

OSCE PA Gender Balance Report July 2007

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1 Executive Summary

This report analyses the current implementation of gender mainstreaming within OSCE Institutions and the OSCE Parliamentary Assembly. The disaggregated statistics for the OSCE Governmental Institutions suggest an almost unchanged situation: women remain underrepresented in the most senior and upper management positions; however, the representation of women in the Organization increased slightly from 2005. The major gender imbalance lies within the top positions in Field Missions and Institutions such as the Office of Democratic Institutions and Human Rights (ODIHR) and the Office of the High Commissioner on National Minorities (HCNM). With reference to the Secretariat and Institutions, women represent 50% percent of the overall total staff. However, while they are overrepresented in the lower, general services posts, holding 69% of these positions, they hold only 32% percent of professional level posts. Concerning the Field Missions, statistics show that women represent 42% percent of the staff, but only 18% of the upper management positions. Almost all Heads of Missions are men – Ms. Paraschivu Badescu, Head of the new OSCE Mission to Montenegro, is the only woman in this category.

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

Within the OSCE Parliamentary Assembly, the average percentage of women's participation in Assembly activities is around 17.9 percent. The average percentage of women's representation in the national parliaments (in both chambers, when existing) within the OSCE countries is 19.2 percent. Thus, women's representation during the Assembly's meetings lies only slightly below the range of their representation within national parliaments.

2 Introduction

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

This year, upon request of the Special Representative on Gender issues, the authors of this report have focused on a special issue: progress on the implementation of UN Resolution 1325 on ‘Women, Peace and Security’, specifically through National Action Plans. This chapter at the beginning of the report gives an overview of efforts by some of the OSCE’s participating States to implement the landmark resolution. First, general efforts will be looked at. Next, specific attention will be paid to the National Action Plans for implementation devised by six of the OSCE’s participating States. In order to allow for some in-depth analysis, we will focus particularly on the example of Sweden and its National Action Plan.

The second part of this report will be devoted to analyzing the gender balance situation in the different structures, institutions, and Field Missions of the OSCE by means of the Gender Disaggregated Statistics.

The third part examines gender mainstreaming in documents of the OSCE, particularly the documents of the 2006 Ministerial Council and the OSCE Gender Action Plan. The current Action Plan was formulated in 2004, after the 2000 Action Plan proved inadequate. The 2004 Plan outlines new strategies for advancing the implementation of gender equality within the OSCE and in the OSCE participating States – it also sets priorities, assigns specific responsibilities, and establishes a monitoring mechanism. Although the Action Plan represents a useful tool, it hasn’t had any discernible successes in helping to increase the number of women in management positions. While the Action Plan has addressed the issue of recruitment, it neglects to seriously consider the possibility of altering the internal regulations to make the OSCE an organisation where women want to work. The Staff Rules have been amended a number of times in recent years, but the amendments did not contain any improvements with regard to gender issues. The relevance of this problem was underlined again at the recent meeting of the Gender Focal Points Meeting.¹

The last section focuses on the gender balance within the OSCE PA. It examines the officers of the Assembly, the general participation in OSCE PA meetings and election observation activities, and also includes statistics on the Secretariat. Statistics on female representation in national parliaments in the OSCE region are attached as an appendix. Most of this year’s information will be put in comparison to former years.

¹ Report on the Meeting of Focal Points for Gender Issues, 27 to 28 March 2007, Vienna.

3 Special Issue: UN SC Resolution 1325 and National Action Plans

3.1 General Information on Security Council Resolution 1325

On 31 October 2000, Resolution 1325 was passed unanimously by the United Nations Security Council. The resolution, entitled ‘Women, Peace and Security’, is a landmark document. It represents the first time that the UN has formally recognised the disproportionate negative effects of war and conflict on women, as well as the central role that women can play in preventing or resolving conflict. The resolution contains 18 operative paragraphs in which the Security Council decides to, among other things: strengthen the UN’s consideration of gender perspectives in conflict situations; urges parties to conflict to take special measures to protect women and girls against gender-based violence and to take into account women’s needs in peace agreements; and encourages states to ensure increased representation of women at all decision-making levels in mechanisms for conflict prevention, management, and resolution.

The Resolution built on previous structures such as the 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Summit (which devoted a chapter to women and armed conflict in 1995), Beijing + 5 (2000), and Beijing + 10 (2005). Last year, the UN Commission on the Status of Women urged the full implementation of UN Security Council Resolution 1325 and expressed concern about the slow and uneven progress made towards the equal participation of women and men in decision-making processes at all levels.

The importance of Resolution 1325 for the OSCE’s work is clear. As a regional organization mandated under Chapter VIII of the UN Charter and concerned specifically with conflict prevention, resolution, and post-conflict reconstruction, Resolution 1325 has immediate relevance for the OSCE. Indeed, at the end of 2005 the Ministerial Council referred to the resolution in the decision on ‘Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation’, asserting that “the knowledge, skills and experience of both women and men are essential to peace, sustainable democracy, economic development and therefore to security and stability in the OSCE region”. It acknowledged “the need for concrete action by the OSCE to integrate women into conflict prevention, crisis management and post-conflict rehabilitation through its activities”. However, while 1325 provides a valuable framework and advocacy tool for the substantive work of the OSCE and its Field Operations and Institutions, it also has serious implications for the gender balance of the organization. The first operative paragraph of the resolution “[u]rges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict”.²

² MC.DEC/15/05, Preventing and Combating Violence against Women.

As a regional security organisation, this clearly calls on the OSCE to improve the gender balance in the organisation, especially concentrating on the presence of women in decision-making positions. Several initiatives to carry out this task have already been taken by the organization and its participating States in the past seven years; some of these are discussed in the following section. However, as last year's edition of this report recognised, when it comes to Resolution 1325 "much remains to be done."³ The statistical pattern indicates that while the number of women in the organization overall is slowly increasing, they are still seriously underrepresented in management or decision-making positions.

3.2 The Implementation Progress of UN SC Resolution 1325

*"Resolution 1325 (2000) holds out a promise to women across the globe that their rights will be protected and that barriers to their equal participation and full involvement in the maintenance and promotion of sustainable peace will be removed. We must uphold this promise."*⁴

Supporting national action plans

Within the last seven years many Member States of the United Nations, as well as NGOs and interest groups, have been working on ways to push SCR 1325 further, to encourage gender awareness-raising and to promote equality in rights and full and equal participation of women and men in society.

Many of the States that have gone furthest in implementing SCR 1325 at the national level are members of the 'Friends of 1325 Group,' a voluntary, ad hoc group of UN Member States that meets on a regular basis and aims to promote the principles of SCR 1325 in the six General Assembly committees, the Economic and Social Council, and other inter-governmental bodies. The group meetings, which are hosted by the Canadian Mission, also sometimes include (by invitation) representatives from UNIFEM, OSAGI, and the NGO Working Group on Women, Peace and Security (NGOWG). The UK, Denmark, Sweden, Norway, Canada and Switzerland – all members of the Group – were the first to develop national action plans on women, peace and security.⁵

Many organizations committed to gender issues, like the United Nations Development Fund for Women (UNIFEM), offer support and information on gender issues in general and particularly on how to make SCR 1325 work.

