

Institute for Development of Freedom of Information



Statistical Data on Gender Equality in Civil Service in Georgia

September, 2015

The research was conducted within the scopes of "Public Information Database - www.opendata.ge".

Financial support was provided by the Open Society Georgia Foundation and Open Society Foundations.



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Although universally recognized norms and principles of international law state that every human being have an equal right to employment regardless of sex, representation of women in the public service, especially on the leadership positions of decision making in the public administration is a challenge to the whole world, including Georgia.

It should be noted that the Georgian legislation has been more or less approximating the practice of European countries regarding the increase of the role of women in socio-economic areas. Attitude towards the gender imbalance by the statutory regulations of Georgia is explicit. Parliament of Georgia adopted a Law of Georgia on Gender Equality in 2010 and elaborated the action plan, aiming to eliminate the discrimination based on sex. The Law of Georgia on Gender Equality includes mechanisms for promoting gender equality in labor relations, in particular, the law declares that state should support the equal opportunities of employment for both sexes. Moreover, permanent Gender Equality Council of the Parliament of Georgia was established at the Parliament.

Therefore, the progress was indeed made in terms of legislation. However, it should be noted that actualization of gender inequalities in the public and political systems demand more attention from the state, civil sector and society.

Given the high public interest of the topic, Institute for Development of Freedom of Information IDFI has been researching gender statistics over the past 2 years. The Institute tried to find out whether gender equality is ensured in the public sector thus the statistical data reflects gender inequality in later institutions. Data about the gender ratio of employees are presented separately from the Ministries of Georgia, LEPLs under the Ministries, independent LEPLs, and local governments.

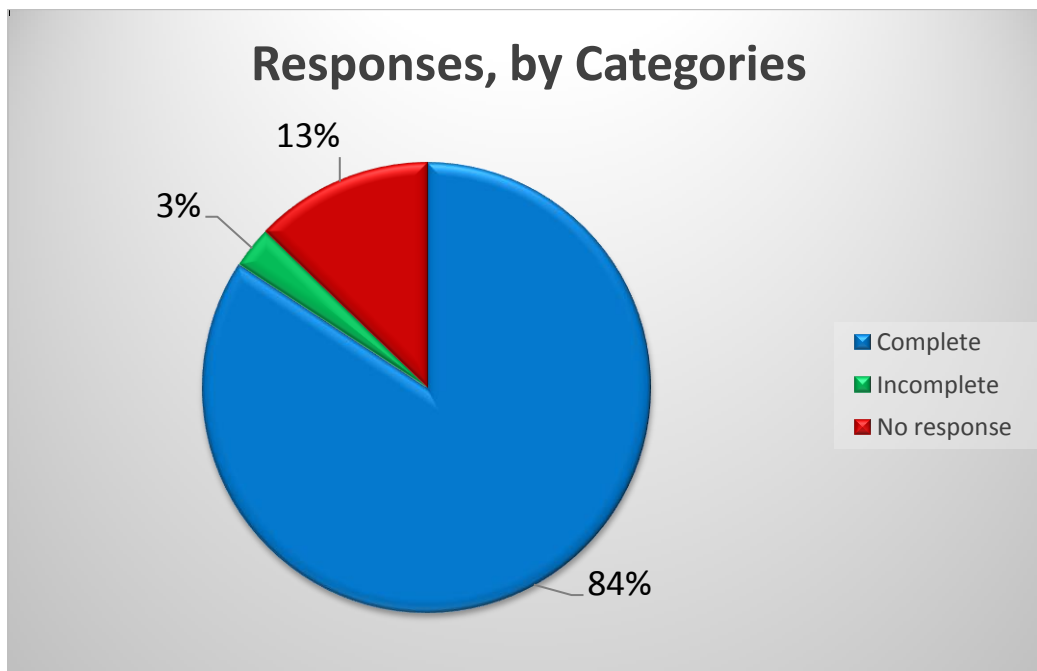
The statistical data reported in the research reflects gender aspect of employment in the public sector for **March, 2015**.

