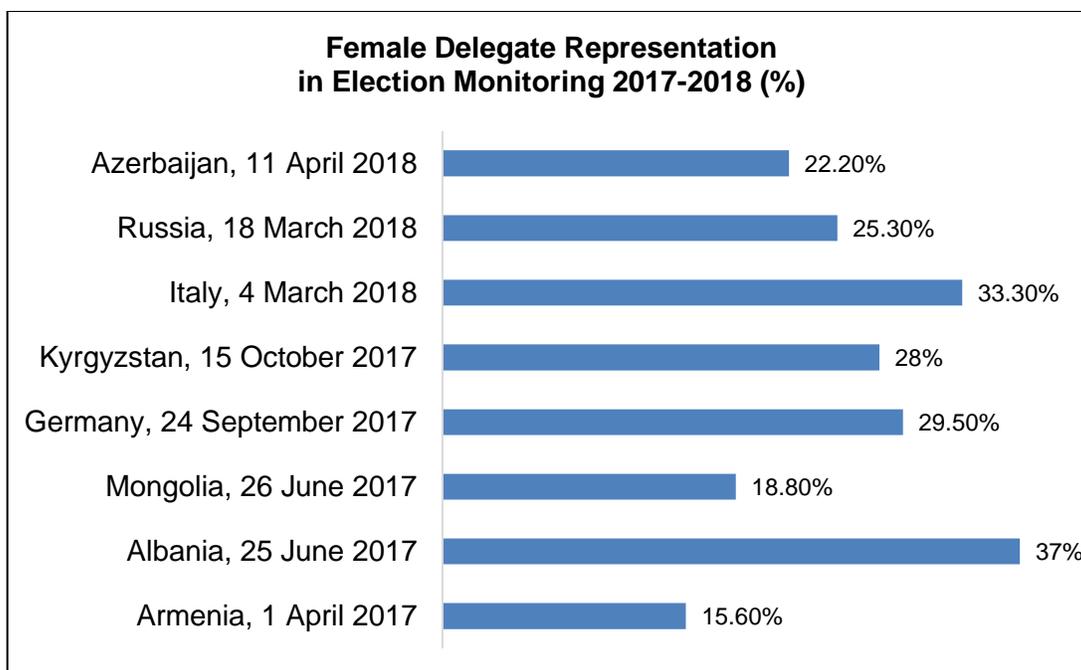
⁹⁷ See Table 14 in Annexes.



Note: Diagram includes Heads of delegations, Special Co-Ordinators of delegations and Members of delegations



Note: Diagram includes Heads of delegations, Special Co-Ordinators of delegations and Members of delegations



During the 2017-2018 reporting period, women held 62.5% of election observation leadership positions, which comprises Special Coordinators designated by the Chairman-in-Office to lead short-term observers and Heads of OSCE PA observation missions. This is a significant increase compared to the previous reporting period when women held 37% of the leadership positions in the OSCE PA election observation missions.

H. Permanent Staff of the OSCE PA International Secretariat

Currently, the permanent staff of the OSCE PA International Secretariat, including the Vienna Liaison Office, is comprised of 19 individuals, of whom six are women. Compared to the statistics from 2017, the posts of the OSCE PA Secretary General and two Deputies are still held by men.

I. The International Research Assistant Programme

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

J. Female Representation in National Parliaments of OSCE Participating States

According to the data provided by the Inter-Parliamentary Union, overall female representation in national parliaments of OSCE countries has increased since the last reporting period. Within the OSCE participating States and since the last reporting period, **Hungary** remains the country with the least female representation within its unicameral parliament, with only 11.6%. **Ukraine** (12.3%), **Liechtenstein** (12.0%) and **Malta** (11.9%) also have some of the lowest female representation within national parliaments in the OSCE region according to the 2018 data. **Sweden** (43.6%), **Finland**

(42.0%) and **Norway** (41.4%) have the highest numbers of female representation in national parliaments.⁹⁸

Collectively, female representation among national Parliaments in European countries within the OSCE region is 27.6%, combining Upper House or Senate and Single or Lower House parliamentarians. The number drops to 26.3% if the Nordic countries are excluded.⁹⁹ This represents a slight increase from the last reporting period.

IV. ANNEXES

Table 1

Post Distribution of Staff in the OSCE 2016				
Category	Men	Women	Total	% Women
General Service Staff	713	586	1299	45%
Professional Staff	438	413	851	49%
Senior Management	55	21	76	28%
Total	1206	1020	2226	46%
Post Distribution of Staff in the OSCE 2017				
Category	Men	Women	Total	% Women
General Service Staff	622	534	1156	46%
Professional Staff	416	402	818	49%
Senior Management	49	22	71	31%
Total	1087	958	2045	47%

Note: Figures as of 29 December 2016 and 29 December 2017 respectively.

