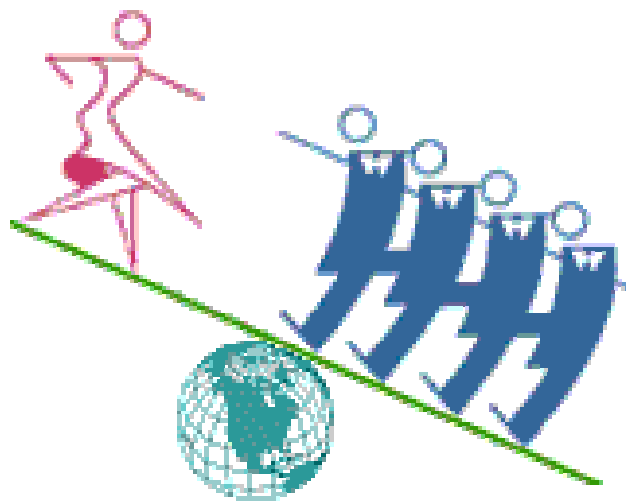




Organization for Security and Co-operation in Europe
PARLIAMENTARY ASSEMBLY

OSCE PA Gender Balance Report

July 2004



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International Secretariat of the OSCE Parliamentary Assembly

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1. Executive Summary

This report demonstrates that the situation of women within the OSCE has further deteriorated. Over the last two years, the representation of women in the OSCE has decreased steadily. The Organisation's Gender Action Plan from 2000 stated the will to take positive action to promote the nomination and appointment of women candidates in the OSCE Institutions and also in Field activities.¹ However, the Gender Action Plan has not effectively improved the position of women within the OSCE. It is particularly disappointing that female candidates still seem to have fewer chances of gaining employment with the organisation than men, especially when it comes to senior positions. This applies to the OSCE Secretariat, the Office of Democratic Institutions and Human Rights (ODIHR) in particular the Office of the High Commissioner on National Minorities (HCNM) and the OSCE Field Missions. The glass ceiling for female professionals continues to exist in the OSCE. The OSCE does little, despite its expressed commitment, to increase the number of women employed in senior positions. The Permanent Council, responsible for generating candidates, has been unable to recruit more female candidates for senior positions. This is an issue the OSCE has failed to effectively address despite continuing criticisms and promises to do better.

Since 2001, the Gender Unit of the OSCE Parliamentary Assembly International Secretariat has been actively compiling statistics and other relevant information with the objective of publicising the gender balance situation in the OSCE region. This report (the fourth issue) provides an update and gives an overview of the recent developments in the gender equality situation within the OSCE Institutions and Field Missions, the OSCE Parliamentary Assembly and the national parliaments of the OSCE participating States respectively.

The OSCE adopted the Gender Action Plan in 2000, calling for a correction and subsequent improvement of the imbalance in the professional and senior positions of the organisation. The 2004 new version of the Gender Action Plan is currently being drafted², reiterating the objectives of the 2000 Gender Action Plan and the necessity to achieve true equality between men and women in all spheres. This report demonstrates that since the adoption of the 2000 Action Plan little or no progress has been made to improve the situation of the gender balance in senior OSCE positions. The representation of women in the OSCE has continuously decreased over the last two years and to attain a higher-ranking professional grade still seems close to impossible for women.

The Field Missions in particular remain male-dominated. There are 725 male and 221 female mission members, the latter being 23% of the total of internationals in Missions. This is 2% less than last year and 5% less than two years ago.³ On the three highest levels (Head of Institution, D2 and D1) there are only 7% women (4 women as compared to 57 men), which is a decrease of 2% when compared to last year, and which is 4% lower than in November 2001.⁴ In Field Missions, this mainly concerns management positions where women only hold 9% of posts. Currently, there is only one female Head of Mission.⁵ In the Field Missions, women hold only

¹ OSCE, Action Plan for Gender Issues, as approved at the 285th Plenary Meeting of the Permanent Council, Decision No.353, June 2000.

² The Informal Working Group on Gender Equality and Anti-trafficking is currently drafting an Action Plan on Gender Issues, as a follow up to the 2000 Action Plan. Taking into account the results achieved, it recommends further actions in order to implement the commitments made.

³ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

⁴ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*. Vienna, 17 November 2003.

⁵ Out of a total of 19 Missions

25% of professional posts, while there are still areas, such as border monitoring or civilian police, where women are not represented at all or compose a small minority.⁶ The recruitment system of the OSCE does not appear to give equal opportunity to men and women for employment. This fact indicates the need for continued vigilance by the OSCE Parliamentary Assembly in monitoring and reporting on the gender situation within the OSCE. Members are therefore encouraged to examine this report in greater detail.

Much of the analysis provided in this report is based on a study conducted by the Centre for OSCE Research (CORE) at the Institute for Peace Research and Security Policy of the University of Hamburg. The CORE report concludes that the OSCE itself, although routinely stating its commitment to gender balance, does not enforce mechanisms that will increase the number of women in the field, for instance, by encouraging participating States to put forth more female nominations. Furthermore, according to the report, the OSCE does not reprimand senior managers within the Organisation who apparently do not employ female officers. Missions still exist where female officers have never, or rarely been placed. In other cases, women are not promoted for higher positions in the field because seconding agencies already anticipate that female candidates will have more difficulties in being accepted. Self-censorship occurs, as illustrated by a female officer saying, “I was very surprised that I had been accepted by my supervisor for such a high position. In my country they had told me ‘the OSCE is a conservative Organisation. Don’t expect too much. You will have no chance against all the male candidates’”.⁷

The CORE report emphasised that the mandate of the OSCE Gender Advisor, though extensive and covering a variety of issues concerning external and internal policies, has a comparatively limited amount of resources and capacities. Thus, regarding gender equality, there is a real gap between external and internal policy, and little has been done to address it.⁸ Finally, as part of the CORE Report, the following large-scale survey was conducted, posing the question: “Is the OSCE a good place for women to work?” More than 60% of female-seconded mission members stated that this is not the case. The perceptions of male mission members contrast this picture.

<i>Is the OSCE a good place for women to work?</i>	Male mission members in percentages	Female mission members in percentages
Yes, it is a good place	53.1	12.7
Yes, to some extent	33.0	26.1
No, not very much	5.4	42.4
No, not at all	1.3	18.0
Don’t know	7.2	0.8

Despite the fact that the OSCE Secretariat recognises the need for a greater gender balance within the OSCE and aims to apply it as a criterion in the selection procedure, the final numbers on staff members do not sufficiently reflect this and have not changed accordingly. With regard to seconded positions, it also needs to be pointed out that the nomination of women for OSCE Missions remains low.

⁶ Centre for OSCE Research (CORE) at the Institute for Peace Research and Security Policy of the University of Hamburg, Report by Annette Legutke, “Working in OSCE Field Missions - Recruitment, Selection, Preparation, Working and Employment Conditions of the OSCE Seconded Personnel - “, Hamburg, November 2003, p. 13

⁷ Centre for OSCE Research (CORE) at the Institute for Peace Research and Security Policy of the University of Hamburg, Report by Annette Legutke, “Working in OSCE Field Missions - Recruitment, Selection, Preparation, Working and Employment Conditions of the OSCE Seconded Personnel - “, Hamburg, November 2003, p. 14.

⁸ Ibid. p. 14.

⁹ Ibid. p. 36, Table 12: *Is the OSCE a good place for women to work?*

The gender situation in parliaments of the participating States is subject to national politics and therefore depends largely on the political tradition and climate of the respective countries. In Nordic countries, the percentage of female parliamentarians is generally higher, yet the overall percentage in OSCE member countries is only 17.8%.¹⁰ Since women constitute half of the voting age population in the OSCE participating States, the number of female parliamentarians needs to be increased drastically.

This report represents the facts and figures in a transparent and objective way. It aims to serve as a tool to support efforts in participating States to achieve parity between men and women regarding their access into politics and equality in the recruitment process in international organisations, such as the OSCE.

The Gender Unit at the International Secretariat of the OSCE Parliamentary Assembly is composed of Deputy Secretary General Pentti Väänänen who is responsible for gender issues at the International Secretariat and of Programme Officer and Gender Advisor Tina Schøn. The Gender Unit of the OSCE PA International Secretariat wishes to express its gratitude towards the Gender Advisor within the OSCE Secretariat, for providing a comprehensive report and detailed facts and figures on the gender balance in the Secretariat, the Institutions and the Field Missions.

¹⁰ Gender Balance in National Parliaments of the OSCE Region – OSCE member countries (including Nordic countries and both Houses combined). For further information see www.ipu.org

2. Introduction

2.1 Purpose and Scope of the Report

The purpose of the Gender Balance Report 2004 is to present the recent developments in gender issues across the OSCE region, combining an explanatory text with the latest figures and statistical analysis in a comprehensive and accessible way. Furthermore, it includes an introduction to gender-related developments in other international parliamentary organisations, and gives examples of the gender balance situation in other countries, outside the OSCE area.

The 2000 OSCE Action Plan for Gender Issues called for increased efforts to achieve equal treatment of women and men within the Organisation in all areas, including that of personnel recruitment, and the need to include a gender perspective in the activities of the Organisation in order to eradicate discrimination against women and promote equality between women and men. The Action Plan has an internal and external dimension, relating to the OSCE Institutions and to the wider participating States respectively, and any analysis or judgement on its success needs to start with this distinction. The 2004 Action Plan, a follow-up to the Gender Action Plan of 2000, is currently being drafted. It aims to develop increased measures that will achieve overall equality between women and men and equal opportunities in all spheres of the OSCE and its activities, while also taking into consideration achievements that have been made and future actions that need to be taken. Furthermore, the new Action Plan seeks to provide a comprehensive toolkit for gender mainstreaming in the activities of the Organisation as well as in policies pursued by participating States. Gender equality and gender mainstreaming are an integral part of a comprehensive approach to security and thus, inter alia, are important elements in order for this Organisation to further increase its effectiveness.

This report will thus focus on the gender balance situation within the OSCE institutions on the one hand, and national parliaments in the OSCE region on the other. Geographically, the scope is therefore limited to the 55 OSCE Member States. It will also present an analysis on the status of ratifications of the principal international human rights treaties and relevant legal commitments. It also provides an analysis of the gender balance situation in other inter-parliamentary institutions as well as of women in politics worldwide. The report will be divided into three main parts. The first section will examine relevant international human rights treaties and gender awareness in other international parliamentary assemblies. The second chapter will analyse the Gender situation in the OSCE Secretariat, Institutions and Field Mission as well as in the OSCE Parliamentary Assembly. The third section will focus on the Gender Balance in national parliaments of the OSCE region, outside the OSCE area and women in politics in general. Finally, the report will present a conclusion based on the available information and statistics used.

3. Gender

3.1 “Gender Discrimination”

“Discrimination against women violates the principles of equality or rights and respect for human dignity, is an obstacle to the participation of women, on equal terms with men, in the political, social, economic and cultural life of their countries, hampers the growth of the prosperity of society and the family and makes more difficult the full development of the potentialities of women in the service of their countries and of humanity.”¹¹

“Gender discrimination is any distinction, exclusion or restriction – including violence – performed on the basis of sex, which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by girls, boys, women or men on a basis of equality for all, of human rights or fundamental freedoms in the political, economic, social, cultural, civil or any other field.” This definition of gender discrimination is derived from the definition of discrimination used in many human rights conventions and UN charter and treaty bodies.¹²

Gender discrimination often appears not *de jure*, that is, not legally constructed, but more often *de facto*, thus as a problem emanating from traditional use of legal instruments or practices. Furthermore, policies which seem to be *gender neutral* might have a discriminatory effect because of circumstances which are not analysed with a gender perspective. Such seemingly neutral policies are also called *gender blind*. So a policy to improve the conditions of a target group can discriminate against either sex if part of the population is not represented or has no access to the programme.