³ OSCE PA Gender Balance Report, July 2006

⁴ Secretary-General's report on women, peace and security, 2004

⁵ Friends of 1325 are: Australia, Bangladesh, Cameroon, Canada, Chile, Colombia, Croatia, Finland, Germany, Guinea, Jamaica, Japan, Korea, Liechtenstein, Mexico, Namibia, Netherlands, New Zealand, Norway, Philippines, Singapore, South Africa, Sweden, Switzerland, Tanzania, United Kingdom, United States

UNIFEM provides financial and technical assistance to innovative programmes and strategies that promote women's rights, political participation and economic security.⁶ UNIFEM's support to the mobilization of women in conflict zones was also essential for the formulation and adoption of Security Council Resolution 1325 under the leadership of the Government of Namibia as president of the Security Council in 2000.⁷

In 2006, the United Nations International Research and Training Institute for the Advancement of Women, called UN-INSTRAW, published a guide to policy and planning on women, peace and security in order to give useful advice on how to create national action plans and to successfully implement the SCR 1325.⁸

Good reasons for creating an action plan

As national governments participate in peacekeeping and rebuilding efforts and conflict prevention, their commitment to women, peace and security makes the difference between either ensuring that women have agency in survival and reconstruction efforts, or leaving existing structures of discrimination, poverty or violence unchanged.

According to INSTRAW, Security Council Resolution 1325 is not being systematically or sustainably implemented. INSTRAW has outlined a number of arguments in favour of a national action plan:⁹

- Implementing an action plan not only increases the comprehensiveness of SCR 1325 through the process of discussing it, but brings together all the actors working on an action plan also ensures proper co-ordination which is crucial for effective gender work.
- Drafting a plan is also an important process of awareness-raising and capacity-building as it opens up space for discussions and exchange of information; creating an action plan is also a participatory process which emphasizes increased understanding of SCR 1325, and evokes an increased feeling of ownership and responsibility. As the plan of action lists the specific actors responsible for implementing each initiative and provides a clear timeframe, the accountability of actors attracts notice by the public.
- At a broader level, the act of creating a national action plan brings an official stamp of approval and holds the country accountable for the implementation of SCR 1325.

Another point that should be considered is that a national action plan allows a better integration of SCR 1325 into foreign policy. An action plan can bring attention to all of

⁶ UNIFEM: Woman, Peace and Security: UNIFEM supporting Implementation of Security Council resolution 1325, 2004

⁷ For more information see: <http://www.womenwarpeace.org/unifem.htm>

⁸ Statement by the President of the UN Security Council, October 2002

⁹ United Nations International Research and Training Institute for the Advancement of Women (INSTRAW): Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN SCR 1325)

the components of 1325 and therefore gender policy would finally be more than just ‘counting heads’. Without an action plan, when the hard issues are talked about, such as issues pertaining to the police and military, 1325 and gender issues too often slip out of the back door.¹⁰

Steps on the way to a national action plan

When deciding to create a national action plan on SCR 1325, it is important to consider that action plans must be adapted to specific contexts, for example the regional, national or community context and the available resources.

The following steps are considered fundamental in order to create an action plan:¹¹

- 1) Build political will through advocacy and awareness-raising.
- 2) Get organized and gather diverse organizations into formal and information networks or umbrella organizations.
- 3) Explain the need for a national action plan and give clear and realistic objectives, develop a strategy in order to reach expected outputs within a given time period, and the framework of the adopted budget.
- 4) Complete an assessment or audit of the general context of women, peace and security issues (external) and the government or institution in question (internal) in order to help in the identification of priority areas.
- 5) Plan meetings and workshops that truly represent and address the needs and interests of all stakeholders while including actors from all different sectors of an institution or government to build a sense of collective ownership, teamwork and accountability.

Towards Implementation of national action plans

Until now, unfortunately, only six countries have implemented a national action plan on SCR 1325. These are: Canada, Denmark, Norway, Sweden, Switzerland, and the United Kingdom. Their experiences, however, provide valuable lessons for implementing 1325. Their challenges and successes chart a path for other States to develop policies, institute changes in government machinery, and consult with civil society.

Implementing an action plan on 1325 is a clear commitment to promoting gender equality and women’s empowerment. It is important to see that there is more beyond an action plan than gender quotas. Action plans also acknowledge the importance of the protection of the rights of women and girls during conflict, as well as the involvement of women in decision-making and in peace and reconstruction processes.¹²

¹⁰ Eva Zillén, Kvinna till Kvinna, personal interview with INSTRAW, July 2005 in: Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN SCR 1325)

¹¹ United Nations International Research and Training Institute for the Advancement of Women (INSTRAW): Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN SCR 1325)

¹² NGO Working Group on Women, Peace and Security: Security Council Resolution 1325-Five years on Report, National Action Plans and Strategies on Women, Peace and Security

Leading actors regarding national action plans on 1325 and lessons learned – the example of Sweden

In creating and implementing its national action plan, Sweden made a conscious effort to learn from the experiences of some of the other countries that had already taken this step.

The Ministry of Foreign Affairs set up an inter-ministerial taskforce which included the Ministry of Justice, Ministry of Defense, Ministry of Industry, Employment and Communications, and the Prime Minister's Office. The armed forces, the police and the Swedish International Development Co-operation Agency (SIDA) were also included in the process of developing the action plan. Furthermore, Sweden involved different civil society organizations in drafting the plan: for example, Operation 1325, a network of six women's organizations.

An extensive assessment was carried out as part of the process of developing the SCR 1325 action plan, and the development of the action plan spanned circa eighteen months of intensive commitment. The Ministry of Foreign Affairs commissioned a study from the Collegium for Development Studies entitled *UN Security Council Resolution 1325 (2000) on Women, Peace and Security: Making It Work, Experiences in Canada, the Netherlands and the United Kingdom with Recommendations for Sweden's Implementation*. The seventeen-page plan includes a thorough analysis of SCR 1325, presents the process of developing the plan, and lists the actions Sweden has already taken to implement 1325. The Swedish national action plan outlines three priority areas.¹³

- 1) Full participation and equality of women in conflict areas at all levels of mechanisms and institutions for conflict prevention, crisis management, peace-building, humanitarian actions and other actions in conflict phase
- 2) Strengthening of the protection of women and girls in the context of conflict
- 3) Participation of more women in international peace and security initiatives within the UN, EU, OSCE, and other regional organizations

In order to address these priorities, the plan includes specific actions at the national, regional and global level. For example, it states that practical tools such as checklists, guidelines, instructions and frameworks for dialogue should be developed in order to practically and concretely integrate a 1325 perspective in the relevant departments' normal work in relation to actual or potential countries in conflict as well as post-conflict countries.