As the public is aware, the Government Decree №219 of August 26th "About Electronic Requests and Proactive Disclosure of Public Information" came into force on September 1st, 2013. Recommendations made by the IDFI were considered in the adopted resolution, among the recommendations was publishing information on gender issues proactively. According to the Decree №219, public agencies are required to proactively disclose information about the number of employees in terms of gender and by categories. Thus, in case of several public institutions, data was collected from the official web-pages. Unfortunately, analyze of web-pages of public institutions have shown that some institutions fail to comply with the Government regulations imposed on them, thus they disclose information incompletely or totally do not renew data about gender balance. While conducting the research, IDFI only managed gathering new data about gender statistics from web-pages of **29 public institutions**.

IDFI reached out to **133 public institutions of Georgia** for obtaining gender-related statistics and it sent out the following requests:

1. The number of employees in terms of gender, (separately) for staff employees and part-time employees (the number of men and women).
2. The number of employees on leadership positions (Head of Department and above) in terms of gender (the number of men and women).

Out of 266 requests sent to 133 public institutions, IDFI received a complete response to 224 requests, incomplete responses were provided in 8 cases while 34 requests remained unanswered.



The research on Statistical Data on Gender Equality in Civil Service collected data on **141 public institutions**. As it is mentioned above, Institute for Development of Freedom of Information received complete responses from 112 public institutions, while in case of 29 institutions, data was taken from their official web-pages.

Based on information provided by the state agencies and data processed from the web-pages, **72,726** people are employed at 141 public institutions of Georgia, (including people employed at Law Enforcement Agencies). Among the people employed at **141 public institutions**, **27,383** are employed at the Government administration and Ministries (including staff of State Ministers), **407** are employed at the Ministries and administration of Autonomous Republic of Adjara, **33,117** are employed at Legal Entities of Public Law (LEPLs) under Ministries and subordinate agencies (56 agencies), **5,174** are employed at local governments (42 City Halls and Boards), **5,488** are employed at independent LEPLs and commissions (17 agencies), and **1,157**

are employed at the Office of the Parliament of Georgia and the Bureaus of the majoritarian MPs. It should be underlined that any data presented in the document reflects the employment statistics of 141 public institutions (including Law Enforcement Agencies) only by March of 2015.

Statistics Reflecting the Picture of Gender Equality of Employees in 131 Bodies of Public Sector (excluding Law Enforcement Agencies)

Under the article 4 of the Law on Gender Equality of Georgia, the state promotes and provides equal rights for men and women in political, economic, social and cultural lives. As the data show, the total number of employed civil servants in public institutions (excluding law enforcement agencies) equals to **31,078**. This number is represented at **131** state institutions of Georgia.

The picture of gender equality in public institutions of Georgia is following:

Statistics of Gender Distribution in Public Sector (excluding Law Enforcement Agencies)

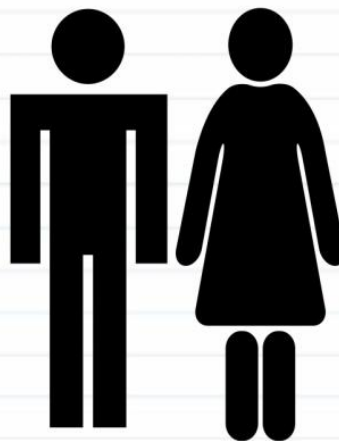
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14 637

