GENDER EQUALITY IN PUBLIC ADMINISTRATION
Snapshot of Eastern Europe and Central Asia
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</thead>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all Forms of Discrimination Against Women</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all Forms of Discrimination Against Women</td>
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<tr>
<td>EIGE</td>
<td>European Institute for Gender Equality</td>
</tr>
<tr>
<td>ENP</td>
<td>European Neighbourhood Policy</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GDI</td>
<td>Gender Development Index</td>
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<td>GEPA</td>
<td>Gender Equality in Public Administration (UNDP initiative)</td>
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<td>GEI</td>
<td>Gender Equality Index</td>
</tr>
<tr>
<td>HRMIS</td>
<td>Human Resources Management Information System</td>
</tr>
<tr>
<td>IASIA</td>
<td>International Association of Schools and Institutes of Administration</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>IPA II</td>
<td>Instrument for Pre-accession Assistance II</td>
</tr>
<tr>
<td>ISCO</td>
<td>International Standard Classification of Occupations</td>
</tr>
<tr>
<td>NACE</td>
<td>Statistical Classification of Economic Activities in the European Community</td>
</tr>
<tr>
<td>NISPA CEE</td>
<td>The Network of Institutes and Schools of Public Administration in Central and Eastern Europe</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>RESPA</td>
<td>Regional School for Public Administration</td>
</tr>
<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>SIGMA</td>
<td>Support for Improvement in Governance and Management</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNSD</td>
<td>United Nations Statistics Division</td>
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<td>WB</td>
<td>World Bank</td>
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</table>
ACKNOWLEDGEMENTS

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METHODOLOGY AND STRUCTURE

This report is based on research conducted between 24 June – 30 November 2016 in the following countries and territories: Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Kazakhstan, Kosovo, Kyrgyzstan, Moldova, Montenegro, Serbia, Tajikistan, the former Yugoslav Republic of Macedonia, Turkey, Turkmenistan, Ukraine and Uzbekistan.

The research focused on obtaining and analysing data on the participation of women and men in public administration from online databases and reports, which included:

1. National databases: national statistical offices and national institutions responsible for implementing public administration policies and managing the central register of public employees;
3. Reports from the Asian Development Bank, CEDAW Committees, and Support for Improvement in Governance and Management (SIGMA).

This paper is organised in three parts. Following an introduction highlighting the main findings, the first part presents the data on the participation of women in public administration available in countries and territories in the region (including their representation in decision-making positions and specific branches of public administration). The second part describes the data collection challenges encountered during the research such as differing definitions for public administration, obstacles in data collection and dissemination and the lack of partnerships with relevant institutions. It also makes recommendations about how to address data gaps. The third part presents a summary of the data and gender equality policies on public administration for each of the countries and territories.

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1 References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999).
2 SIGMA provided useful data as well as information on methods of data collection, the national institutions responsible for implementing public administration policies and managing the central register of public employees, and the existing legal frameworks for gender equality in public administration.
**INTRODUCTION**

Public administration activities have a significant impact on daily life. They determine the way political and economic decisions made by governments are implemented and how budgets are allocated and spent. For this reason, the equal participation of women and men, especially at decision-making levels, is a necessary condition for inclusive and gender-responsive public administration systems.

However, gender equality has not always been a guiding principle of public administration reforms. Closing gender gaps in public administration remains crucial for inclusive development and democratic governance, restoring confidence in public institutions, and enhancing the sustainability and responsiveness of public policies, conditions that are now fundamental to the achievement of the global Agenda 2030.

In 2013, UNDP launched the global Gender Equality in Public Administration (GEPA) initiative with the objectives of: (1) supporting women’s empowerment and expanding their participation and leadership in the executive branches of the state; and (2) contributing to up-to-date evidence of gender equality in public administration to facilitate informed policy and decision-making.\(^3\)

The GEPA initiative also aims to develop national and global tracking mechanisms for gender equality in public administration. The mechanisms will provide key data on the number of women who are employed in civil service, the ministries or agencies they are employed in and the number of women occupying decision-making positions.

This report presents an overview of the available data on gender equality in public administration in Eastern Europe and Central Asia. Countries and territories in the region face challenges similar to those in other regions when it comes to addressing gender equality in public administration. Women are absent at decision-making levels in public administration systems, which tends to perpetuate gender-biased policies, practices and attitudes. There is also a critical lack of data necessary to advocate for change, set policy, and monitor progress towards gender equality goals. These data gaps need to be addressed to establish a global tracking mechanism for women in public administration.

The research presented in this report was conducted with three operational goals in mind: (1) to map the availability of statistical data on the participation of women and men in public administration, the representation of women and men in non-elected managerial positions and the representation of women and men in different branches of public administration; (2) to identify the main challenges in collecting data on public administration and gender barriers and develop recommendations for the improvement of national monitoring mechanisms; and (3) to advance recommendations for the establishment of a global monitoring mechanism that will track the participation of women in public administration.

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Key findings
The data presented in this report was obtained from several sources, using diverse collection methods and employing different definitions for public administration employees. The challenges in data collection reflect gaps in the availability of certain types of data, which in turn constrains comparability and region-wide analysis.

Currently, the term “public administration” is applied rather broadly. The absence of standardised definitions of employment in public administration makes it impossible to monitor and compare the available data on gender equality. For example, national legislation recognizes several types of employees including “state employees,” “civil servants,” “officials,” and “executives,” but their responsibilities vary across the region. The varying categorization of posts makes it difficult to identify the levels at which employees have decision-making abilities. In some systems, executives have decision-making power, while in others they are technical staff without such responsibilities.

Additionally, most data on employment in public administration is housed in national statistical offices and can be accessed only through specific and often formal requests or upon payment. In a few countries, such as Turkmenistan or Uzbekistan, this data is accessible only through a formal request to government institutions, which is a lengthy procedure.

There is also insufficient data on the proportion of women in decision-making positions in public administration overall and in different branches of public administration. Only half of the countries and territories in the region provide access to sex-disaggregated data on decision-making positions in public administration. For example, there is detailed sex-disaggregated data on employees in the different branches of public administration in Tajikistan and Montenegro. In Kyrgyzstan and Azerbaijan, sex-disaggregated data by job classification is available. However, in Ukraine there is no sex-disaggregated data on employment in public administration.

Current trends in public administration
The available data highlights the uneven participation of women in public administration in the region. Women’s participation varies from 22 percent in Tajikistan to 71 percent in Moldova. In most countries, the representation of women in decision-making positions is below the 30 percent target endorsed by the United Nations Economic and Social Council in 1990 and reaffirmed by the Beijing Platform for Action in 1995.

The region-wide underrepresentation of women in decision-making positions points to the existence of glass ceilings in public administration systems, with three notable exceptions: Belarus, where the representation of women in decision-making positions in public administration exceeds 60 percent; Albania, where gender parity is close to being achieved at 47 percent; and lastly, the former Yugoslav Republic of Macedonia, where 40 percent of decision-making positions are occupied by women. There is also some statistical evidence of women being concentrated in certain branches of public administration. Kyrgyzstan, Tajikistan, Kosovo, and Montenegro track the representation

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of women and men in different branches of public administration, and the available data points to the existence of glass walls,\(^5\) with higher numbers of women relegated to working in sectors that are less financially valued and rewarded (e.g., education, health, and social care).

National laws and policies on advancing gender equality are in place in most countries, but rarely enforced in the realm of public administration. Additionally, national gender mechanisms and central institutions do not always collaborate on collecting gender-responsive statistics, and national statistical reports on women and men often do not include sex-disaggregated statistics related to public administration at all.

**Key recommendations for developing a global monitoring system**

The creation of a global monitoring mechanism on the representation of women in public administration, particularly those in decision-making positions, will help track the achievement of several targets of the Sustainable Development Goals.\(^6\) These targets include the full and effective participation of women at all levels of decision-making in political, economic and public life (SDG 5.5), full and productive employment for all women, men, and youth, from all backgrounds (SDG 8.5) and the establishment of responsive, inclusive, participatory and representative decision-making at all levels (SDG 16.7). Ultimately, better data availability on the representation of women in decision-making positions will contribute to the development and enforcement of non-discriminatory laws and policies (SDG 16.b) and effective, accountable and transparent public administration institutions (SDG 16.6).\(^7\)

This report recommends that the following steps be taken to establish an effective tracking mechanism in Eastern Europe and Central Asia that will contribute to global data on gender equality in public administration:

1. **Establish standardised definitions of employment in public administration.** There is a need to standardise the statistical definitions of public administration and any related decision-making positions not occupied through elections. A common definition of public administration should be employed to establish statistical categories that should then be monitored. This can be done using the OECD definitions of “General Government” and “Central Government”, the UN Statistics Division classification or EUROSTAT’s International Classification of Economic Activities. Moreover, while the International Statistical Categorisation of Occupations is a useful resource for defining the occupations of “minister” and “government/legislative secretary,” detailed descriptions of other public administration positions, with a special focus on the decision-making functions and authorities attached to the position for every classification level, still need to be developed and agreed upon.

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\(^5\) Glass walls are invisible artificial barriers that reflect women’s occupational segregation. In large organizations where women have managed to reach high-level managerial positions, they are often restricted to areas less central or strategic to the organization, such as human resources and administration. It is still extremely difficult for women to move laterally into strategic areas such as product development or finance, and then upwards through the central pathways to key executive positions in the pyramidal structure that is characteristic of large organizations. Source: Linda Wirth, "Breaking through the glass ceiling: Women in management," 2001. Available from: [http://www.ilo.org/public/libdoc/ilo/2001/101809_102_engl.pdf](http://www.ilo.org/public/libdoc/ilo/2001/101809_102_engl.pdf).


\(^7\) For the full list of Sustainable Development Goals indicators, see: [https://unstats.un.org/sdgs/indicators/indicators-list/](https://unstats.un.org/sdgs/indicators/indicators-list/).
2. **Strengthen the collection and publication of data.** UNDP should work with countries to increase the availability of sex-disaggregated data on public administration and prevent barriers in accessing this data. In addition, any future data obtained through the global tracking mechanism should be included in national statistical reports on women and men and widely disseminated.

3. **Promote the collection of data on new categories.** Using standardised statistical definitions, central institutions and national statistical offices must promote the collection of sex-disaggregated data on employment in public administration. This data can be used to inform targets for gender equality in public administration by highlighting any existing gender gaps in decision-making positions and specific occupational categories and sectors.

4. **Establish strategic partnerships to advocate for and assist in collecting data.** Establishing partnerships with relevant organizations will ensure the longevity of programmes that support gender equality in public administration and encourage the widespread use of the global monitoring mechanism. There are several organizations with the potential to work with UNDP in collecting and disseminating data related to gender equality in public administration, including [UN Women](https://www.unwomen.org), [EUROSTAT](https://ec.europa.eu/eurostat), [ILO](https://www.ilo.org), [UN Statistics Division](https://unstats.un.org), and the [European Institute for Gender Equality](https://eige.europa.eu).
This section provides an overview of the available data on the representation of women and men in public administration in Eastern Europe and Central Asia, including in decision-making positions and specific branches of public administration. In addition, sex-disaggregated data is also available for:

- Proportion of civil servants by education level (Belarus, the former Yugoslav Republic of Macedonia, Serbia);
- Proportion of civil servants by age groups (Azerbaijan, Belarus, Bosnia and Herzegovina, Kyrgyzstan, the former Yugoslav Republic of Macedonia, Moldova);
- Gender pay gap (Azerbaijan, Kazakhstan, Kyrgyzstan, Moldova, Montenegro, Serbia);
- Proportion of civil servants by disability status (Kosovo);
- Proportion of civil servants by ethnicity (Kosovo, the former Yugoslav Republic of Macedonia).