In total, circa sixty-one such mandates are included in the Swedish action plan. The plan covers the period of three years (until 2008), but it is at the same time designed to be a living document that can be changed to meet new challenges. Regular follow-up, including a mid-term evaluation of the plan's implementation and annual reporting, is explicitly stated in the plan. The Inter-Ministerial Taskforce on 1325 is responsible for co-ordination and monitoring.

¹³ The Swedish action plan on SCR 1325 can be found under:
<http://www.peacewomen.org/national/Sweden.pdf>

Sweden was not the first country to implement an action plan, but it added a whole new dimension to the issue as it was the first country to thoroughly analyze the successes and shortcomings of previous action plans and to make its action plan a document that is meant to be changed regularly in order to meet new requirements. It is intended to ensure continuous pressure for the implementation of SCR 1325.

3.3 National Policy and Legislation on SCR 1325

There is, however, also another way to make SCR 1325 work. Rather than create a separate national action plan, countries including Colombia, Serbia, Israel and Fiji are integrating the mandates of SCR 1325 into national policies and legislation.

One notable example is the adoption in July 2005 by Israel's Knesset of a new law mandating the inclusion of women in government teams appointed for peace negotiations and setting domestic, foreign or security policy. This ground-breaking law was included as an amendment to the Equal Representation of Women Law, which dates back to 1956. It was only possible because of the extensive lobbying by the Isha L'Isha, the Haifa Feminist Center, and its project called "Women Leading Peace." In addition, an ad hoc coalition of women's organizations and peace organizations was formed to participate in debates and meet with members of the Knesset. This experience once again points out the importance of bringing a variety of actors to the table when working towards effective implementation of SCR 1325.¹⁴ Furthermore, it was agreed to carry out follow-up activities that include training women in negotiation skills, teaching conflict resolution, creating a directory of qualified female negotiators and monitoring the implementation of the law.¹⁵

Nonetheless, it should be noted that efforts to pass policies and laws on SCR 1325 have not always met with the same level of success in other countries as was the case in Israel. National action plans remain the best strategy to ensure that countries have a coherent cross-government approach to SCR 1325 and that a standard is provided against which government policies can be measured. Therefore, we should aim to identify and overcome ongoing barriers to the full implementation of SCR 1325.¹⁶

¹⁴ Isha L'Isha – Haifa Feminist Center, News Release, 21 July 2005

¹⁵ United Nations International Research and Training Institute for the Advancement of Women (INSTRAW): Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN SCR 1325)

¹⁶ Emyr Jones Parry, Permanent Representative of the United Kingdom to the United Nations, "EU Presidency Statement on Women, Peace, Security" (New York, 27 October 2005) [http://europa-eu-un.org/articles/en/article_5204_en.htm](http://europa.eu-un.org/articles/en/article_5204_en.htm).

4 Gender in OSCE Institutions

On 1 December 2006 the OSCE had a total staff of 3 257 people. The present numbers show that there is a slight increase in the overall representation of women in the Organization compared to 2005, yet gender equality is far from being reached. In particular, the lack of women in senior level positions, noted in previous years, remains. Women moved from representing 42% to 43% of staff overall, and slightly more women were nominated for seconded positions in the OSCE than in the last reporting period (37% of all nominations were women as compared to 35% in 2005). Also the representation of women increased slightly in professional posts (from 39% to 42%) as well as in management positions (from 13% to 17%).

The pattern of senior positions being overwhelmingly held by men can be seen throughout the Institutions and Field Missions. While 50% of the overall Staff of the Secretariat and Institutions are women, they hold only 14% of management posts. Similarly, in Field Missions, women make up 42% of the staff, but only 18% of the management positions.

The percentage of women staff in the Secretariat is down very slightly on 2006 (falling from 51% to 50%) while the percentage in the Field Missions is up from 41% to 42%.

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

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

4.1 OSCE Secretariat

The statistics indicate that the OSCE Secretariat has a majority of women on its staff (51%). However, there is a clear predominance of men in P-staff positions and of women in G-staff positions.

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	SG	G	In %	P+	In %	Total	In %
Women	7	1	11	37	32	26	4	1	5	20	6	4	0	0	0	118	66 %	36	29 %	154	51%
Men	0	3	6	7	17	23	6	3	8	27	31	12	1	5	1	62	34 %	88	71 %	150	49%
TOTAL	7	4	17	44	49	49	10	4	13	47	37	16	1	5	1	180	100 %	124	100 %	304	100 %

It is also noteworthy that, of the seven positions at Director-level or above, none are held by a woman.

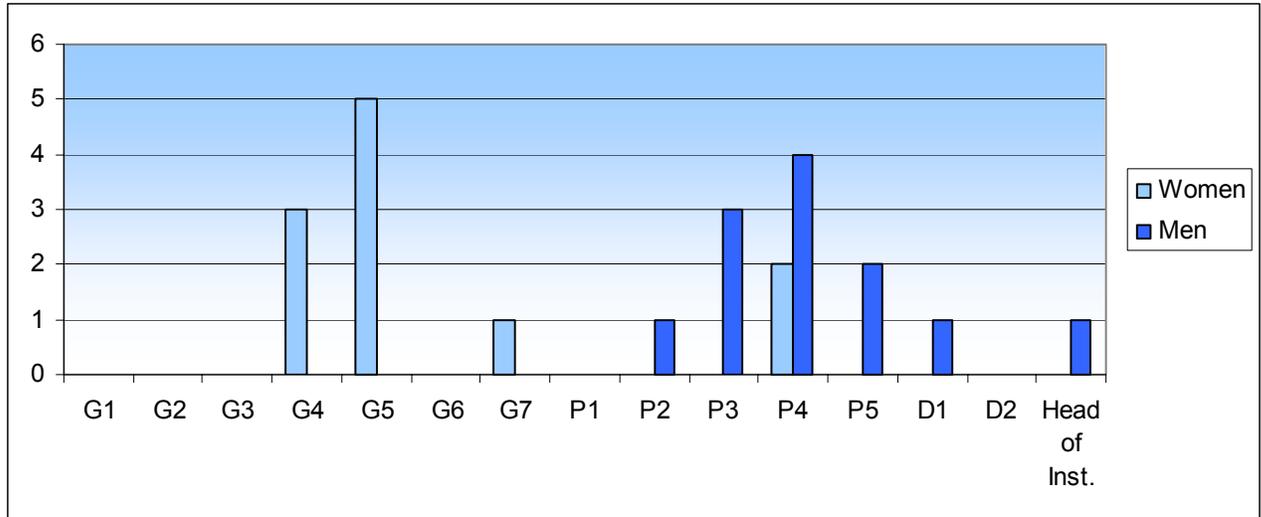
4.2 Office of Democratic Institutions and Human Rights (ODIHR)

The total staff of the ODIHR numbers 95 persons. In terms of leadership jobs, there is one woman at management level (P5 and above) out of six positions. In lower P-Level jobs, there is a reasonable gender balance amongst the professional staff. However, what is striking about the statistics for the ODIHR is the imbalance in the G-staff category: the Office employs almost 3 times more women than men at this level.