Men

16 441

Women



2 180

**Parliament, Government
Administration and Ministries**

3 047

9 142

LEPLs and Subordinated Bodies

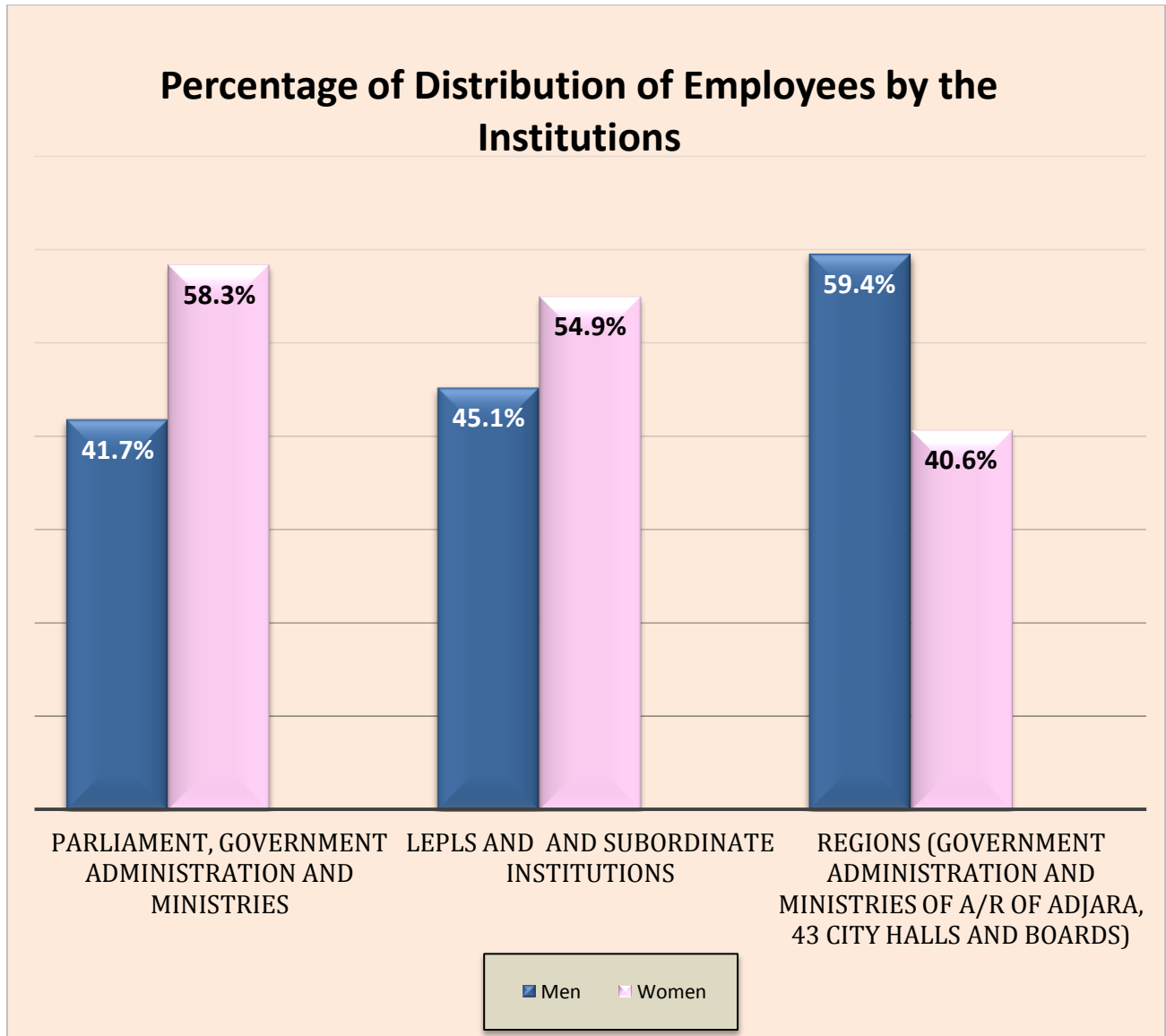
11 128

3 315

**Local Governments (City Hall, Board,
Government Administration and
Ministries of A/R of Adjara)**

2 266

As it is shown in infographics (excluding law enforcement agencies), men exceed the number of women only in the regions and these data are collective for the Administration and Ministries of the Autonomous Republic of Adjara, 42 City Halls and City Councils. In presented regional entities, the number of female employees only make up 40,6%, in the Parliament of Georgia, Government administration and Ministries, the number of female employees amounts to 58,3%, while in LEPLs and subordinate agencies there is 54,9% women's representation.



According to the Gender Equality Action Plan 2014-2016, the state made a commitment to support women's participation in decision-making process in Ministries and other public institutions, including local self-government institutions. The initiative means to support the increase of representation and participation of women in local self-government institutions. In order to fulfill this commitment, one of the activities laid out in the action plan is analysis of appointing women on high positions and revealing the impediments of the process. Within the framework of the plan, government should be focused on increasing the number of female employees, appointed on high positions in executive bodies, with concrete steps.

In the study of “[Public Perceptions on Gender Equality in Politics and Business](#)” published in 2013 and commissioned by the United Nations Development Programme (UNDP), one of the biggest problems of the program - “Enhancing Gender Equality in Georgia” is claimed to be the low indicator of women's participation in decision making process. Statistics of NDI (data of 2012, 2013 and 2014 years) also indicate on the low level of women's participation in politics.

It should be noted that the Committee of Ministers of the Council of Europe presented clear recommendations about the necessity of proper representation of women in the executive bodies of Georgia.