As the UN Human Rights Committee has underlined, however, “not every differentiation of treatment will constitute discrimination, if the criteria for such differentiation are reasonable and objective and if the aim is to achieve a purpose which is legitimate [under the International Covenant on Civil and Political Rights]”.¹³

Moreover, the UN Convention on the Elimination of all Forms of Discrimination Against Women states in its Article 4: “Adoption...of temporary special measures aimed at accelerating *de facto* equality between men and women shall not be considered discrimination...but shall in no way entail as a consequence the maintenance of unequal or separate standards.”¹⁴

It is against this background that the term positive discrimination or affirmative action is being used. Affirmative action, when applied to the Gender issue, is the temporary preference given to women in employment in order to achieve equal participation of women and men in a given sector.

The European Commission, for example, further differentiates between “direct” and “indirect” discrimination based on sex: “For the purposes of the principle of equal treatment...indirect discrimination shall exist where an apparently neutral provision, criterion or practice disadvantages a substantially higher proportion of the members of one sex unless that provision

¹¹ Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>, see preamble.

¹² In particular, CEDAW, the Convention on the Rights of the Child (CRC) and General Recommendation (Gen. Rec.) No.19 of the Committee on the Elimination of Discrimination against Women.

¹³ OSCE, Women and Democratisation, Background Paper 3, OSCE Human Dimension Implementation Meeting, Warsaw, October 1998, for further information see www.osce.org/odihr/docs/womenbac.htm

¹⁴ The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979, for full declaration see www.un.org/womenwatch/daw/cedaw/

criterion or practice is appropriate and necessary and can be justified by objective factors unrelated to sex.”¹⁵

It is a central element of a gender-awareness approach to work daily to identify the different possible forms of discrimination and the effects of that discrimination at every level and in any area, whether legislative, economic, political, social or cultural.

3.2 The Concept of Gender Mainstreaming

“Gender mainstreaming is about providing equal opportunities, about joint responsibilities and common endeavours. It is not some add-on political aspect, but an integral necessity, if we are to achieve a more peaceful, stable and democratic Europe, where men and women have equal opportunities, as foreseen in the commitments which the OSCE participating States undertook in the 1991 Moscow Document (...).” “It is our task now to ensure that equality between women and men becomes an integral part of both policies and practices of the OSCE.”¹⁶

The UN has defined the concept of gender mainstreaming as follows:

“Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”¹⁷

The concept of gender mainstreaming has its origin in the Beijing Conference in 1995. This was the first time there was an official recognition and endorsement of mainstreaming as a formal goal of all UN member states. This paved the way for important changes in international and domestic policy processes and the gender issue has now become a core consideration for all actors across a range of issue-areas and at all stages in the policy process from conception and legislation to implementation and evaluation, instead of purely being the interest of specific units or ministries dealing with women.

3.3 International Legislation

International Legislation strengthening women’s status and participation in political life

The basic universal human rights treaties guarantee the rights of men and women alike to participate in decision-making and political life. The *Charter of the United Nations*, signed on 26 June 1945 in San Francisco, was the first international agreement to proclaim gender equality as a fundamental human right.¹⁸ Even if not a legally binding instrument, the *Universal*

¹⁵ European Commission, Council Directive 97/80/EC, 15 December 1997, article 2.

¹⁶ EU statement on the OSCE Gender Action Plan, Permanent Council No. 260 on 2 December 1999.

¹⁷ Gender mainstreaming was established as a global strategy for the promotion of gender equality in the Platform for Action from the Fourth World Conference on Women (Beijing, 1995). A definition of gender mainstreaming and clear directives on what gender mainstreaming implies were provided in the ECOSOC agreed conclusions 1997/2. The mainstreaming mandate was further reinforced in the twenty-third special session of the General Assembly (Beijing +5) in June 2000. In 2001, ECOSOC resolution 2001/41 called for greater attention to gender mainstreaming, including through follow-up to the implementation of the ECOSOC agreed conclusions 1997/2. For further information see www.un.org/womenwatch/osagi/gmaidememoire.htm

¹⁸ For full declaration see www.un.org/aboutun/charter/

*Declaration of Human Rights*¹⁹ has contributed to the recognition and universal acceptance of women's full status in the political and social life.

The *Universal Declaration of Human Rights* states that

“Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status” (Article 2)

“(1) Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.

(2) Everyone has the right to equal access to public service in his country.

(3) The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures” (Article 21)

“(1) Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment

(2) Everyone, without any discrimination, has the right to equal pay for equal work

(3) Everyone who works has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection

(...)” (Article 23)

A second major element in the international body of human rights law is the *International Covenant on Civil and Political Rights*²⁰, adopted by the UN in 1966. In 1976, after being ratified by the required 35 states, it became international law and is therefore binding for States' parties.

The *International Covenant on Civil and Political Rights* declares that

“The State Parties to the present Covenant undertake to ensure the equal right of men and women to the enjoyment of all civil and political rights set forth in the present Covenant” (Article 3)

“Every citizen shall have the right and the opportunity, without any of the distinctions mentioned in article 2 and without unreasonable restrictions:

(a) To take part in the conduct of public affairs, directly or through freely chosen representatives;

(b) To vote and to be elected at genuine periodic elections which shall be universal and equal suffrage and shall be held by secret ballot, guaranteeing the free expression of the will of the electors;

(c) To have access, on general terms of equality, to public service in his country.”

(Article 25)

“All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race,

¹⁹ Universal Declaration of Human Rights, adopted and proclaimed on 10 December 1948.

<http://www.un.org/Overview/rights.html>

²⁰ *International Covenant on Civil and Political Rights*, as adopted and opened for signature, ratification and accession by General Assembly resolution 2200A (XXI) of 16 December 1966, entered into force 23 March 1976. For full declaration see www.unhchr.ch/html/menu3/b/a_ccpr.htm

colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

General Comment Nr. 28 (2000) by the UN Human Rights Committee explains in further detail the importance of the States parties’ obligation to ensure to all individuals the rights recognised in the Covenant, stressing that positive measures might also be needed to achieve the effective and equal empowerment of women. Under the ICCPR States’ parties are required to provide information regarding the actual role of women in society to the Committee. The General Comment states that:

(29.) “The right to participate in the conduct of public affairs is not fully implemented everywhere on an equal basis. States parties must ensure that the law guarantees to women the rights contained on article 25 on equal terms with men and take effective and positive measures to promote and ensure women’s participation in the conduct of public affairs and in public office, including appropriate affirmative action. Effective measures taken by States parties to ensure that all persons entitled to vote are able to exercise that right should not be discriminatory on the grounds of sex. The Committee requires States parties to provide statistical information on the percentage of women in public elected office, including the legislature, as well as in high-ranking civil service positions and the judiciary.”

(30.) “Discrimination against women is often intertwined with discrimination on other grounds such as race, colour, language, religion, political or other opinion, national or social origin, property, birth or other status. States parties should address the ways in which any instances of discrimination on other grounds affect women in a particular way, and include information on the measures taken to counter these effects.”²¹

The strongest legal document specifically conceived with the purpose of achieving equality between the sexes is the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW)²², as adopted by the UN General Assembly in 1979. CEDAW is often described as an international Bill of Rights for women. It prohibits any distinction, exclusion or restriction made on the basis of sex that impairs or nullifies human rights and fundamental freedoms of women in all areas. It also establishes an agenda for national action to end such discrimination.

The Convention provides the basis for realising equality between women and men through ensuring women’s equal access to and equal opportunities in political and public life, including the right to vote and to stand for election, as well as education, health and employment. States’ parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can exercise all their human rights and fundamental freedoms. Countries that have ratified or acceded to the Convention are legally bound to put its provision into practice. As of 26 March 2004, 177 countries, over ninety percent of the members of the United Nations, are party to the Convention. A UN Committee regularly monitors progress in implementing the Convention and holds hearings on reports submitted by States parties.²³

The Convention on the Political Rights of women (adopted by the UN in 1952) commits Member States to allow women to vote and hold public office on equal terms with men. There are various ILO²⁴ treaties guaranteeing non-discrimination based on gender. These include the

²¹ Human Rights Committee, *General Comment 28, Equality of rights between men and women* (article 3), U.N. Doc. CCPR/C/21/Rev.1/Add.10 (2000)

²² For full declaration see www.un.org/womenwatch/daw/cedaw/

²³ www.un.org/womenwatch/daw/cedaw/states.htm

²⁴ International Labour Organisation (ILO)

ILO Convention on Discrimination (Employment and Occupation²⁵) and ILO Convention on Equal Remuneration for Men and Women Workers for Work of Equal Value.²⁶ These conventions have been ratified by 160 and 161 Member States respectively.

A recent document concerned with the empowerment of women is the Beijing Declaration and Platform for Action (UN, 1995) and particularly Part G. on Women in Power and Decision-making. It was followed by the Beijing + 5 Global Forum (2000), which assessed the progress of the implementation of the Beijing Platform for Action five years after its ratification.

In addition to the UN, many other organisations and institutions have contributed to the body of law concerned with gender equality. One example relevant to this Report is the Universal Declaration on Democracy adopted by the Inter-Parliamentary Union in 1997 that stated at its opening session “The achievement of democracy presupposes a genuine partnership between men and women in the conduct of the affairs of society in which they work in equality and complementarity, drawing mutual enrichment from their differences.”²⁷ In April 1992, in Yaoundé, the IPU Council stated:

“The concept of democracy will only assume true and dynamic significance when political policies and national legislation are decided upon jointly by men and women with equitable regard for the interests and aptitudes of both halves of the population.”²⁸

When summarising in the New Delhi Declaration the outcome of IPU’s Specialised Conference “Towards Partnership Between Men and Women in Politics”²⁹ (New Delhi, February 1997), the Conference President stated:

“As politics is deeply rooted in society and reflects dominant values, our discussions highlighted clearly that developing a partnership in politics necessarily depends on the degree of partnership as a social mode in general. This is undoubtedly why the Inter-Parliamentary Union asserts that what has to be developed, in modern democratic societies, is nothing less than a new social contract in which men and women work in equality and complementarity, enriching each other mutually from their differences. (...) What is basically at stake is democracy itself.”³⁰

3.4 Gender Focus in the OSCE

The OSCE refers to equal treatment and non-discrimination in a number of documents, including the Final Act of the Conference on Security and Co-operation in Europe, Helsinki 1975, which states: “The participating States will respect human rights and fundamental freedoms, including freedom of thought, conscience, religion or belief, for all without distinction as to race, sex, language or religion.”³¹ The concluding Document of the Vienna meeting of 1989 provides that “The participating States confirm their determination to ensure equal rights of men and women. Accordingly, they will take all measures necessary, including legislative measures, to promote equally effective participation of men and women in political, economic,

²⁵ ILO Convention N° 111, 1958. See www.ilo.org

²⁶ ILO Convention N° 100, 1951. See www.ilo.org

²⁷ In September 1997, in Cairo, the IPU Council adopted the Universal Declaration on Democracy and urged Governments and Parliaments throughout the world to be guided by its content. See www.ipu.org/wmn-e/approach.htm

²⁸ See www.ipu.org/wmn-e/approach.htm

²⁹ Specialised Inter-Parliamentary Conference “Towards Partnership between Men and Women in Politics”, organised by the IPU, New Delhi, 14-18 February 1997, see <http://www.ipu.org/splz-e/Ndelhi97.htm>

³⁰ www.ipu.org/wmn-e/approach.htm

³¹ OSCE, Helsinki Final Act, 17 February 2000 (including all documents on equal treatment), SEC.GAL/16/00.

social and cultural life. They will consider the possibility of acceding to the Convention on the Elimination of All Forms of Discrimination Against Women, if they have not yet done so.”³²

The most explicit document on equal treatment is the Document of the Moscow Meeting of October 1991. The 1991 OSCE Document of the Moscow Meeting of the Conference on the Human Dimension of the CSCE, and the OSCE Charter for European Security (1999), list the specific commitments of the participating States with regard to the full provision of equal rights and participation of men and women in all aspects of social, political and economic life. Participating States “ensure that all CSCE commitments relating to the protection and promotion of human rights and fundamental freedoms are applied fully and without discrimination with regard to sex...encourage and promote equal opportunity for full participation by women in all aspects of political and public life, in decision-making processes and in international co-operation in general.” Furthermore, they affirm that it is their goal to “achieve not only *de jure* but *de facto* equality of opportunity between men and women and to promote effective measures to that end.”³³

3.4.1 The Gender Issue in the OSCE and OSCE PA Documents

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and International Covenant on Civil and Political Rights (CCPR) provide the background to the various Parliamentary Assembly Declarations and the subsequent Action Plan. The OSCE PA has taken a leading role in promoting gender equality within the OSCE.