Table 2

Post Distribution of the OSCE Staff in OSCE Secretariat, Institutions and Field Operations 2017				
Secretariat and Institutions Staff				
Category	Men	Women	Total	% Women
General Service Staff	85	172	257	67%
Professional Staff	133	104	237	44%
Senior Management	23	13	36	36%
Total	241	289	530	54.5%
Field Operations Staff				
Category	Men	Women	Total	% Women
General Service Staff	537	362	899	40%
Professional Staff	283	298	581	51%
Senior Management	26	9	35	26%
Total	846	669	1,515	44%

⁹⁸ See Table 15 in Annexes.

⁹⁹ See Table 16 in Annexes.

Note: Figures as of 29 December 2016.

Table 3

Post Distribution in the OSCE Secretariat 2016											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	SG	P+ in %	Total	Total in %
Women	122	65%	17	41.5%	51	1	1	0	41%	192	53%
Men	67	35%	24	58,5%	72	1	4	1	59%	169	47%
Total	189	100%	41	100%	123	2	5	1	100%	361	100%

Note: Figures as of 29 December 2016

Table 4

Post Distribution in the Office for Democratic Institutions and Human Rights 2016											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in %	Total	Total in %
Women	41	69%	7	50%	25	1	0	0	42%	74	55%
Men	18	31%	7	50%	35	0	0	1	58%	61	45%
Total	59	100%	14	100%	60	1	0	1	100%	135	100%

Note: Figures as of 29 December 2016

Table 5

Post Distribution in the Office of the High Commissioner on National Minorities 2016											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in %	Total	Total in %
Women	8	80%	3	75%	5	0	0	0	36%	16	55%
Men	2	20%	1	25%	9	1	0	0	64%	13	45%
Total	10	100%	4	100%	14	1	0	0	100%	29	100%

Note: Figures as of 29 December 2016

Table 6

Post Distribution in the Office of the Representative on Freedom of the Media 2016											
Category	G1-G7	G in %	S	S in %	P1-P5	D1	D2	Head of Inst.	P+ in %	Total	Total in %
Women	3	100%	3	50%	2	0	0	1	40%	9	56%
Men	0	0%	3	50%	3	1	0	0	60%	7	44%
Total	3	100%	6	100%	5	1	0	1	100%	16	100%

Note: Figures as of 29 December 2016

Table 7

Seconding Country	% Women	Men	Women	Total Seconded Staff
1. Bulgaria	100%	0	2	2
2. Slovakia	100%	0	2	2
3. Croatia	100%	0	1	1
4. Montenegro	100%	0	1	1
5. The Netherlands	100%	0	1	1
6. The Former Yugoslav of Macedonia (FYRoM)	67%	2	4	6
7. Poland	67%	1	2	3
8. Spain	60%	2	3	5
9. Armenia	50%	1	1	2
10. Switzerland	50%	1	1	2
11. Norway	50%	2	2	4
12. United States	50%	8	8	16
13. Republic of Moldova	50%	1	1	2
14. Romania	50%	1	1	2
15. Canada	40%	3	2	5
16. Germany	40%	6	4	10
17. Italy	38%	8	5	13
18. Ireland	33%	2	1	3
19. Kyrgyzstan	33%	2	1	3
20. Sweden	20%	4	1	5
21. Azerbaijan	0%	1	0	1
22. Kazakhstan	0%	1	0	1
23. Austria	0%	2	0	2
24. United Kingdom	0%	4	0	4
25. Hungary	0%	2	0	2
26. Bosnia and Herzegovina	0%	5	0	5
27. Czech Republic	0%	1	0	1
28. Georgia	0%	1	0	1
29. Russian Federation	0%	3	0	3
30. Ukraine	0%	1	0	1
Grand Total	40%	65	44	109

Note: Figures as of 29 of December 2017.

Table 8

Gender Balance of Local Staff in OSCE field operations and General Services Staff in the OSCE Secretariat and Institutions 2015					
Field Operation	Women	In %	Men	In %	Total
OSCE Presence in Albania	36	59%	25	41%	61

OSCE Centre in Ashgabat	8	42%	11	58%	19
OSCE Programme Office in Astana	15	68%	7	32%	22
OSCE Centre in Bishkek	34	37%	59	63%	93
OSCE Mission to Bosnia and Herzegovina	148	54%	127	46%	275
OSCE Mission in Kosovo	117	30%	275	70%	392
OSCE Mission to Moldova	25	60%	17	40%	42
OSCE Mission to Montenegro	17	57%	13	43%	30
OSCE Mission to Serbia	60	56%	48	44%	108
OSCE Office in Tajikistan	51	38%	83	62%	134
OSCE Mission to Skopje	53	50%	53	50%	106
OSCE Project Co-ordinator in Ukraine	28	62%	17	38%	45
OSCE Project Co-ordinator in Uzbekistan	10	43%	13	57%	23
OSCE Office in Yerevan	25	61%	16	39%	41
Pers. Rep. of the CiO on the Conflict dealt with by the Minsk Conference	5	45%	6	55%	11
Secretariat (incl. HLPG)	121	64%	67	36%	188
Institutions (RFoM, HCNM, ODIHR)	52	72%	20	28%	72
Grand Total	805	48%	857	52%	1,662

Note: Figures as of 29 December 2016.