Committee of the Council of Europe calls on the government of Georgia to emphasize on the importance of equal representation of women in decision-making bodies and to create conditions to assist women play an active role in ongoing political life of the country.

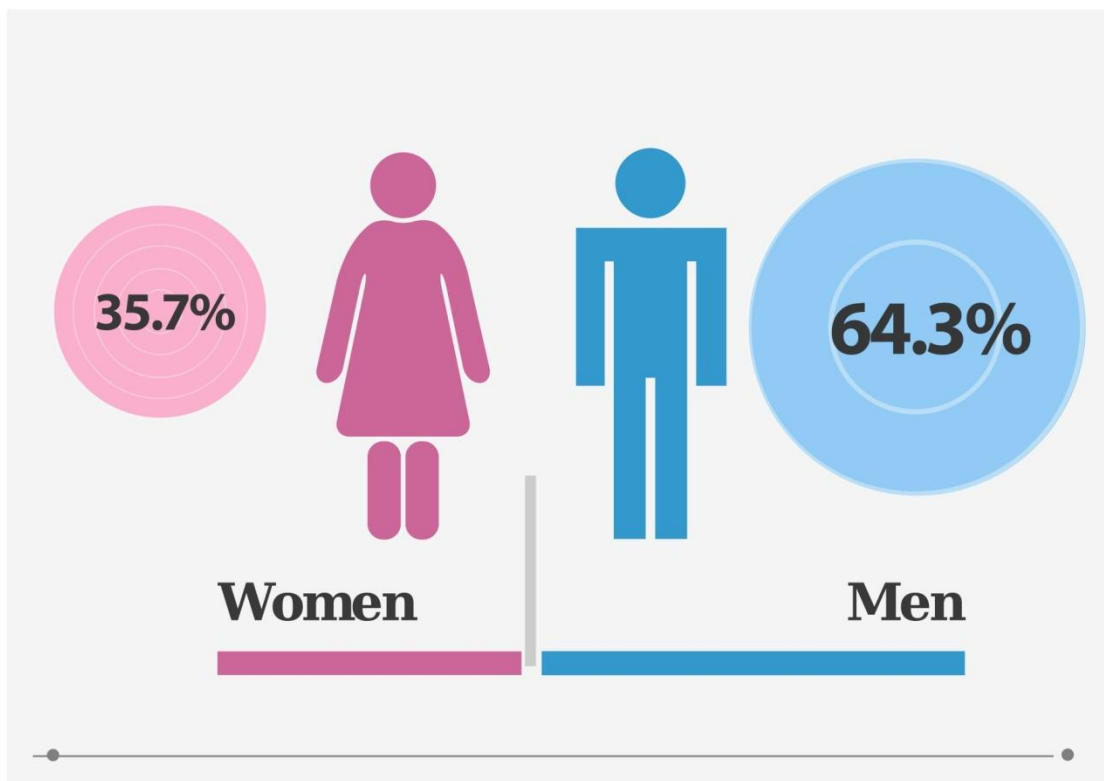
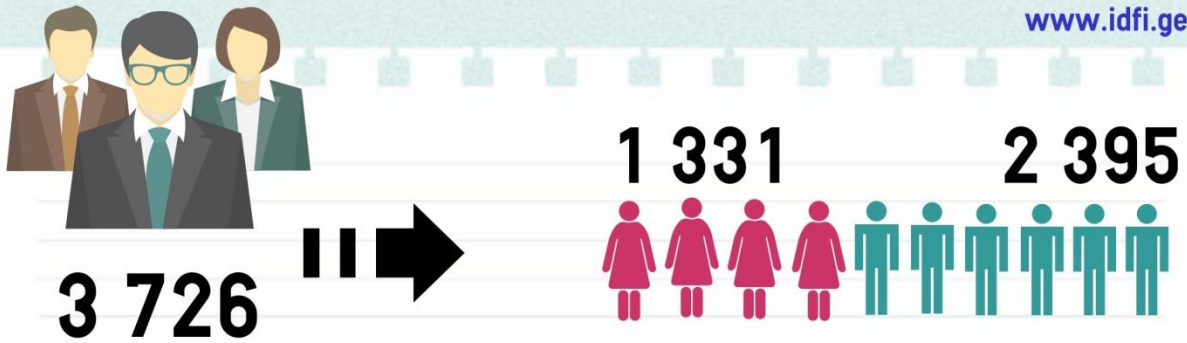
In recent years, several international organizations offered recommendations to the government of Georgia to boost the number of employed women, both at local and central levels of government. Hence, it was interesting to the IDFI to know whether and to what extent does the Government of Georgia take into account recommendations of the international and local organizations. Therefore, the institute decided to find out the ways the gender equality is observed at decision-making level and how are the men and women represented on managerial positions.