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	H. Inst.	G	In %	P+	In %	Total	In %
Women	0	0	2	3	23	3	4	1	7	8	4	1	0	0	0	35	74%	21	44%	56	59%
Men	0	1	1	2	5	3	0	2	4	8	8	3	1	0	1	12	26%	27	56%	39	41%
TOTAL	0	1	3	5	28	6	4	3	11	16	12	4	1	0	1	47	100%	48	100%	95	100%

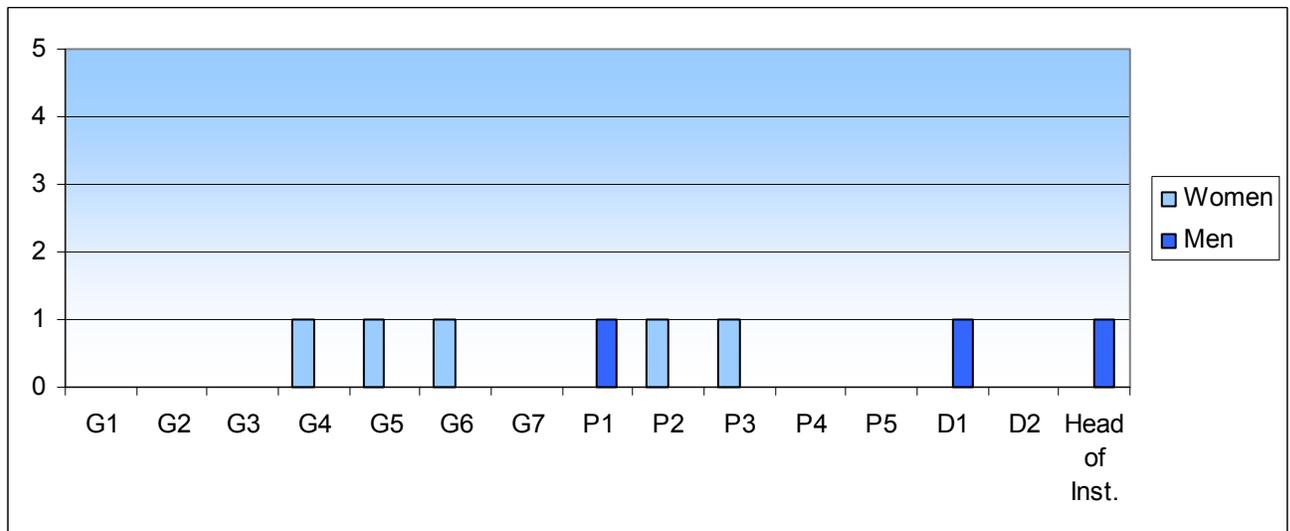
4.3 Office of the High Commissioner on National Minorities (HCNM)

At first glance, the Office of the High Commissioner on National Minorities (HCNM) seems to have achieved a perfect 50-50 gender balance among its staff of 22. However, very few of the P-level positions are held by women – in fact, out of 11 P-level positions, only two are held by women, leaving the HCNM far below the 35% average for the Secretariat and Institutions as a whole. Additionally both the Director and HCNM are male. The balanced overall figures derive from the fact that, against the low number of women in P+ positions, *all nine* G-level positions are held by women.



4.4 Office of the Representative on Freedom of the Media

The Office of the Representative on Freedom of the Media has a majority of five women on its staff of eight. While the three G-level positions are occupied by women, there is a majority of women in P-level positions also. That said, the Head of Institution and Director positions (D+ positions) are both held by men.



4.5 Field Missions

The situation in the Field Missions is quite variable – the distribution ranges from 88% women on the staff in the smallest operation, the Office in Minsk, to only 33% in Kosovo, the OSCE’s largest field operation.

Local Staff in Field Operations Field Operation	Percentage		Number		Total
	Men	Women	Men	Women	
OSCE Presence in Albania	52%	48%	40	37	77
OSCE Centre in Almaty	25%	75%	3	9	12
OSCE Centre in Ashgabad	50%	50%	8	8	16
OSCE Centre in Baku	50%	50%	6	6	12
OSCE Centre in Bishkek	55%	45%	22	18	40
OSCE Mission to Bosnia and Herzegovina	49%	51%	274	284	558
OSCE Mission to Croatia	38%	62%	51	83	134
OSCE Centre in Dushanbe	54%	46%	38	33	71
OSCE Representative to the Estonian Commission on Military Pensioners	0%	0%	0	0	0
OSCE Mission to Georgia	59%	41%	81	57	138
OSCE Mission to Kosovo	67%	33%	442	217	659
OSCE Office in Minsk	12%	88%	1	7	8
OSCE Mission to Moldova	41%	59%	9	13	22
OSCE Mission to Montenegro	41%	59%	12	17	29
OSCE Mission to Serbia	50%	50%	61	61	122
OSCE Spillover Monitor Mission to Skopje	61%	39%	117	76	193
OSCE Project Co-ordinator in Uzbekistan	58%	42%	7	5	12
OSCE Project Co-ordinator in Ukraine	33%	67%	3	6	9
OSCE Office in Yerevan	29%	71%	7	17	24
Pers. Representative of the CiO on the Conflict dealt with by the Minsk Conference	45%	55%	5	6	11
Grand Total	55%	45%	1187	960	2147