Data on public administration comes from various sources, using diverse collection methods and employing different definitions for public administration employees. This results in some gaps in the availability of certain types of data and creates considerable challenges in terms of data comparability.

**Proportion of women and men in public administration**

According to available data, the following representation trends can be identified in countries and territories in Eastern Europe and Central Asia (see Table 1):

- Public administration with gender parity\(^a\) (Albania, Bosnia and Herzegovina, Kazakhstan, the former Yugoslav Republic of Macedonia);
- Public administration with gender imbalance favouring men’s representation (Armenia, Azerbaijan, Georgia, Kyrgyzstan, Tajikistan, Turkey);
- Public administration with gender imbalance favouring women’s representation (Belarus, Moldova, Montenegro and Serbia).

**Proportion of women and men in decision-making positions**

This data is available for Albania, Azerbaijan, Belarus, Georgia, Kosovo, Kyrgyzstan, Tajikistan, the former Yugoslav Republic of Macedonia and Serbia. The data shows that in most countries the representation of women in decision-making positions is below the 30 percent target endorsed by the United Nations Economic and Social Council (ECOSOC) in 1990 and reaffirmed by the Beijing Platform for Action in 1995. Three exceptions to this trend can be found in: (1) Belarus, where the representation of women in decision-making positions in public administration exceeds 60 percent; (2) Albania, where gender parity is close to being achieved; (3) the former Yugoslav Republic of Macedonia.

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\(^a\) Gender parity concerns relative equality in terms of numbers and proportions of women and men. Gender parity is calculated as the ratio of women-to-men values of a given indicator. Source: [https://unstats.un.org/unsd/genderstatmanual/Glossary.ashx](https://unstats.un.org/unsd/genderstatmanual/Glossary.ashx).
Macedonia, where 40 percent of decision-making positions are occupied by women. Two other countries are close to reaching the minimum target of 30 percent women in decision-making positions: Azerbaijan at 27.9 percent and Serbia at 26.8 percent (see Table 2). The low number of women in decision-making positions in the other countries and territories indicates that glass ceilings and glass walls are still pervasive in public administration (see Box 1).

### Table 1: Representation of women and men in public administration in Eastern Europe and Central Asia (%)

<table>
<thead>
<tr>
<th>Central Asia</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kazakhstan (2015)</td>
<td>55.20%</td>
<td>44.80%</td>
</tr>
<tr>
<td>Kyrgyzstan (2011)</td>
<td>38.99%</td>
<td>61.01%</td>
</tr>
<tr>
<td>Tajikistan (2014)</td>
<td>22.36%</td>
<td>77.64%</td>
</tr>
<tr>
<td>South Caucas and Western CIS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Armenia (2014)</td>
<td>26.96%</td>
<td>72.93%</td>
</tr>
<tr>
<td>Azerbaijan (2014)</td>
<td>29.23%</td>
<td>70.77%</td>
</tr>
<tr>
<td>Belarus (2012)</td>
<td>68.46%</td>
<td>31.54%</td>
</tr>
<tr>
<td>Georgia (2015)</td>
<td>31.16%</td>
<td>68.84%</td>
</tr>
<tr>
<td>Moldova (2015)</td>
<td>70.91%</td>
<td>29.09%</td>
</tr>
<tr>
<td>The Western Balkans and Turkey</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Albania (2015)</td>
<td>47.99%</td>
<td>52.01%</td>
</tr>
<tr>
<td>Bosnia and Herzegovina (2015)</td>
<td>52.59%</td>
<td>47.41%</td>
</tr>
<tr>
<td>The former Yugoslav Republic of Macedonia (2011)</td>
<td>53.26%</td>
<td>46.74%</td>
</tr>
<tr>
<td>Kosovo* (2015)</td>
<td>23.98%</td>
<td>76.02%</td>
</tr>
<tr>
<td>Montenegro (2014)</td>
<td>56.31%</td>
<td>43.69%</td>
</tr>
<tr>
<td>Serbia (2016)</td>
<td>59.88%</td>
<td>40.12%</td>
</tr>
<tr>
<td>Turkey (2016)</td>
<td>37.80%</td>
<td>62.20%</td>
</tr>
</tbody>
</table>

Note: Sex-disaggregated data on public administration could not be obtained for Turkmenistan, Ukraine and Uzbekistan. See Annex 1 for sources.

### Table 2: Representation of women and men in decision-making positions in public administration in Eastern Europe and Central Asia (%)

<table>
<thead>
<tr>
<th>Central Asia</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kyrgyzstan (2011)</td>
<td>25.3%</td>
<td>74.7%</td>
</tr>
<tr>
<td>Tajikistan (2014)</td>
<td>20%</td>
<td>80%</td>
</tr>
<tr>
<td>South Caucas and Western CIS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Azerbaijan (2014)</td>
<td>27.9%</td>
<td>72.1%</td>
</tr>
<tr>
<td>Belarus (2011)</td>
<td>61%</td>
<td>39%</td>
</tr>
<tr>
<td>Georgia (2013)</td>
<td>22%</td>
<td>78%</td>
</tr>
<tr>
<td>The Western Balkans and Turkey</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Albania (2013)</td>
<td>47%</td>
<td>53%</td>
</tr>
<tr>
<td>The former Yugoslav Republic of Macedonia (2014)</td>
<td>37.9%</td>
<td>62.1%</td>
</tr>
<tr>
<td>Kosovo (2014)</td>
<td>26.3%</td>
<td>73.7%</td>
</tr>
<tr>
<td>Serbia (2016)</td>
<td>26.8%</td>
<td>73.2%</td>
</tr>
</tbody>
</table>

See Annex 1 for sources.
Gender-based occupational segregation

In Eastern Europe and Central Asia, sectors of the public administration where women are employed in higher numbers than men (such as education, health and social care) are less financially valued and rewarded (see Box 2). For example, women earn 74.4 percent of what men earn in Azerbaijan, 76.2 percent in Kazakhstan, 73.4 percent in Kyrgyzstan, 89.2 percent in Moldova, 89.8 percent in Montenegro, and 94 percent in Serbia.

In Montenegro, women make up 37 percent of employees in the civil service. In 14 out of 51 state institutions, women make up 50 percent or below. Women represent only nine percent of civil servants in the Police Directorate, 12 percent in the Authority of Woods and 20 percent in the penitentiary system. The institutions with the highest representation of women are the Agency for Tobacco (100 percent), the Human Resources Management Authority (88 percent), the Ministry of Science (85 percent) and the Authority for Public Procurement (83 percent).

In Kosovo, women occupy only five percent of senior executive positions in ministries. Only in four ministries out of 20 have women in senior roles.

In Kyrgyzstan, there are no women employed in the State Social Fund or the State Material Reserves. Meanwhile, 70 percent of civil servants in the Ministry of Health and the Ministry of Social Protection are women.

In Tajikistan, the only ministry with a high representation of women (87 percent) is the Committee for Women’s and Family Affairs. The ministerial-level Committee for Television and Radio under the President of the Tajik Republic is a far second with women accounting for only 36 percent of employees.

Box 1: Glass ceilings and glass walls

Glass ceilings: Invisible artificial barriers created by attitudinal and organizational prejudices, which block women from senior executive positions.

Glass walls: Sometimes there are invisible artificial barriers that reflect women’s occupational segregation. Women managers tend to be concentrated in certain sectors. In large organizations where women have managed to reach high-level managerial positions, they are often restricted to areas less central or strategic to the organization, such as human resources and administration. It is still extremely difficult for women to move laterally into strategic areas such as product development or finance, and then upwards through the central pathways to key executive positions in the pyramidal structure that is characteristic of large organizations. These barriers are called “glass walls.”

Box 2: Gender Pay Gap

The gender pay gap is defined as the difference between men and women’s average earnings from employment, expressed in percentages of men’s average earnings.

Being an average, the gender pay gap can only provide an overall picture of gender inequality in total pay for employment. It does not say if women and men with similar jobs receive different compensations. It does not explain why wage differences between men and women exist.

In some cases, the gap can potentially be indicative of the glass ceiling effect. However, there are several important caveats that must be considered when interpreting the evidence on the gender pay gap. For example, gender gaps in monthly earnings are a common measure of the gender pay gap. However, this measure can overestimate the magnitude of the gap to the extent that women work fewer hours. Therefore, to understand the gender pay gap and to better inform policy-makers, it is necessary to disaggregate the data on gender pay gap per various associated factors and possible causes (e.g. collect sex-disaggregated data on wages by institution, position, type of contract).

PART TWO: TOWARDS A GLOBAL MONITORING MECHANISM FOR GENDER EQUALITY IN PUBLIC ADMINISTRATION

Background

Although there has been progress in the global monitoring of gender equality in elected political positions, there is no global tracking mechanism for gender equality in public administration. Since comprehensive data is essential to advocate for change, set policy and action goals and monitor progress, setting up a global tracking mechanism is crucial.

Reflecting the “Leaving No One Behind” principle, the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs) recognize the issue of gender inequalities in public decision-making and propose targets with measures to address it (see Box 3). A global monitoring mechanism that tracks the representation of women in public administration and identifies ways to increase the number of women in public administration, particularly in decision-making positions, will ultimately contribute to the development and enforcement of non-discriminatory laws and policies (SDG 16.b).

An important first step is to collect data on the representation of women and men in different sectors and branches of the civil service and at different levels of management. This data can then become an indicator for measuring gender equality in public administration, alongside representation in parliaments, ministries and the judiciary.

As elsewhere, in Eastern Europe and Central Asia there is no clear picture of the level of discrimination and exclusion faced by women in reaching decision-making positions and leadership roles in public administration. This section identifies some of the challenges the region is facing and presents some recommendations that can contribute to establishing national and global tracking mechanisms.

Box 3: Why establish a global tracking mechanism on gender equality in public administration?

- To support monitoring of SDG 5: Achieve gender equality and empower all women and girls by “ensuring women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life (target 5.5 and indicator 5.5.2: Proportion of women in managerial positions).
- To promote full, productive and decent employment for women across all branches of public administration and decision-making positions, and equal pay for work of equal value (SDG 8.5)
- To develop effective accountable and transparent public administration institutions (SDG 16.6) and to ensure responsive, inclusive, participatory and representative decision-making at all levels of public administration (SDG 16.7).
The main challenges stem out of the differing levels of available data on gender equality in public administration and the lack of national policies and mechanisms to disseminate data from national statistical offices. These challenges also make the comparison of data at the regional level difficult to achieve.

The analysis of available data carried out in this paper reveals the need to:

1. Establish standardized definitions of employment in public administration;
2. Strengthen the collection and publication of data;
3. Promote the collection of data on new categories;
4. Establish strategic partnerships to advocate for and assist in collecting data.

**Establish standardized definitions of employment in public administration**

The definitions used to collect data for this research often did not correlate with those used by national statistical offices (see Box 4).

The lack of a standardized definition of public administration makes it impossible to monitor and compare data on gender equality. Different categorizations of posts make it difficult to identify their levels and compare the data between countries. For example, national legislation recognizes several types of employees including “state employees,” “civil servants,” “officials” and “executives,” but their functions and levels of authority vary across the region. In some countries, “executives” have decision-making power, while in others they are technical staff with no decision-making power.

Sometimes difficulties appear in analysing the data even at country level. For instance, Bosnia and Herzegovina tracks data on public administration through four separate civil service systems (for the state, the two entities, the Federation of Bosnia and Herzegovina and Republika Srpska, and Broko District) and three separate statistical offices (for the state and the two entities), all with different definitions of public administration.