In 1992 the OSCE Parliamentary Assembly emphasised at its annual session in *Budapest* the importance of the active participation of women in the work of the CSCE and its institutions. Furthermore, it encouraged the active participation of women in the political process.

It “recognizes the valuable contribution of the Women's CSCE Seminar in Helsinki, held on 4-5 June 1992 and stresses the importance of the active participation of women in the work of the CSCE, including in its institutions.” Furthermore, it “requests the Council of Ministers to authorize the office on Democratic Institutions and Human Rights to organize seminars on the development of democratic institutions, migration and the role of women in the political process.”³⁴

At *Helsinki* in 1993, the parliamentarians called for a meeting of the female members at the following annual session of the Parliamentary Assembly, and encouraged the participating States to take active and positive measures to increase the participation of women in political life.

The OSCE PA “expresses its determination to assist in the full implementation of relevant CSCE commitments in this area, including, inter alia, those relating to persons belonging to national minorities, women, human rights education, and promotion of tolerance and non-discrimination” and “undertakes to support by all means the full and immediate implementation of the provisions of the Final Document of the CSCE Conference in Moscow in 1991 indicating that true democracy must be founded on equal rights for men and women.” Moreover, it “undertakes to call a meeting of the female members of the CSCE at the next session of the Parliamentary Assembly” and “invites Member States to take positive measures aimed at

³² Vienna Concluding Document 1989, paragraph 15, http://www.osce.org/docs/english/1973-1990/follow_ups/vienn89e.htm#Anchor-HUMA-46994

³³ The Moscow Document, 1991, <http://www.osce.org/docs/english/1990-1999/hd/mosc91e.htm>

³⁴ Final Declaration adopted at the 1992 Annual Session in Budapest. For full declaration see www.oscepa.org

increasing the participation of women in political life.”³⁵ The Assembly’s Rules of Procedure state that credentials can be challenged if they do not meet the principles as outlined in Rule 6.2. Rule 6.2 states that national delegations should be composed so as to ensure a fair representation of the political parties or groups in their parliaments. National delegations should include the under-represented sex at least to the same percentage as is present in their parliaments and in any case *one* representative of each sex.³⁶ This implies that delegations could have their credentials refused, as had happened with the Irish and Maltese delegations in January.

At the 1998 session in *Copenhagen*, and after ODHIR had held a seminar on the Promotion of Women’s Participation in Society in October 1997, the OSCE PA explicitly requested that gender aspects be considered in all staff recruitment, including the Missions where the participation of more female staff was to be encouraged. Moreover, the *Copenhagen Declaration*³⁷ urged the OSCE to implement gender mainstreaming in all its activities and called on the Ministerial Council to instruct all OSCE Institutions to take effective steps to ensure the implementation of recommendations referring to the full participation of women in the activities of the OSCE, including at decision-making levels.

At the Annual Session of the Parliamentary Assembly in Berlin in 2002³⁸, it was decided that at subsequent sessions, gender issues would be discussed in the plenary – in line with the OSCE gender mainstreaming goal. This was first implemented at the 2003 Winter Meeting in Vienna. Furthermore, in Berlin 2002 the OSCE PA urged National Parliaments of the participating States to secure a proper gender balance in the Assembly’s and their parliamentary delegations, when selecting Members of their Delegations to the Parliamentary Assembly. In 2002, the OSCE PA also emphasised the importance of providing a sufficient number of experts in all levels of the OSCE, including the Secretariat, Institutions and Field Missions, to deal with gender issues.

As part of the supplementary item to the 2002 annual resolution, the OSCE PA stressed the role of the United Nations in increasing the representation of women in the decision-making process, in particular, *Security Council Resolution 1325 (2000)* on “*Women in Peace and Security*”, the outcome of the *Special Session of the General Assembly of the United Nations “Women 2000”* and previous conferences, and the *Convention on the Elimination of All Forms of Discrimination Against Women* of 1979.

3.4.3 OSCE Member States and the International Law Commitments

The following list shows the status of ratifications of the principal international human rights treaties in the OSCE participating States.

ICCPR – the International Covenant on Civil and Political Rights, which is monitored by the Human Rights Committee

CEDAW – the Convention on the Elimination of All Forms of Discrimination against Women, which is monitored by the Committee on the Elimination of Discrimination against Women

CEDAW Optional Protocol – the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women

³⁵ Final Declaration adopted at the 1993 Annual Session in Helsinki. For full declaration see www.oscepa.org

³⁶ Rules of Procedure of the Parliamentary Assembly of the Council of Europe, Part II, Representatives and Substitutes, Rules 6 and 7. See www.assembly.coe.int

³⁷ Final Declaration adopted at the 1998 Annual Session in Copenhagen. For full declaration see www.oscepa.org

³⁸ For full declaration see www.oscepa.org

Participating State	ICCPR	CEDAW	CEDAW Optional Protocol
Albania	04 Jan 92 ^a	10 June 94	23 Sep 03 ^a
Andorra	s: 05 Aug 00	14 Feb 97 ^a	14 Jan 03
Armenia	23 Sep 93 ^a	13 Oct 93 ^a	
Austria	10 Dec 78	30 Apr 82	22 Dec 00
Azerbaijan	13 Nov 92 ^a	09 Aug 95 ^a	01 Sep 01
Belarus	23 Mar 76	03 Sep 81	
Belgium	21 Jul 83	09 Aug 85	s: 10 Dec 99
Bosnia and Herzegovina	06 Mar 92 ^d	01 Oct 93 ^d	04 Dec 02
Bulgaria	23 Mar 76	10 Mar 82	s: 06 Jun 00
Canada	19 Aug 76	09 Jan 82	18 Jan 03 ^a
Croatia	08 Oct 91 ^d	09 Oct 92 ^d	07 Jun 01
Cyprus	23 Mar 76	22 Aug 85 ^a	26 Jul 02
Czech Republic	01 Jan 93 ^d	24 March 93 ^d	26 May 01
Denmark	23 Mar 76	21 May 83	22 Dec 00
Estonia	21 Jan 92	20 Nov 91 ^a	
Finland	23 Mar 76	04 Oct 86	29 Mar 01
France	04 Feb 81 ^a	13 Jan 84	22 Dec 00
Georgia	03 Aug 94 ^a	25 Nov 94 ^a	01 Nov 02 ^a
Germany	23 Mar 76	09 Aug 85	15 Apr 02
Greece	05 Aug 97 ^a	07 Jul 83	24 Apr 02
Holy See			
Hungary	23 Mar 76	03 Sep 81	22 Mar 01 ^a
Iceland	22 Nov 79	18 Jul 85	06 Jun 01
Ireland	08 Mar 90	22 Jan 86 ^a	22 Dec 00
Italy	15 Dec 78	10 Jul 85	22 Dec 00
Kazakhstan		25 Sep 98 ^a	24 Nov 01
Kyrgyzstan	07 Jan 95 ^a	12 Mar 97 ^a	22 Oct 02 ^a
Latvia	14 Jul 92	15 May 92 ^a	
Liechtenstein	10 Mar 99 ^a	21 Jan 96 ^a	24 Jan 02
Lithuania	20 Feb 92 ^a	17 Feb 94 ^a	s: 08 Sep 00
Luxembourg	18 Nov 83	04 Mar 89	01 Oct 03
Malta	13 Dec 90 ^a	07 Apr 91 ^a	
Moldova	26 Apr 93 ^a	31 Jul 94 ^a	
Monaco	28 Nov 97		
Netherlands	11 Mar 79	22 Aug 91	22 Aug 02
Norway	23 Mar 76	03 Sep 81	05 Jun 02
Poland	18 Jun 77	03 Sep 81	
Portugal	15 Sep 78	03 Sep 81	26 Jul 02
Romania	23 Mar 76	06 Feb 82	s: 06 Sep 00
Russian Federation	23 Mar 76	03 Sep 81	s: 08 May 01
San Marino	18 Jan 86 ^a		
Serbia and Montenegro	27 Apr 92 ^a	28 Mar 82	
Slovak Republic	01 Jan 93 ^d	27 Jun 93 ^d	22 Dec 00
Slovenia	25 Jun 91 ^d	05 Aug 92 ^d	s: 10 Dec 99
Spain	27 Jul 77	04 Feb 84	06 Oct 01
Sweden	23 Mar 76	03 Sep 81	24 Jul 03
Switzerland	18 Sep 92 ^a	26 Apr 97	
Tajikistan	04 Apr 99 ^a	25 Nov 93 ^a	s: 07 Sep 00
The former Yugoslav Republic of Macedonia	17 Sep 91 ^d	17 Feb 94 ^d	s: 03 Apr 00
Turkey	23 Dec 03	19 Jan 86 ^a	29 Jan 03
Turkmenistan	01 Aug 97 ^a	31 May 97 ^a	
Ukraine	23 Mar 76	03 Sep 81	s: 07 Sep 00
United Kingdom	20 Aug 76	07 May 86	
United States of America	08 Sep 92	s: 17 Jul 80	
Uzbekistan	28 Dec 95 ^a	18 Aug 95 ^a	

³⁹As of 2 November 2003. Notes: The dates listed refer to the date of ratification, unless followed by: “a”, which signifies accession; “d”, which signifies succession, or “s”, which signifies signature only.

³⁹ Office of the United Nations High Commissioner for Human Rights, [Status of Ratifications of the Principal International Human Rights Treaties](http://www.unhcr.ch/html/menu3/b/a_ccpr.htm), www.unhcr.ch/html/menu3/b/a_ccpr.htm

4. Gender Awareness in other International Parliamentary Assemblies

The purpose of this section is to provide comparative examples of gender balance practices from other international parliamentary assemblies. Most other parliamentary assemblies recognise the necessity for greater gender balance within their organisations and include gender equality requirements in governing documents as well as future Actions Plans in order to improve women's status within the organisation.