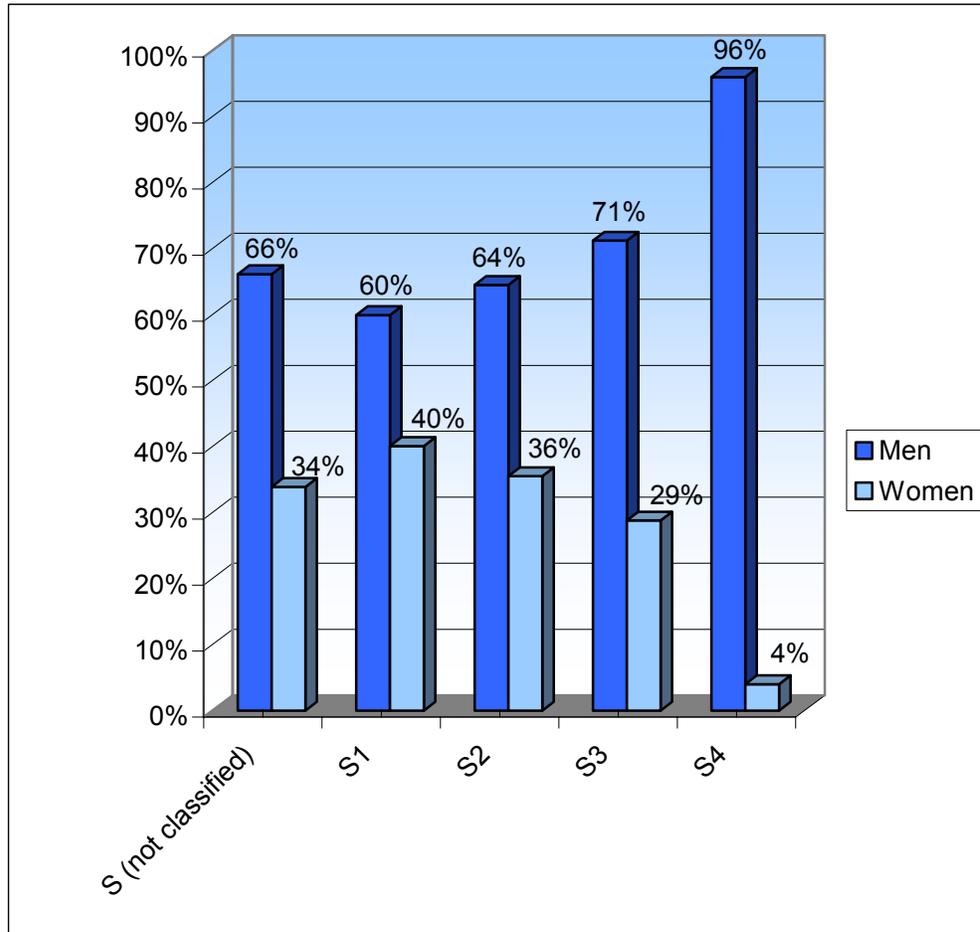
However, there is a repetition of the pattern noted in the Secretariat and Governmental Institutions in relation to women in leadership positions across the Field Missions. Women occupy only 18% of senior management positions, and as one moves up the chain of responsibility, the percentages continue to decrease.

Field Operations	Heads of Field Operations/Institutions		Deputy Heads of Field Operations		Other Senior Management*		Total	
	M	F	M	F	M	F	M	F
OSCE Presence in Albania	1		1		1	2	3	2
OSCE Centre in Almaty	1				1		2	0
OSCE Centre in Ashgabad	1				1		2	0
OSCE Office in Baku	1		1				2	0
OSCE Centre in Bishkek	1			1	1	1	2	2
OSCE Mission to Bosnia and Herzegovina	1		1		15	4	17	4
OSCE Mission to Croatia	1		1		4	5	6	5
OSCE Centre in Dushanbe			1		1		2	0
OSCE Representative to the Estonian Commission on Military Pensioners					1		1	0
OSCE Mission to Georgia	1		1		6		8	0
OSCE Mission in Kosovo	1		1		27	5	29	5
OSCE Office in Minsk	1		1				2	0
OSCE Mission to Moldova	1		1				2	0
OSCE Mission to Montenegro		1	1				1	1
OSCE Mission to Serbia	1		1				2	0
OSCE Spillover Monitor Mission to Skopje				1	11	2	11	3
OSCE Project Co-	1						1	0

ordinator in Uzbekistan								
OSCE Project Co-ordinator in Ukraine	1				1		2	0
Office in Yerevan	1		1				2	0
Personal Representative of the Chairman-in-Office on the Conflict dealt with by the Minsk Conference	1						1	0
Total	16	1	12	2	70	19	98	22
In Percent	94%	6%	86%	14%	79%	21%	82%	18%

4.6 Seconded Posts (Secretariat, Institutions, and Field Missions)*

The seconded posts across the organization show much the same distribution as the overall pattern, in that the higher the level of the post, the greater the percentage of the men employed in it. However, in the seconded posts the dominance of male staff is apparent from the most junior positions (S and S-1) right through to the most senior (S4).



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

5 Gender in Documents of the OSCE

Unfortunately, the issue of gender equality appears to be less and less prominent on the agenda of the OSCE participating States, most notably in the Permanent Council in Vienna. This decreasing consideration of gender issues is also reflected in the relative lack of attention paid to gender in the 2006 Ministerial Council Documents.

The 2004 OSCE Gender Action Plan has improved working conditions in the OSCE with regards to certain issues, but improvements in the Staff Rules are needed in order to make the OSCE an organization where women want to work.

5.1 The OSCE Gender Action Plan 2004

The 2004 OSCE Action Plan for the Promotion of Gender Equality is the primary OSCE document guiding gender policy, and seeks to enable new strategies for advancing the implementation of gender equality within the OSCE and in OSCE participating States. For that purpose, it reinforces the concept of gender mainstreaming, understood as incorporating the gender perspective “in the Organization’s activities, projects and programmes.”¹⁷ While the OSCE Gender Action Plan tackles the issue of recruitment, it neglects to acknowledge the importance of enabling the necessary internal regulations to make the OSCE an organization where women want to work.

The Staff Rules, which have been amended a number of times in recent years, are still lacking as regards gender. For example, an issue that affects women to a great extent is the non-family status of the Missions. Mission members have the full responsibility for their families. According to the staff regulations, however, they shall not be allowed to establish their families in a duty station which the Secretary General has declared as not secure to establish families. This kind of provision encourages only young people with no family obligations to apply for positions. As women still bear a greater burden within the family and the household, they are more negatively affected by this provision than men. The statistics clearly show that fewer women seek employment within the OSCE Field Missions.

Also regarding the staff rules for maternity/paternity leave, improvements are needed. Female OSCE officials are entitled to maternity leave of sixteen consecutive weeks. If the OSCE wants to set an example, it should consider extending maternity leave for a longer period and also a full paid paternity leave of at least three months (minimum under European Law) in order to eliminate stereotyped roles for men and women. Currently, special leave of paternity is only possible for four days and parental leave can only extend beyond the four days when both parents are OSCE officials.

¹⁷ Available at http://www.osce.org/documents/mcs/2004/12/3917_en.pdf

5.2 Ministerial Council Documents 2005

In July 2005, the OSCE Parliamentary Assembly passed a resolution on ‘Improving Gender Equality in the OSCE’, and presented a number of recommendations aimed at the OSCE Governmental Institutions.¹⁸

The December 2005 Ministerial Council, held in Ljubljana, subsequently tasked the Permanent Council to report to the next year’s Ministerial meeting on “ways of further improving the professionalism of OSCE personnel and the management of its human resources, with due regard to the gender and geographical balance”.¹⁹ Reflecting some of the recommendations put forward by the OSCE Parliamentary Assembly in its Washington Declaration of July 2005, the 2005 Ljubljana Ministerial Council committed to implement the 2004 Gender Action Plan, to encourage women to apply especially for senior management positions and field management positions, and to raise awareness concerning the importance of their involvement in political processes. It also called on participating States to nominate more women as heads of institutions and senior positions in the OSCE.²⁰

5.3 Ministerial Council Documents 2006

At the 2006 Ministerial Council meeting held in Brussels, the Permanent Council duly referred to the gender balance in the OSCE – however, the issue was treated rather summarily.