**Box 4: Definitions**

Public administration: Agencies and actions of the executive branch of the state at the central/national, regional and local levels. This paper mainly covers the agencies at the national level.

Women in decision-making positions: Women who are identified as holders of non-elected decision-making or leadership positions in:

- Recent reports of national governments (including reports to the Committee on the Elimination of Discrimination against Women (CEDAW) and the review of the implementation of the Beijing Platform for Action);
- Public administration reform strategies;
- Gender equality strategies and similar documents;
- Civil service censuses;
- Human resource databases of ministries.

Some national statistical offices occasionally publish data under the unified category of “Public Administration, Defence and Compulsory Social Security.” This statistical category is used across the region in national sources such as national statistical offices, national population censuses, or national statistical reports on women and men.

**Recommendations**

1. Agree on a common definition of public administration. For example, the following monitoring mechanisms can be used:
   a. The Organisation for Economic Co-operation and Development (OECD) operates with two general definitions of public administration: the general government and the centre of government, defined depending on the branch of government (executive, judicial or legislative) or the territorial level (national, regional, local) it covers (see Box 5).
   b. The Statistical Classification of Economic Activities in the European Community (NACE) operates with two statistical categories for public administration activities:
      - “Public Administration, Defence and Compulsory Social Security” (Section O, Division 84) that approximates the OECD definition of public administration as the general government;
      - “Public Administration Activities” (Section O, Division 84.1.1) that approximates the OECD definition of public administration and is close to the definition of public administration used in the [UNDP Global Report on Gender Equality in Public Administration](https://undp.org/content/undp/en/home.html) as agencies and actions of the executive branch of the state at the central/national, regional and local levels.

2. Create a common definition for “non-elected decision-makers” to allow for proper monitoring and comparison of data. The International Statistical Categorization of Occupations (ISCO) recognizes the occupations of “minister” and

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**Box 5: OECD definitions of public administration**

The general government sector consists of the totality of institutional units which, in addition to fulfilling their political responsibilities and their role of economic regulation, principally produce non-market services (possibly goods) for individual or collective consumption and redistribute income and wealth.

The centre of government is the body that provides direct support and advice to the Head of Government and the Council of Ministers, for example: the heads of the Prime Minister Offices, the Cabinet Secretaries, the Secretaries-General of the Government.

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9 This statistical classification is the same for countries that use the EUROSTAT Statistical Classification of Economic Activities in the European Community: [http://ec.europa.eu/eurostat/data/database](http://ec.europa.eu/eurostat/data/database) and for the countries that use the UN Statistics Division classification: [https://unstats.un.org/unsd/databases.htm](https://unstats.un.org/unsd/databases.htm).
“government/legislative secretary.” Detailed descriptions of public administration positions, with a special focus on the decision-making functions and authorities attached to each position, need to be further developed and agreed upon. Since January 2017, the European Institute for Gender Equality has been collecting data on public administration defined as department of national government led by a ministry. The database covers two tiers of administrators:

a. Level 1: all administrative (non-political) positions from the head of the ministry down to the head of directorate or similar, where a directorate is a major section within the ministry;

b. Level 2: all positions below the head of directorate down to the level of head of division/department, where a division/department is the first level of organisation below the directorate (i.e. the second level of functional organisation).

Strengthen the collection and publication of data
Most national statistical offices in the region collect data on employment in public administration, but this data is rarely included in national statistical reports. Data that is not included in these reports is usually housed in national statistical offices and can be accessed only through specific and often formal requests or upon payment. The procedures to submit official requests vary throughout the region and can be quite lengthy. In a few countries, such as Turkmenistan or Uzbekistan, the data is only accessible through a formal request to governmental institutions. For a global monitoring mechanism to be possible, it is necessary to work with countries to increase the availability of sex-disaggregated data public administration.

Promote the collection of data on new categories
There is insufficient data on the proportion of women in decision-making positions in public administration overall and in different branches of public administration. Only half the countries and territories in Eastern Europe and Central Asia provide access to sex-disaggregated data on decision-making positions in public administration. The data on the proportion of women in different branches of public administration is available only in Kosovo, Montenegro, Kyrgyzstan and Tajikistan.

Recommendations
1. Countries and territories that have central institutions responsible for organizing the central register of civil servants need to collect data in accordance with standardized definitions.
2. Countries and territories that do not have central institutions responsible for organizing the central register of civil servants should collect data from national statistical offices under the “public administration activities” category.
3. Central institutions and statistical offices must develop the following tools to ensure the collection and dissemination of data on gender equality in public administration:
   a. Guidance for presenting and interpreting indicators related to gender equality in public administration in national statistical reports on women and men;
   b. Communications strategies for disseminating national statistical reports on women and men;
c. Open data agreements between statistical offices and governmental institutions in the region on publishing data on public administration.

4. To identify gender gaps in decision-making positions, the following data is needed:
   - Data on the proportion of women and men in upper, middle and lower level civil service positions in public administration;
   - Sex-disaggregated data on wages, by institutions and by positions, and data about the gender pay gap;
   - Sex-disaggregated data on the education level of employees;
   - Data on the implementation of affirmative action policies in public administration related to recruitment and professional advancement.

5. To detect gender gaps in specific occupational categories and sectors, data on the proportion of women and men in upper, middle and lower level civil service positions of all ministries, agencies and departments is needed.

Establish strategic partnerships to advocate and assist in collecting data

There are several organizations with the potential to work with UNDP in collecting and disseminating data related to gender equality in public administration and creating standardized definitions and indicators on public administration:

a. UN Women, UN Statistics Division (UNSD) and EUROSTAT are natural partners in developing country-tailored recommendations as well as the methodology and guidance for the global monitoring mechanism.\(^1\)

b. UNDP could consider building a programmatic and financial partnership with the European Union (EU) as Albania, Bosnia and Herzegovina, Kosovo, Montenegro, Serbia, the former Yugoslav Republic of Macedonia and Turkey are part of the EU Enlargement Process and are entitled to use the Instrument for Pre-accession Assistance II (IPA II).\(^12\) This partnership could be based on IPA II priorities related to Public Administration Reform and the Rule of Law and focus on individual countries or a group of countries engaged in the EU Enlargement process. In both cases, partnership plans should be developed in accordance with the Action Plans for IPA II.\(^13\) Another opportunity is to partner with the EU on the implementation of the Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020 framework,\(^14\) in particular around the objective referring to women’s increased participation in policy, governance and electoral processes at all levels. The implementation of this objective will also ensure progress toward SDG 5 and its target to “ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.”

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c. Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine are part of the European Neighbourhood Policy (ENP), aimed at deepening and strengthening relations between the European Union and its six eastern neighbours. For the purpose of ENP implementation, the EU established a special financial scheme called the European Neighbourhood Instrument (ENI). For the six countries, UNDP could build a programmatic and financial partnership with the EU based on the first objective of the ENI related to “promoting human rights and fundamental freedoms, the rule of law, principles of equality and the fight against discrimination in all its forms, establishing deep and sustainable democracy, promoting good governance, fighting corruption, strengthening institutional capacity at all levels and developing a thriving civil society including social partners.” The programmatic interventions should be designed in accordance with the EU action plans to implement ENP in these countries.

d. The European Institute for Gender Equality (EIGE) has considerable expertise in monitoring women’s participation in ministries and gender equality. UNDP should involve EIGE in the programmatic interventions related to developing the capacities of EU candidate countries in producing easily accessible and comparable gender equality statistics that would enable quality monitoring of gender-related policies and facilitate comparisons with EU member states. EIGE has developed the Gender Equality Index (GEI) as a composite indicator that measures gender gaps in a range of areas relevant to the EU policy framework. Among others, the GEI measures the representation of women and men in decision-making positions in different branches of public administration. The EIGE is also collecting data on women’s representation in public administration. Although the GEI was developed specifically for EU member states, Serbia developed its own GEI in 2016, using the existing EIGE model. Montenegro, the former Yugoslav Republic of Macedonia and Turkey are also preparing to develop their own versions of the GEI.

e. For EU neighbouring countries and Moldova, UNDP should explore the possibility of partnering with Support for Improvement in Governance and Management (SIGMA) in developing national glossaries of posts and positions in public administration. SIGMA, OECD and the EU have developed “Six Principles of Public Administration” to define the detailed requirements for a well-functioning public administration. The principles define good governance in practice and outline the main requirements that EU candidate countries need to follow, including the development of a monitoring framework. SIGMA has also developed indicators for gender equality in public administration, namely the percentage of women in civil service at the central administration level and the percentage of women in senior managerial positions in civil service at the central administration level.
f. When it comes to monitoring general gender equality policies, UNDP should rely on partnerships with:

- **International Labour Organization (ILO)**, who recently published a study\(^{19}\) with figures related to parental leave duration, financial benefits and availability of paid and unpaid leave for fathers upon the birth of a child. Moreover, the Labour Force Survey,\(^{20}\) the standard household survey of work-related statistics, is conducted in 14 out of 18 countries and territories in the region. UNDP should explore the possibility to include an indicator on public administration employees in the Labor Force Survey.

- **Parliaments**, whose oversight function should be reinforced to ensure the advancement of gender equality and the implementation of gender-responsive legislation and policies.

g. UNDP should partner with public administration schools in the region to organize surveys about the causes of vertical and horizontal gender-based occupational segregation in public administration and deliver gender trainings for civil servants. The following public administration schools could be approached:

- **Regional School for Public Administration (RESPA)**,\(^{21}\) located in Danilovgrad, Montenegro. RESPA is an international organization established by the Western Balkan countries to boost regional cooperation in the field of public administration.

- **International Association of Schools and Institutes of Administration (IASIA)**,\(^{22}\) located in Brussels, Belgium. The members of IASIA are Albania (Civil Service Commission), Azerbaijan (Academy of Public Administration under the President of the Republic of Azerbaijan), Kazakhstan (Department of Public Administration, Kazakhstan Institute of Management, Economics and Strategic Research (KIMEP) and The Academy of Public Administration under the President of the Republic of Kazakhstan), Kosovo (Institute for Public Administration), Kyrgyzstan (Academy of Public Administration under the President of Kyrgyz Republic) and Ukraine (National Academy of Public Administration).

- **The Network of Institutes and Schools for Public Administration in Eastern and Central Europe (NISPA CEE)**,\(^{23}\) located in Bratislava, Slovak Republic. NISPA CEE works on establishing East-East and East-West cooperation in the development of public administration disciplines and training programmes in post-communist countries.


\(^{20}\) A wide range of labour statistics and meta-data for over 200 countries and territories are also available from the ILOSTAT database: [http://www.ilo.org/dyn/lfsurvey/lfsurvey.home](http://www.ilo.org/dyn/lfsurvey/lfsurvey.home).

\(^{21}\) See more at: [http://respaweb.eu/](http://respaweb.eu/).


\(^{23}\) See more at: [www.nispa.org](http://www.nispa.org/).
PART THREE: COUNTRY PROFILES FOR EASTERN EUROPE AND CENTRAL ASIA
1. KAZAKHSTAN

Gender provisions in national legislation
The Labour Code of the Republic of Kazakhstan\textsuperscript{24} recognizes the principle of non-discrimination based on gender and regulates maternity and paternity leaves but does not include any protection measures against discrimination or sexual harassment in the workplace. The National Gender Equality and Family Policy 2016 – 2030 aims to improve the representation of women in executive and legislative bodies and at the decision-making level in management by achieving women’s representation of at least 30 percent.

Responsible authorities
The Agency of the Republic of Kazakhstan for Public Service and Anti-Corruption is the central institution responsible for the implementation of public administration policies. It is mandated to: (1) manage the civil services; (2) evaluate and control the quality of public services; and (3) participate in the implementation of anti-corruption policies. There are two committees under the Ministry, the National Centre for Civil Service Personnel Management and the State Administration Academy. As of January 2017, the central register of employees working in public administration is not available to the public.