By March 2015, 3,726 employees are working on managerial positions in different state institutions of Georgia (excluding law enforcement agencies), out of which 1,331 are female and 2,395 are male.

Proportion of Gender Equality at Decision-Making Level

(Except law enforcement agencies)



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Gender Distribution at Executive Level by Institutions

(except law enforcement agencies)

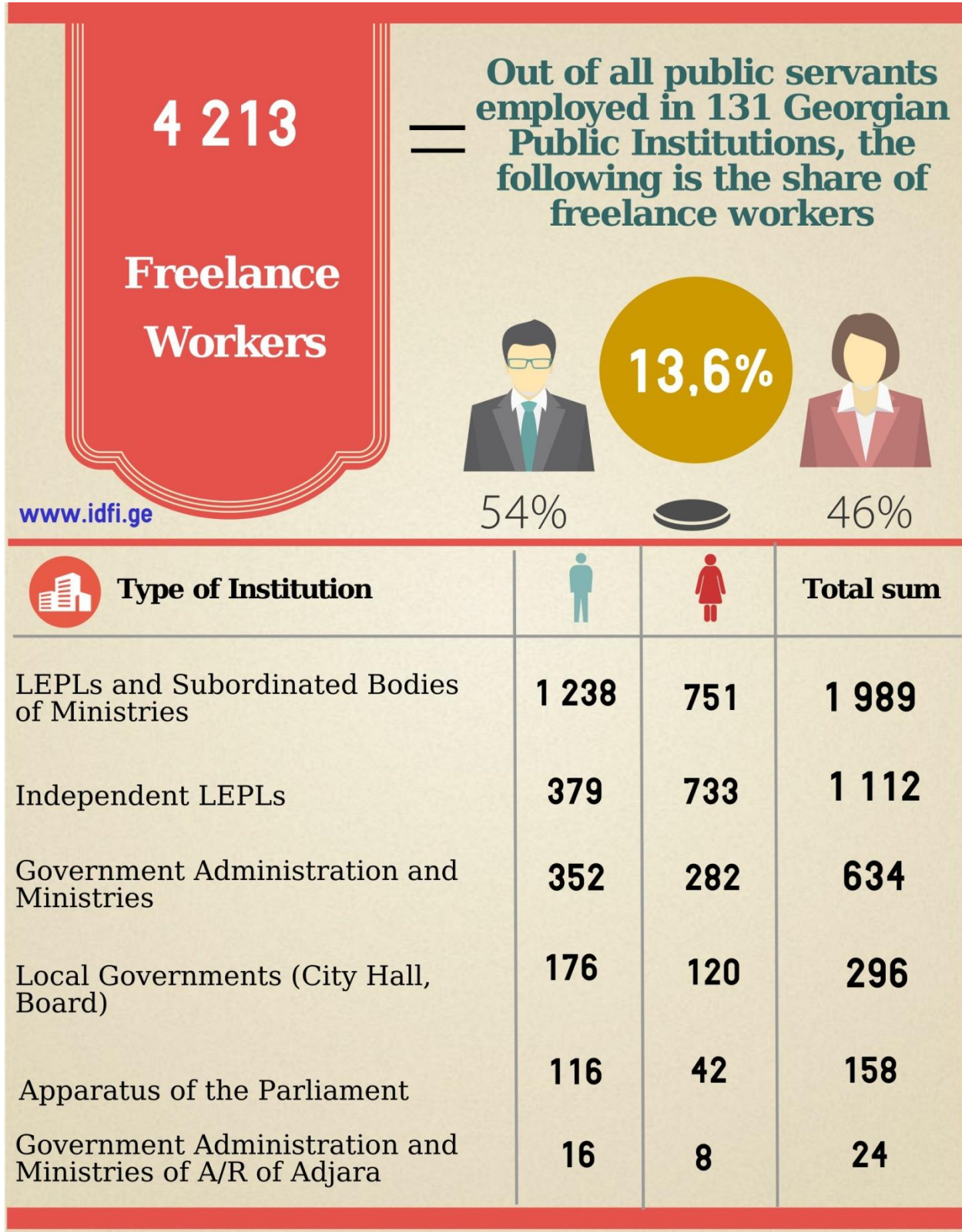
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Government Institutions			Total Sum
LEPLs under the Ministries of Georgia	869	571	1 440
Local Governments (City Hall, Board)	746	303	1 049
Government Administration and Ministries	473	300	773
Independent LEPLs	221	127	348
Government Administration and Ministries of A/R of Adjara	86	30	116