Table 9

Post Distribution in Field Operations				
Category	Men	Women	Total	% of Women
General Service Staff	537	362	899	40%
Professional Staff	283	298	581	51%
Senior Management Staff	26	9	35	26%
Total	846	669	1,515	44%

Table 10

OSCE Parliamentary Assembly as of June 2018					
Category	Women	In %	Men	In %	Total
OSCE PA Members	79	30%	229	70%	308
OSCE PA Alternate Members	46	25%	133	75%	179
OSCE PA Secretaries	49	64%	28	36%	77
OSCE PA Staff	20	74%	7	26%	27
Grand Total	194	33%	397	67%	591

Note: Representatives of Uzbekistan are not included in the figures.

Table 11

Gender Balance of Bureau Members as of June 2018 (without President Emeritus)			
Category	Women	Men	Total
President	0	1	1
Vice-Presidents	2	5	7
Treasurer	1	0	1
First Committee	0	3	3
Second Committee	2	1	3
Third Committee	0	2	2
Grand Total	5	12	17

Table 12

Parliamentarian Participation in the OSCE PA Annual Sessions (2009-2018)										
Category	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Women	43	50	55	61	67	74	63	75	60	79
Men	170	186	169	185	178	180	182	205	173	202
% Women	20	21	24.5	25	27	29	25.7	26.8	27.5	28
Grand Total	213	236	224	246	245	254	245	280	233	281

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

Table 13

Parliamentarian Participation in the OSCE PA Winter Meeting (2010-2018)									
Category	2010	2011	2012	2013	2014	2015	2016	2017	2018
Women	49	58	60	50	64	61	58	53	59
Men	174	172	180	159	151	157	186	174	174
% Women	22	25	25	24	30	27.9	23.7	23.3	25.3
Grand Total	223	230	240	209	215	218	244	227	233

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

Table 14

OSCE PA Election Monitoring (2017-2018)			
Elections Observed	MPs	Women	% of Women
Parliamentary elections, Armenia (01.04.2017)	51	8	15.6%
Parliamentary elections, Albania (25.06.2017)	27	10	37%
Presidential elections, Mongolia (26.06.2017)	16	3	18.8%

Parliamentary elections, Germany (24.09.2017)	44	13	29.5%
Presidential elections, Kyrgyzstan (15.10.2017)	25	7	28%
Parliamentary elections, Italy (04.03.2018)	30	10	33.3%
Presidential elections, Russia (18.03.2018)	83	21	25.3%
Presidential elections, Azerbaijan (11.04.2018)	36	8	22.2%
Total			

Note: Figures as of June 2018; Calculations include Heads of the OSCE PA delegations, Special Co-Ordinators of the Observer Missions and Members of delegations.

Table 15

Women in Parliament in the OSCE countries										
Global Rank	Country	Lower or single House			Upper House or Senate			Women OSCE PA Delegate Members		
		Seats	Women	%	Seats	Women	%	Members	Women	%
8	Sweden	349	152	43.6%	--	--	--	16	6	37.5%
10	Finland	200	84	42.0%	--	--	--	12	4	33.3%
13	Norway	169	70	41.4%	--	--	--	12	6	50.0%
15	Spain	350	137	39.1%	266	101	38.0%	10	3	30.0%
16	France	577	225	39.0%	348	102	29.3%	13	3	23.0%
20	Iceland	63	24	38.1%	--	--	--	6	1	16.6%
21	Belgium	150	57	38.0%	60	30	50.0%	13	6	46.1%
23	Macedonia	120	45	37.5%	--	--	--	6	1	16.6%
24	Denmark	179	67	37.4%	--	--	--	12	2	16.6%
26	Slovenia	90	33	36.7%	40	4	10.0%	5	2	40.0%
28	Netherlands	150	54	36.0%	75	26	34.7%	14	6	42.8%
29	Italy	630	225	35.7%	320	113	35.3%	11	2	18.1%
30	Portugal	230	80	34.8%	--	--	--	8	3	37.5%
31	Belarus	110	38	34.5%	56	17	30.4%	12	3	25.0%
32	Austria	183	63	34.4%	61	19	31.1%	6	2	33.3%