Availability of sex-disaggregated data
The following sex-disaggregated data is available:\textsuperscript{25} the number of employees in state administration, including political and administrative employees,\textsuperscript{26} and the average monthly salaries for state employees.\textsuperscript{27} Both political and state employees fall into the narrower statistical category of “general state administration.” The number of political employees is 393, out of which 34 are women (8.6 percent). On the other hand, there are 49,061 women (54.4 percent) employed as state employees. Women in the state administration earn 76.2 percent of what men earn. Women are over-represented in the education and health sectors were wages are significantly lower, compared to other sectors. The average salary in the education and health sectors are 63 percent and 70 percent respectively of the average monthly nominal salary for all sectors.\textsuperscript{28} Additionally, women represent 75 percent of employees in healthcare and social services.\textsuperscript{29}

\textsuperscript{25} See Annex 1 for available data.
\textsuperscript{26} Positions are deemed political when filled by political state employees: appointed by the President of the Republic of Kazakhstan and deputies; appointed and elected by chambers of the Parliament of the Republic of Kazakhstan and by Heads of Chambers of the Parliament and deputies; present representatives of the President and Government in accordance with the Constitution; directors of central executive organs and departments and deputies. Administrative state employees are employees who are not political state employees executing their official functions on a regular professional basis within a state body of power.
**Recommendations**

- Develop a methodology and guidance for introducing gender-responsive policies in public administration in relation to recruitment, professional development and promotion (e.g., monitoring framework for women’s career progress);
- Upgrade the legal and institutional framework related to gender-based discrimination, harassment and sexual harassment in the workplace;
- Introduce protocols and monitoring mechanisms for the implementation of anti-discrimination and anti-harassment measures in public administration;
- Monitor the implementation of the objectives and indicators of the “Concept on family and gender policy of Kazakhstan 2017-2030” related to the introduction of 30 percent gender quotas in public administration decision-making positions;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

**2. KYRGYZSTAN**

**Gender provisions in national legislation**

The Labour Code of the Kyrgyz Republic regulates maternity and paternity leaves as well as childcare leave but does not include provisions related to discrimination, harassment and sexual harassment in the workplace. The 2003 Law on State Guarantees for Ensuring Gender Equality provides specific objectives for gender equality. The objective of the law is to ensure the following: (1) equality of rights, duties and responsibilities; (2) equality of opportunity; (3) equal partner relations in all spheres of life; (4) equality in family relations; and (4) equality in social, political, economic, labour and other activities.

**Responsible authorities**

The State Personnel Service is a single state agency authorized to implement public service state policy in the state government bodies of the Kyrgyz Republic. It is mandated to: (1) improve the unified state personnel policy in the sphere of state and municipal services; (2) construct a highly public and municipal service management system; (3) increase the prestige of service in state and municipal authorities; and (4) ensure the rights and legitimate interests of the state and municipal employees. Since the State Personnel Service does not collect data from law-enforcement agencies or National Security, the data it collects refers to civil service within the executive power at the central level. Data from the national statistical publication on women and men is classified as public administration, but data for the education, healthcare and social sectors is presented separately.

**Availability of sex-disaggregated data**

The following sex-disaggregated data is available from the 2011 national statistical report on women and men: total number of public employees, number of employees by gender.

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32 See Annex 1 for available data.
state agency, position, classification level, and age, employment by region, and wages. According to sex-disaggregated data from the State Personnel Service, the proportion of women in public administration is 38.9 percent. The data also shows that women are underrepresented in several branches of the government. There are no women employed in the Social Fund and the State Material Reserves Fund, while in the State Drug Service women represent only 9.2 percent of the employees and in the Ministry of Transport and Communication women represent only 20.7 percent of employees. On the other hand, women are overrepresented in the Ministry of Health (71.4 percent), the Ministry of Social Protection (70.6 percent), the National Statistical Committee (74.5 percent) and in the President’s Archives (80 percent). The data disaggregated by region includes two types of civil servants: “political or special positions” and “administrative positions.” Women are represented less in the category of “political or special positions” (24 percent) than in the category of “administrative positions” (39 percent). In terms of the gender pay gap, women earn on average only 73.4 percent of what men earn.

Recommendations

- Develop a methodology and guidance on monitoring GEPA-related indicators in collaboration with the Statistical Office and the State Personnel Service;
- Develop a methodology and guidance on introducing gender-responsive policies in public administration in relation to recruitment, professional development and promotion (e.g. monitoring framework for women’s career progress);
- Upgrade the legal and institutional framework related to gender-based discrimination, harassment and sexual harassment in the workplace;
- Introduce protocols and monitoring mechanisms for the implementation of anti-discrimination and anti-harassment measures in public administration;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

3. TAJIKISTAN

Gender provisions in national legislation

The Constitution of the Republic of Tajikistan guarantees equal rights for men and women including equal rights to work, free choice of employment, just and favourable working conditions, and social protection during unemployment. The constitution also prohibits discrimination on the grounds of sex in relation to job choice and wage payments. The Labour Code adopted in 2016 prohibits discrimination based on sex in labour relations and regulates maternity and paternity leaves. There is only one general article in the Criminal Code devoted to discrimination, which covers discrimination based on sex, age, nationality or religion, but there is no legislation for sexual harassment in the workplace. The Law on State Guarantees of Gender Equality and Equal Opportunities regulates specific policies regarding recruitment, promotion and professional training from a gender equality perspective, however the definition of discrimination within this law is not precise.

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The Civil Service Law states that all citizens of Tajikistan shall have equal rights to be recruited by the civil service, irrespective of the nationality, race, gender, language, religion, political views, or social and proprietary status.

**Responsible authorities**

The Statistical Agency developed the comprehensive National Program on the Development of Gender Statistics for the period of 2014-2015, with the aim of upgrading the legislative and institutional framework to incorporate gender statistics and develop capacity and expertise in this area. One of the goals was to improve the dissemination of gender statistics and to mainstream the use of international indicators for collecting sex-disaggregated statistics. However, there is no available information about the results of the program. The Agency of Civil Service is responsible for civil service policies and for the management of the civil service registry.

**Availability of sex-disaggregated data**

In Tajikistan, the following sex-disaggregated data is available: total number of employees in the civil service (22.3 percent women), total number of civil servants in managerial posts (18.3 percent women), and number of employees by ministry, by classification level, and by education level. The data that came from the Statistical Agency refers to a broader category of “public administration,” which includes civil service and the education, health and social sectors. The data regarding managerial posts and the total number of employees was obtained on request from the Local Development Committee under the President of the Republic of Tajikistan, and refers to civil servants only. The rest of the data was retrieved from the 2014 report, “Men and Women in Tajikistan.”

**Recommendations**

- Develop a methodology and guidance on monitoring GEPA-related indicators based on the National Program on the Development of Gender Statistics for the period of 2014-2015, in cooperation with the gender equality mechanisms, the Statistical Agency and the Agency of Civil Service;
- Conduct research on the implementation of existing gender policies in civil service;
- Conduct a gender assessment of legislation to identify discriminatory provisions.

**4. TURKMENISTAN**

**Gender provisions in national legislation**

The Labour Code of Turkmenistan provides general regulations for women and men and regulates maternity and paternity leave through the Law on Social Protection. However, in regards to civil service, there are no specific gender equality policies in place.

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36 The Committee on the Elimination of Discrimination against Women is concerned that the definition of discrimination does not include direct and indirect discrimination, CEDAW/C/TJK/CO/4-5 2013. Available from: [http://tbinternet.ohchr.org/]
43 See more at: [http://www.turkmenistan.gov.tm/?id=2633](http://www.turkmenistan.gov.tm/?id=2633)
Availability of sex-disaggregated data
The website of Turkmenistan’s State Statistical Committee includes information about the national statistical report on women and men, but the report itself is not publicly available. Supposedly, the report contains information about the number of women and men in the country, including births, deaths, the distribution of the population by marital status, the distribution of the employed population in individual sectors of the economy, the state of working conditions, and the distribution of trained women and men by types of educational institutions.\footnote{Available from: \url{http://www.stat.gov.tm/ru/main/info/publications/digests/}.} Only macro level data from the World Bank Database\footnote{Available from: \url{http://databank.worldbank.org/data/home.aspx}.} is available. Since the data on civil servants is not publicly available, it is difficult to carry out research and data collection. Data from the national institutions is accessible upon a formal request.

Recommendations
• In cooperation with the UNDP Country Office, establish an official arrangement with the State Statistical Committee and the relevant ministries on providing open access to statistics related to GEPA and other UN research;
• Develop a methodology and guidance on the collection of sex-disaggregated data in public administration in collaboration with the State Statistical Committee and the relevant ministries.

5. UZBEKISTAN

Gender provisions in national legislation
The Labour Code of Uzbekistan\footnote{For further information on maternity leave in Uzbekistan see: Labour Code of the Republic of Uzbekistan, 21 December 1995. Available from: \url{http://fmc.uz/legisl.php?id=k_trud}.} prohibits discrimination in labour relationships and regulates maternity leave and sexual harassment, which is prohibited in the public sector.\footnote{See more at: \url{http://lex.uz/pages/getpage.aspx?act_id=111457}.} However, there is no gender equality strategy, policy or legislation in Uzbekistan.

Responsible authorities
In Uzbekistan, several institutions are responsible for issues related with civil service management and there is no centralized institution for keeping a general public administration register. The Ministry of Labour implements labour and employment policies\footnote{For more information, see The Single Portal of Interactive State Services: \url{https://my.gov.uz/en/authority/15}.} for the entire population. It also coordinates the work of ministries, agencies and other organizations on labour standardization and the development of pay and qualification grids for skilled labour, specialized labour and civil servants.

Availability of sex-disaggregated data
The State Committee of the Republic of Uzbekistan on Statistics offers some data and analytics for purchase,\footnote{For a list of publications that can be purchased see: \url{http://stat.uz/en/publikatsii}.} including the national statistical report on women and men.\footnote{Gender Statistics of Uzbekistan “About gender statistics,” Accessed 12 October 2016. Available from: \url{https://gender.stat.uz/en/o-gendernoj-statistike-en/obshchaya-informatiya-en}.} This report includes data on employment rates by occupation categories, but data on public administration and civil service employees are included into “other spheres,” thus
making any further analysis impossible. The information from this report and other sources indicates that women are mainly present in the sectors of education, culture, health and social care. These sectors carry lower salaries, while the sectors of construction, transport and industry that are dominated by men are more profitable. Some changes are expected to the information available on public administration and civil service as a new draft law on Civil Service is expected in 2017 according to the annual state programme.

**Recommendations**

- Develop a methodology and guidance on collecting and disseminating GEPA-related data, in cooperation with the State Statistical Committee and the Ministry of Labour;
- Develop a methodology and guidance on monitoring the implementation of public administration employment policies;
- Develop a new Civil Service Law that includes gender equality considerations to advance equal participation of women and men in public administration.

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6. ARMENIA

Gender provisions in national legislation
The Constitution of Armenia guarantees equal rights for women and men and prohibits gender-based discrimination. The Labour Code\(^\text{54}\) prohibits discrimination against women with regards to qualification requirements and wages. The Labour Code also regulates maternity and paternity leaves and guarantees protection from termination of contract for pregnant women and women on maternity leave. Principles of equality and equal opportunity are included in the Civil Service Law.\(^\text{55}\) In the Gender Policy Strategic Action Plan for 2011–2015,\(^\text{56}\) two gender-related objectives are included in relation to the professional development of civil servants: (1) to include information on gender equality and human rights in the curricula of educational institutions training civil servants; and (2) to organize experience exchanges, special courses, seminars and discussions on gender issues for civic leaders, politicians and civil servants.

