

OSCE PA Gender Balance Report June 2008

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



Prepared by Leah Strauss, Christiane Schwausch and Justine Wicikowski
Research Assistants at the
International Secretariat of the OSCE Parliamentary Assembly

This report represents the views of the authors and expert sources, which are cited, and is not to be considered an official proclamation of the OSCE Parliamentary Assembly. This report may not be reprinted in whole or in part without the official permission of the International Secretariat of the OSCE Parliamentary Assembly.

Table of Contents

FRONTPAGE

I. Executive Summary	4
II. Introduction	5
III. Special Issue: Violence against Women and the Promise of Human Rights	6
a. Domestic Violence	7
b. Eliminating Domestic Violence	9
c. OSCE Initiatives Concerning Domestic Violence	11
IV. Follow-up on Implementation of UN SCR 1325.....	13
a. The new-comers: Iceland, Netherlands, Austria and Spain	14
b. Additional Measures, National Policy and Legislation on SCR 1325	16
i. National Initiatives.....	16
ii. Regional Initiatives	17
V. Gender in the OSCE Institutions 19	
a. OSCE Secretariat	21
a. Office for Democratic Institutions and Human Rights (ODIHR).....	21
b. Office of the High Commissioner on National Minorities (HCNM).....	21
c. Office of the Representative on Freedom of the Media.....	22
d. Seconded Posts in the Institutions.....	22
e. Field Operations.....	23
f. Gender in OSCE Documents	24
VI. Gender in the OSCE PA 26	
a. Gender in Documents of the OSCE PA	26
b. Gender in the Assembly Bureau	26
c. Female Presidents and Vice-presidents in the OSCE PA	27
d. Officers of the OSCE PA General committees	27
e. Participation in OSCE PA Meetings.....	27
i. Annual Sessions	27
ii. Winter Meetings.....	28
f. Participation in OSCE PA Election Monitoring 2007/2008	29
g. Permanent Staff of the OSCE PA International Secretariat.....	29
h. The International Research-Fellowship Programme.....	29
i. Female Representation in National Parliaments in OSCE Countries	30
j. <i>Women in Parliament Worldwide</i>	30
VII. Conclusion	32
VIII. Appendix A	33

I. 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 from last year: women remain underrepresented in the most senior and upper level management positions, and this is the reality for all Institutions and Field Missions. The representation of women in the Organization overall did, nonetheless, increase slightly from 2006. Within the Secretariat and Institutions, women represent 50 percent of the overall total staff. This gender balance, however, exists only when looking at the total staff; on closer inspection of the chain of command, women are overrepresented in the general services posts by 69 percent and hold only 35.7 percent of professional and 19.4 percent of management level positions. The same pattern can be observed in the Field Missions: women represent 46.7 percent of the staff, but only 21 percent of the upper level positions. As for Heads of Missions, almost all are men: Ambassador Paraschivu Badescu, Head of the OSCE Mission to Montenegro and Ambassador Terhi Hakala, are the only women in this category.

For the OSCE Parliamentary Assembly, the average percentage of women's participation in Assembly activities is 17.7 percent (2007/2008). The Assembly has a specific and active program on gender, led by a Special Representative who reports to the Assembly on developments at every main meeting. In addition, the Special Representative, in cooperation with the host of the Annual Session organizes a side meeting on gender.

The OSCE PA International Secretariat has a higher percentage of women in professional and leadership positions than the other OSCE Institutions. In addition, great attention is given to maintaining a gender balance within the Research Fellowship Programme.

The average percentage of women's representation in the national parliaments of OSCE member states is 20.2 percent (in both chambers, when existing). This is slightly above the world average of 17.7 percent.

The recommendations of the 2004 Action Plan promote the process of gender mainstreaming in the OSCE. The realization of the goal of gender balance remains a challenge, and in the Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality the current reality is acknowledged.

II. Introduction

Since 2001, the OSCE Parliamentary Assembly (OSCE PA) has issued an annual report on the gender balance situation in the OSCE region, which includes an analysis of the OSCE Gender Disaggregated Statistics, as well as the 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: violence against women, with a concentration on domestic violence. First there is a general effort to give an overview of the magnitude of the issue within OSCE countries, with an emphasis on the urgency with which those nations committed to Human Rights must take action. Next, domestic violence against women is examined in closer detail, including its impact on women and communities, as well as ways to assess this social challenge and heal societies.

The second part is devoted to a follow-up on the implementation of UN Security Council Resolution 1325. Last year the gender report focused on the question of national action plans and their value in regards to the implementation of UN SCR 1325. In 2008, the authors focus on the last evolution in this implementation, which entails adjusting national action plans to increase their effectiveness and the creation of national initiatives or national legislation, all of which implicitly illustrate a country's commitment to UN SCR 1325.

The third part of this report is 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 fourth part examines gender mainstreaming in documents of the OSCE, particularly the documents of the 2006 Ministerial Council and 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 improving the implementation of gender equality within the OSCE and in OSCE participating States and also creates new priorities, assigns responsibilities, and establishes a monitoring mechanism. Although the Gender Action Plan can be a very useful tool, it has had little discernible success, so far, in increasing the number of women in management positions. While it addresses the issue of recruitment, it neglects to offer an alteration of the internal regulations that would allow women more complete access to opportunities within the OSCE. The Staff Rules have been amended several times in recent years, but without any tangible improvements in regards to gender issues.

The last section focuses on gender within the bodies of the OSCE PA (Bureau, General Committees). Also taken into consideration are the general participation in OSCE PA meetings and election observation activities and statistics on the Secretariat. Statistics on female representation in national parliaments in the OSCE region are attached as an appendix.

III. Special Issue: Violence against Women and the Promise of Human Rights

The “Declaration on the Elimination of Violence against Women” (1993) defines violence against women as *“any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”*¹

One of the most pervasive human rights violations today, reaching all corners of society, is violence against women. Physical violence inflicted by an intimate partner is the most common form of violence faced by women.² At least one out of every three women around the world has been abused in her lifetime.³

The right of a woman to be free from violence is fundamental to the Universal Declaration of Human Rights. According to Amnesty International: *As long as violence against women continues, the promise of human rights can never be fulfilled.*⁴

UN Secretary-General Ban Ki-Moon, stressed the magnitude of the problem in the following statement: *Violence against women and girls continues unabated in every continent, country and culture. It takes a devastating toll on women’s lives, on their families, and on society as a whole. Most societies prohibit such violence – yet the reality is that too often, it is covered up or tacitly condoned.* 8 March 2007⁵

The Helsinki Final Act acknowledges as one of its 10 guiding principles the “respect for human rights and fundamental freedoms.” The human rights violations of domestic violence and rape are a greater risk to women’s lives globally, than cancer, motor vehicle accidents, war and malaria.⁶ Security is more than the absence of war, and as it is the intention of the OSCE participating States to create peace and stability within the region, it is essential that violence against women is eliminated.⁷

At any point in her lifetime a woman may be vulnerable to physical abuse. Violence is not only a threat to a woman physically, but a multi-dimensional violation of her dignity, safety and psychological well-being.

The use of violence against women may manifest in the following ways: battery, sexual abuse of children, dowry related violence, rape, traditional practices harmful to women, exploitative practices such as trafficking and forced prostitution, and sexual harassment at work. Men are almost exclusively the perpetrators of violence, foremost men whom the women know.