It was acknowledged that “there is a perceived need to ensure [...] a better gender balance at the various levels of staff serving the OSCE”; the idea of taking gradual steps towards increasing the number of contracted positions in the organization (taking into account cost restraints) was suggested as a possible way of tackling the gender imbalance.²¹ Despite the fact that in 2005 the Ministerial Council declared a determination “to make an effective gender mainstreaming an integral part of all policies, activities and programmes in the OSCE”,²² the 2006 meeting of the Ministers did not devote a lot of time to following up on gender mainstreaming within the OSCE. In the relevant decision, ‘Strengthening the Effectiveness of the OSCE’, gender is treated in one phrase where “the need to promote gender balance of personnel...at the various levels” is merely acknowledged.²³

¹⁸ For further discussion of this resolution, please see Chapter 6, below.

¹⁹ MC.DEC/17/05, Strengthening the Effectiveness of the OSCE, Par. 1.

²⁰ MC.DEC/14/05, Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation.

²¹ Report on the Implementation of the First Operative Paragraph of Ljubljana Ministerial Council Decision No. 17/05, Chapter Three: Administration

²² MC.DEC/17/05, Strengthening the Effectiveness of the OSCE.

²³ MC.DEC/19/06, Strengthening the Effectiveness of the OSCE, Section 1, para. 4

6 Gender in the OSCE PA

6.1 Gender in Documents of the OSCE PA

Washington Declaration 2005

In the final Declaration of the 2005 Annual Session in Washington, the OSCE PA pointed out that gender equality must be reflected at all stages of decision-making processes.²⁴ It welcomed the Gender Action Plan adopted at the 2004 Ministerial Council and called upon participating States and the OSCE Secretary General to promote the recruitment of women candidates within the OSCE, especially at higher levels.²⁵ The Declaration urges parliaments to obtain gender balance in the national delegations to the OSCE PA.²⁶

Furthermore, the Washington Declaration calls upon the OSCE participating States to combat the causes of trafficking in human beings and to ensure that International Peacekeeping Forces do not engage in or facilitate trafficking in human beings, sexual exploitation or abuse.²⁷

The OSCE PA urged the Ministerial Council to adopt a decision on guidelines and codes of conduct that forbid these crimes and which can be enforced on mission members who violate them. The association between prostitution and trafficking in women and children was recognized, and therefore, a Code of Conduct for OSCE mission members should prohibit the purchase of sexual services, the Assembly stated.²⁸

6.2 Gender in the Assembly Bureau

After a change of the Rules of Procedure in 2007, the Bureau no longer only includes the President, Vice-Presidents, Treasurer and President Emeritus, but also the Officers of the General Committees. This means that the presentation of the statistics for the Bureau members is slightly different from previous years. For 2007, the statistics for all Bureau members is as follows: the Bureau has a total Membership of 21, out of which six are women. This is a percentage of 28.6 percent.

²⁴ OSCE PA Washington Declaration, Chapter III, Par. 54

²⁵ http://www.osce.org/documents/mcs/2004/12/3917_en.pdf. For further discussion of these recommendations and OSCE response, please see Chapter 5, above.

²⁶ OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par.6-11

²⁷ OSCE PA Resolution on Combating Trafficking in Human Beings, Washington Declaration and OSCE PA Resolution on Combating Involvement in Trafficking in Human Beings and Sexual Exploitation and Abuse by International Peacekeeping Forces, Washington Declaration, Par. 11.

²⁸ OSCE PA Resolution on the Need to Strengthen the Code of Conduct for OSCE Mission Members, Washington Declaration, Par. 10

6.3 Female Presidents and Vice-Presidents in the OSCE PA

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

From 1992-2007 the Assembly had 44 Vice-Presidents, of which 11 have been female, which makes 25 percent. Of the current Vice-Presidents four are female, which equals 44.4 percent.

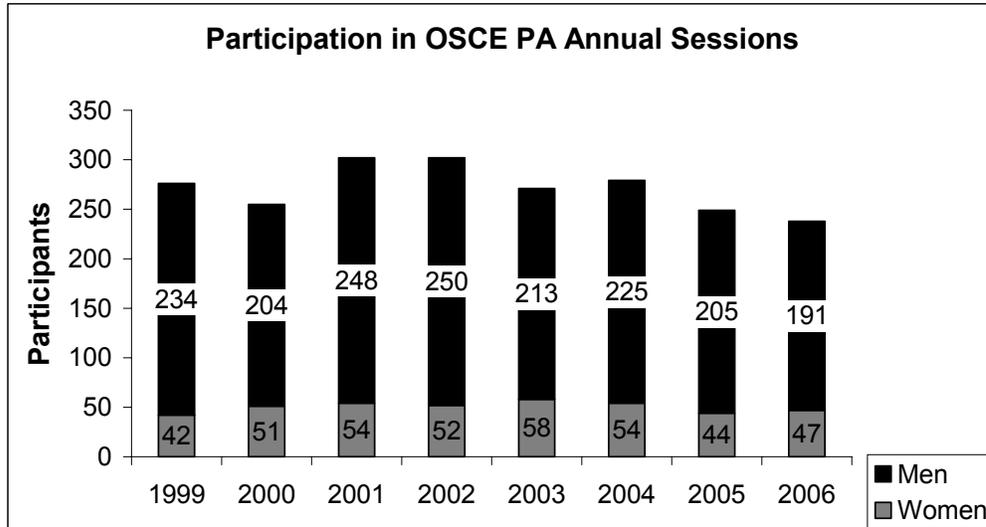
6.4 Officers of the OSCE PA General Committees

In 2007, two out of nine Committee Officers were women, or 22.2 percent – this is one less Member than the previous year. The difference in composition of the Committees is notable in that women are strongly underrepresented in the General Committee on Political Affairs and Security. Since 1992 there has been only one female Officer in the first Committee, Tarja Halonen in 1994. Currently, only the Third General Committee has women Officers.