Responsible authorities
The Civil Service Council of the Republic of Armenia (CSC)\(^\text{57}\) serves as the central institution for implementation of civil service policy. It also develops laws and policies relevant to civil service. The Ministry of Labour and Social Affairs also developed a methodology of gender-responsive indicators\(^\text{58}\) that includes five indicators collecting data on the representation of women and men in the executive branch of government: Ministers and Deputy Ministers, Chiefs of Staff in the Ministries, the President’s Office, the Prime Minister’s Office and Regional Offices (Marzpetarans).

Availability of sex-disaggregated data
Data related to civil servants is not available from the CSC but there are plans to develop data collection software for the civil service system (HRMIS) as part of the 2018 Action Plan for Civil Service Sector Reforms.\(^\text{59}\) Sex-disaggregated data for public administration employees is available on the National Statistical Service of the Republic of Armenia website and is grouped under the statistical category “Public Administration, Defence and Compulsory Social Security”. In 2014, 26.9 percent of the total employees were women.\(^\text{60}\)

Recommendations
- Develop a methodology and guidance on monitoring GEPA-related indicators;
- Take advantage of the development of the new civil service legislation to introduce special measures to promote gender equality;


\(^{57}\) See more at: http://www.csc.am/en/.

\(^{58}\) See more at: http://www.mlss.am/up/03A.pdf.


• Take advantage of the HRMIS development process to align the HRMIS framework with gender equality policies;
• Upgrade the legal and institutional framework related to gender-based discrimination, harassment and sexual harassment in the workplace;
• Introduce protocols and monitoring mechanisms for the implementation of anti-discrimination and anti-harassment measures in public administration;
• Monitor the implementation of the objectives of the Gender Policy Strategic Action Plan for 2017-2021 related to the introduction of gender trainings in the professional development of civil servants.

7. AZERBAIJAN

Gender provisions in national legislation
The Labour Code of the Republic of Azerbaijan\textsuperscript{61} regulates maternity and paternity leaves\textsuperscript{62} and the Law on Gender Equality\textsuperscript{63} regulates issues of discrimination and sexual harassment. The Law on Civil Service\textsuperscript{64} guarantees equal rights and equal opportunities to women and men and includes provisions on gender-based discrimination, ensuring that the equality principle is applied in recruitment and professional development.

Responsible authorities
Azerbaijan does not have an independent central institution responsible for implementing public administration policies, human resource planning and civil service management. However, the Civil Service Commission, which is directly accountable to the President, performs some of these functions. The Civil Service Commission’s mandate includes: (1) implement programs for improving the civil service; (2) oversee the enforcement of civil service legislation in state institutions; (3) prepare and monitor competition rules and guidelines for competitive recruitment; (4) assess training needs, develop training strategies and coordinate professional training in state institutions; (5) monitor ethical work practices; and (6) publish annual reports on civil service.

Availability of sex-disaggregated data
The State Statistical Commission publishes an annual national statistical report on women and men,\textsuperscript{65} but this includes only data on economic activity disaggregated by sex and regions within the broad statistical category of “Public Administration, Defence and Compulsory Social Security.”\textsuperscript{66} However, another publication entitled “Labour Market”\textsuperscript{67} includes data on the number of women in civil service by classification and age. The following sex-disaggregated data is available: total number of employees in civil service (29.2 percent women), number of employees in senior positions (27.9 percent women),\textsuperscript{68}

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\textsuperscript{63} Available from: http://legislationline.org/documents/action/popup/id/16418.
\textsuperscript{66} The next publication date is June 2017 for data on civil servants and August 2017 for the Report on Women and Men.
number of civil service employees by classification and age, and average salary of civil service employees. Women earn 74.4 percent of what men earn.

**Recommendations**

- Develop specific policies and measures to support the recruitment, professional development and promotion of women in public administration in collaboration with the Civil Service Commission;
- The Civil Service Commission should develop protocols for addressing gender-based discrimination and sexual harassment complaints, develop protection measures, and strengthen its ethical monitoring function;
- The State Statistical Committee should publish sex-disaggregated data on employment in the civil sector, paying particular attention to decision-making positions, age structure, and salaries;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

**8. BELARUS**

**Gender provisions in national legislation**

The Labour Code of Belarus regulates maternity and paternity leaves, while the Social Protection Fund of the Population of the Ministry of Labour and Social Protection provides the payments. The 2003 Law on Civil Service includes the principles of equal opportunity and non-discrimination.

**Responsible authorities**

The National Statistical Committee collects, processes and publishes data related to public administration. A national statistical publication “Women and Men of the Republic of Belarus” is published regularly. The publication contains sex-disaggregated data on population size, life expectancy, morbidity rates, the number of students in secondary and tertiary educational institutions, employment by economic activity including the public sector, wage levels and other information on the status of women and men.

**Availability of sex-disaggregated data**

The following sex-disaggregated data is available: number of civil servants in the state administration, disaggregated by age, education levels and length of service. The data indicates that the participation of women in public administration overall is very high at 70.1 percent. Moreover, women represent 54.7 percent of employees under the classification level “heads of organization and their deputies,” and 65.9 percent of employees under the classification level “heads of departments, offices, sectors, and their deputies.” On the other hand, only two out of 24 ministers are women.

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Recommendations

- Conduct research to further define the position of women in public administration, that includes questions on women’s motivation for employment, discrimination, possibilities for professional advancement, etc.;
- Develop research on reasons for and impact of concentration of women in certain ministries, including the policy impact on the employment segregation in public administration sector. Conduct awareness raising among decision makers on the consequences of this concentration.

9. GEORGIA

Gender provisions in national legislation

The Law on Gender Equality, adopted in 2010, includes mechanisms for promoting gender equality by supporting equal opportunities in employment for men and women. Article 5 specifically relates to the collection of gender statistics, stipulating that the official statistical reports related to gender issues need to contain sex-disaggregated data. The law also prohibits sexual harassment in the workplace, but no further information is provided on the measures taken to protect women against this form of discrimination and the legal avenues available to women subjected to sexual harassment in the workplace.

The Law on Civil Service regulates maternity and paternity leaves.

Responsible authorities

The functions of Georgia’s Civil Service Bureau include improving the legislation relevant to the civil service, establishing efficient and transparent governance that meets the highest ethical standards, and supporting the implementation of anti-corruption policies. The bureau is also working on developing software for human resources management.

Availability of sex-disaggregated data

GEOSTAT publishes the national statistical report on women and men. The following sex-disaggregated data is available: the percentage of women employed in the civil service (31.1 percent), the percentage of women in senior positions in the civil service (18.8 percent) and the percentage of women in managerial positions in the civil service (22 percent). The latest report to the CEDAW Commission includes some positive trends, namely the increase in the number of women in ministries traditionally dominated by men, such as the police and defence ministries. The Ministry of Police established an Association of Policewomen aimed at strengthening the role of women in Georgia’s criminal justice system, developing equal opportunities for women and men within the police and promoting women to occupy decision-making positions. This led to an increase in the percentage of women within the police force. The lack of sex-disaggregated data for remuneration makes it difficult to calculate the gender pay gap.

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However, estimates indicate that women earn 30 percent less than men earn and are underpaid in all fields and professions.

**Recommendations**

- Develop a methodology and guidance on monitoring GEPA-related indicators, in collaboration with the Civil Service Bureau and gender equality mechanisms;
- Conduct research on the position of women in public administration;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

**10. MOLDOVA**

**Gender provisions in national legislation**

The Law on Ensuring Equal Opportunities for Women and Men aims to create equal opportunities for women and men in all spheres of life, to guarantee the rights of women and men as stated in the Constitution of the Republic of Moldova, and to prevent and eliminate all forms of discrimination based on sex. The 2017-2020 National Strategy on Gender Equality in Moldova aims to: (1) create an enabling legal and institutional environment for women to engage in decision-making; (2) empower women and achieve de facto equality between men and women; (3) fight against stereotypes and promote non-violent communication; and (4) mitigate labour market and pay disparities, including by harmonizing national legislation with European standards on equal pay for work of equal value. The Labour Law regulates maternity and paternity leaves which are covered by the state social insurance budget. The Law on Public Function and Statute of Civil Servant promotes gender equality and the usage of gender-responsive language.

**Responsible authorities**

The State Chancellery of the Republic of Moldova has the general mandate to ensure coordination and monitoring of activities within the framework of central public administration reform. Information related to the implementation of this mandate and the existence of a central register of public administration employees is not available. The National Bureau of Statistics of the Republic of Moldova publishes a national statistical report on women and men periodically. The publication contains data regarding population size, participation in public and political life, health, employment, education, social protection, living standards, and international migration. However, this publication does not cover the representation of women and men in public administration.

**Availability of sex-disaggregated data**

The following sex-disaggregated data is available: the number of employees working in public administration (70.9 percent women), the number of employees in top civil service
positions (37 percent women), the number of employees working part-time (73.7 percent women) and the number of employees working full-time (70.8 percent women). A gender pay gap is present, even though smaller than in other countries in the region. Women earn 89.2 percent of what men earn. Data for top civil service positions is available in the SIGMA Baseline Report and refers to the narrow definition of public administration as civil service at the central level of the executive. The rest of the data is available at the National Bureau of Statistics of Moldova. The representation data is available under “Public Administration, Education, Health and Social Work,” while the earnings data is available under “Public Administration, Defence and Compulsory Social Security”.

**Recommendations**

- Develop a methodology and guidance on monitoring GEPA-related indicators, in collaboration with the National Bureau of Statistics, the State Chancellery, and gender equality mechanisms;
- Utilize the national statistical publication on women and men to address issues related to gender equality in public administration and civil service;
- Develop a methodology and guidance on monitoring the implementation of gender equality policies in public administration.

**11. UKRAINE**

**Gender provisions in national legislation**

The Law of Ukraine on Ensuring Equal Rights and Opportunities of Women and Men includes anti-discrimination provisions, but there is a lack of clarity about how complaints and sanctions work in the case of gender-based discrimination. The legislation does not include any specific provisions on harassment and sexual harassment in the workplace. The Law of Ukraine on Civil Service stipulates equal access to civil service. However, the definition of equality is not further elaborated. Maternity and paternity leaves are recognised in Ukraine. However, women with small children and women returning from maternity leave face challenges reconciling their family life with paid employment. The concluding observations of the 2017 CEDAW Committee report on Ukraine urged the Government to take measures to increase the representation of women in elected and appointed bodies through temporary special measures such as time-bound goals and representation quotas.

**Responsible authorities**

The National Agency of Ukraine on Civil Service is the central institution ensuring the development and implementation of a uniform public policy in the civil service. It is

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90 See more at: [http://nads.gov.ua/](http://nads.gov.ua/).
mandated to: (1) participate in the development of public policy in the sphere of local services; (2) develop measures to increase the efficiency of the civil service; (3) provide methodological support in human resources management; (4) organize research on civil service; (5) monitor the exercise of rights in application of the Civil Service Law; (6) organize trainings for civil servants and local officials; (7) develop models for professional qualification; and (8) monitor ethical behaviour of civil servants and compliance with anti-corruption regulation. In 2014, the Unified Analytic Registry of Civil Servants of Ukraine was established within NAUCS, but it is still in the process of development.\textsuperscript{91} The Registry will contain information on the number of civil servants, staff turnover, vacancies, training certificates, disciplinary sanctions and dismissals due to corruption, candidates for civil service positions, and the date of retirement, among others.