¹ <http://www.who.int/mediacentre/factsheets/fs239/en/>

² <http://www.undp.hr/show.jsp?newscontainer=90662&page=51912&singlenewsid=66847>

³ http://www.unifem.org/gender_issues/violence_against_women/facts_figures.php

⁴ <http://www.amnestyusa.org/our-priorities/violence-against-women/page.do?id=1011012&n1=3&n2=39>

⁵ <http://www.un.org/events/women/iwd/2007/sg-message.shtml>

⁶ http://www.unifem.org/gender_issues/violence_against_women/facts_figures.php

⁷ <http://www.osce.org/odihr/13371.html>

Statistics show that some forms of violence against women are on the rise across the globe. They are: forced prostitution, trafficking for sex and sex tourism. The data reveals that more than 100,000 Ukrainian women, many of them minors, have been enslaved as prostitutes in the West, 1,000 in Poland, for example. Of Italy's estimated 19,000-25,000 foreign prostitutes, approximately 2,000 have been trafficked. According to the US government, 50,000 women are brought to the country annually and forced to work as prostitutes from as far away as Russia, Ukraine, and the Czech Republic.⁸

A society that tolerates what it deems "private" violence, ignoring the socio-economic costs incurred when a woman is harmed, loses a competitive edge in a knowledge and creativity-based world of the future. Gender-based violence is a social, public and no-longer private problem.

When a woman must cease her regular activities due to abuse and take sick leave because of harm inflicted, the status of her employment may be put in jeopardy. Unemployment may result, creating an atmosphere of instability and, in effect, making her more dependent on others. This heightened dependency further limits her avenues out of a harmful situation and puts her at greater risk for increasing abuse.

The social fabric of a society is strained when a woman is put in peril, as is the economic development of the nation itself. Economic costs are incurred by such institutions as the health system: health care costs rise, since women who are physically or sexually assaulted use health services more than women with no history of sexual violence.⁹ Resources are likewise drained from social services, the judicial system, and employers.

Some countries have taken the initiative to calculate the costs resulting directly from acts of violence against women. Switzerland, in a 1999 study of the annual cost of domestic violence against women, found that in a country with a population of 7.5 million, the monetary cost to the government is 260 million Euros annually. The most expensive category was the criminal justice sector at 122 million Euros. The lowest costs were for victim assistance, shelters, crisis support and research. This indicates that these forms of direct support are the most economical interventions.¹⁰

Not included in these calculations is information from the victims who did not seek help, nor the price of the long-term effects of violence against women, leading to underestimated costs overall.

a. Domestic Violence

Women are most at risk of experiencing violence in intimate relationships. Physical and sexual attacks against women in the home, within the family or within an intimate relationship are all forms of domestic and intimate partner violence. Moreover, where

⁸ <http://v10.vday.org/take-action/violence-against-women/statistics#traffic>

⁹ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

¹⁰ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

there is physical abuse in intimate relationships, there is almost always the accompaniment of severe psychological and verbal abuse.¹¹

The largest single type of violence against women is domestic violence; it accounts for 25 percent of all violent crime.¹² The National Report for *Beijing +5* states that 23 percent of women, at some point in their lifetime, have been assaulted by a current or former partner. WHO reports that in large-scale surveys from around the world, 10-69 percent of women stated they had been physically assaulted by an intimate partner.

Domestic violence is on the rise in many countries, and does not discriminate in regards to race, geographical boundary, or social group.¹³ Surveys from around the world reveal that half of the women who die from homicides are killed by their current or former husbands or partners.¹⁴ In Israel, Canada, Australia, the US, and South Africa, it was found that 40-70 percent of female murder victims had been killed by husbands or boyfriends. In Russia, in 2002, authorities estimated more than 14,000 women were murdered at the hands of a spouse or family member. Crisis centers in Russia saw 65,000 women seek help in 2001.¹⁵

The statistics paint a grim picture. Amnesty International reports that domestic violence is a major cause of death and disability for European women aged 16 to 44.¹⁶

According to the Astra Network, 29 percent of women in Romania, 21 percent in Ukraine, and 22 percent in Russia stated they had experienced spousal physical abuse. Married and cohabitating women in Lithuania report that they had been victims of physical or sexual violence or threats of violence by their present partner at a rate of over 42 percent.¹⁷

Similar stories repeat across the world: a 2005 WHO study found that 24 percent of women from Serbia and Montenegro had experienced violence from an intimate partner.¹⁸ In Moldova, a survey of women aged 15 to 44 found that 7 percent had been physically assaulted by an intimate partner in the previous 12 months. In Bishkek, Kyrgyzstan, of 1,000 women surveyed, over 89 percent reported abuse by husbands, intimate partners, children or relatives.

UNICEF found that in Estonia, 29 percent of women aged 18-24 years fear domestic violence, and this number rises with age. Of divorced women in Poland, 60 percent reported having been hit at least once by their ex-husbands. A survey done in Tajikistan

¹¹ <http://www.who.int/mediacentre/factsheets/fs239/en/>

¹²

<http://www.womenlobby.org/SiteResources/data/MediaArchive/Publications/Unveiling%20the%20hidden%20data.pdf>

¹³ http://www.coe.int/t/pace/campaign/stopviolence/assemblyaction_en.asp

¹⁴ <http://v10.vday.org/take-action/violence-against-women/statistics#traffic>

¹⁵ <http://v10.vday.org/take-action/violence-against-women/statistics#traffic>

¹⁶ <http://v10.vday.org/take-action/violence-against-women/statistics#traffic>

¹⁷ http://www.stopvaw.org/Prevalence_of_Domestic_Violence.html

¹⁸ <http://v10.vday.org/take-action/violence-against-women/statistics#battery>

in 2000 by the International Helsinki Federation for Human Rights, found that 40 percent of women polled stated that they had experienced domestic abuse.

In the United States, approximately 22.1 percent of all women have in some manner experienced assault by an intimate partner. Domestic violence research in Europe indicates that each day, one woman in five is a victim of domestic violence and across the WHO's European Region, between 20 and 50 percent of women have been victim to one or more forms of gender-based violence.¹⁹

b. Eliminating Domestic Violence

Penalizing rape in marriage is an important measure to protect women from violence. The WHO collected data revealing that women have been subjected to attempted or completed forced sex by an intimate partner at a reported rate of between 12 and 25 percent worldwide at some point in their lives.²⁰

Research consistently shows that the major proportion of rape or sexual assault is committed by a husband or partner, yet rape still is not a crime within marriage in many countries.²¹ Rates of physical and sexual violence by former partners after separation are substantially higher, which indicates that the protection of women is not secure after the termination of an abusive relationship.²²

Measures are also needed to protect victims who file a complaint after an assault. Women require immediate protection provided by the maintenance of physical distance between victim and offender. At the site of the incident, police should exclude the perpetrator from the home so that a safety period can be created for the victim, in which she can gain access to information about legal and practical issues. To keep accurate records, police should record all cases of violence within the family and investigate all reported crimes; correct data is necessary to accurately define the problem and implement the most effective interventions.

Often states fail to offer specific legislation on domestic violence, choosing instead to address the problem as it is covered by general provisions of criminal law--as violence against a person or by penalizing injury to a person's life. Other countries acknowledge the gender base of violence. To the detriment of societies as a whole, even where strong laws exist, violence against women continues to not be taken seriously by prosecutors and judges.²³ Furthermore, perpetrators continue to find loopholes in which to swing through and gain impunity.²⁴

Police evictions, arrest of perpetrators and court prosecution are ultimately temporary measures only. Services that ensure the safety and support of victims are essential. Yet,

¹⁹ http://www.stopvaw.org/Prevalence_of_Domestic_Violence.html

²⁰ <http://www.who.int/mediacentre/factsheets/fs239/en/>

²¹ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

²² [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

²³ <http://www.undp.hr/show.jsp?newscontainer=90662&page=51912&singlenewsid=66847>

²⁴ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

despite the persistence of the problem, women continue to have limited availability of services.

Accommodation is necessary for women and their children when their home is no longer a safe place. To be empowered and claim her basic rights, a woman victimized requires access to support addressing multiple factors, including: health, financial, and safety issues, all offered with the guidance of trained professionals (or trained volunteers). Medical care and psychological support should be easily accessible, with additional safety planning if the perpetrator remains a threat.