4.1 The Parliamentary Assembly of the Council of Europe

The Parliamentary Assembly of the Council of Europe (PACE) assigns a standing committee, the Committee on Equal Opportunities for Women and Men, to the question of gender equality within the Parliamentary Assembly and the Member States of the Council of Europe.⁴⁰ The Committee's mandate covers a wide range of tasks and objectives. It aims to influence policies and legislation procedures in order to enhance gender equality in the Member States of the Council of Europe. This may be achieved through a variety of actions and measures, such as organising seminars and conferences for parliamentarians, encouraging them to promote gender equality in the political decision-making process of their respective countries.⁴¹ Moreover, the Committee aims to foster cooperation between the bodies and committees of different organisations and parliaments dealing with gender issues. This concerns mainly the relation and cooperation with other pan-European parliamentary assemblies, such as the European Parliament, but also a number of inter-governmental and non-governmental organisations.⁴²

Resolution 1348 (2003) of the Parliamentary Assembly of the Council of Europe included a key article on the equal representation of women and men in the Assembly. Article 7(a) states that the percentage of women in the national delegations to the Parliamentary Assembly must be equivalent to the percentage of women in the respective national parliaments, with a minimum objective of at least 30 % female parliamentarians in each delegation.⁴³ A national delegation entirely composed of men should be avoided at all cost.⁴⁴ The Parliamentary Assembly's Rules of Procedure state that credentials of national delegations can be challenged if they do not meet the principles as outlined in Rule 6.2. Rule 6.2 states that national delegations should be composed so as to ensure a fair representation of the political parties or groups in their parliaments. National delegations should include the under-represented sex at least in the same percentage as is present in their parliaments and in any case one representative of each sex.⁴⁵ This rule implies that voting rights may be challenged if the national delegations do not meet these principles, as it was the case with the Irish and Maltese delegations in January 2004.

Women still constitute only a considerably small percentage of parliamentarians in the Parliamentary Assembly of the Council of Europe. This may, however, change with the new Resolution (1348) passed. Currently, women constitute 19 % of all PACE Members, and 14 % of delegation Chairs.⁴⁶

⁴⁰ Resolution 1144 (1998) 1 on the creation of a standing committee on Equal Opportunities for Women and Men. See Annex of the resolution for a full text of the committee's mandate. See www.assembly.coe.int/Documents/AdoptedText/ta98/FRES1144.htm

⁴¹ Ibid.

⁴² Ibid.

⁴³ Parliamentary Assembly of the Council of Europe, Resolution 1348 (2003)1, on the Equal Representation in the Parliamentary Assembly. For full resolution see <http://assembly.coe.int/Documents/Adoptedtext/ta03/FRES1348.htm>

⁴⁴ Article 7 (b). Ibid.

⁴⁵ Please refer to Rules of Procedure of the Parliamentary Assembly, Part II, Representatives and Substitutes, Rule 6 and 7. See in particular Rules 6.2 and 7.1. See www.assembly.coe.int/rulesofprocedure/RulesAD2.HTM

⁴⁶ See www.assembly.coe.int

The Parliamentary Assembly of the Council of Europe has adopted a variety of recommendations in order to foster greater incorporation of women in the political decision-making process: these include Recommendation 1229 (1994) on equality of rights between women and men; Recommendation 1269 (1995) on achieving real progress in women's rights as from 1995 and Recommendation 1413 (1999) on equal representation in political life.⁴⁷

PACE also supported a number of recommendations taken by the Committee of Ministers of the Council of Europe. A recent recommendation, supported by PACE, concerned a more balanced participation of women and men in political and public decision-making.⁴⁸

4.2 The European Parliament

The European Parliament (EP) of the European Union (EU) officially recognises the importance of gender equality as critical to the successful functioning of both the EP and the EU as a whole. However, gender imbalances persist to a large extent. From the last EP election in 1999, 29.7% of EP Members are women, up slightly from 27.5% in 1994. Yet, only two women have served as President of the EP since its inception in 1979⁴⁹ and women generally still remain under-represented within EP leadership roles, much as in many other international parliamentary assemblies. Women make up only 20% of Administration, 22% of all Directors, 15% of Heads of Division, and 0% of all Director-Generals.⁵⁰

In response to the imbalanced gender situation, the EP has made various efforts to remedy the situation, such as passing a broad resolution on gender equality in 2000 (b5.0180/2000). This resolution recognised the importance of gender balance within the EU institutions and made a formal commitment to promoting gender equality in all aspects of the EU.

The Standing Committee on Women's Rights and Equal Opportunities also attempted to promote gender equality in the EP. The Committee establishes, implements and reviews policies and programmes concerning women's equality in the EU. Examples of their influence on EP practices include implementing mainstreaming principles into EU work policies and improving the labour market programmes directed towards women.

⁴⁷ www.assembly.coe.int

⁴⁸ Recommendation Rec (2003)3 of the Committee of Ministers to member states on balanced participation of women and men in political and public decision making, adopted by the Committee of Ministers on 12 March 2003 at the 831st meeting of the Ministers' Deputies. www.assembly.coe.int

⁴⁹ These were Simone Veil (CDR / FR) from 1979 - 1982 and Nicole Fontaine (PPE / FR) from 1999 - 2002. See www.europarl.eu.int/presentation/default_en.htm

⁵⁰ www.europarl.eu.int/presentation/default_en.htm

EUROPEAN PARLIAMENT				31.0%
Country	Date of elections	Seats	Women	Percentage
Finland	06.1999	16	7	43.8%
France	06.1999	87	37	42.5%
Sweden	06.1999	22	9	40.9%
Belgium	06.1999	25	10	40.0%
Germany	06.1999	99	38	38.4%
Austria	06.1999	21	8	38.1%
Denmark	06.1999	16	6	37.5%
Netherlands	06.1999	31	11	35.5%
Ireland	06.1999	15	5	33.3%
Luxembourg	06.1999	6	2	33.3%
Spain	06.1999	64	20	31.3%
United Kingdom	06.1999	87	21	24.1%
Portugal	06.1999	25	6	24.0%
Greece	06.1999	25	4	16.0%
Italy	06.1999	87	10	11.5%
Total:		626	194	31.0%

⁵¹ Classification by descending order of the percentage of women. Situation as of March 2003.

4.3 The Inter-Parliamentary Union

The improving gender balance situation within the Inter-Parliamentary Union (IPU) is largely owed to the Meeting of Women Parliamentarians and its Coordinating Committee of Women Parliamentarians. This group of women IPU delegates has extensively bolstered the role of women in the IPU by obtaining statutory provisions guaranteeing a gender balance in all IPU bodies and increasing the presence of women in IPU leadership roles.

Specific examples of their efforts can be seen in the States and Rules of the IPU. Following an amendment adopted in 1990, the Statutes of the IPU stipulate that Parliaments that comprise women members must include at least one woman in their delegations to the IPU statutory meetings. The inclusion of this rule helped increase the general number of female delegates to the IPU: during the 2003 IPU Conference in Geneva, 28.2% of the delegates were women, while only 25.4 % attended its previous conference.⁵²

A further example of their work is Article 23, which requires that at least two members of the IPU Executive Committee be women.⁵³ This article has reinforced female leadership within the IPU. Additionally, two men and two women from the Executive Committee together make up the Gender Partnership Group, whose charge is to see that the interests of both genders are

⁵¹ Figures as of January 2004. www.ipu.org

⁵² www.ipu.org/wmn-e/dlgtns.htm

⁵³ www.ipu.org/strct-e/statutes-new.htm

equally considered within all IPU decisions and actions. The IPU also publicises the status of women parliamentarians worldwide through its statistical database. Through these and various other efforts, like the IPU Plan of Action, which will be discussed below, the IPU has clearly internalised the idea that gender equality and partnership is necessary for the attainment of healthy democracy.

The Plan of Action of the Inter-Parliamentary Union is based on the fact that the political and parliamentary life in all countries is still dominated by men. The IPU therefore promotes a vision of democracy based on the concept that “democracy will only assume true and dynamic significance when political policies and national legislation are decided upon jointly by men and women with equitable regard for the interests and aptitudes of both halves of the population”.⁵⁴ The Council adopted the Plan in March 1994 as a contribution to the Fourth World Conference on Women held in Beijing in September 1995.

4.4 Parliamentary Confederation of the Americas

The Parliamentary Confederation of the Americas (COPA) is dedicated to the “building of a community of the Americas founded on the respect for ...gender equity”.⁵⁵ In order to facilitate this goal, the Network of Women Parliamentarians of the Americas was founded at the first session of the COPA in 1997 and officially recognised in 1999.

The purpose of this body is to bring together women parliamentarians to work towards “the advancement of women in order to promote gender equity, as well as the involvement of women in the decision-making processes of our societies.” (Constitution I). Specifically, the Network’s objectives are to promote “the representation and action of women in the Parliaments of the Americas, to ensure that both men and women parliamentarians take into consideration the rights and demands of women, and to create communication mechanisms for the activities of women parliamentarians” (Constitution II).⁵⁶

In order to achieve these goals, the Network adopts positions on a variety of issues and forwards these recommendations to COPA and member parliamentarians. An example of the Network’s impact on gender equality stems from a motion the Network brought forward in 1999. From this suggestion, it was resolved that from henceforth all national delegations to the General Assembly “must respect the principles of gender equity”.⁵⁷

COPA has also made commitments to ensure that women hold leadership roles within the organisation. The Executive Committee of COPA has designated spots for women participants: the President of the Network is entitled to a vice-presidency seat and one additional seat is reserved for another leader of the Network.

⁵⁴ www.ipu.org/wmn-e/planactn.htm

⁵⁵ For further information see www.copa.qc.ca/Anglais/Femmesang/femmes.html

⁵⁶ Ibid.

⁵⁷ Ibid.

5. Gender Balance in the OSCE Institutions

5.1 Introduction

The governmental side of the OSCE, the OSCE Secretariat in Vienna and Prague, the Office of Democratic Institutions and Human Rights (ODIHR) in Warsaw, the Office of the Representative on Freedom of the Media (RFOM) in Vienna and the Office of the High Commissioner on National Minorities (HCNM) in the Hague, is committed to implementing the policies and practices outlined in the 2000 Gender Action Plan. This commitment should affect recruitment processes in the various offices and headquarters, as well as in the Field Activities. Yet, this commitment in principle lacks implementation. Gender inequality still prevails within the OSCE, its Institutions and Field Missions.

5.2 OSCE Field Missions

An analysis of the Field Missions and Staff provides a clear indication that the OSCE Gender Action Plan has not been implemented. Based on the system of seconding, the majority of field staff is nominated by the participating States. Thus, the present situation shows that the commitment to strengthen the national apparatus in order to enhance opportunities for women has not been fulfilled. Participating States have committed themselves to create equality between women and men as an integral part of policies at both the State level and within the Organisation. With respect to the OSCE Field Missions, it becomes particularly evident that this has not yet been achieved. However, certain factors need to be taken into consideration, including conditions on the ground, a time-lag in the realisation of any national initiatives to advance women, inadequate marketing of the systems for national secondment, attitudes on the part of women and a possible reluctance to apply for secondments in the first instance. Nevertheless, looking at the total number of field staff, the trend is self-explanatory. In comparison to 2002, the total number women employed in missions further decreased in 2003.

In OSCE Field Activities there are only 23 % female mission members, which is 2 % less than a year ago and 5 % less than two years ago. In the management levels, there are only 7 % women, that 2 % less than in November 2002.⁵⁸ There is only one female Head of Mission from a total of 19 Missions. Generally, women are assigned to different fields of expertise than men. The highest representation of women can be found in Democratisation (47%), followed by Rule of Law (45%), Human Rights and Media Development (both 42%). Men are dominated in Military Affairs (100%), Confidence Building / Monitoring Functions (94%), Civilian Police (88%), Elections (86%), Political Affairs and Press and Public Information (both 82%).⁵⁹ Women are severely underrepresented at all levels in field operations. The statistics for post distribution among senior management of field activities are a clear manifestation of this.