**Availability of sex-disaggregated data**
The only data on the total number of employees working in public administration is available from the State Statistics Service.\textsuperscript{92} The data is categorized as “Public Administration, Defence and Compulsory Social Security” and is not sex-disaggregated. The State Statistics Service publishes various reports, including the “Children, Women and Family” report, but not a national report on women and men as is done in other countries in the region. The gender pay gap remains a key issue of concern. Data provided by the Government and the State Statistics Service of Ukraine to the ILO shows that women earn on average only 76 percent of what men earn.\textsuperscript{93}

**Recommendations**

- Develop a methodology and guidance on collecting and disseminating GEPA-related statistics, in collaboration with gender mechanisms, the National Agency of Ukraine on Civil Service, and the State Statistical Service;
- Develop a national statistical report on women and men and publish it on the State Statistical Service website;
- Utilize the process of developing the central register of civil servants to build the capacity of the National Agency of Ukraine on Civil Service and other state institutions on collecting GEPA-related data;
- Harmonize the national legal framework regulating the labour market with international standards and good practice;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

\textsuperscript{91} See more at: \url{https://ksds.nads.gov.ua}.


\textsuperscript{93} Available from: \url{http://www.ilo.org/dyn/normlex/en/?p=1000:131000::NO:131000:P131000_COMMENT_ID:3190674:NO}.
Gender provisions in national legislation
The Gender Equality in Society Law calls for the equal representation of women and men in legislative, executive, and judicial bodies and other public institutions and stipulates a 30 percent quota for women in decision-making bodies. It also regulates basic gender equality principles such as access to equal opportunities and equal participation and treatment in society. In addition, the law recognizes sexual and gender-based harassment. Maternity leave is regulated under the Law on State Social Insurance, while paternity leave is not yet recognized. In the Law on Civil Servants, gender equality is included under the Principles of Equal Opportunities and Non-Discrimination.

Responsible authorities
The Ministry of Innovation and Public Administration is responsible for coordinating the public administration reform, while the Department of Public Administration provides secretarial support, by managing the central personnel registry and publishing annual reports related to public administration reform. The reports are presented to Parliament and are publicly accessible online in Albanian. According to the Crosscutting Public Administration Reform Strategy 2015-2020, the Human Resource Management Information System (HRMIS) will be developed by 2020 and will provide additional data for 6,000 staff members (education, qualifications, employment history, wages).

Availability of sex-disaggregated data
The following sex-disaggregated data is available: number of civil servants in state administration (48 percent women), number of new nominees (56.4 percent women), number of new nominees in mid-management positions (31 percent women), number of new nominees in lower management positions (70 percent women). Data regarding senior positions came from the SIGMA Baseline Report, while the rest of the data was received from the Department for Public Administration. All data refers to the state administration at the executive level. The Statistical Institute of Albania regularly publishes data on the public sector, including under the statistical category “Public Administration, Defence and Compulsory Social Security”. It also publishes a national statistical report on women and men which tracks the participation of women and men in institutions, but only for top leadership positions.
Recommendations

- Collect sex-disaggregated data on employees by branch of public administration, employment status (full-time or part-time), classification level, education, salary and disability status, through the Human Resource Management Information System;
- Publish all sex-disaggregated statistics from public institutions in the national statistical publication on women and men, with detailed description of indicators and management levels within the public administration classification of posts;
- Appoint gender equality employees that are responsible for designing, implementing, monitoring and evaluating gender-responsive policies, as part of the national gender equality mechanism;
- Ensure full implementation of the legislated gender quota in decision-making bodies in all middle and senior level public administration positions;
- Develop an addendum to the Crosscutting Public Administration Reform Strategy 2015-2020 to further elaborate the gender-responsive measures of equal opportunities and non-discrimination policies;
- Develop manuals for gender-responsive human resources management, with special focus on the recruitment and professional advancement of women;
- Mainstream gender perspectives in all training modules of The Albanian School for Public Administration in accordance with recommendations of the Assessment of Critical Gender Gaps in the Training of Albanian Public Sector Employees;
- Introduce amendments to the Law on State Social Insurance to guarantee paternity leave;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

13. BOSNIA AND HERZEGOVINA

Gender provisions in national legislation

The Law on Gender Equality\(^{103}\) provides the national legal framework for gender equality, endorsing gender mainstreaming into all relevant public policies and legislation and serving as a critical instrument for public awareness of gender equality. The law is aligned with the Convention on the Elimination of All Forms of Discrimination Against Women, promoting gender equality in private and public spheres and anti-discrimination based on gender or sexual orientation. It also includes provisions on: (1) anti-discrimination in education, employment, social and health care, culture, public life, media and court protection; (2) gender-based violence and sexual harassment; and (3) obligations and measures to be taken by the state. However, no specific protocols are developed for the implementation of these measures. Discrimination on the grounds of gender is also prohibited by the Law on Prohibition of Discrimination.\(^{104}\) The Labour Law\(^{105}\) regulates maternity and paternity leaves.

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Responsible authorities
The Agency for Public Service of Bosnia and Herzegovina is the central institution for public administration at the state level. It is mandated to: (1) ensure the implementation of the recruitment process for civil servants at the request of institutions; (2) assist institutions in human resources management, organizational development, training and professional development for civil servants; and (3) establish a unified human resource management information system. The Agency is one of the four coordination and management bodies that are currently working on the common policy document for human resources management at all levels of governance.\(^\text{106}\)

Availability of sex-disaggregated data
The data available in this research for Bosnia and Herzegovina refers to the state level only.\(^\text{107}\) The sex-disaggregated data for the number of civil servants at the state level was obtained upon request from the Civil Service Agency of Bosnia and Herzegovina.\(^\text{108}\) Women represent 52.6 percent of civil servants in institutions at the state level. The national statistical report on women and men was last published in 2013 by the Agency for Statistics of Bosnia and Herzegovina. The publication included data on population size, health and mortality, education, employment, social welfare, living standards, political power, local elections, public administration, justice and violence against women.\(^\text{109}\)

Recommendations
• Strengthen the gender equality mechanism and its financial instrument, Financing for the Implementation of the Gender Equality Action Programme, in its technical, financial and human resources and coordination with line ministries and civil society;
• Strengthen the municipal gender equality commissions and local community councils with adequate gender equality know-how, especially on integrating gender equality perspectives into local development plans, local policies and gender-responsive budgeting, and on the gender equality law and its implications;
• Develop a methodology on collecting countrywide statistics related to women in public administration, in collaboration with the Agency for Public Service of Bosnia and Herzegovina and the Agency for Gender Equality in Bosnia and Herzegovina;
• Develop a methodology and manual for all three statistical institutions on collecting sex-disaggregated data related to public administration;
• Develop a methodology for mainstreaming gender-responsive measures in the human resources management policy for public administration currently being developed by the four coordination and management bodies;
• In accordance with the abovementioned methodology, develop relevant protocols for monitoring the implementation of gender-responsive measures within HRMIS.

\(^\text{106}\) The work on the common policy document for human resources management at all levels of governance is carried out under the umbrella of the Supervisory Team of the Revised Action Plan 1 of the Public Administration Reform Strategy.
\(^\text{107}\) In Bosnia and Herzegovina, there are four separate civil administration systems: for the state level, for the level of the two entities, Federation of Bosnia and Herzegovina and Republika Srpska, and for the Brcko District. There are three statistical agencies: Agency for Statistics of Bosnia and Herzegovina (at the state level), the Federal Office of Statistics for the Entity of Federation of Bosnia Herzegovina (FZS) and Republika Srpska Institute of Statistics for the Entity of Republika Srpska (RZSRS).
\(^\text{108}\) See Annex 1 for available data.
14. KOSOVO

Gender provisions in national legislation
The Law on Gender Equality stipulates that gender equality in legislative, executive, and judicial bodies and other public institutions is ensured at fifty percent representation for women and men and introduces an obligation to monitor equal representation during appointments in central and local government bodies. Equal representation must also be observed by relevant institutions when appointing members to councils, committees and representative bodies within and outside Kosovo. The Anti-Discrimination Law stipulates protection from gender-based discrimination, harassment and sexual harassment in the workplace\textsuperscript{110} and offers protection from discrimination related to access to employment. Maternity leave for civil servants is regulated by the Civil Service Law.

Responsible authorities
The Department of the Administration of Civil Service in the Ministry of Public Administration serves as the central institution for implementing public administration policies. It is also mandated to oversee gender mainstreaming in legislation related to civil servants. The Ministry of Public Administration maintains the central register of employees, but data is not available to the public.

Availability of sex-disaggregated data
The following sex-disaggregated data is available: number of public administration employees (23.9 percent women), number of employees in civil service (40.5 percent women), number of employees in senior positions in the civil service (26.3 percent women), number of employees in agencies and ministries, number of employees by classification level, number of employees by education level, number of employees with a disability, number of employees by ethnicity. The national statistical report on women and men\textsuperscript{111} offers sex-disaggregated data only on the total number of employees in public administration within the broad statistical category of “Public Administration, Defence and Compulsory Social Security”. The other data was retrieved from the SIGMA Baseline Report,\textsuperscript{112} the Labour Force Survey,\textsuperscript{113} and from the Ministry of Public Administration, upon request.\textsuperscript{114} The available data refers to two categories of civil service positions: “decision-making positions” and “leading positions,” but no definition is provided to define which positions are covered by these two categories.

Recommendations
- Develop statistical instruments relevant for monitoring GEPA-related indicators;
- Develop a methodology on monitoring gender equality policies for recruitment, professional development, and promotion in public administration;
- Develop a methodology on monitoring discrimination, harassment and sexual harassment in public administration.

\textsuperscript{114} See more at: http://www.kryeministri-ks.net/?page=2,225.
Gender provisions in national legislation

The Law on Gender Equality guarantees equal rights for women and men and stipulates measures to eliminate gender-based discrimination and establish equal opportunities for women and men in all areas of life. The Law on Civil Servants and State Employees includes measures on prohibiting gender-based discrimination, mandating the use of gender-responsive language and having balanced representation in the selection of candidates. It also grants the Human Resources Management Authority the power to monitor the implementation of measures aimed at achieving balanced gender representation in employment. In addition, the 2015 amendments to the Law on Gender Equality stipulate mandatory trainings on gender equality for all civil servants and media, while sanctioning failure to comply. Maternity leave is regulated under the Labour Law.

Responsible authorities

The central institutions responsible for the implementation of public administration policies are the Ministry of Interior and the Human Resources Management Authority. The latter is mandated to: (1) manage and develop human resources in the Montenegrin state administration authorities; (2) coordinate with the human resource units in the state authorities to implement the provisions of the Civil Service Law; (3) monitor the implementation of measures aimed at achieving balanced gender representation and proportional representation of underrepresented minorities; and (4) manage the Human Resource Management Information System (HRMIS).

Availability of sex-disaggregated data

The following sex-disaggregated data is available: number of employees in public administration (56.3 percent women), number of employees in the civil service (65.8 percent women), and employees by branch in public administration. Women are overrepresented in the areas of science (85 percent), public procurement (83 percent), health care (78 percent) and education (73 percent), and underrepresented in the Police Directorate (9 percent), the Authority of Woods (12 percent), the Railway Directorate (14 percent) and in penitentiary institutions (20 percent). A gender pay gap persists with women earning on average 89.9 percent of what men earn. The data regarding the total number of women in public administration and the gender pay gap is included in the national statistical report for women and men and refers to the broad statistical category of “Public Administration, Defence and Compulsory Social Security”. The Statistical Office of Montenegro has published a national statistical report on women and men bi-annually since 2012. In addition to the abovementioned information on the number of employees in public administration and gender pay gap, the publication also contains information on gender distribution of positions in sectors traditionally dominated by men such as the Ministry of Interior, the Ministry of Defence and the Army. The 2014 issue reported that there were 13.5 percent women and 86.5 percent men in the Ministry of Interior, with women occupying only 7.4 percent of management positions. Women in

the Ministry of Defence numbered 40.7 percent but none of them had reached the officer rank, which is the highest position. The data regarding women in civil service was obtained from the SIGMA Baseline Report119 and the data for employment by ministry was obtained through the Human Resources Management Authority.120 HRMIS only provides general data and an official request procedure must be followed to obtain on gender equality in public administration. HRMIS has some limitations in that some information, such as the number of senior civil servants, cannot be obtained at the aggregate level and therefore cannot be used to further disaggregate by other categories.