According to the received data, out of 773 employees occupying managerial positions in the Administration and Ministries of the Government of Georgia, 300 are women while 473 are men. Out of 1,440 civil servants working on managerial positions in LEPLs under the Ministries of Georgia and subordinate agencies, women amount to 571 positions and men to 869 positions. 348 civil servants hold managerial positions at independent LEPLs, out of which 127 are women and 221 are men. In local self-governments (City Halls, City Councils) 1049 people are holding the leadership positions (Head of Department or higher), while only 303 are women. The number of female workers employed at managerial positions at the Government and Ministries of the A/R of Adjara equals to mere 30 out of 116 positions.

In terms of types of public institutions, **in any given case the representation of men working on the managerial positions is higher than women's**. The difference is particularly obvious in case of regions. In local self-governments, percentage of men holding leadership positions is 71.1, while in the Government Administrations and Ministries of the A/R of Adjara is - 74.1%.

IDFI also requested information on the number of staff employees and those employed by labor contract (non-staff employees). Currently, out of 4 213 non-staff employees working in 131 public institutions, 1,936 are women and 2,277 are men.



Number of Employees Working in the Law Enforcement Agencies by Gender

The Law of Georgia on Gender Equality declares that during employment and in the process of conducting the labor relations, discrimination by gender or granting advantage to one of the sexes is allowed only if it is conditioned from the particularity of a job, the essence of a job or the conditions of fulfilling a job. Among the public institutions that fulfilled the request of IDFI on providing the Institute with the information, the Law Enforcement Agencies are:

- **Entire system of the Ministry of Internal Affairs of Georgia**
- **Central Office of the Ministry of Defense of Georgia**
- **Special State Protection Service of Georgia**
- **Georgian Intelligence Service**

41,648 people are employed at the public institutions listed above, among which 35,952 are male and 5,696 are female.

Based on the data received from the Law Enforcement Agencies and the information processed from their official web-pages about gender equality, including statistics about the distribution of sexes on managerial positions, looks in the following way:

Law Enforcement Bodies



5 696



35 952

41 648
Servants

Men

Women



Entire System of the
Ministry of Interior

(except Service Agency)

33 560

5 196



Central office of the
Ministry of Defence

232

192



Special State Protection
Service of Georgia

2 015

262



Georgian Intelligence
Service

145

46

Statistics of public servants at executive level

2 606



2 397 = 92%



209 = 8%

Conclusion

The research has shown that in public institutions which do not include specific law enforcement agencies, the number of employed men and women are almost even. IDFI has conducted a research on "Statistics of public servants in terms of gender" a year ago and it should be noted that the data for this year has not changed significantly. **The picture is different in case of data for the managerial positions, where men, compared to women, are highly represented. Notably, in number of departments the situation has worsened since last year.**