The safety and care of children who are witness to domestic violence, must also be taken into account. Where there is violence towards a mother, the children are more likely to suffer direct violence, and in these situations women are also less able to protect their children.²⁵

Children who witness violence towards the mother, indirectly or directly, are sometimes left traumatized. Boys who witness male violence towards the mother are more likely to be perpetrators later in life, girls are more likely to become victims.²⁶ Trained services supporting child witnesses to domestic violence remain rare, as are programs and activities to educate children in public schools about violence against women.

In addition to meeting the needs of the children, actions should be taken to address perpetrators. Programs that address change of behavior for the perpetrators are an important part of the process towards ensuring the safety of victims and protecting other women from further violence.

Service providers with specialized knowledge and skills, that advise and support victims, may be found within social, psychological, health care, and legal agencies. Women's NGO's continue to also play a significant role in this area, and the benefits of these services for women and society are numerous. For example, women who receive support from specialized services, especially those with a multi-agency approach, are more likely to co-operate and give evidence in legal proceedings, and are more likely to be satisfied with the process.²⁷

To protect women, states are advised to broaden legal protection measures and establish a protective and punitive path in their approach, with specific provisions for domestic violence.

Provisions should factor in the following: awareness-raising; intervention measures; protective, punitive, and preventative measures; separation of offender from woman for her and the children; variety of legal measures and areas; counseling and advocacy resources. Those provisions regulating criminal, civil, family and procedural law, as well as services, can be put into one single framework.

²⁵ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

²⁶ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

²⁷ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

This holistic approach to legislation is exemplified by the Spanish Organic Act 1/2004 of December 2004 on “Integrated Protection Measures against Gender Violence.” One section guarantees the victim’s right to information and social assistance. Women victims also have the right to free legal assistance, and in the employment area, protection measures authorize absence from work due to gender violence, with reserve of post. Services are established with the help of a Fund created for their realization.²⁸

Agencies offering services like those mentioned in the Spanish Organic Act, must make efforts to be distinctive and recognizable to victims. Refuges should offer early response for women and follow-up support and also be available in a sufficiently-wide, geographical distribution. These centers may offer outreach and be active in educating professionals in the health and social work fields. National telephone help-lines are also an effective part of a holistic support system.

A concerted effort by society to approach violence from multiple angles is vital; services and legislation are an important part of a much bigger picture. Too often, women who are victimized do not report violations, because they are silenced by stigma and so prevented from seeking assistance and redress out of fear.²⁹ A society must promote the dissolution of these stigmas so that women can confidently seek out appropriate institutions and agencies. Social institutions constructed to protect citizens too often ignore battered women and blame them.³⁰

In 2005 WHO published a study of women in 10 countries, finding that between 55 and 95 percent of women who had been physically abused by their partners never contact NGOs, shelters, or the police for help.

One important way a society can challenge harmful stigmas and empower victims is through awareness-raising. Raising awareness across all sectors of society provides a strong voice of zero tolerance for violence. Multi-agency co-operation and a comprehensive strategy strengthen a woman’s ability to take back her life and in turn heal communities.

c. OSCE Initiatives Concerning Domestic Violence

Through the annual international campaign, “16 Days of Activism Against Gender Violence,” started in 1991 and hosted by the OSCE, the aim is to raise awareness that violence against women is a violation of human rights. Moldova is one OSCE country that has been participating in the campaign since 2000.³¹

Domestic violence was one of the main topics of the “special day on gender and security” at the OSCE’s annual human rights conference, Human Dimension Implementation Meeting (HDIM) in Warsaw in September and October 2007. ODHIR is working to act help OSCE states prevent domestic violence, prosecute perpetrators and address victims’

²⁸ [http://www.coe.int/t/e/human_rights/equality/PDF_CDEG\(2006\)3_E.pdf](http://www.coe.int/t/e/human_rights/equality/PDF_CDEG(2006)3_E.pdf)

²⁹ http://www.unifem.org/gender_issues/violence_against_women/facts_figures.php

³⁰ <http://www.who.int/mediacentre/factsheets/fs239/en/>

³¹ <http://www.osce.org/item/22176.html>

needs. Gender Adviser, Tina Ilsen, expressed the need to raise the visibility and understanding of this issue, because even where legislation exists, *“state authorities often fail to act to prevent or prosecute cases of domestic violence. Raising awareness of the issue and changing the attitudes of the authorities is therefore one of the biggest challenges.”*

The initiatives being taken by ODHIR to raise awareness and change the attitudes of the authorities include: working to make domestic violence a crime; training police (for example in Azerbaijan and Georgia); bringing the issue out in the open; and working with the government. A multi-sector approach is a salient factor of ODHIR’s strategy: not only is the organization seeking to sensitize police, prosecutors and judges to the criminal nature of domestic violence, but training is being provided for law-enforcement and health-care providers and co-operation between these agencies and women’s NGOs is being encouraged.³²

In Croatia the “Together Against Domestic Violence” group, which included the Heads of mission of OSCE, UN officials and government representatives³³, met on International Women’s Day, 8 March, 2007 for round table discussions. In their concluding statement, they stressed the importance of acknowledging that no country or community is free of domestic violence:

“Strong commitment, dedication and constant support help change mentalities and create a favorable environment for improvement. Talking about the problem brings more knowledge and understanding. Domestic violence cannot be regarded as someone else’s problem; it is out there and it concerns each of us!”³⁴

The Final Conference of the Parliamentarian Dimension of the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence, was held in Vienna on 30 April 2008. The campaign sought to: denounce domestic violence as a human rights violation; elicit public debate; promote the active involvement of parliaments in combating domestic violence through the implementation of the pan-European campaign in 2007.³⁵

National Action Plans, while being useful in themselves, also provide significant indicators that show a will to create and implement national policy to address domestic violence. Plans also provide for democratic debate in the shaping of policies.

³² <http://www.osce.org/item/27443.html>

³³ This group was composed of eight female ambassadors, the Deputy Prime-Minister of the Republic of Croatia, and the Heads of Mission of OSCE, UNDP and UNHCR representatives in Croatia.

³⁴ <http://www.undp.hr/show.jsp?newscontainer=90662&page=51912&singlenewsid=66847>

³⁵ http://www.coe.int/t/pace/campaign/stopviolence/assemblyaction_en.asp

IV. Follow-up on Implementation of UN SCR 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. The Resolution is 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). 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 has made a commitment to, among other things: strengthen the UN’s consideration of gender perspectives in conflict situations; urge parties in 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 encourage states to ensure increased representation of women at all decision-making levels in mechanisms for conflict prevention, management, and resolution.

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”. In 2007 the OSCE PA, during the Kyiv Annual Session, highlighted the importance of UNSC Resolution 1325 by adopting a resolution on Women Security and Peace. This resolution encourages OSCE participating States to develop, adopt and implement national action plans on women, peace and security.

In its 2006 Report of the Secretary-General on women and peace and security³⁶ the UN gives a follow-up on the implementation of resolution 1325 highlighting the important role plaid by the national level. *“One of the major lessons learned from the implementation of resolution 1325 (2000) in 2005-2007 is that without concerted efforts with Governments and civil society at the country level, the implementation of the resolution would remain elusive. Governments have the primary responsibility for implementing the resolution.”*

Governments, who are more and more aware of their responsibilities today, are taking steps toward better implementation of UNSCR 1325.