Women in Parliament in the OSCE countries										
Global Rank	Country	Lower or single House			Upper House or Senate			Women OSCE PA Delegate Members		
		Seats	Women	%	Seats	Women	%	Members	Women	%
“	Serbia	250	86	34.4%	--	--	--	8	3	37.5%
35	Monaco	24	8	33.3%	--	--	--	4	2	50.0%
38	Switzerland	200	65	32.5%	46	7	15.2%	8	1	12.5%
40	Andorra	28	9	32.1%	--	--	--	4	1	25.0%
41	The United Kingdom	650	208	32.0%	805	207	25.7%	26	4	15.3%
47	Germany	709	218	30.7%	69	27	39.1%	15	5	33.3%
53	Luxembourg	60	17	28.3%	--	--	--	4	2	50.0%
54	Poland	460	129	28.0%	100	14	14.0%	16	5	31.2%
55	Albania	140	39	27.9%	--	--	--	3	1	33.3%
60	Kazakhstan	107	29	27.1%	47	5	10.6%	12	3	25.0%
61	Canada	337	91	27.0%	94	43	45.7%	10	2	20.0%
63	Estonia	101	27	26.7%	--	--	--	6	2	33.3%
“	San Marino	60	16	26.7%	--	--	--	3	1	33.3%
73	Turkmenistan	125	31	24.8%	--	--	--	5	1	20.0%
75	Bulgaria	240	57	23.8%	--	--	--	10	4	40.0%
77	Montenegro	81	19	23.5%	--	--	--	5	1	20.0%
79	Moldova	101	23	22.8%	--	--	--	6	0	0
82	Ireland	158	35	22.2%	60	18	30.0%	7	1	14.2%
85	Czech Republic	200	44	22.0%	80	15	18.8%	8	1	12.5%
89	Bosnia and Herzegovina	42	9	21.4%	15	2	13.3%	3	1	33.3%

Women in Parliament in the OSCE countries										
Global Rank	Country	Lower or single House			Upper House or Senate			Women OSCE PA Delegate Members		
		Seats	Women	%	Seats	Women	%	Members	Women	%
90	Lithuania	141	30	21.3%	--	--	--	4	2	50.0%
93	Romania	329	68	20.7%	136	19	14.0%	13	1	7.6%
"	Slovakia	150	30	20.0%	--	--	--	8	2	25.0%
103	United States of America	427	83	19.4%	100	23	23.0%	16	2	12.5%
104	Kyrgyzstan	120	23	19.2%	--	--	--	6	1	16.6%
106	Tajikistan	63	12	19.0%	32	7	21.9%	10	2	20.0%
107	Croatia	151	28	18.5%	--	--	--	6	1	16.6%
108	Greece	300	55	18.3%	--	--	--	10	4	40.0%
111	Armenia	105	19	18.1%	--	--	--	6	1	16.6%
113	Cyprus	56	10	17.9%	--	--	--	4	0	0
"	Mongolia	76	13	17.1%	--	--	--	6	1	16.6%
120	Azerbaijan	125	21	16.8%	--	--	--	6	2	33.3%
"	Georgia	150	24	16.0%	--	--	--	6	1	16.6%
"	Latvia	100	16	16.0%	--	--	--	3	0	0
"	Uzbekistan	150	24	16.0%	100	17	17.0%	--	--	--
130	Russian Federation	450	71	15.8%	170	29	17.1%	16	2	12.5%
134	Turkey	549	80	14.6%	--	--	--	8	2	25.0%
"	Ukraine	423	52	12.3%	--	--	--	26	4	15.3%
146	Liechtenstein	25	3	12.0%	--	--	--	4	2	50.0%
147	Malta	67	8	11.9%	--	--	--	6	1	16.6%

Women in Parliament in the OSCE countries										
Global Rank	Country	Lower or single House			Upper House or Senate			Women OSCE PA Delegate Members		
		Seats	Women	%	Seats	Women	%	Members	Women	%
149	Hungary	199	23	11.6%	--	--	--	6	1	16.6%

Source: Inter-Parliamentary Union, Women in national parliaments (situation as of 1 May 2018).

Table 16

Women in Parliament in OSCE Countries, Regional Average			
Category	Single House or Lower House	Upper House or Senate	Both Houses combined
Europe – OSCE member countries including Nordic countries	27.6%	27.0%	27.5%
Europe – OSCE member countries excluding Nordic countries	26.3%	27.0%	26.4%

Source: Inter-Parliamentary Union, *Women in National Parliaments: Regional Averages* (situation as of 1 May 2018).