⁵⁸ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, SEC.GAL/208/03, Vienna, 21 November 2003.

⁵⁹ Ibid.

5.2.1 Gender Balance of Seconded and Contracted Mission Members

Field of Expertise	Female	Male	Total
Democratisation	47 %	53 %	108
Civilian Police	12 %	88 %	162
Administration & Supply & Logistics	28 %	72 %	125
Economic & Environmental Affairs	23 %	77 %	13
Elections	14 %	86 %	14
General Staff Monitoring Functions	6 %	94 %	206
Human Rights	42 %	58 %	120
Media Development	42 %	58 %	12
Military Affairs	0 %	100 %	17
Political Affairs	18 %	82 %	104
Press & Public Information	18 %	82 %	11
Rule of Law	45 %	55 %	49
TOTAL	23 %	77 %	941

5.2.2 Gender Balance of International Seconded and Contracted Mission Members⁶⁰

Missions	Percentage		Number		Total
	male	female	male	female	
OSCE Presence in Albania	56%	44%	19	15	34
OSCE Centre in Almaty	75%	25%	3	1	4
OSCE Centre in Ashgabad	67%	33%	4	2	6
OSCE Centre in Baku	88%	13%	7	1	8
OSCE Centre in Bishkek	78%	22%	7	2	9
OSCE Mission to Bosnia and Herzegovina	61%	39%	75	47	122
OSCE Mission to Croatia	79%	21%	48	13	61
OSCE Centre in Dushanbe	75%	25%	12	4	16
OSCE Representative to the Estonian Commission on Military Pensioners	100%	0%	1	0	1
OSCE Mission to Georgia	99%	1%	165	2	167
OSCE Mission to Kosovo	67%	33%	192	96	288
OSCE Office in Minsk	80%	20%	4	1	5
OSCE Mission in Moldova	89%	11%	8	1	9
OSCE Mission to Serbia and Montenegro	84%	16%	48	9	57
OSCE Spillover Monitor Mission to Skopje	85%	15%	117	21	138
OSCE Centre in Tashkent	100%	0%	5	0	5
OSCE Project Co-ordinator in Ukraine	67%	33%	2	1	3
OSCE Office in Yervan	29%	71%	2	5	7
Pers. Representative of the CiO on the Conflict dealt with by the Minsk Conference	100%	0%	6	0	6
Grand Total	77%	23%	725	221	946

⁶⁰ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

Gender Balance of OSCE Seconded and Contracted Mission Staff

(November 2003)

Women	221	23 %
Men	725	77 %
Total	946	

(November 2002)

Women	247	25 %
Men	759	75 %
Total	1006	

5.2.3 Post Distribution among Senior Management of OSCE Field Activities

(November 2003)

Heads of Mission

Women	1	5 %
Men	18	95 %
Total	19	

Deputy Heads of Mission

Women	1	8 %
Men	12	92 %
Total	13	

Directors / Head of Field Office

Women	2	7 %
Men	27	93 %
Total	29	

D-level TOTAL

Women	4	7 %
Men	57	93 %
Total	61	

(November 2002)

Heads of Mission

Women	1	5 %
Men	18	95 %
Total	19	

Deputy Heads of Mission

Women	1	9 %
Men	10	91 %
Total	11	

Directors / Head of Field Office

Women	4	11 %
Men	32	89 %
Total	36	

D-level TOTAL

Women	6	9 %
Men	62	91 %
Total	68	

5.3 Gender Balance in OSCE Institutions (Secretariat, ODIHR, RFOM, HCNM)⁶¹

Women constitute 69% of the general service staff (G-posts) but only 28% of the professional staff (P-posts). This unequal representation (see table 5.3.2) has not changed in the last two years, but in fact deteriorated in comparison to 2002. With regard to the Head of Institutions, women are not represented at all. Examining the overall percentage of women employed by the OSCE and its Institutions, currently 52%, a gender balance seems to be accomplished. Yet, it needs to be stressed that this picture changes drastically when taking into consideration the percentage of women employed in the professional and senior levels.

⁶¹ Office for Democratic Institutions and Human Rights (ODIHR); Representative on Freedom of the Media (RFOM); High Commissioner on National Minorities (HCNM)

5.3.1 OSCE Employment Grades

Head of Institution (not graded)

<u>Directing Staff:</u> D2	<u>Professionally</u> P5	<u>General Service</u> G7
D1	<u>Qualified:</u> P4	<u>Staff:</u> G6
	P3	G5
	P2	G4
	P1	G3
		G2
		G1

5.3.2 Post Distribution in the OSCE Secretariat and Institutions

The table below illustrates the enormous gender imbalance that still prevails within the OSCE Secretariat and its Institutions. Although women constitute 52% of the grand total, they represent a minority in the P-Posts (30%), an even smaller part of the D-Posts (12.5%) and there is currently no female Head of Institution. Thus, when analysing the gender situation within the Institution, it is crucial to differentiate between the different levels of posts. Yet, it needs to be stressed that these statistics do not include short-term contracts or seconded posts, if included, the balance might change and present a slightly more favourable gender balance. Nevertheless, a huge discrepancy exists within the OSCE Secretariat and Institutions. This is a crucial issue that needs to be addressed accordingly.

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	Head of Institution
Female	6	1	14	45	46	20	5	1	16	12	9	2	1	0	0
Male	0	2	9	11	17	17	5	4	13	31	28	16	2	5	4
TOTAL	6	3	23	56	63	37	10	5	29	43	37	18	3	5	4

	Total G Posts	G Posts In %	Total P Posts	P Posts In %	Total D Posts	D Posts In %	Total Head of Inst.	Total H.o.I In %	Total	Total In %
Female	137	69%	40	30%	1	12.5%	0	0%	178	52%
Male	61	31%	92	70%	7	87.5%	4	100%	164	48%
TOTAL	198	100%	132	100%	8	100%	4	100%	342	100%

OSCE Secretariat, incl. Prague Office and Augmentations; ODIHR; HCNM; OSCE Representative on Freedom of the Media (only fixed-term staff*)

*Seconded posts are not classified and therefore not included in the standard system of grades. Numbers as of September 2003⁶²

⁶² OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

5.3.3 The Office of Democratic Institutions and Human Rights (ODIHR)

The statistics for permanent, OSCE-recruited staff, demonstrate that a gender balance in the ODIHR has only been achieved in terms of overall percentages of recruited staff. Women constitute 46% of the fixed term staff. Yet, examining the figures from the general service level staff (G-Posts) and the professional level (P-Posts), there is an enormous discrepancy and consequently a great gender imbalance. Women make up for 68% of the G-Posts, but only 32% of the P-Posts, and the leadership (D-level and Head of Institution) is entirely male dominated (see table below).⁶³

Post Distribution in the Office of Democratic Institutions and Human Rights⁶⁴

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	Head of Institution
Female	0	0	0	1	10	3	1	0	6	4	2	0	0	0	0
Male	0	0	1	2	2	2	0	3	4	9	4	3	1	0	1
TOTAL	0	0	1	3	12	5	1	3	10	13	6	3	1	0	1

	G	In%	P+	In%	Total	In%
Female	15	68%	12	32%	27	46%
Male	7	32%	25	68%	32	54%
TOTAL	22	100%	37	100%	59	100%

5.3.4 The Office of the High Commissioner on National Minorities (HCNM)

In May 2001, women filled 100% of G-grade posts, and men 64% of P and D-grade posts.⁶⁵ In 2003, the situation considerably worsened. As of September 2003, women constitute 100% of the general service staff, only 17% of the professional staff category and again the Head of the HCNM is male (see table below).⁶⁶ It is also worth noting that staff numbers in general are very low, so that minor changes alter the statistics considerably. Nevertheless, a gender imbalance prevails and needs be addressed accordingly.

⁶³ For reference see also OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

⁶⁴ Only fixed term staff. Seconded posts are not classified and therefore not included in the standard system of grades. Note: Numbers as of September 2003

⁶⁵ See OSCE PA Gender Balance Report July 2003, p. 28

⁶⁶ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

Post Distribution in the Office of the High Commissioner on National Minorities⁶⁷

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	Head of Institution
Female	0	0	0	3	2	0	1	0	1	1	0	0	0	0	0
Male	0	0	0	0	0	0	0	1	0	2	4	1	1	0	1
TOTAL	0	0	0	3	2	0	1	1	1	3	4	1	1	0	1

	G	In%	P+	In%	Total	In%
Female	6	100%	2	17%	8	44%
Male	0	0%	10	83%	10	56%
TOTAL	6	100%	12	100%	18	100%

5.3.5 The Office of the Representative on Freedom of the Media (RFOM)

The Office of the Representative on Freedom of the Media has the smallest staff of all OSCE Institutions (it employs a total of 7 men and women). This needs to be taken into account for when analysing the staff numbers and subsequently the gender balance situation within the Institution. As of September 2003, women comprise 71% of the total staff, as compared to 67% in 2002. Moreover, women fill 100% of the G-posts and 50% of the P-Posts. The Head of Institution is male and only male candidates had been put forward.⁶⁸

Post Distribution in the Office of the Representative on Freedom of the Media⁶⁹

	G1	G2	G3	G4	G5	G6	G7	P1	P2	P3	P4	P5	D1	D2	Head of Institution
Female	0	0	0	2	0	1	0	1	0	1	0	0	0	0	0
Male	0	0	0	0	0	0	0	0	0	0	0	1	0	0	1
TOTAL	0	0	0	2	0	1	0	1	0	1	0	1	0	0	1

	G	In%	P+	In%	Total	In%
Female	3	100%	2	50%	5	71%
Male	0	0%	2	50%	2	29%
TOTAL	3	100%	4	100%	7	100%

⁶⁷ Only fixed term staff. Seconded posts are not classified and therefore not included in the standard system of grades. Note: Numbers as of September 2003

⁶⁸ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

⁶⁹ Only fixed term staff. Seconded posts are not classified and therefore not included in the standard system of grades. Note: Numbers as of September 2003

5.4 Number of Applicants invited for Interview and selected for positions at the Secretariat, Institutions and Structures, January - September 2003

Invited for Interview

	Men	Women	% Women	Total*
Professional	118	36	23 %	154
General Service	21	40	66 %	61
TOTAL	139	76	35 %	215

Selected for Positions

	Men	Women	% Women	Total*
Professional	30	4	12 %	34
General Service	6	10	63 %	16
Grand Total	36	14	28 %	50

* The total number of interviewed and selected candidates refers only to the reporting period and not to the total of vacancies issues in the same period. For some of those vacancies the recruitment is still in process. Numbers as of September 2003⁷⁰

5.5 Gender Practises and OSCE Projects

The 2000 OSCE Action Plan for Gender Issues outlined the gender equality measures that are to be implemented within the OSCE Field Missions, requiring that “field operations should consider problems related to the full and equal exercise by women of their human rights in the society of the host country”, and in this spirit, are to “integrate appropriate tasks into relevant posts”. As a result, a number of OSCE Field Missions have made efforts to meet this challenge and made gender awareness an integral part of their operations. In order to promote public awareness, education on gender and equal opportunities, a number of OSCE Centres have sought active cooperation with local governments, local NGOs, public association and educational institutions. The following paragraphs list a more detailed description of the work of the Office for Democratic Institutions and Human Rights (ODIHR) and some of the OSCE Field Missions.