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 (NAP)** and to successfully implement the SCR 1325.³⁷ During the last year, four countries have released a National Action Plan: **Spain, Iceland, the**

³⁶ http://www.peacewomen.org/un/7thAnniversary/SG_Report_wps07.pdf

³⁷ Statement by the President of the UN Security Council, October 2002

Netherlands and Austria. They joined the first group of States that had earlier developed a National Action Plan: the UK, Denmark, Sweden, Norway, Canada and Switzerland. A voluntary, ad hoc group of UN member states called the ‘Friends of 1325 Group’ which meets on a regular basis, aims to promote the principles of SCR 1325 in the six General Assembly committees, the Economic and Social Council, and other inter-governmental bodies.³⁸

a. The new-comers: Iceland, Netherlands, Austria and Spain

In the 2006 Report of the Secretary-General on women and peace and security³⁹ the need for effective monitoring, evaluation and accountability systems for the implementation of resolution 1325 (2000) is stressed. The major evolution in the National Action Plan is that progress in the area of implementation is considered. The United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) published in 2006 a document entitled “*Securing equality, engendering peace: a guide to policy and planning on women, peace and security (UNSCR 1325)*” aiming at improving the implementation of UNSCR 1325. In this attempt, the document details the positive aspects of the different plans already in existence and highlights the most important aspects of it.

Of the first plans released, only the Danish version issued in June 2005, did not include any timetable, monitoring or evolution mechanisms, but the following national plans took these important aspects into consideration, as good practices in the implementation of UNSCR 1325. The United-Kingdom’s plan was built as a working document in which evolution of the document is essential to the success of the plan; the Norwegian and the Swedish national action plans put an emphasis on broad-based cooperation that has led to its redaction and also to its large support by the different actors who contributed to it; Canada has made efforts to consult other countries which have already released their action plans.⁴⁰ The countries who have most recently released a National Action Plan have thus benefited from the advice, experience, and **good practices** of the first countries to create NAPs. In the introduction of its NAP, the Icelandic ministry of Foreign Affairs⁴¹ explains that it didn’t only consult civil society and academic institutions but also its Nordic partners. It is also stated in this NAP that consultation gave the plan broader support. They have integrated the requirements for a good action plan in the framing and the shaping of the action plan itself. By including different key actors of the society, the countries and the working groups have truly integrated a multiangle approach into their plans

The original National Action Plans have influenced, by virtue of experience and evolution, the newer plans, by demonstrating the most vital areas to which a successful

³⁸ 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

³⁹ http://www.peacewomen.org/un/7thAnniversary/SG_Report_wps07.pdf

⁴⁰ http://www.un-instraw.org/en/docs/manual_1325/1325Guide-FinalEN.pdf

⁴¹ http://www.un.org/womenwatch/feature/wps/women_peace_security_iceland.pdf

action plan must attend. They apply most of the principles presented in the INSTRAW document, including monitoring, comprehensiveness, and accountability⁴².

The Dutch plan sets conditions for revisions, with deadlines and a **time frame**; in the next four years the goal is to carry out the priorities for action set out in the plan. The plan can be revised and most objectives are assessed with a dead line for re-examination, considering proper changes, so that the plan stays more useful and connected to the needs of the nation. The Austrian plan follows the same system of strong **monitoring** and **amending**, to this purpose a working group has been created – under the responsibility of the Federal Ministry for European and International Affairs – to supervise the implementation and further development of the Action Plan, documenting its progress in an annual report.

To make their own plans more practical and realistic, the Netherlands and Austria have created matrices that involve a specific actor for a specific task. In this way, the different actors become really involved in one common project. It comes from the will to make the plan useful and concrete: *“In the Netherlands, we are developing a National Action Plan for the implementation of resolution 1325 in consultation with all relevant ministries and civil society. I will assure you that it will not remain another piece of paper”*⁴³ demonstrating how those countries are dedicated to ensuring their plans turn into action. The Austrian plan has set a result-oriented matrix that identifies desired objectives and activities to be performed, as well as providing a time frame to control the evolution of the plan and its correct implementation.

This “new generation” of NAP has integrated the necessity of a broader and stronger **cooperation** with other governmental bodies as well as with representatives of civil society, NGOs, Associations, knowledge institutions, women’s networks, and local partners. This ensures space for action and that they will be considered real partners. The National Action Plan is now seen as a tool that has to be as broad as possible, including all the relevant actors.

In the writing of its National Action Plan, the Netherlands has taken an innovative first step with regards to coordinating an interministerial study of women’s role in conflict prevention, conflict resolution and post-conflict reconstruction. The next step was the appointment of an independent Women, Security and Conflict Task force. This task force was composed of experts from the public sector, politics and civil society. After drafting many recommendations they produced the National Action Plan as a final work. This is also why featured in the report is a detailed list of the partners who/which have been consulted in the drafting of the resolution and who are also included in the implementation of the plan.

The Netherlands has included the question of gender in a broader initiative, in order to reach the **Millennium Development Goals** and to fulfill its engagement towards the realization of these goals. The Dutch government signed the Pact of Schokland on the 4

⁴² Idem

⁴³ Minister for Development Cooperation Bert Koenders, addressing the UN Security Council on the Implementation of 1325 (23 October 2007)

December 2007 with civil society organizations, companies, agencies and institutions, unions, churches and individual citizens. This pact expresses the wish to make concerted efforts to achieve the Millennium Development Goals and in this context, the different actors agreed to draft the Dutch National Action Plan on the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security.

b. Additional Measures, National Policy and Legislation on SCR 1325

Some countries, both those with and without National Action Plans, set up a range of national legislation and policies in order to implement UNSCR 1325. Those countries without National Action Plans, who adopted a national policy and/or a national legislation, have chosen an approach that is not as far-reaching, however these initiatives show a willingness to implement Resolution 1325, i.e. Hungary and Poland.

i. National Initiatives

In **Hungary**⁴⁴, The Ministry for Social and Labour Affairs (MSLA) is responsible for conducting a national action plan on women, and while a plan has not finalized, action has been taken with the Ministry of Defense, in cooperation with the MSLA. The Ministry of Defense has implemented important measures to promote the equality of opportunities for women within the Hungarian Defense Force. As a result, the proportion of women within the force is highest (18%) in Hungary when compared to all other NATO countries⁴⁵.

Canada⁴⁶ has developed a National Action Plan to implement its commitments to UN Resolution 1325, and has at the same time it carried out an assessment of the gender training provided for military and civilian personnel who are involved in peace support operations, in order to improve this training through the forthcoming Action Plan. Canada has placed high priority in ensuring that all Canadian Forces personnel receive pre-deployment training on the protection, rights and particular needs of women, and on the importance of involving women in all peace-keeping and peace-building measures.

In **Poland**⁴⁷, the Ministry of Labor and Social Policy has established the Department of Women, Family and Counteracting Discrimination, which is working on a project called “Different Roles, Same Chances, and Gender Equality Monitoring”. The aim of this project is to create a reliable picture of the situation of both genders in Poland, in order to be able to discern the status of gender equality problems within the polish society. This Department is also working on a project “Partnership in family as a chance for women on a labor market” which aims to encourage employers to be more flexible in hiring employees.