**Recommendations**

- Develop a methodology and guidance on monitoring GEPA-related indicators in cooperation with gender mechanisms, the Human Resources Management Authority and the Office for Statistics;
- Disseminate GEPA-related data through the national statistical publications on women and men;
- Develop the capacity of gender mechanisms to monitor the implementation of gender equality policies;
- Build the capacities of HRMA to enhance gender mainstreaming in governing units and to monitor gender policies in civil service through HRMIS;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

**16. SERBIA**

**Gender provisions in national legislation**

The Act on Gender Equality121 gives men and women the right to equal participation in all fields of public and private life and protects them from discrimination, harassment and sexual harassment in the workplace. Maternity and paternity leaves are covered in the Labour Act.122 The Law on Civil Servants123 does not stipulate specific gender equality policies in the civil service but prohibits discrimination on the basis of gender, race, religious, national or political affiliation, and stipulates equal access to employment. Harassment and sexual harassment are not mentioned in the law.

**Responsible authorities**

The Ministry of Public Administration and Local Self-Governance and the Human Resource Management Service are the central institutions responsible for the implementation of public administration policies and human resource management. The latter is mandated to: (1) provide continuous support to the reform of public administration in accordance with the principles set out by the Public Administration Reform Strategy;

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120 See more at: [http://www.uzk.gov.me/](http://www.uzk.gov.me/).
(2) ensure the implementation and further development of standards and procedures in public administration; and (3) manage the central human resources registry and information system on civil servants and employees. The Statistical Office of the Republic of Serbia regularly publishes data related to the broad statistical category of “Public Administration, Defence and Compulsory Social Security.” Every three years it also publishes the national statistical report on women and men.

Availability of sex-disaggregated data
The following sex-disaggregated data is available: number of employees, number of employees in decision-making positions in the civil service (62.2 percent women), number of employees in senior positions in the civil service (26.8 percent women), and the number of employees by education level. Women earn 93.6 percent of what men earn. The data regarding women in decision-making positions was available from the SIGMA Baseline Report, however it is not clear which category and which positions were considered. The data regarding the number of employees was obtained on request from the Human Resource Management Service and shows the representation of women and men in two categories of public administration employees: positions, which are appointed by the Government, and executives, which are employed through the regular administrative procedure. Women make up 41 percent of positions and 53.2 percent of executives. The rest of the data came from the Statistical Office of the Republic of Serbia and refers to the broad statistical category of “Public Administration and Social Security.”

Recommendations
- Develop a methodology and guidance on monitoring of GEPA-related indicators, in collaboration with gender mechanisms, the Statistical Office and HRMS;
- Develop the legislative and institutional framework for the implementation of gender policies in the civil service together with a methodology and guidance on monitoring the policies.
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

17. THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

Gender provisions in national legislation
The Law on Equal Opportunities for Women and Men includes special measures related to equal representation and equal status for women and men and aims to eliminate the barriers towards achieving full equality between women and men. The law

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124 See more at: [http://webrzs.stat.gov.rs/WebSite/](http://webrzs.stat.gov.rs/WebSite/).
127 Deputy Minister, Secretary of the Ministry, Director of the Directorate, Director of the organization within the ministry, Deputy Director or Assistant Director of the organization within the ministry, Director of the Central Government Office, Public Defender, Deputy Public Defender.
128 Senior Adviser, Independent Adviser, Adviser, Junior Adviser, Associate, Junior Associate, Officer and Junior Officer.
aims to establish equal opportunities for women and men in the political, economic, social, educational, cultural, health and civic spheres. Providing equal opportunities is considered the responsibility of the entire society, including all entities in the public and private sector. However, the main coordination role rests with the gender machinery in the Ministry of Labour and Social Policy. The Law on Labour Relations\textsuperscript{131} prohibits discrimination in employment, including the criteria and requirements for recruitment and promotion, training opportunities, education, requalification, salaries, awards, leave of absence, working conditions, working hours, and termination of contract. Maternity and paternity leaves are covered under the Employment and Labour laws of the former Yugoslav Republic of Macedonia.\textsuperscript{132} Legislation aimed at preventing sexual harassment in the workplace and ensuring a healthy working environment was passed in 2013.\textsuperscript{133}

**Responsible authorities**

The Ministry of Information Society and Administration is the lead institution for public administration management, coordination and monitoring, in collaboration with the Gender Equality Unit of the Ministry of Labour and Social Policy. The Civil Service Agency maintains the Civil Servants Registry,\textsuperscript{134} which is a consolidated database of civil servants in electronic form. The Ministry receives data on civil servants from the individual authorities and enters them in the registry. The national statistical publication on women and men employs gender statistics to monitor the process of establishing equal opportunities and equal treatment for women and men in various areas of life.\textsuperscript{135}

**Availability of sex-disaggregated data**

The following sex-disaggregated data is available: total number of employees (53 percent women), further disaggregated by classification, age, education level, and ethnicity. Data was obtained from the SIGMA Baseline Report\textsuperscript{136} and Annual Report of the Civil Servants Registry Data for 2011.\textsuperscript{137} According to the latest CEDAW report,\textsuperscript{138} the Ministry of Police, the Ministry of Defence, and the Army are implementing special measures to recruit women, with figures revealing a positive trend. The share of women in the personnel of the Ministry of Defence is 34.4 percent. The share of women in the Army is 9.7 percent, including officers (8.1 percent), NCOs (11 percent) and professional soldiers (2.6 percent). Women make up 36.6 percent of administrative personnel.

**Recommendations**

- Develop gender statistics in cooperation with gender equality mechanisms in the Government, the State Statistical Office and the Ministry of Information Society and Administration, including GEPA-related indicators; utilize the process of


\textsuperscript{134} The legal responsibility of a public authority to establish and run a single registry of all employees in public sector institutions was established for the first time with the Law on Public Sector Employees (27/14, 199/14 and 27/16). MISA established the single registry in May 2015. In addition, an electronic information system for human resources management was implemented. Available from: [http://www.stat.gov.mk/PrikaziPublikacija_1_en.aspx?rbr=546](http://www.stat.gov.mk/PrikaziPublikacija_1_en.aspx?rbr=546).


\textsuperscript{137} Available from: [http://www.refworld.org/publisher,CEDAW,STATEPARTIESREP,MKD,514afed12,0.html](http://www.refworld.org/publisher,CEDAW,STATEPARTIESREP,MKD,514afed12,0.html).
developing the information system for human resources management for this purpose;

- Publish GEPA-related data in the national statistical report on women and men;
- Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.

18. TURKEY

Gender provisions in national legislation
The Law on Human Rights and Equality Institution\textsuperscript{139} entered into force in April 2016. It prohibits discrimination based on sex, racial or ethnic origin, religion or belief, sect, disability, age, philosophical and political belief, colour, language, wealth, birth, marital status and health conditions. The Turkish Labour Law and the Law on Civil Servants prohibits discrimination in work relations based on language, race, colour, sex, disability, political and philosophical belief, religion, sect and similar reasons. The Labour Law also regulates maternity leave for total period of 16 weeks, eight weeks before confinement and eight weeks after confinement. In case of multiple pregnancies, an extra two-week period can be added to the eight weeks before confinement. The law also includes provisions on unpaid leave, which can be up to 24 months, and part-time work until the child starts compulsory education. A paternity leave of 10 days is available for civil servants upon the birth or adoption of a child, otherwise the maternity leave only applies to men if the mother dies.\textsuperscript{140}

Responsible authorities
The central agency in charge of civil service employment in Turkey is the State Personnel Department functioning under the Prime Minister. The Ministry of Family and Social Policy\textsuperscript{141} houses the Directorate of Women’s Status, which oversees the legislation on the National Action Plan for Gender Equality. The latest National Action Plan for Gender Equality covered the period 2008-2013. The role of the Parliamentary Commission (KEFEK) is to monitor the implementation of legislation by public institutions.

Availability of sex-disaggregated data
The number of employees working in state administration (37.8 percent women) was the only sex-disaggregated data available from the State Personnel Department of Turkey.\textsuperscript{142}

Recommendations:
- Develop gender statistics in cooperation with national gender equality mechanisms in the Government and the Parliament, the Turkish Statistical Institute and the Ministry of Information Society and Administration, including GEPA-related indicators; utilize the process of developing the information system for human resources management for this purpose;

\textsuperscript{139} Available from: \url{http://insanhaklarmerkezi.bilgi.edu.tr/media/uploads/2016/05/18/TIHEK.pdf}.
\textsuperscript{140} Available from: \url{http://turkishlaborlaw.com/turkish-labor-law-no-4857/19-4857-labor-law-english-by-article}.
\textsuperscript{141} See more at: \url{http://www.aile.gov.tr}.
\textsuperscript{142} See more at: \url{http://www.dpb.gov.tr/tr-tr/istatistikler/kamu-personeli-istatistikler}.
• Align the data collection with the recommendations of international conventions such as CEDAW, the European Convention of Human Rights and the Istanbul Convention.
• Publish GEPA-related data in the national statistical report on women and men;
• Implement specific measures to promote the use of public sector job evaluation methods free from gender bias, with a view to establish wages and salary scales in accordance with the principle of equal remuneration for men and women for work of equal value.\textsuperscript{143}
• Develop mechanisms for data collection at local level, in collaboration with academics, think tanks and civil society.

CONCLUSIONS

Gender equality in public administration is crucial not only for women’s empowerment, but for the entire civil service sector and for society as a whole. As can be seen from the data available in the Eastern Europe and Central Asia region, most of the decision-makers in public administration are men. Therefore, men and women must work alongside each other to encourage the adoption of gender equality policies in public administration.

By advancing gender equality in public administration, countries and territories can make progress towards achieving Sustainable Development Goal 5: Achieve gender equality and empower all women and girls. The establishment of a global monitoring mechanism on gender equality in public administration will directly support the monitoring of this goal, particularly the objectives related to Target 5.5: Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life, and its indicator 5.5.2: Proportion of women in managerial positions.144

The development of a global monitoring mechanism will also help contribute to greater transparency and inclusiveness of public institutions as the data will provide more insights into how institutions function and whether they are ensuring responsive, inclusive, participatory and representative decision-making at all levels. Efforts in this area will be monitored through SDG 16, Target 16.7, indicator 16.7.1: Proportions of positions (by sex, age, persons with disabilities, and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions.

Moreover, promoting the employment of women across all branches of public administration and within decision-making will provide decent employment for women, which will contribute to progress under SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. Many countries and territories in Eastern Europe and Central Asia have developed gender-responsive laws and policies but few of them have had a direct impact on public administration so far. Continuing to develop such laws and policies and monitor the implementation of the current laws and policies are crucial for the empowerment of women in public administration and achieving the SDGs.

More work must be done to address the country-specific challenges and recommendations presented in this paper, to create standardized indicators and definitions, to ensure the accessibility of data, and establish partnerships that will contribute to gender equality in public administration across the region. With sustained efforts, gender equality in public administration and the achievement of important targets across three SDGs can be realized.