Office for Democratic Institutions and Human Rights

ODIHR works on numerous projects to promote equality of women and men, to advance human rights of women and to further their active participation in society. To implement this, ODIHR engages in several specific gender projects and assists other units to ensure their work considers the need for gender equality. In all its projects in the Caucasus and Central Asia, ODIHR follows a long-term strategic approach aimed at increasing civil society involvement in gender advocacy, raising the number of women at decision-making levels and developing national policies on gender issues. To this end, ODIHR cooperates with a number of governments, local authorities, civil society and NGOs. As a result of this work, many women received extensive training on gender issues in Central Asia and Caucasus, local training capacities were developed in rural areas and gender related courses were introduced in many universities.

⁷⁰ OSCE, Office of the Secretary General, *Gender Disaggregated Statistics of the OSCE Secretariat, Institutions and Missions*, Vienna, 17 November 2003.

OSCE Office in Yerevan

Women's rights are one of the priorities for the OSCE in Armenia. The Office aims to enhance women's active participation in politics and decision-making by developing their networking skills, advocacy and lobbying and supports initiatives aimed at increasing the role of women in science, education, culture and mass media. The Office seeks to prevent and combat gender-based violence and to assist Armenian officials in integrating and implementing international conventions on gender equality into Armenian law. With these goals in mind, the Office organises conferences and workshops designed to strengthen women's participation in Armenia public life. The office also organises and co-sponsors events on gender issues, bringing government officials and members of civil society together to discuss gender equality and methods of better integrating women into the political, social and economic sphere of Armenia. In this context, a conference was organised in September 2003, focusing on Armenia's policy on gender equality and the improvement of the status of women in society. The conference concentrated on the 2004 to 2010 National Plan of Action of the Republic of Armenia on the Improvement of the Status of Women and the Enhancement of their Role in Society, which defines basic policy elements for the Armenian government with respect to the position of women in society. Its main goal is to fulfil Armenia's Constitutional Provision on equal rights and opportunities for women.⁷¹

OSCE Centre in Almaty

The OSCE Centre contributes to the promotion of public awareness and education on gender issues, equal opportunity and the representation and active participation of women in the political and social sphere. The OSCE / ODIHR gender project on Women in Politics have been implemented by women's NGOs in different regions of Kazakhstan to increase women's decision making capacity. A number of seminars in the Almaty region have been held to promote participation of women candidates in elections and to ensure equal representation of women in political processes. Additionally, a regional political leadership school was established in Almaty to ensure support for women candidates during elections. Three round tables on the participation of women in the electoral process were organised by the OSCE Centre, in cooperation with the National Commission on Family and Women Affairs under the President of the Republic of Kazakhstan, the Central Election Commission, and local NGOs in Almaty, Taraz, and Ust-Kamenogorsk. The goal of these round tables was to discuss the issues related to gender equality in the electoral process, to assist in avoiding gender stereotypes in society and to involve state authorities in the problems of gender parity. These various projects had positive feedback and resulted in more active participation of women and helped to increase awareness and gender sensitivity on the part of voters, media and society.⁷²

OSCE Centre in Tashkent

The OSCE Centre in Tashkent works closely with local authorities and NGOs to promote women and empower their role in civil society. Their role in public and political life receives special attention from the Centre, with a particular focus on the December 2004 parliamentary elections.⁷³

⁷¹ www.osce.org/yerevan

⁷² www.osce.org/almaty/

⁷³ www.osce.org/tashkent/

OSCE Centre in Dushanbe

The OSCE Centre in Dushanbe facilitates gender equality in Tajikistan by providing venues for discussion about the necessity of gender equality and the ways to enforce these principles. It promotes broader discussion on the laws with civil society actors, legal experts, parliamentarians and mass media in order to raise understanding on gender equality as an instrument for guaranteeing human rights provision. The OSCE Centre in Dushanbe aims to assist the government of Tajikistan with an external expertise on its drafted laws on gender equality in order to ensure that the adopted laws meet their purpose as well as international standards and commitments and thereby contribute to enforcing gender equality in the long run.⁷⁴

OSCE Mission to Serbia and Montenegro

Through the establishment of gender equality mechanisms at all levels of government, the OSCE Mission to Serbia and Montenegro promotes the application of a wide range of gender equality and equal opportunity principles.⁷⁵ The OSCE Mission to Serbia and Montenegro works on gender issues within the context of the Stability Pact Gender Task Force Action Plan and has launched various initiatives to improve the position of women in both the political sphere and the work place. Seminars on the promotion of gender awareness are held for municipal authorities.

5.6 Conclusions

In comparison to the statistics from 2002, the representation of women in the OSCE has not improved but has in fact further decreased. As in previous years, the main gender balance problem in the OSCE Institutions, as demonstrated above, is the significant male domination in the top positions, particularly in the Field Missions.

The number of men and women might be equal in the OSCE institutions, however, women are represented at the general staff level, and in professional areas such as democratisation, human rights and media development related posts whilst senior positions and upper management are almost entirely composed of men. The statistics on OSCE Field Missions further strengthen this picture.

The clear lack of women in the higher professional grades is a severe problem that needs to be addressed accordingly. Women fail to occupy an adequate amount of higher grade, substantive and responsible positions. In 2003, the representation of women in the OSCE Secretariat and Institutions has decreased by 3%. Women constitute 69% of the general service level staff, and on the professional level the overall representation of women is only 29%⁷⁶. This demonstrates that there are enormous differences between the various grades: women are in the majority when applying for G-posts, but only constitute a third of the professional staff. The grades above P3 are almost exclusively male provinces. This suggests that although women comprise the majority of the general service level staff, they are clearly underrepresented on the professional level, management level and in the Field Mission. It is this discrepancy that should be addressed by the OSCE.

⁷⁴ www.osce.org/tajikistan/

⁷⁵ www.osce.org/sim/

⁷⁶ Ibid.

6. The OSCE Parliamentary Assembly

6.1 Officers of the OSCE PA

Members of the Bureau

Name	Country	President	Term
Mr. Bruce George	United Kingdom	President	To end 2004 Session
Mr. Alcee Hastings	United States	Vice-President	To end 2004 Session
Mr. Kimmo Kiljunen	Finland	Vice-President	To end 2004 Session
Mr. Giovanni Kessler	Italy	Vice-President	To end 2004 Session
Mr. Ihor Ostash	Ukraine	Vice-President	To end 2005 Session
Mr. Gert Weisskirchen	Germany	Vice-President	To end 2005 Session
Mrs. Barbara Haering	Switzerland	Vice-President	To end 2005 Session
Mrs. Nino Burjanadze	Georgia	Vice-President	To end 2006 Session
Mr. Nevzat Yalcintas	Turkey	Vice-President	To end 2006 Session
Mrs. Tone Tingsgaard	Sweden	Vice-President	To end 2006 Session
Mr. Jerry Grafstein	Canada	Treasurer	To end 2005 Session
Mr. Adrian Severin	Romania	President Emeritus	To end 2004 Session

6.1.2 Officers of the General Committees

I. General Committee on Political Affairs and Security

Mr. Göran Lenmarker	Sweden	Chair	
Mr. Pannayotis Kammenos	Greece	Vice-Chair	
Mr. Clifford Lincoln	Canada	Rapporteur	

II. General Committee on Economic Affairs, Science, Technology and Environment

Mr. Benjamin Cardin	United States	Chair	
Mrs. Monika Griefahn	Germany	Vice-Chair	
Mr. Leonid Ivanchenko	Russian Federation	Rapporteur	

III. General Committee on Democracy, Human Rights and Humanitarian Questions

Mrs. Elena Mizulina	Russian Federation	Chair	
Mr. Svend Robinson	Canada	Vice-Chair	
Mrs. Nebahat Albayrak	Netherlands	Rapporteur	

6.2 Female Presidents and Vice-presidents of the OSCE PA

Year	Position	Name	Country of Origin
1991 - 1994	Vice-President	Ritt Bjerregaard	Denmark
1995 - 1998	Vice-President	Helle Degn	Denmark
1998 - 2000	President	Helle Degn	Denmark
1997 - 2000	Vice-President	Irena Lipowicz	Poland
1998 - 2000	Vice-President	Tana de Zulueta	Italy
2000 - 2003	Vice-President	Rita Süßmuth	Germany
To end of 2006 Session	Vice-President	Nino Burjanadze	Georgia
To end of 2005 Session	Vice-President	Barbara Haering	Switzerland
To end of 2006 Session	Vice-President	Tone Tingsgaard	Sweden

6.2.1 Female Parliamentarians Participating in the Annual Sessions of the OSCE PA 2000 - 2003

Country	2000	2001	2002	2003
Albania	0 / (out of) 3	0 / (out of) 1	0 / 2	0 / (out of) 3
Andorra	0 / 3	0 / 1	0 / 3	0 / 3
Armenia	0 / 3	0 / 2	0 / 3	0 / 2
Austria	2 / 5	2 / 5	1 / 5	1 / 6
Azerbaijan	0 / 2	0 / 3	1 / 5	1 / 4
Belarus	0 / 3	0 / 3	-	1 / 3
Belgium	1 / 4	2 / 8	2 / 8	2 / 6
Bosnia-Herzegovina	0 / 0	1 / 2	1 / 3	1 / 3
Bulgaria	1 / 4	0 / 0	3 / 5	1 / 5
Canada	2 / 7	1 / 3	1 / 10	2 / 10
Croatia	1 / 3	1 / 3	1 / 3	1 / 3
Cyprus	0 / 3	1 / 3	1 / 3	1 / 3
Czech Republic	0 / 5	0 / 8	0 / 8	1 / 7
Denmark	3 / 5	3 / 6	1 / 5	1 / 5
Estonia	0 / 3	0 / 3	0 / 3	1 / 3
F.Y. Yugoslavia	0 / 0	0 / 3	0 / 3	-
Finland	4 / 5	5 / 6	5 / 6	1 / 6
F.Y.R Macedonia	0 / 1	0 / 3	0 / 1	0 / 3
France	0 / 10	0 / 10	0 / 8	0 / 9
Georgia	1 / 3	1 / 5	2 / 6	2 / 7
Germany	6 / 12	3 / 10	4 / 14	6 / 11
Greece	0 / 5	1 / 6	0 / 5	0 / 7
Holy See	0 / 0	0 / 0	0 / 1	0 / 1
Hungary	0 / 4	0 / 6	0 / 6	0 / 4
Iceland	2 / 3	1 / 6	2 / 3	3 / 3
Ireland	0 / 4	0 / 6	1 / 6	0 / 4
Italy	1 / 9	1 / 10	2 / 10	2 / 12
Kazakhstan	0 / 4	0 / 6	0 / 6	0 / 6
Kyrgyzstan	0 / 0	0 / 4	0 / 3	-
Latvia	0 / 2	1 / 2	1 / 3	0 / 1

Liechtenstein	2 / 2	2 / 2	2 / 2	2 / 2
Lithuania	0 / 2	0 / 3	0 / 2	0 / 1
Luxembourg	0 / 4	0 / 2	0 / 5	1 / 4
Malta	0 / 3	0 / 4	0 / 3	0 / 3
Moldova	0 / 3	0 / 3	0 / 2	0 / 1
Monaco	0 / 1	0 / 2	0 / 1	1 / 3
Netherlands	3 / 8	3 / 8	3 / 8	2 / 5
Norway	1 / 6	1 / 5	2 / 6	1 / 6
Poland	0 / 4	1 / 6	0 / 8	2 / 7
Portugal	2 / 4	2 / 5	2 / 8	2 / 4
Romania	0 / 7	1 / 11	0 / 7	0 / 7
Russian Federation	1 / 9	1 / 11	1 / 9	2 / 14
San Marino	1 / 1	1 / 2	1 / 2	1 / 2
Serbia and Montenegro	-	-	-	1 / 3
Slovakia	1 / 3	1 / 4	1 / 3	0 / 4
Slovenia	1 / 2	0 / 3	0 / 3	0 / 4
Spain	4 / 8	3 / 10	4 / 10	3 / 9
Sweden	4 / 7	3 / 7	3 / 8	5 / 8
Switzerland	1 / 7	1 / 6	1 / 5	1 / 6
Tajikistan	0 / 0	1 / 5	0 / 4	0 / 4
Turkey	0 / 9	0 / 8	0 / 9	1 / 8
Turkmenistan	0 / 0	0 / 1	-	-
Ukraine	1 / 3	0 / 4	0 / 8	0 / 8
United Kingdom	0 / 10	1 / 12	1 / 11	3 / 11
United States of America	1 / 9	7 / 33	2 / 11	2 / 8
Uzbekistan	0 / 3	1 / 3	0 / 3	-
TOTAL	47 / 230	54 / 302	52 / 285	58 / 271