⁴⁴ http://www.nato.int/ims/2006/win/pdf/hungarian_report_2006.pdf

⁴⁵ Follow-up report Winter Meeting 2008, 1st Committee “Political Affairs and Security”, Prepared by the international Secretariat for the Vice-Chair of the Committee, Mr. Consiglio Di Nino

⁴⁶ Idem

⁴⁷ Idem

The **United-States**⁴⁸ has taken a series of relevant actions to advance the objectives of UNSCR 1325. In June 2007, Secretary Rice and the Austrian Foreign Minister, on behalf of a network of women leaders (Women Leaders' Working Group), wrote to the UN SYG and UN Deputy SYG, urging them to establish a mechanism to increase the number of women considered for UN special representative and special envoy positions, including heads of peace operations. They pointed out that at that time there were no women among the 54 Special Representatives of the Secretary-General (SRSGs) assigned to conflict and post-conflict regions. Gender-based violence (GBV) programs are funded by the State's Bureau of Population, Refugees, and Migration (PRM) and are geared towards awareness raising, prevention, response, and capacity building. Since 2000 PRM has provided over \$ 27.8 million for GBV prevention and response projects through the assistance of international organizations and NGOs. On June 27, 2007, State's Office of International Women's Issues (G/IWI) and the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) jointly convened a policy forum on "Increasing Women's Roles in USG Peace-building, Post Conflict Reconstruction and Stabilization Initiatives." After the Policy Forum, G/IWI proposed a set of recommendations aimed at improving the inclusion/participation of women in the Department's peace-building and post-conflict reconstruction initiatives.

ii. Regional and International Initiatives

The **1325 EU Partnership** was launched in October 2007 in Brussels. It is an informal network of National and International organizations: EU institutions, governments, military, international institutions and agencies, academia and NGOs. It aims to provide a vehicle to enhance awareness, understanding and implementation of UNSCR 1325, particularly relating to EU missions and international peacekeeping. This platform provides a regular forum for policy makers and actors to enhance dialogue and understanding about gender perspectives and implementation of UN Security Council Resolution 1325 (2000) within the EU. This programme seeks to improve the capacity of the relevant actors (national authorities, civil society, parliamentarians and journalists) in partner countries, with a specific focus on the implementation of UN Security Council Resolution 1325.⁴⁹

From the 6 to 8 February 2008, over 50 senior government officials and representatives from various regional organizations and women's rights movements gathered in Addis-Ababa to hold talks⁵⁰ on the implementation of resolution 1325, under the leadership of the Special Adviser to the UN Secretary General on Gender Issues. The objectives of the Dialogue were to: increase awareness of the resolution; mobilize governments to take action towards implementing the resolution, including the development of national plans of action for 1325; and build capacity within the public sector so they may better incorporate the resolution into their sectorial plans. Very few African countries have developed national actions and policy to implement the resolution. The Ivory Coast is one

⁴⁸ Follow-up report Winter Meeting 2008, 1st Committee "Political Affairs and Security", Prepared by the international Secretariat for the Vice-Chair of the Committee, Mr. Consiglio Di Nino

⁴⁹ <http://www.isis-europe.org/index.php?page=gender>

⁵⁰ http://www.uneca.org/eca_programmes/acgd/080205policy.htm

of the few that have developed a project in cooperation with UNDP and UNFPA, in an effort to support the implementation of 1325.

In 2005 the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) and the Geneva Centre for the Democratic Control of Armed forces (DCAF) developed the concept of a Toolkit in response to the need for research and practical guidance on gender and Security Sector Reform, acknowledging the importance of the gender question in Security Sector Reform (SSR). This initiative illustrates a parallel effort by international organizations to realize the vision of UN Security Council Resolution 1325 on Women, Peace and Security. The Toolkit was developed in recognition of the importance of integrating gender issues into SSR and aims at providing policy makers of the Security Sector with knowledge, capacities and exchange in regards to gender issues. It offers a wide-range of strategies and proposals that countries can adapt to their specific situations.

V. Gender in the OSCE Institutions

On 1 December 2007 the OSCE total staff numbered 3175 persons. The overall representation of women in the Organization, in comparison to 2006, increased slightly from 43% to 43.9%.

The gender distribution of posts within the Institutions appears more equitable than the noticeably disproportionate Field Operations; 50.6 % of the staff of the Institutions is female, compared to 46.7 % in the Field Operations. It should be noted, however, that the proportion of women in Field Operations has increased by 4.7% in comparison to the previous year. In both sectors women are still underrepresented at the management level; women hold 19.4 % of the leading positions within the Institutions and 21.9 % within the Field Operations. As an example: Within the Institutions, where 36 out of 504 positions are considered to be leading positions, only 7 are occupied by women. However, in comparison to the prior year, both numbers show an increase within the Institutions of 5.4 percentage points, and by 3.9 percentage points within the Operations.

OSCE Employment Grades*						
Institutions			Field Operation			
Head of Institution		Seconded Posts (not classified)	Head of Field Operation			
			Deputy Head of Field Operation			
Directing Staff	D2		Directing Staff	D2		
	D1			D1		
Professionally Qualified, P-Level (Substantive work)	P 5		Professionally Qualified, P-Level (Substantive work)	P 5	Seconded Posts	S4
						S3
Management Level						
	P 4			P 4		S2
	P 3			P 3		S 1
	P 2			P 2		
	P 1		P 1			
			National Professionals			
				NP 3		
				NP 2		
				NP 1		
General Staff, G-Level (Administrative and technical work)	G 7		General Staff, G-Level (Administrative and technical work)	G 7		
	G 6			G 6		
	G 5			G 5		
	G 4			G 4		
	G 3			G 3		
	G 2			G 2		
	G 1			G 1		

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

a. OSCE Secretariat

Just as last year, when there was a 51 % majority of female staff, gender in the OSCE Secretariat is nearly balanced. However, there is a continuing clear predominance of men in P-level and women in G-level positions. In the higher P5+ positions (level of management) women are still underrepresented at 21 %.

Composition of the OSCE Secretariat staff

																	TOTALS						Grand Total	
	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	S	S1-S4	Hol	G	in %	P1-P4	in %	P5+		in %
Female	6	2	4	39	33	28	4	0	4	21	10	3	0	2	11	0	0	116	64	35	36	5	21	167
Male	0	3	4	12	16	24	6	4	6	26	27	13	1	4	21	0	1	65	36	63	64	19	79	168
Total	6	5	8	51	49	52	10	4	10	47	37	16	1	6	32	0	1	181	100	98	100	24	100	335

It is however noteworthy that, two out of eight positions at the Director-level and above are now occupied by women. Last year those positions were solely held by men.

a. Office for Democratic Institutions and Human Rights (ODIHR)

The total staff of ODIHR numbers 117 persons, which is an increase over last year of 22 additional employees. 58.1 % of the staff is female: approximately the same number as last year. However there is just one woman holding a P5+ leadership position.

Composition of the ODIHR staff

																	TOTALS						Grand Total	
	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	S	S1-S4	Hol	G	in %	P1-P4	in %	P5+		in %
Female	0	0	4	3	27	3	4	2	5	8	4	1	0	0	7	0	0	41	77	19	42	1	17	68
Male	0	1	1	1	6	3	0	2	3	13	8	3	1	0	6	0	1	12	23	26	58	5	83	49
Total	0	1	5	4	33	6	4	4	8	21	12	4	1	0	13	0	1	53	100	45	100	6	100	117

In general, as one moves up the chain of responsibility, the number of positions held by women consistently declines and those held by men increases. In comparison to last year, the gender distribution at G-level positions became even more asymmetric; more than ¾ of the G-positions are held by women.

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

At first glance the Office of the High Commissioner on National Minorities seems to have a quite balanced staff situation. However, just two out of 14 P-positions are held by women, whereas the G-level *exclusively* consists of female employees.

Composition of the HCNM staff

	TOTALS																	Grand Total						
	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	S	S1-S4	Hol		G	in %	P1-P4	in %	P5+	in %
Female	0	0	0	3	5	0	1	0	0	0	1	1	0	0	2	0	0	9	100	1	10	1	25	13
Male	0	0	0	0	0	0	0	0	1	3	5	1	1	0	3	0	1	0	0	9	90	3	75	15
Total	0	0	0	3	5	0	1	0	1	3	6	2	1	0	5	0	1	9	100	10	100	4	100	28

c. Office of the Representative on Freedom of the Media

Last year's situation of having a majority of five women in the Office of the Representative on Freedom of the Media has changed; the overall gender balance is intact.