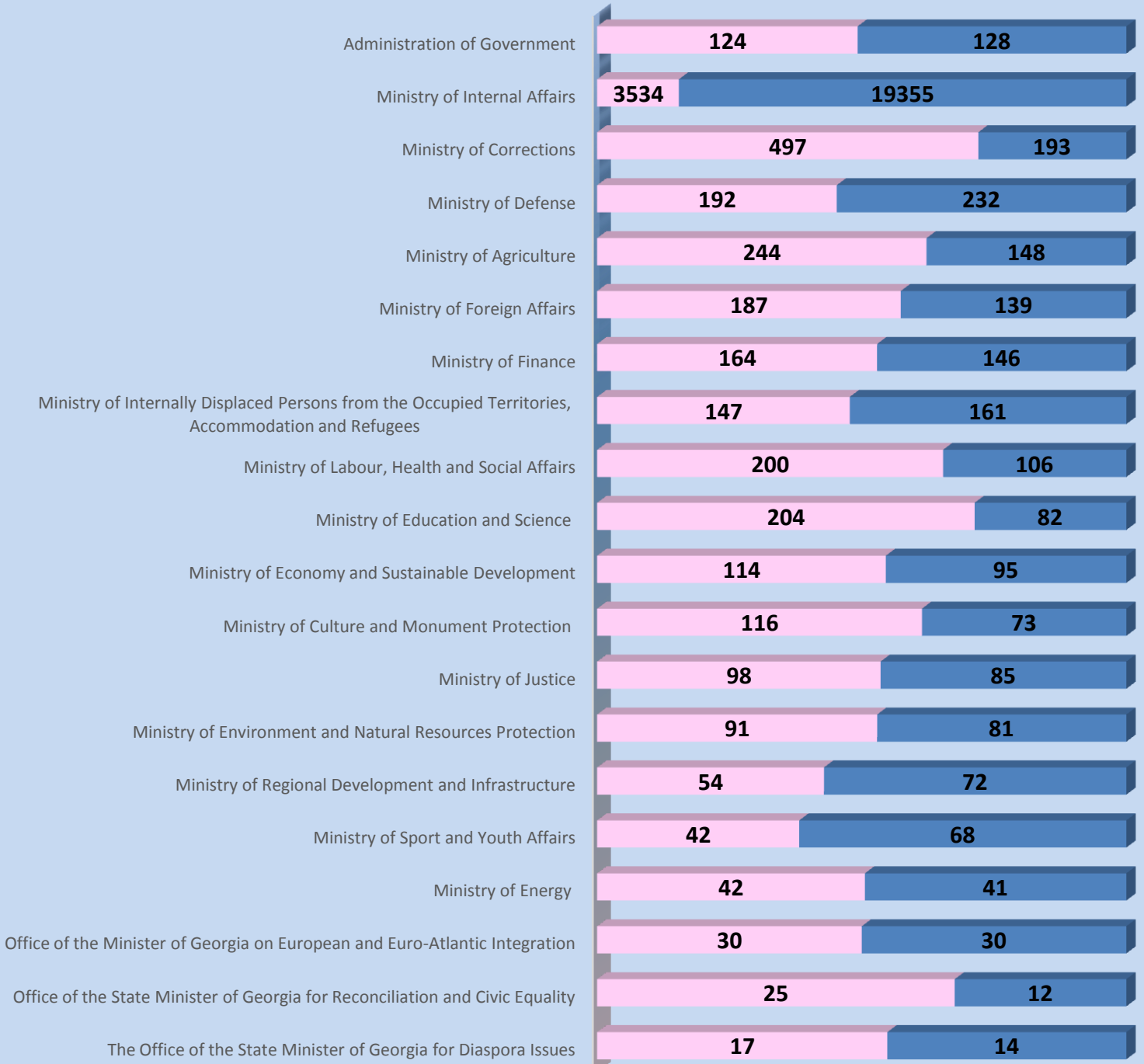
Specifically, there is a bad situation on the decision-making level, where the number of men overwhelmingly outnumber the number of women appointed on the leadership positions. Since the involvement of women in government institutions is related to various setbacks, the quota system - as a temporary mechanism for overcoming such setbacks and barriers, is working effectively in many countries of the world. Leading countries of the EU are utilizing quota system not only on different levels of elections but during electing the leaders for the internal party. Quota systems in these countries are approved by the legislative codes. International experience clearly showcases that implementing a well-though out quota system assists and contributes to the increase of women in the parliament. Such practice is carried out in the Nordic countries, where women's participation in politics is one of [the highest](#) in the world.

Furthermore, data of the NDI reveals that 68% of Georgian society supports the establishment of mandatory gender quota in the Parliament of Georgia. According to 2014 data of the UN Women, with [12%](#) threshold Georgia holds 109th place among 145 countries in terms of the number of women in the Parliament. This data indicates that representation of women in the Parliament is minimal and only amounts to 18 out of 150 seats. These data places Georgia among the countries of the lowest incidences of the OSCE region. Unfortunately, the situation is identical in the executive body of the country. Thus, these figures are clearly low in comparison with the most countries of the region as well as with the vast number of countries around the world.