6.2.2 Participation in the OSCE PA Annual Sessions

Rotterdam 2003

Women	58	21.4 %
Men	213	78.6 %
Total	271	

Berlin 2002

Women	52	17.2 %
Men	250	82.8 %
Total	302	

Paris 2001

Women	54	17.1 %
Men	248	82.9 %
Total	302	

Bucharest 2000

Women	51	20 %
Men	204	80 %
Total	255	

St Petersburg 1999

Women	42	15.2 %
Men	234	84.8 %
Total	276	

OSCE PA Annual Sessions 1993-2003

Participation Overview

Women	469	15 %
Men	2743	85 %
Total	3212	

6.3 Field Visit Participation and Election Monitoring

OSCE Parliamentary Assembly – Election Monitoring, 2002-2003

Ukraine Parliamentary Elections, April 2002

Head: male (Bruce George, UK)

MPs: 39 male

9 female

Total: 49 MPs from 21 PS

OSCE PA staff: 3 male

FYR of Macedonia Parliamentary Elections, September 2002

Head: male (Kimmo Kiljunen, Finland)

MPs: 20 male

4 female

Total: 24 MPs from 13 PS

OSCE PA staff: 3 male

Bosnia and Herzegovina Parliamentary Elections, October 2002

Head: male (Pieter de Crem, Belgium)

MPs: 20 male

4 female

Total: 24 MPs from 13 PS

OSCE PA staff: 3 male

Armenia Parliamentary Elections, May 2003

Head: male (Giovanni Kessler, Italy)

MPs: 17 male

2 female

Total: 19 MPs from 9 PS

OSCE PA staff: 2 male, 1 female

Azerbaijani Presidential Elections, October 2003

Head: male (Giovanni Kessler, Italy)

MPs: 16 male

1 female

Total: 17 MPs from 12 PS

OSCE PA staff: 2 male, 1 female

Russian State Duma Elections, December 2003

Head: male (Bruce George, United Kingdom)

MPs: 57 male

15 female

Total: 72 MPs from 27 PS

OSCE PA staff: 8 male, 4 female

Georgian Parliamentary Elections, November 2003

Head: male (Bruce George, United Kingdom)

MPs: 25 male

OSCE PA staff: 1 male, 1 female

Serbian Parliamentary Elections, December 2003

Head: male (Ihor Ostash, Ukraine)

MPs: 12 male

2 female

Total: 14 MPs from 11 PS

OSCE PA staff: 1 male

Georgian Presidential Elections, January 2004

Head: male (Bruce George, United Kingdom)

MPs: 19 male

3 female

Total: 22 MPs from 13 PS

OSCE PA staff: 2 male, 1 female

6.3.1 OSCE Parliamentary Assembly Field Mission Visits, 2002-2003

Ukraine, January-February 2002

Head: male (Mihai Stanisoara, Romania)

MPs: 8 male

2 female

Total: 10 MPs from 8 PS

OSCE PA staff: 1 male

Uzbekistan, April 2002

Head: female (Elisabeth Meijer, Netherlands)

MPs: 17 male

2 female

Total: 19 MPs from 8 PS

OSCE PA staff: 1 male

Georgia and Armenia, May 2002

Head: female (Tone Tingsgaard, Sweden)

MPs: 10 male

2 female

Total: 12 MPs from 9 PS

OSCE PA staff: 1 female

Azerbaijan, November 2002

Head: female (Tone Tingsgaard, Sweden)

MPs: 12 male

4 female

Total: 16 MPs from 12 PS

OSCE PA staff: 1 female

Kyrgyzstan, December 2002

Head: female (Paula Kokkonen, Finland)

MPs: 8 male
3 female

Total: 11 MPs from 8 PS

OSCE PA staff: 1 male

Croatia, February 2003

Head: female (Rita Süßmuth, Germany)

MPs: 15 male
4 female

Total: 19 MPs from 12 PS

OSCE PA staff: 1 male, 1 female

Albania, March 2003

Head: male (Roberto Battelli, Slovenia)

MPs: 7 male

Total: 7 MPs from 5 PS

OSCE PA staff: 1 male

FYR of Macedonia, April 2003

Head: male (Göran Lenmarker, Sweden)

MPs: 10 male
1 female

Total: 11 MPs from 8 PS

OSCE PA staff: 1 male

6.4 OSCE PA International Secretariat

The OSCE PA has a small secretariat with only 14 permanent staff members, six women and eight men, as well as eight to ten full-time research assistants who work at the Secretariat for six months. The three most senior positions, the Secretary General and two Deputy Secretary Generals, are all male. It should be mentioned, however, that these three positions are elected or confirmed by the Standing Committee of Heads of Delegations based on nominations from national delegations. When the three positions were filled, no female candidates were nominated by any of the OSCE PA national delegations.

6.4.1 The International Research Fellowship Programme

The multi-national team of Research Fellows marks one of the more positive examples with the OSCE system. Within the International Research Fellowship Programme, the gender balance is close to perfect. At present, there are four male and three female Research Fellows working at the OSCE PA International Secretariat.

February 1995 - March 2004

Women	65	52 %
Men	61	48 %
Total	126	

6.5 OSCE PA Delegations

The representatives of the national parliaments from the different OSCE member countries add up to a total of 317 persons in the OSCE Parliamentary Assembly. With the exception of a few countries, most notably the Nordic countries, there is a significant gender imbalance in the national groups of parliamentarians. Figures showing the total number of male and female participants at Annual Sessions of recent years demonstrate the current male dominance within the OSCE Parliamentary Assembly.

7. Women in National Parliaments in OSCE Countries

Rank	Country	Lower or single House				Upper House or Senate			
		Elections	Seats	Women (W)	% W	Elections	Seats	Women (W)	% W
1	Sweden	09 2002	349	158	45.3	---	---	---	---
2	Denmark	11 2001	179	68	38.0	---	---	---	---
3	Finland	03 2003	200	75	37.5	---	---	---	---
4	Netherlands	01 2003	150	55	36.7	06 2003	75	24	32.0
5	Norway	09 2001	165	60	36.4	---	---	---	---
6	Spain	03 2004	350	126	36.0	03 2004	259	60	23.2
7	Belgium	05 2003	150	53	35.3	05 2003	71	22	31.0
8	Austria	11 2002	183	62	33.9	N.A.	62	13	21.0
9	Germany	09 2002	603	194	32.2	N.A.	69	17	24.6
10	Iceland	05 2003	63	19	30.2	---	---	---	---
11	Bulgaria	06 2001	240	63	26.2	---	---	---	---
12	Turkmenistan	12 1999	50	13	26.0	---	---	---	---
13	Switzerland	10 2003	200	50	25.0	10 2003	46	11	23.9
14	Latvia	10 2002	100	21	21.0	---	---	---	---
15	Monaco	02 2003	24	5	20.8	---	---	---	---
16	Canada	11 2000	301	62	20.6	N.A.	105	34	32.4
17	Poland	09 2001	460	93	20.2	09 2001	100	23	23.0
18	Slovak Republic	09 2002	150	29	19.3	---	---	---	---
19	Portugal	03 2002	230	44	19.1	---	---	---	---
20	Estonia	03 2003	101	19	18.8	---	---	---	---
21	The F.Y.R. of Macedonia	09 2002	120	22	18.3	---	---	---	---
22	United Kingdom	06 2001	659	118	17.9	N.A.	677	113	16.7
23	Croatia	11 2003	152	27	17.8	---	---	---	---
24	Czech Republic	06 2002	200	34	17.0	10 2002	81	10	12.3
25	Bosnia and Herzegovina	10 2002	42	7	16.7	11 2002	15	0	0.0
26	Luxembourg	06 1999	60	10	16.7	---	---	---	---
27	San Marino	06 2001	60	10	16.7	---	---	---	---
28	Andorra	03 2001	28	4	14.3	---	---	---	---
29	United States of America	11 2002	435	62	14.3	11 2002	100	13	13
31	Ireland	05 2002	166	22	13.3	07 2002	60	10	16.7
32	Republic of Moldova	02 2001	101	13	12.9	---	---	---	---
33	Tajikistan	02 2000	63	8	12.7	03 2000	34	4	11.8
34	France	06 2002	574	70	12.2	09 2001	321	35	10.9
35	Slovenia	10 2000	90	11	12.2	---	---	---	---
36	Liechtenstein	02 2001	25	3	12.0	---	---	---	---
37	Italy	05 2001	618	71	11.5	05 2001	321	26	8.1
38	Cyprus	05 2001	56	6	10.7	---	---	---	---
39	Romania	11 2000	345	37	10.7	11 2000	140	8	5.7

40	Lithuania	10 2000	141	15	10.6	---	---	---	---
41	Azerbaijan	11 2000	124	13	10.5	---	---	---	---
42	Kazakhstan	10 1999	77	8	10.4	10 2002	39	2	5.1
43	Belarus	10 2000	97	10	10.3	12 2000	61	19	31.1
44	Kyrgyzstan	02 2000	60	6	10.0	02 2000	45	1	2.2
45	Hungary	04 2002	386	38	9.8	---	---	---	---
46	Russian Federation	12 2003	450	44	9.8	N.A.	178	6	3.4
47	Malta	04 2003	65	6	9.2	---	---	---	---
48	Serbia and Montenegro	09 2003	126	10	7.9	---	---	---	---
49	Uzbekistan	12 1999	250	18	7.2	---	---	---	---
50	Albania	06 2001	140	8	5.7	---	---	---	---
51	Ukraine	03 2002	450	24	5.3	---	---	---	---
52	Armenia	05 2003	131	6	4.6	---	---	---	---
53	Turkey	11 2002	550	24	4.4	---	---	---	---
54	Georgia	03 2004	235	?	?	---	---	---	---
55	Greece	03 2004	235	?	?	---	---	---	---

7.1 Gender Representation in National Parliaments – Regional Averages

	Single House or lower House	Upper House or Senate	Both Houses Combined
Nordic Countries	39.7%	---	39.7%
Europe – OSCE member countries Including Nordic countries	18.4%	15.3%	17.8%
Americas	18.2%	18.2%	18.2%
Europe – OSCE member countries Excluding Nordic countries	16.4%	15.3%	16.1%
Asia	15.0%	14.0%	14.9%
Sub-Saharan Africa	14.2%	12.8%	14.1%
Pacific	10.9%	20.5%	12.2%
Arab States	6.0%	7.5%	6.2%

Regions are classified by descending order of the percentage of women in the lower or single House⁷⁷