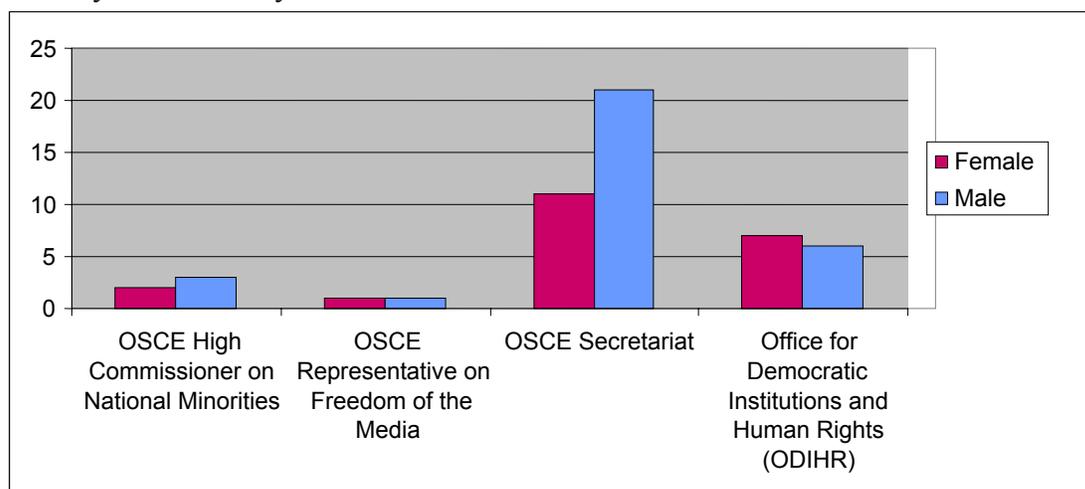
Composition of the Office of the Representative on Freedom of the Media staff

	TOTALS																	Grand Total						
	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	S	S1-S4	Hol		G	in %	P1-P4	in %	P5+	in %
Female	0	0	0	1	1	0	1	0	0	1	0	0	0	0	1	0	0	3	100	1	25	0	0	5
Male	0	0	0	0	0	0	0	1	2	0	0	0	1	0	1	0	1	0	0	3	75	2	100	6
Total	0	0	0	1	1	0	1	1	2	1	0	0	1	0	2	0	1	3	100	4	100	2	100	11

It is however striking, that G-level positions are solely held by women, whereas just one woman holds one out of four P-level positions and not one woman is represented on the leadership level.

d. Seconded Posts in the Institutions

The Seconded Posts in the OSCE Institutions are not classified. In three out of four Institutions there exists relative balance, when one takes into account the generally small number of Seconded Staff working there. In the Secretariat however, the Seconded Staff is clearly dominated by 65.6 % men.



e. Field Operations

The situation in the field operations is variable. The distribution ranges from 33.3 % female staff in the Office of the OSCE Project Coordinator in Uzbekistan, one of the smallest missions, to up to almost 70 % in the OSCE Office in Yerevan

Repartition of the field operations staff

Field Operation	Female	In %	Male	In %	Total
OSCE Project Co-ordinator in Uzbekistan	5	33.3	10	66.7	15
OSCE Spillover Monitor Mission to Skopje	88	35.1	163	64.9	251
Personal Representative of the CiO on the conflict dealt with by the Minsk Conference	6	35.3	11	64.7	17
OSCE Mission to Georgia	56	35.4	102	64.6	158
OSCE Mission in Kosovo	327	36.1	579	63.9	906
OSCE Centre in Ashgabad	8	38.1	13	61.9	21
OSCE Centre in Dushanbe	34	40.0	51	60.0	85
OSCE Centre in Bishkek	30	42.9	40	57.1	70
OSCE Mission to Serbia	73	43.7	94	56.3	167
OSCE Office in Baku	10	45.5	12	54.5	22
OSCE Project Co-ordinator in Ukraine	6	46.2	7	53.8	13
OSCE Presence in Albania	48	46.6	55	53.4	103
OSCE Mission to Montenegro	20	48.8	21	51.2	41
OSCE Mission to Bosnia and Herzegovina	293	50.3	289	49.7	582
OSCE Mission to Moldova	22	53.7	19	46.3	41
OSCE Mission to Croatia	66	60.6	43	39.4	109
OSCE Office in Minsk	8	61.5	5	38.5	13
OSCE Centre in Astana	16	64.0	9	36.0	25
OSCE Office in Yerevan	23	69.7	10	30.3	33
Grand Total	1139	46.7	1533	53.3	2672

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 21.9 % of senior management positions, and as one moves up the chain of responsibility, the percentages continue to decrease. Just two women occupy a Head of Field Operation position, just one woman functions as Deputy Head.

Detailed distribution of the field operations staff

Field Operations	Heads of Field Operations		Deputy Heads of Field Operations		Other Management Positions		Total	
	Male	Female	Male	Female	Male	Female	Male	Female
OSCE Centre in Ashgabad	1	0	0	0	1	0	2	0
OSCE Centre in Astana	1	0	0	0	0	1	1	1
OSCE Centre in Bishkek	1	0	0	0	1	1	2	1
OSCE Centre in Dushanbe	1	0	1	0	1	0	3	0
OSCE Mission in Kosovo	1	0	1	0	27	8	29	8
OSCE Mission to Bosnia and Herzegovina	1	0	1	0	12	6	14	6
OSCE Mission to Croatia	1	0	1	0	4	2	6	2
OSCE Mission to Georgia	0	1	1	0	5	0	6	1
OSCE Mission to Moldova	0	0	1	0	0	0	1	0
OSCE Mission to Montenegro	0	1	0	0	0	0	0	1
OSCE Mission to Serbia	1	0	1	0	0	0	2	0
OSCE Office in Baku	1	0	1	0	1	0	3	0
OSCE Office in Minsk	0	0	1	0	0	0	1	0
OSCE Office in Yerevan	1	0	1	0	0	0	2	0
OSCE Presence in Albania	1	0	1	0	1	2	3	2
OSCE Project Co-ordinator in Ukraine	1	0	0	0	1	0	2	0
OSCE Project Co-ordinator in Uzbekistan	0	0	0	0	0	0	0	0
OSCE Spillover Monitor Mission to Skopje	1	0	0	1	10	2	11	3
Personal Representative of the CiO on the conflict dealt with by the Minsk Conference	1	0	0	0	0	0	1	0
Total	14	2	11	1	64	22	89	25
	16		12		86		114	
<i>in %</i>	87.5	12.5	91.7	8.3	74.4	25.6	78.1	21.9

f. Gender in OSCE Documents

Despite the fact that in 2005 the Ministerial Council declared its determination “to make an effective gender mainstreaming an integral part of all policies, activities and programmes in the OSCE”⁵¹ the 2006 meeting of the Ministers merely acknowledged “the need to promote gender balance of personnel...at the various levels”⁵² in the relevant decision, ‘Strengthening the Effectiveness of the OSCE’. The 2007 Ministerial Council’s Decision on ‘Tolerance and Non-Discrimination, Promoting Mutual Respect and Understanding’ does not mention gender issues at all.⁵³

Annually, the Secretary General of the OSCE presents the Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality. On February 6, 2008 the OSCE furthermore circulated the ‘Guide on the OSCE Policy

⁵¹ MC.DEC/17/05, Strengthening the Effectiveness of the OSCE.

⁵² MC.DEC/19/06, Strengthening the Effectiveness of the OSCE, Section 1, 4

⁵³ MC.DEC/10/07

against Harassment, Sexual Harassment and Discrimination', which contains the regulatory framework for implementing the OSCE's commitment to a healthy and harassment-free working environment.⁵⁴

⁵⁴ http://www.osce.org/documents/gen/2008/02/29577_en.pdf

VI. Gender in the OSCE PA

a. 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.⁵⁵ 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.²⁵⁵⁶ The Declaration urges parliaments to obtain gender balance in the national delegations to the OSCE PA.⁵⁷

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.²⁷⁵⁸

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.⁵⁹

b. 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.

⁵⁵ OSCE PA Washington Declaration, Chapter III, Par. 54

⁵⁶ 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.

⁵⁷ OSCE PA Resolution on Improving Gender Equality in the OSCE, Washington Declaration, Par.6-11

⁵⁸ 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.