6.5 Participation in OSCE PA Meetings

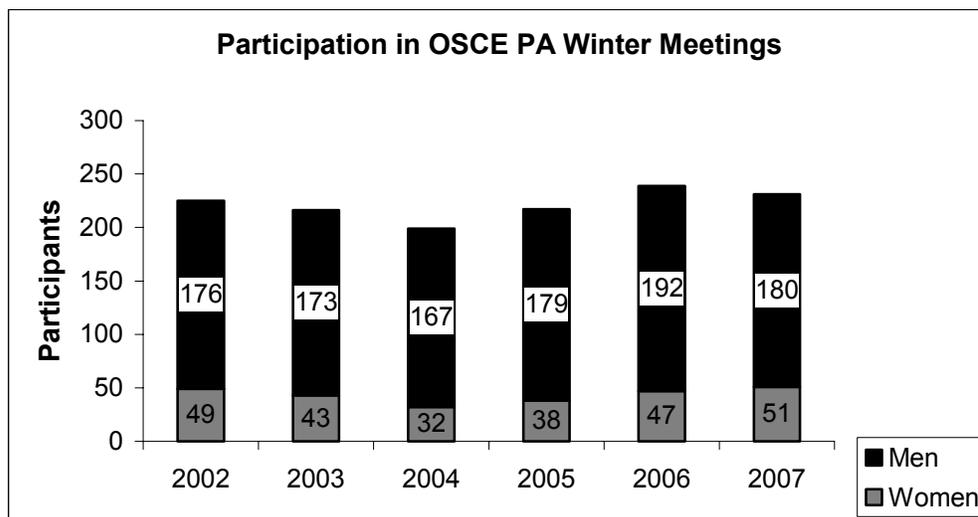
The following charts show the general attendance at the OSCE PA's Meetings and the ratio between male and female parliamentary participants.

6.5.1 Annual Sessions



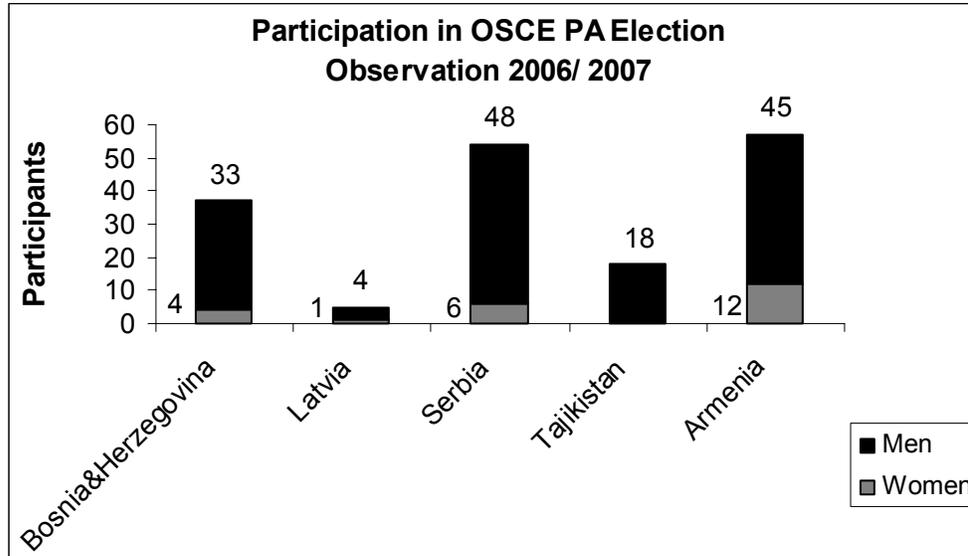
The chart above shows a slight increase in the proportion of female parliamentarians at the OSCE PA Annual Session in 2006. The percentage of women attending was 19.7 percent, slightly more than the average female attendance rate of 18.36 percent.

6.5.2 Winter Meetings



The gender statistics on the Assembly's Winter Meetings show that the 2007 Winter Meeting witnessed the highest number of female participants within six years with an attendance rate of 22 percent. This is three percent above the average attendance rate of 19.2 percent.

6.5.3 Participation in OSCE PA Election Observation 2006/2007



Data concerning female participation in OSCE PA election observation shows that in 2006/2007 the number of female parliamentarians taking part remains low with an average of only 12.6 percent.

6.6 Permanent Staff of the OSCE PA International Secretariat

Six out of fifteen staff members (40 percent) are women. The Secretary General and one of the Deputy Secretaries General are male, the other Deputy Secretary General is a woman.

6.7 The International Research-Fellowship Programme

The International Secretariat of the OSCE Parliamentary Assembly has a Research Fellowship programme in which it engages graduate students for a period of six-months each to gain practical experience in the field of international affairs. The Assembly, in turn, benefits from an increased language capacity as well as a strong research capability. This programme, run by the International Secretariat, is an excellent example of gender balance.

There are six research fellows working at the International Secretariat in Copenhagen, and two in the Vienna Liaison Office. During the last twelve years 75 male and 79 female research fellows have participated in the programme, which totals 51 percent female representation. The International Secretariat has managed a nearly equal gender balance within the programme over twelve years, which is a great success.

6.8 Female Representation in National Parliaments in OSCE Countries

The female representation at the OSCE PA Meetings has to be seen in the light of the general representation of women in national parliaments within OSCE countries. The table in the Appendix A shows the disaggregated data for each OSCE participating State.²⁹

Two OSCE countries show a remarkable improvement regarding the numbers of women in parliament. After the last elections, the number of female parliamentarians rose from 23 to 34 in the Former Yugoslav Republic of Macedonia, and from 7 to 12 in Armenia.

Female representation in the national parliaments within the OSCE region, 19.2 percent, is slightly above the world-wide average of 17.1 percent.

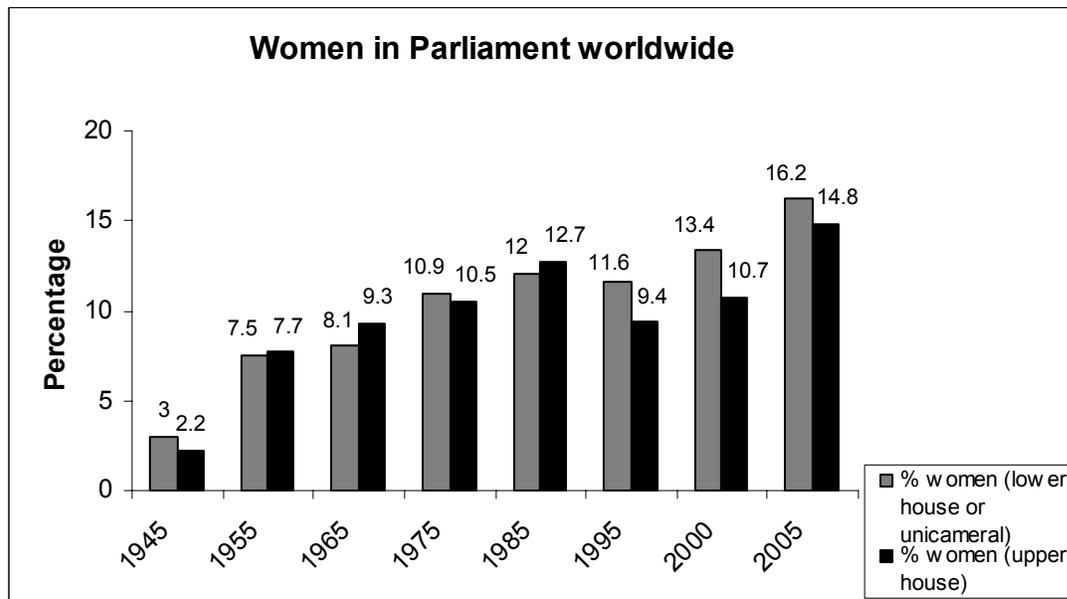
6.9 Conclusion

Comparing the overall female representation in the OSCE PA in percentage over the last few years, participation hovers around 17.9 percent. The average percentage of women's representation in the national parliaments (in both chambers, when existing) within the OSCE countries is 19.1 percent.