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144 See available information about indicator 5.5.2 at: https://unstats.un.org/sdgs/indicators/database/?indicator=5.5.2.
Annex 1: Link to data
To access the consolidated database, see:
http://www.eurasia.undp.org/content/dam/rbec/docs/internal/GenderEqualityPublicAdministration.xlsx

Annex 2: List of contributors

<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Position</th>
</tr>
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<tbody>
<tr>
<td>Albania</td>
<td>Edlira Papavangjeli</td>
<td>Gender Equality Programme Manager, UNDP Albania</td>
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<td></td>
<td>Kejsi Rizo</td>
<td>Director of Directorate for Public Administration Policy, Department of Public Administration</td>
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</tr>
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<tr>
<td>Belarus</td>
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<tr>
<td>Bosnia and Herzegovina</td>
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<tr>
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<td></td>
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<tr>
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<td>Deputy Chairman, Local Development Committee under the President of Tajikistan</td>
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<tr>
<td>The Former Yugoslav Republic of</td>
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<td>Assistant Professor of International Development, Graduate School of</td>
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<tr>
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<td></td>
<td>Public and International Affairs, University of Pittsburgh</td>
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<td>Turkmenistan</td>
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<td>Programme Associate, UNDP Turkmenistan</td>
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<td>Tatyana Kudina</td>
<td>Programme Associate, UNDP Ukraine</td>
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<td>Igor Gutsulyak</td>
<td>Programme Analyst for Democratic Governance and Reform, UNDP Ukraine</td>
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<tr>
<td>Uzbekistan</td>
<td>Azizkhon Bakhadirov</td>
<td>Programme Analyst on Rule of Law, UNDP Uzbekistan</td>
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Annex 3: Central institutions responsible for public administration and/or human resources management for civil servants

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<tr>
<th>Country</th>
<th>Central institution responsible for public administration and/or human resources management for civil servants</th>
<th>Mandate and functions</th>
<th>Central personnel registry for civil servants</th>
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<td>Kazakhstan</td>
<td>Ministry of Civil Service</td>
<td>Mandate: a) manages the civil service, evaluates and controls the quality of public services; b) participates in the management and coordination of anti-corruption policies. Under the authority of the Ministry are the National Centre for Civil Service Personnel Management and the State Administration Academy under the President of the Republic of Kazakhstan.</td>
<td>Yes, but not available to the public.</td>
<td><a href="http://kyzmet.gov.kz/">http://kyzmet.gov.kz/</a></td>
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<tr>
<td>Kyrgyzstan</td>
<td>State Personal Service</td>
<td>SPS is a single state agency authorized to implement the public service state policy in state government bodies, with the following mandate: 1) improving the unified state personnel policy in the sphere of state and municipal services; 2) constructing a highly public and municipal service management system; 3) increasing the prestige of service in state and municipal authorities; 4) ensuring the rights and legitimate interests of the state and municipal employees.</td>
<td>Yes, the Information System for Human Resources Management (HRMIS).</td>
<td><a href="http://mkk.gov.kg/index">http://mkk.gov.kg/index</a></td>
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<tr>
<td>Tajikistan</td>
<td>Agency of Civil Service under the President of the Republic of Tajikistan</td>
<td>Mandate: a) Implementing civil service policies, b) Managing the Single Civil Service Registry.</td>
<td>Yes, the Single Civil Service Registry.</td>
<td><a href="http://www.ahd.tj/en/">www.ahd.tj/en/</a></td>
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<td>Turkmenistan</td>
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<td><strong>South Caucasus and Western CIS</strong></td>
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<td>Armenia</td>
<td>Civil Service Council</td>
<td>Mandate: a) implementation of a unified public policy of civil service; b) development of the legal acts concerning the civil service in accordance with the Law; c) adoption of legal acts and ensuring the enforcement of laws.</td>
<td>Not yet, but development of a unified software servicing the civil service system is planned for 2018.</td>
<td><a href="http://www.csc.am/en/">http://www.csc.am/en/</a> <a href="http://www.csc.am/documents/programs/actionplan2016.pdf">http://www.csc.am/documents/programs/actionplan2016.pdf</a></td>
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<td>Country</td>
<td>Body Name</td>
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<tr>
<td>Azerbaijan</td>
<td>Civil Service Commission, directly accountable to the President</td>
<td>The Civil Service Commission has the functional and institutional features for management of the civil service. The responsibilities in regards to civil service are: a) implementing programmes for the improvement of the civil service; b) overseeing enforcement of civil service legislation in state institutions; c) preparing, approving and monitoring competition rules and guidelines for competitive recruitment; d) assessing training needs; e) developing the training strategy and coordinating professional training in state institutions; f) elaborating proposals on ethical behaviour in the civil service; g) proposing the abolition of state authorities’ resolutions that violate civil service legislation; h) publishing annual reports on the civil service; i) processing complaints on violations of the Code of Ethics. One missing function is the Commission’s involvement in civil service is work force planning, despite the fact that it manages the personnel registry.</td>
<td>Yes, the central registry managed by the Civil Service Commission collects information on civil servants directly and indirectly through the databases of other state authorities.</td>
<td><a href="http://en.president.az/administration/commission">http://en.president.az/administration/commission</a></td>
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<td>Belarus</td>
<td>Council of Ministers</td>
<td>The Council of Ministers is responsible, among others things, for the work of public administration.</td>
<td>No, but the Belarus Statistical Committee has a good database for civil servants.</td>
<td><a href="http://www.belstat.gov.by/en/ofitsialnaya-statistika/">http://www.belstat.gov.by/en/ofitsialnaya-statistika/</a></td>
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<tr>
<td>Georgia</td>
<td>Civil Service Bureau</td>
<td>Mandate: a) improving relevant legislation; b) establishing efficient and transparent governance, that meets the highest ethical standards; c) supporting implementation of anti-corruption policies in civil service.</td>
<td>Currently working on developing a human resources management software.</td>
<td><a href="http://csp.gov.ge/en/reform-in-civil-service">http://csp.gov.ge/en/reform-in-civil-service</a></td>
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<tr>
<td>Moldova</td>
<td>State Chancellery of the Republic of Moldova</td>
<td>The State Chancellery has a general mandate to coordinate and monitor activities within the framework of central public administration reform, but there is no evidence of the implementation of this function.</td>
<td>N/A</td>
<td><a href="http://cancelaria.gov.md/">http://cancelaria.gov.md/</a></td>
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<tr>
<td>Ukraine</td>
<td>National Agency of Ukraine on Civil Service</td>
<td>Mandate: a) ensuring the development and implementation of the uniform public policy in the area of the civil service; b) participating in the development of public policy in the sphere of local services; c) developing measures to increase the efficiency of the civil service; d) providing methodological support in human resources management; e) organizing research on the civil service; f) monitoring the exercise of rights in application of the Civil Code.</td>
<td>Currently being developed.</td>
<td><a href="http://www.kmu.gov.ua/">http://www.kmu.gov.ua/</a></td>
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<td>Country</td>
<td>Ministry/Public Administration Body</td>
<td>Mandate</td>
<td>Status</td>
<td>Website</td>
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<tr>
<td>Albania</td>
<td>Minister of Innovation and Public Administration</td>
<td>a) develops and oversees the implementation of state policies in the civil service; b) prepares draft acts, laws and regulations for civil service; c) oversees the implementation of civil service legislation in the state administration institutions; d) prepares opinions on any draft acts proposed by other institutions that relates to employment relationships in the public administration; e) approves and monitors the implementation of training programs in the civil service; f) prepares the annual staffing plan for the state administration institutions; g) negotiates and consults on the general conditions of work civil service unions or representatives of civil servants; h) manages the Central Registry of Personnel; i) assists and advises institutions on the implementation of law; j) prepares general guidelines and manuals to ensure the implementation of unified legislation civil service in the state administration institutions; k) presents the Prime Minister proposals for state administration institutions on budget management system; l) designs salary structure for civil servants and employees of public administration; m) exercises any powers granted by the law.</td>
<td>Yes, but still being developed.</td>
<td><a href="http://www.dap.gov.al">www.dap.gov.al</a></td>
</tr>
<tr>
<td>Bosnia and Herzegovina</td>
<td>There are four main civil service coordination and management bodies: one at the state level (Civil Service Agency of Bosnia and Herzegovina), two for the entities, the Federation of Bosnia and Herzegovina and Republika Srpska, and one for the Brcko District.</td>
<td>The Civil Service Agency of Bosnia and Herzegovina is in charge of: a) ensuring the implementation of the process of recruitment of civil servants at the request of the institutions; b) assisting institutions in human resources management, organizational development, and in establishing a unified information system for human resource management; c) training and development of civil service; d) performs other duties stipulated by the Law on Civil Service in the institutions of the state of Bosnia and Herzegovina.</td>
<td>Yes, but only at the state level.</td>
<td><a href="http://wwads.gov.ba/v2/index.php">http://wwads.gov.ba/v2/index.php</a></td>
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<tr>
<td>Country</td>
<td>Institution</td>
<td>Description</td>
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<tr>
<td>Kosovo</td>
<td>Ministry of Public Administration, Department of Public Administration Reform Management</td>
<td>At the administrative level, the Ministry of Public Administration, Department of Public Administration Reform is assigned the dual role of coordinating and monitoring implementation of public administration reform strategic documents and maintaining the central register of employees.</td>
<td>Yes, but only a database. <a href="http://www.kryeministriks.net/">http://www.kryeministriks.net/</a></td>
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<td>Montenegro</td>
<td>Ministry of Interior, Human Resources Management Authority</td>
<td>According to the mandate of the Human Resource Management Authority, it should provide for consistent human resource management practices across the public service and increase the professionalization of public servants. The Authority also manages the Central Personnel Records, or Human Resource Management Information System.</td>
<td>Yes, but still being developed. <a href="http://www.uzk.gov.me/">http://www.uzk.gov.me/</a></td>
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<tr>
<td>Serbia</td>
<td>Ministry of Public Administration and Local Self-Governance, the Government Management Service</td>
<td>The Government Management Service’s mandate includes: a) to provide continuous support to the reform of public administration in accordance with the principles of professionalism, de-politicization, rationalization and modernization set out by the Public Administration Reform Strategy; b) to ensure the implementation and further development of established standards and procedures in processes that make up Human Resources Management in public administration. Within the Human Resources Management Service, The Group for the Central Human Resources Registry and Information System performs tasks related to: a) establishing and updating databases in the information system managed by the Service; b) administering the central human resources registry on civil servants and employees.</td>
<td>Yes, the central Civil Service Registry does exist, but it is not fully operational to support the strategic workforce planning, management and monitoring of human resources management in the public service. <a href="http://suk.gov.rs/en/home/">http://suk.gov.rs/en/home/</a></td>
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<td>Turkey</td>
<td>State Department of Public Employees, Republic of Turkey Ministry of Family and Social Policy</td>
<td>The State Department of Public Employees is the central agency in charge of civil service employment.</td>
<td>N/A <a href="http://www.dpb.gov.tr/tr-tr">http://www.dpb.gov.tr/tr-tr</a></td>
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<td>Women and Men in Kazakhstan</td>
<td>2010</td>
<td>Publication is available in English and Kazak.</td>
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<td>Kyrgyzstan</td>
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<td>2015</td>
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<td>Publication is available in Tajik and Russian.</td>
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<td>Women and Men in Uzbekistan</td>
<td>2015</td>
<td>Not available online, can be purchased from the Committee on Statistics of Uzbekistan.</td>
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<td>Azerbaijan</td>
<td>Women and Men in Azerbaijan</td>
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<td>Publication is available in both English and Romanian.</td>
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<td>Ukraine</td>
<td>N/A</td>
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