⁵⁹ OSCE PA Resolution on the Need to Strengthen the Code of Conduct for OSCE Mission Members, Washington Declaration, Par. 10

c. 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 1992-2008 the Assembly had 53 Vice-Presidents, of which 15 have been female, which makes 28.3 percent. Of the current nine Vice-Presidents four are female, which equals 44.4 percent.

d. Officers of the OSCE PA General committees

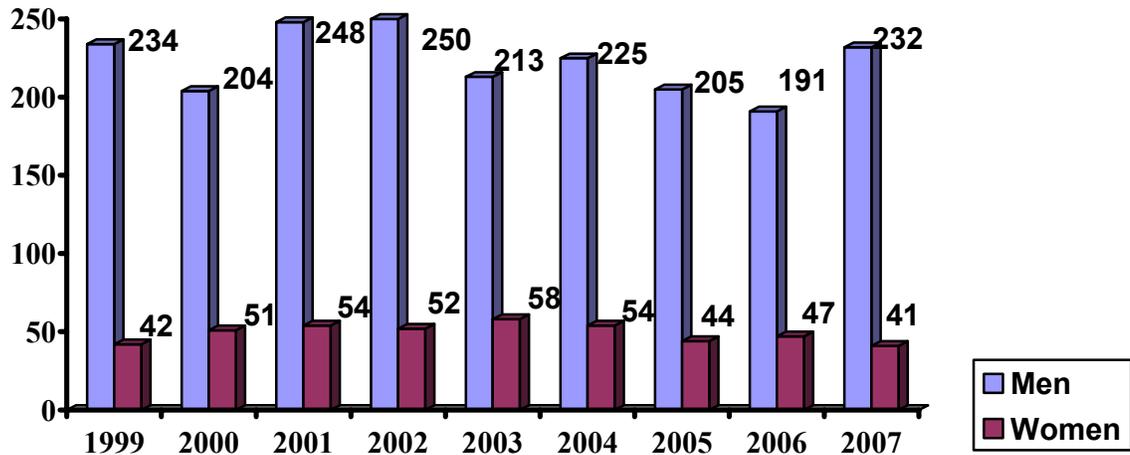
In 2008, two out of nine Committee Officers were women, or 22.2 percent – this is the same as the previous year. The difference in composition of the Committees is notable in that women are strongly underrepresented in the General Committee on Political Affairs and Security. Since 1992 there has been only one female Officer in the first Committee, Tarja Halonen in 1994. Currently, only the Third General Committee has women Officers.

e. 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.

i. Annual Sessions

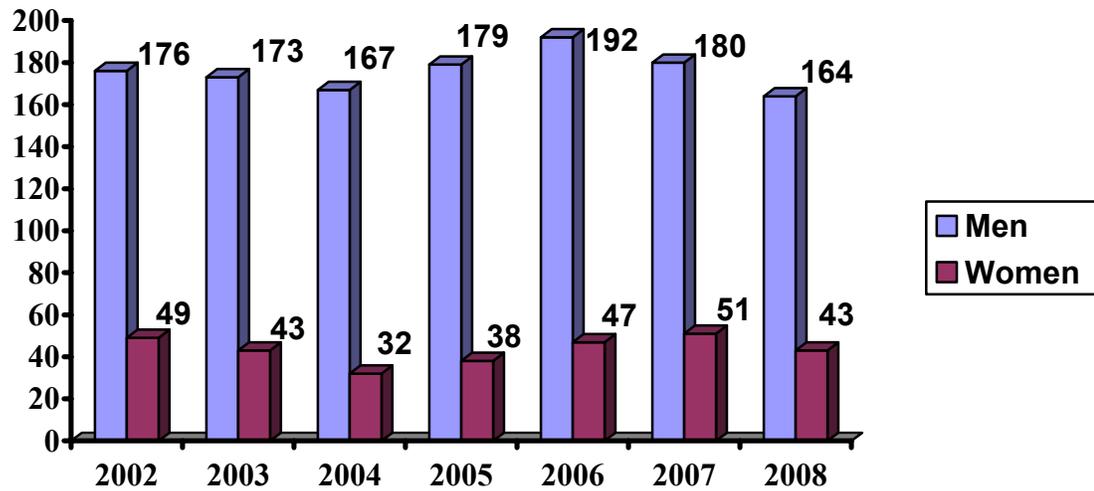
Participation in OSCE PA Annual Meetings



In 2007 the lowest level of women attending the Annual meeting was reached. Only 41 women were present in Kyiv, under the average of 49 women attending the annual meetings.

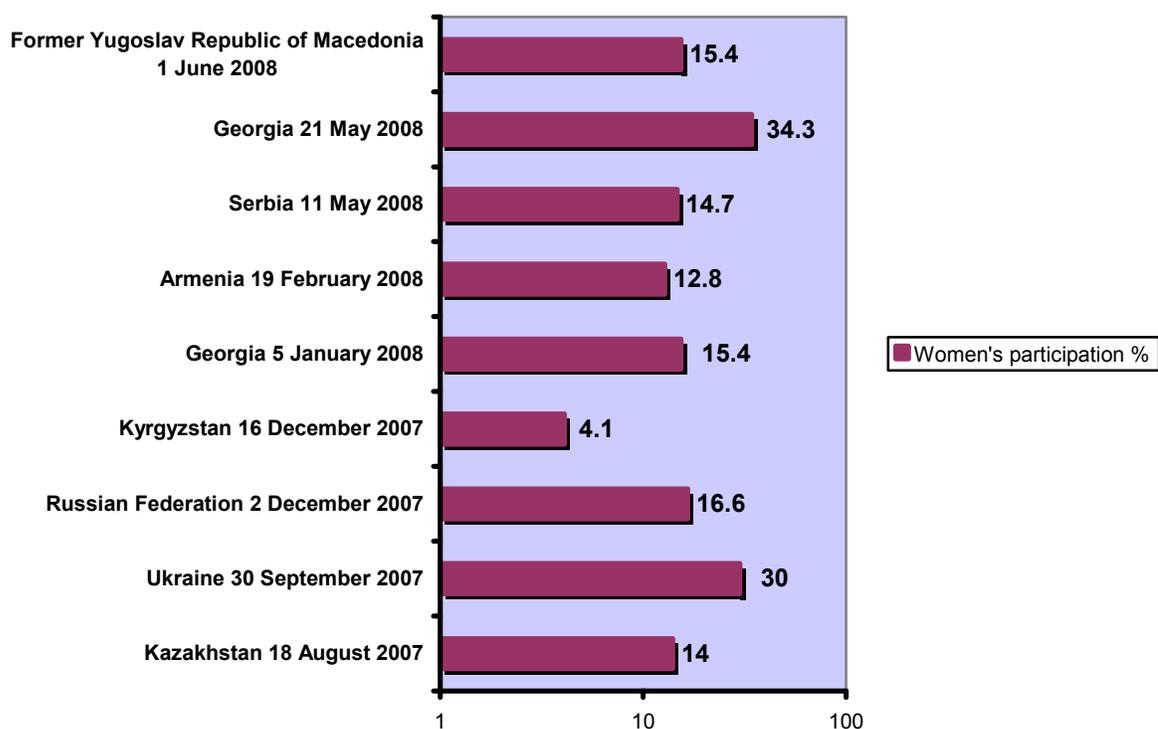
ii. *Winter Meetings*

Participation in OSCE PA 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 51 women attending the meeting. In 2008 the level went down again with only 43 women attending the meeting.

f. Participation in OSCE PA Election Monitoring 2007/2008



Data concerning female participation in OSCE PA election monitoring shows that in 2007/2008 the number of female parliamentarians taking part remains low with an average of 17.4 percent.

g. 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.

h. 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 thirteen years 78 male and 84 female research fellows have participated in the programme, which totals 51.8 percent

female representation. The International Secretariat has managed a nearly equal gender balance within the programme over twelve years, which is a great success.