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

²⁹ See Appendix A, Women in Parliament in OSCE Countries

6.10 Women in Parliament World-wide



Women's representation in parliaments has been steadily growing over the last decades. In 1975, the First World Conference on Women took place in Mexico City. At that time, women accounted for only 10.9 percent of parliamentarians world-wide. Ten years later, this number had only increased by 1 percent. In 1995, women's representation had increased to 11.6 percent. In the same year the Fourth World Conference on Women was held in Beijing, where the Beijing Platform for Action was adopted. Five years later, in 2000, the percentage had increased to 13.4 percent of women parliamentarians in the lower Houses of Parliament and unicameral parliaments. Last year, in April 2006, this number had increased to 16.7 percent, and as of May 2007, 17.3 percent was reached in the lower or unicameral houses. In May 2007, eight countries worldwide had no women in their parliaments: Kyrgyzstan, the Federated States of Micronesia, Nauru, Qatar, Saint Kitts and Nevis, Saudi Arabia, the Solomon Islands, Tuvalu and the United Arab Emirates. Although Bahrain has no women in its lower house, six women have been appointed to the upper house.

More women make it to the top

The world-wide statistics show that the number of female parliamentarians in 2006 reached 16.7 percent – an all time high. In 23 countries gender quotas were used to bolster women's participation. In those countries with gender quotas, women took 21.7 percent of seats as opposed to 11.8 per cent in countries without.

In January 2007, the number of women speakers of parliament was higher than ever before. Women head parliaments in 35 countries. Still women speakers make up only 13.4 percent worldwide.

By 2006, 19 parliaments had reached the critical-mass target established in the Beijing Platform for Action, of 30 percent women. Sweden elected the highest number of women ever to its parliament. Women now hold 47.3 percent of parliamentary seats there – the second highest percentage in the world after Rwanda, where women occupy 48.8 percent of seats in the Lower House. Challenging Nordic dominance is Costa Rica, which elected a parliament of 38.6 percent women. Costa Rica is the only Latin American country ranked among the top five nations in electing women to parliament. Close behind is the Netherlands, which has maintained a rate of female representation of over 33 percent over the last ten years, and Austria, which, although registering a slight decrease, elected more than 32 percent women.³⁰

³⁰ IPU: World Classification of Women in National Parliaments

7 Conclusion

This report must conclude an almost unchanged situation with regard to gender representation within the OSCE, compared with last year. With reference to the OSCE Institutions and Field Missions, slight improvements have occurred, but gender equality is far from being reached. Women generally do not hold senior level positions, even though they represent half of the staff of OSCE Institutions overall. The major gender imbalance lies within the top positions in OSCE Institutions as well as Field Missions, where women are significantly underrepresented.

The way in which the 2006 Ministerial Council referred to gender mainstreaming and gender balance within the OSCE was disappointing. In the relevant decision, 'Strengthening the Effectiveness of the OSCE', gender remained a rather generalized side issue.

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

Appendix A

Women in Parliament in OSCE Countries							
Rank	Country	Lower or single House			Upper House or Senate		
		Seats*	Women	%W	Seats*	Women	%W
1	Sweden	349	165	47,3	---	---	---
2	Norway	169	64	37,9	---	---	---
3	Denmark	179	66	36,9	---	---	---
4	Netherlands	150	55	36,7	75,0	?	?
5	Spain	350	126	36,0	259,0	60	23,2
6	Belgium	150	52	34,7	71,0	27	38,0
7	Austria	183	59	32,2	62,0	17	27,4
8	Iceland	63	20	31,7	---	---	---
9	Germany	614	194	31,6	69,0	15	21,7
10	Belarus	110	32	29,1	58,0	18	31,0
11	Andorra	28	8	28,6	---	---	---
12	The F.Y.R. of Macedonia ⁱ	120	34	28,3	---	---	---
13	Switzerland	200	50	25,0	46,0	11	23,9
14	Lithuania	141	35	24,8	---	---	---
15	Liechtenstein	25	6	24,0	---	---	---
16	Luxembourg	60	14	23,3	---	---	---
17	Bulgaria	240	53	22,1	---	---	---
18	Estonia	101	22	21,8	---	---	---
19	Republic of Moldova	101	22	21,8	---	---	---
20	Croatia	152	33	21,7	---	---	---
21	Portugal	230	49	21,3	---	---	---
22	Canada	308	64	20,8	100,0	35	35,0
23	Monaco	24	5	20,8	---	---	---
24	Poland	460	94	20,4	100,0	13	13,0
25	Serbia	250	51	20,4	---	---	---
26	United Kingdom	646	127	19,7	751,0	142	18,9
27	Slovakia	150	29	19,3	---	---	---
28	Latvia	100	19	19,0	---	---	---
29	Tajikistan	63	11	17,5	34,0	8	23,5
30	Uzbekistan	120	21	17,5	100,0	15	15,0
31	Italy	630	109	17,3	322,0	44	13,7
32	United States of America	435	71	16,3	100,0	16	16,0
33	Turkmenistan	50	8	16,0	---	---	---

ⁱ Number of women in parliament risen from 23 to 34

34	Czech Republic	200	31	15,5	81,0	12	14,8
35	Bosnia and Herzegovina	42	6	14,3	15,0	2	13,3
36	Cyprus	56	8	14,3	---	---	---
37	Ireland	166	22	13,3	60,0	10	16,7
38	Greece	300	39	13,0	---	---	---
39	France	574	70	12,2	331,0	56	16,9
40	Slovenia	90	11	12,2	40,0	3	7,5
41	Azerbaijan	124	14	11,3	---	---	---
42	Romania	331	37	11,2	137,0	13	9,5
43	Hungary	386	40	10,4	---	---	---
44	Kazakhstan	77	8	10,4	39,0	2	5,1
45	Russian Federation	447	44	9,8	178,0	6	3,4
46	Georgia	235	22	9,4	---	---	---
47	Armenia ⁱⁱ	131	12	9,2	---	---	---
48	Malta	65	6	9,2	---	---	---
49	Ukraine	450	39	8,7	---	---	---
50	Montenegro	81	7	8,6	---	---	---
51	Albania	140	10	7,1	---	---	---
52	Turkey	550	24	4,4	---	---	---
53	Kyrgyzstan	72	0	0,0	---	---	---
				19,74			18,45

The overall average of women's representation (both houses) is 19.1%.

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

ⁱⁱ Number of women in parliament risen from 6 to 12