7.2 Comparative analysis of women in parliaments both in and outside the OSCE region

Somewhat encouragingly, the presence of women in national parliaments continues to increase. The latest statistics, as presented by the Inter-Parliamentary Union, demonstrate that on average, women account for 15.2% of parliamentarians in both lower and upper houses, the highest world average to date. The figure has continued along a trend of gradual but sustained growth for women over the past five years. However, only 14 countries have reached the 30% threshold considered necessary for women to have an impact on parliament. The greatest progress for women in 2003 was made in Rwanda, where they increased their representation by 23.1 percentage points. With a total representation by women of 48.8% this breaks the previous record held by Sweden. The most noticeable setback was in Iceland, where women's representation dropped by almost 5 percentage points to 30.2%.⁷⁸

⁷⁷ Situation as of 31 March 2004, see www.ipu.org/wmn-e/world.htm

⁷⁸ *Women elected in 2003, The Year in perspective*, published by the Inter-Parliamentary Union, Geneva, Switzerland, www.ipu.org

The number of women presiding over parliamentary chambers has declined since 2000, when 25 women presided over parliamentary chambers. This year, the figure declined to 21 women (or 8.4%) holding such positions.⁷⁹ Significantly, it is not always the same countries that elect women Presiding Officers. During 2003, women Presiding Officers were replaced by men in Finland, Belize, Bolivia and the Dominican Republic, while in the same year, women were elected to these positions in Estonia, Grenada, San Marino and the Netherlands. Of the 21 chambers presided over by women, 14 (10.3%) belong to bicameral parliaments and 7 (6.2%) to unicameral parliaments. Among bicameral parliaments, only Antigua and Barbuda and South Africa have women presiding over both chambers. The very low percentage of women Presiding Officers demonstrates the enormous difficulties women are faced with once elected to parliament where a whole new set of challenges arises.⁸⁰

7.2.1 The prominence of female parliamentarians in Nordic countries and post-conflict countries outside the OSCE region

Two categories of countries have seen a continuous rise in the percentage of women in their parliaments, these being the Nordic states as well as post-conflict countries outside the OSCE region. Each of the countries in the Nordic region has over 30% women parliamentarians. Sweden heads this region with 45.3 % women and is second in the world ranking, followed by Denmark (38 %), Finland (37.5 %), Norway (36.4%) and Iceland (30.2 %).⁸¹

A number of post-conflict countries outside the OSCE region also appear to have made enormous progress, several averaging between 25 to 30 %. Most remarkable is Rwanda with 48.8 %, followed by Mozambique with 30 % and South Africa with 29.8 %.⁸² Many of these post-conflict nations increased the percentage of women representatives in their process of democratisation. Constitutional drafting processes, for example, led to the introduction of reserved seats in Rwanda, while in Mozambique and South Africa political parties have instituted quota mechanisms. These mechanisms recognise the importance of including women in the reconstruction processes, and in cementing women's participation in new democratic institutions. On the other hand, the continued success of Nordic women MPs has been systematically explained by reference to an entrenched culture of equality in these countries, which has seen the introduction and successful implementation of a variety of equality measures, including equal pay, government-funded childcare and parenting rights for both men and women.

7.2.2 Female parliamentarians standing for election in 2003

In a number of other countries, special measures exist to ensure that political parties advance a certain number of women candidates in the elections. In 2002, Belgium passed an electoral law stipulating that political parties are obliged to present an equal number of men and women on their electoral lists. This, in part, explains the 12 percentage point increase by women in Belgium. Another mechanism is one used in Croatia, where political parties are encouraged to present women candidates on their electoral lists with the promise of an increase in public funding by 10 %.

⁷⁹ Ibid.

⁸⁰ *Women elected in 2003, The year in perspective*, published by the Inter-parliamentary Union, Geneva, Switzerland. www.ipu.org

⁸¹ Ibid.

⁸² Ibid.

8. The Gender Questionnaire

At the OSCE PA Winter Meeting in February 2004, Ms. Tone Tingsgaard, the Special Representative on Gender Issues distributed a gender questionnaire to all attending delegates. This is a follow up to the questionnaire distributed by Ms. Paula Kokkonen, the former Special Representative on Gender Issues, at the Annual Session of the OSCE Parliamentary Assembly in Berlin in July 2002. The main goal of the present questionnaire was to ascertain the opinion of parliamentarians concerning the position of women in the OSCE region in general and in the OSCE system in particular, placing emphasis on the situation in the national delegations attending the OSCE Parliamentary Assembly as well as the question of how to increase the participation of women in OSCE projects and field work as well as in OSCE PA activities.

As in previous years, the replies demonstrate some discrepancy between the judgement of men and women as regards the status of equality of sexes in their countries as well as in the respective delegations. Regional differences are a crucial factor in the evaluation process and thus need to be taken into consideration. This is to say that few or no answers from delegations from a number of regions might indicate a general lack of interest in the gender issue. Women were more critical than their male colleagues and generally indicate a greater dissatisfaction with their situation. The following section analyses the statistics of the 2004 Gender questionnaire, examining it in comparison to the findings and outcome of the previous survey. The table below provides statistical information and data resulting from this analysis.

79% of the male parliamentarians are generally satisfied with the situation of women in their countries. 67% of the women agree with their male counterparts. Yet, 75% of the female parliamentarians are dissatisfied with the present number of women in their national delegation, which is confirmed by 56% of their male colleagues. Positive, however, were the answers to the equal treatment of women in the OSCE PA. 58% of the female parliamentarians questioned feel that women are treated equally in the OSCE PA. Very positive were also the responses to the question of raising the number of women parliamentarians in the Assembly. 100% of the female parliamentarians urge the OSCE PA to achieve this aim and 71% of the male responses agree with this. Finally, parliamentarians were asked to give their opinion on whether adequate attention was being paid to the gender issue by the OSCE in its projects and fieldwork. 83% of the female parliamentarians stressed that too little / much too little emphasis was being placed on the gender issue within the OSCE, 50% of their male counterparts believed it to be the right amount, yet only 29% feel that too little attention was being paid to gender questions in the OSCE projects and field work.

In comparison to the 2002 Gender questionnaire, which was returned by 102 delegates (53 female delegates), the 2004 questionnaire received less attention. Response was submitted by 54 delegates, out of which only 12 were women. It also needs to be taken into account that the majority of the answers were given by parliamentarians from Western Europe, where women already constitute higher percentages in national parliaments. As in 2002, the 2004 questionnaire deals with the position of women, both within the OSCE region and within the structures of the OSCE organisation. Furthermore, it aimed to assess the possibilities on action to increase the participation of women in OSCE PA activities. About 50% of the replies indicated dissatisfaction with the number of women among delegates. 75% felt that this number could be increased within their respective delegation.⁸³ The overwhelming majority of responses favoured a greater involvement of women in politics, which in turn, would serve the interests of their country. With regard to women's participation in business, the pattern was similar. 90%

⁸³ OSCE PA Gender Balance Report July 2003, p. 38

believed it to be beneficial for society at large. Finally, in comparison to this year's question on the general situation of women in their respective countries (Question 1, see table below), only 50% of the parliamentarians generally considered the situation of women satisfactory, whereas 44% of the parliamentarians disagreed.⁸⁴

⁸⁴ Ibid.

Question	MALE				Total	FEMALE				Total
	<i>Very satisfied - satisfied</i>	<i>Dissatisfied-very dissatisfied</i>	<i>No opinion</i>			<i>Very satisfied - satisfied</i>	<i>Dissatisfied - very dissatisfied</i>	<i>No opinion</i>		
1. How satisfied are you, generally speaking, with the situation of women in your country?	79%	21%	0%		100%	67%	33%	0%		100%
2. Are you personally satisfied with the present number of women on your delegation?	41%	56%	3%		100%	25%	75%	0%		100%
	<i>Yes</i>	<i>No</i>	<i>No opinion</i>			<i>Yes</i>	<i>No</i>	<i>No opinion</i>		
3. Do you think that an increase in the number of women on your delegation can be envisaged?	55%	32.5%	12.5%		100%	42%	58%	0%		100%
4. Do you think that women and men are treated equally within the OSCE PA?	48%	21%	31%		100%	58%	33%	8%		100%
	<i>Increased</i>	<i>Decreased</i>	<i>No Changes</i>			<i>Increased</i>	<i>Decreased</i>	<i>No Changes</i>		
5. Has the number of female delegates in your delegation changed over the past few years?	39%	10%	51%		100%	0%	50%	50%		100%
	<i>Very important - worthwhile</i>	<i>Unimportant - very unimportant</i>	<i>No opinion</i>			<i>Very important - worthwhile</i>	<i>Unimportant - very unimportant</i>	<i>No opinion</i>		
6. How important do you think it is for the OSCE PA to work to raise the number of women parliamentarians in the Assembly?	71%	21%	7%		100%	100%	0%	0%		100%
	<i>Too much - slightly too much</i>	<i>Right amount</i>	<i>Too little - much too little</i>	<i>No opinion</i>		<i>Too much - slightly too much</i>	<i>Right amount</i>	<i>Too little - much too little</i>	<i>No opinion</i>	
7. Do you think that adequate attention is being paid to gender issues by the OSCE in its projects and field work?	7%	50%	29%	14%	100%	0%	17%	83%	0%	100%

The statistics are based on the answers given in the Gender Questionnaire as distributed to all delegates at the OSCE Parliamentary Assembly Winter Meeting, Vienna, February 2004

9. Conclusions

While gender awareness and a support for a continuous and sustainable gender mainstreaming process has increased amongst members of the OSCE Parliamentary Assembly, it needs to be reiterated that the integration of gender aspects into policy development and management have yet to be implemented in the OSCE, its Institutions and Field Missions. The facts and figures presented in this report are clear evidence of this conclusion. The primary gender imbalance lies in the top positions and the Field Missions, which are significantly male dominated. Although women comprise the majority of the general service level staff, there is a clear discrepancy on the professional level, management level and in the Field Missions. As the CORE analysis demonstrates, female candidates not only have less chance for employment in the Organisation than men, but the professional working environment also appears to be less favourable for women. The OSCE does little, despite its expressed commitment to gender equality, to increase the number of women employed in P-Post, D-Post and as Head of Institutions. These are issues that the OSCE shall address urgently with concrete results rather than more empty words and promises. This particularly applies to the Permanent Council which is generally responsible for nominating candidates and has failed to put forward more women candidates for senior positions.

It can also be concluded that gender related programmes and the process of gender mainstreaming have not been implemented with continuity. The Gender Action Plan has not received the attention it might have been given and as was demanded in the Plan itself. Participating States and OSCE recruitment and management should therefore reinforce and improve their co-operation on implementing action-oriented efforts to strive towards a balance between female and male candidates in their recruitment policy, particularly in higher-level positions.

Finally, with respect to the OSCE Parliamentary Assembly, the outcome of the Gender Questionnaire is, despite its low response, remarkably positive. There seems to be a general agreement amongst male and female parliamentarians that more attention should be given to the gender issue by the OSCE in its field projects and fieldwork. Moreover, parliamentarians generally seem to favour an increase of female parliamentarians in the Assembly. Perhaps it is worth stressing that the majority of answers, on which this analysis and conclusion are based, were given by parliamentarians from Western Europe, where women already constitute a higher percentage in national parliaments. It might therefore be recommended that the Gender Questionnaire be repeated in order to better monitor the trend and views within the OSCE Parliamentary Assembly.

This report strongly endorses the 2004 version of the Gender Action Plan as absolutely crucial to achievement of gender equality within the Organisation, its Institutions and Field Missions. This is largely intertwined with the overall goals and objectives of the OSCE. National delegations are therefore greatly encouraged to support the 2004 Action Plan, as a necessary prerequisite to achievement of overall security and democracy within the OSCE region.

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OSCE Mission to Serbia and Montenegro: www.osce.org/sim

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