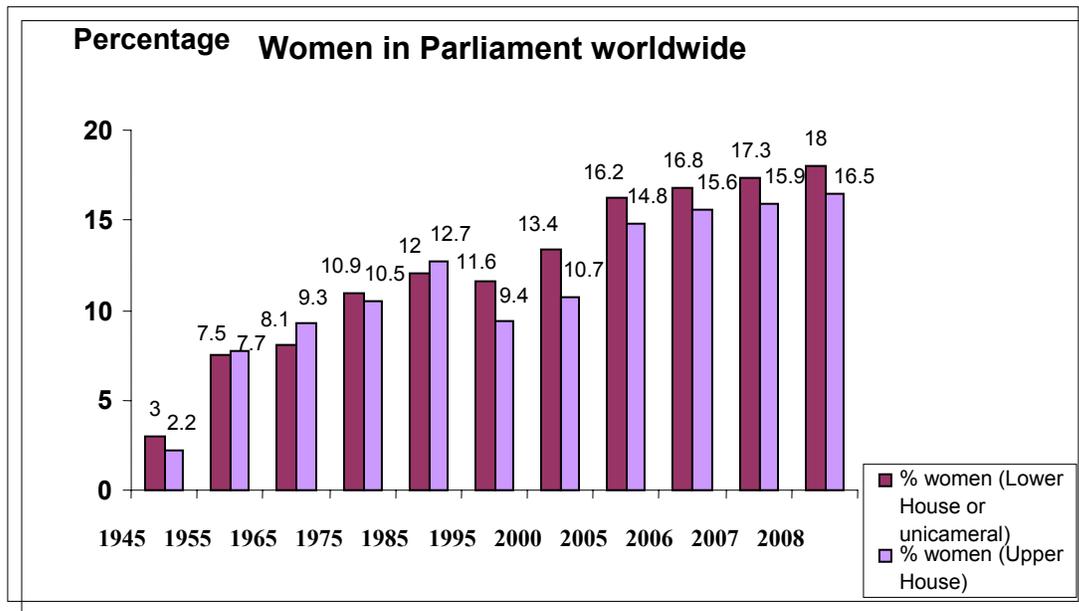
i. Female Representation in National Parliaments in OSCE Countries

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.⁶⁰

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 zero to 23 in Kyrgyzstan, and from 24 to 50 in Turkey.

Female representation in the national parliaments within the OSCE region, 20.2 percent, is slightly above the world-wide average of 17.7 percent.

j. Women in Parliament Worldwide



Women’s representation in parliaments has been steadily growing over the last decades. In 1975, the First World Conference on Women took place in Mexico City. 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. As for April 2008 the

⁶⁰ See Appendix A, Women in Parliament in OSCE Countries

percentage of women in the single house or lower House in the OSCE countries was 20.9 and in the Upper House was 17.4%. In April 2008, nine countries, one more than last year, worldwide had no women in their single or lower House: Belize, Micronesia (Federating States of), Oman, Nauru, Palau, Qatar, Saudi Arabia, Solomon Islands, Tuvalu .

The world-wide statistics show that average of female parliamentarians in 2008 reached 17.7 percent – an all time high. In April 2008, the number of women presiding over one of the Houses of parliament was 31, which is a decrease of four from last year. By 2008, ten parliaments had reached the critical-mass target established in the Beijing Platform for Action of 30 percent women, which is nine less than in 2006. Sweden has elected the highest number of women to its parliament. Women hold 47.0 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. Cuba is also among the nations leading the way to a greater gender balance with 43.2 percent of women in its parliament. Close behind is the Netherlands, with 39.3 percent of its parliament composed of women. This is particularly remarkable because it has maintained a rate of female representation of more than 33 percent over the last ten years.

VII. Conclusion

The OSCE member states have demonstrated a strong will to support equal opportunities for women and ensure their quality of life. Measures taken to respond to the inequality and injustices that women may face, from policies concerning domestic violence to armed conflicts, illustrate what is possible when governments take action. Governments are realizing what is possible to achieve in the areas of peace and security when they fully respond to gender issues.

The findings of this report indicate an almost unchanged situation in regards to gender balance within the OSCE, in comparison with last year. With reference to the OSCE Institutions and Field Missions, slight improvements have occurred, but gender equality is far from fully 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.

Within the OSCE Parliamentary Assembly, there is a maintained, stable and low participation of women. An increase in women's involvement on a greater scale at all levels can only be achieved by increasing the participation of women within national parliaments of OSCE participating States, currently 22.2 percent.

VIII. 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	164	47.0%	---	---	---
2	Finland	200	83	41.5%	---	---	---
3	Netherlands	150	59	39.3%	75	26	34.7%
4	Denmark	179	68	38.0%	---	---	---
5	Spain	350	127	36.3%	255	?	?
6	Norway	169	61	36.1%	---	---	---
7	Belgium	150	53	35.3%	71	27	38.0
8	Iceland	63	21	33.3%	---	---	---
9	Austria	183	60	32.8%	61	15	24.6%
10	Germany	613	194	31.6%	69	15	21.7%
11	Former Yugoslav Republic of Macedonia	120	35	29.2%	---	---	---
13	Belarus	110	32	29.1%	58	18	31.0%
14	Switzerland	200	57	28.5%	46	10	21.7%
15	Portugal	230	65	28.3%	---	---	---
16	Kyrgyzstan	90	23	25.6%	---	---	---
17	Andorra	28	7	25.0%	---	---	---
18	Monaco	24	6	25.0%	---	---	---
19	Liechtenstein	25	6	24.0%	---	---	---
20	Luxembourg	60	14	23.3%	---	---	---
21	Lithuania	141	32	22.7%	---	---	---
22	Republic of Moldova	101	22	21.8%	---	---	---
23	Bulgaria	240	52	21.7%	---	---	---
24	Canada	305	65	21.3%	93	32	34.4%
25	Croatia	153	32	20.9%	---	---	---
26	Estonia	101	21	20.8%	---	---	---
27	Serbia	250	51	20.4%	---	---	---
28	Poland	460	93	20.2%	100	8	8.0%
29	Latvia	100	20	20.0%	---	---	---
30	United Kingdom	646	126	19.5%	750	148	19.7%
31	Slovakia	150	29	19.3%	---	---	---
32	France	577	105	18.2%	330	60	18.2%
33	Tajikistan	63	11	17.5%	34	8	23.5%
34	Uzbekistan	120	21	17.5%	100	15	15.0%
35	Italy	630	109	17.3%	322	45	14.0%
36	United States of America	435	73	16.8%	100	16	16%
37	Turkmenistan	50	8	16.0%	---	---	---
38	Kazakhstan	107	17	15.9%	47	2	4.3%
39	Czech Republic	200	31	15.5%	81	11	13.6%
40	Greece	300	44	14.7%	---	---	---
41	Cyprus	56	8	14.3%	---	---	---
42	Russian Federation	450	63	14.0%	169	8	4.7%
43	Ireland	166	22	13.3%	60	13	21.7%
44	Slovenia	90	11	12.2%	40	1	2.5%
45	Bosnia and Herzegovina	42	5	11.9%	15	2	13.3%
46	San Marino	60	7	11.7%	---	---	---
47	Azerbaijan	123	14	11.4%	---	---	---
48	Hungary	386	43	11.1%	---	---	---
49	Montenegro	81	9	11.1%	---	---	---
50	Georgia	235	22	9.4%	---	---	---
51	Romania	330	31	9.4%	137	14	10.2%
52	Armenia	131	12	9.2%	---	---	---
53	Turkey	549	50	9.1%	---	---	---
54	Malta	69	6	8.7%	---	---	---
55	Ukraine	450	37	8.2%	---	---	---
56	Albania	140	10	7.1%	---	---	---

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