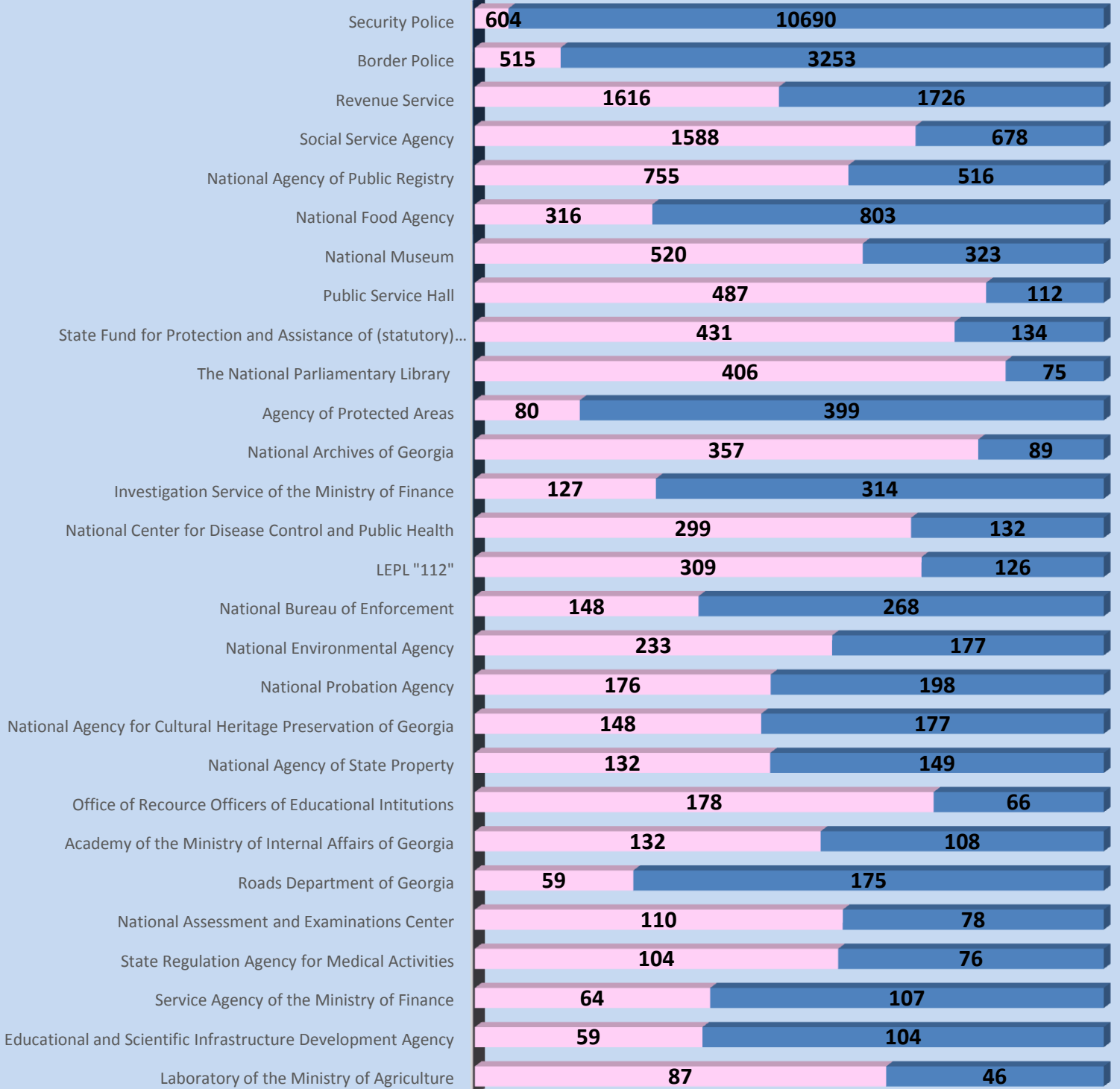
IDFI calls on the government, local self-governments and political parties to take effective steps to ensure gender equality and increase women's participation in political life, which is directly related to pursuing the interests of various social groups in decision making process. Moreover, IDFI urges public institutions of Georgia to fulfill their obligations and among other points, publish statistics in terms of gender proactively; such practice will facilitate monitoring of gender equality at public institutions and will secure transparency of information about employed people at the public sector.

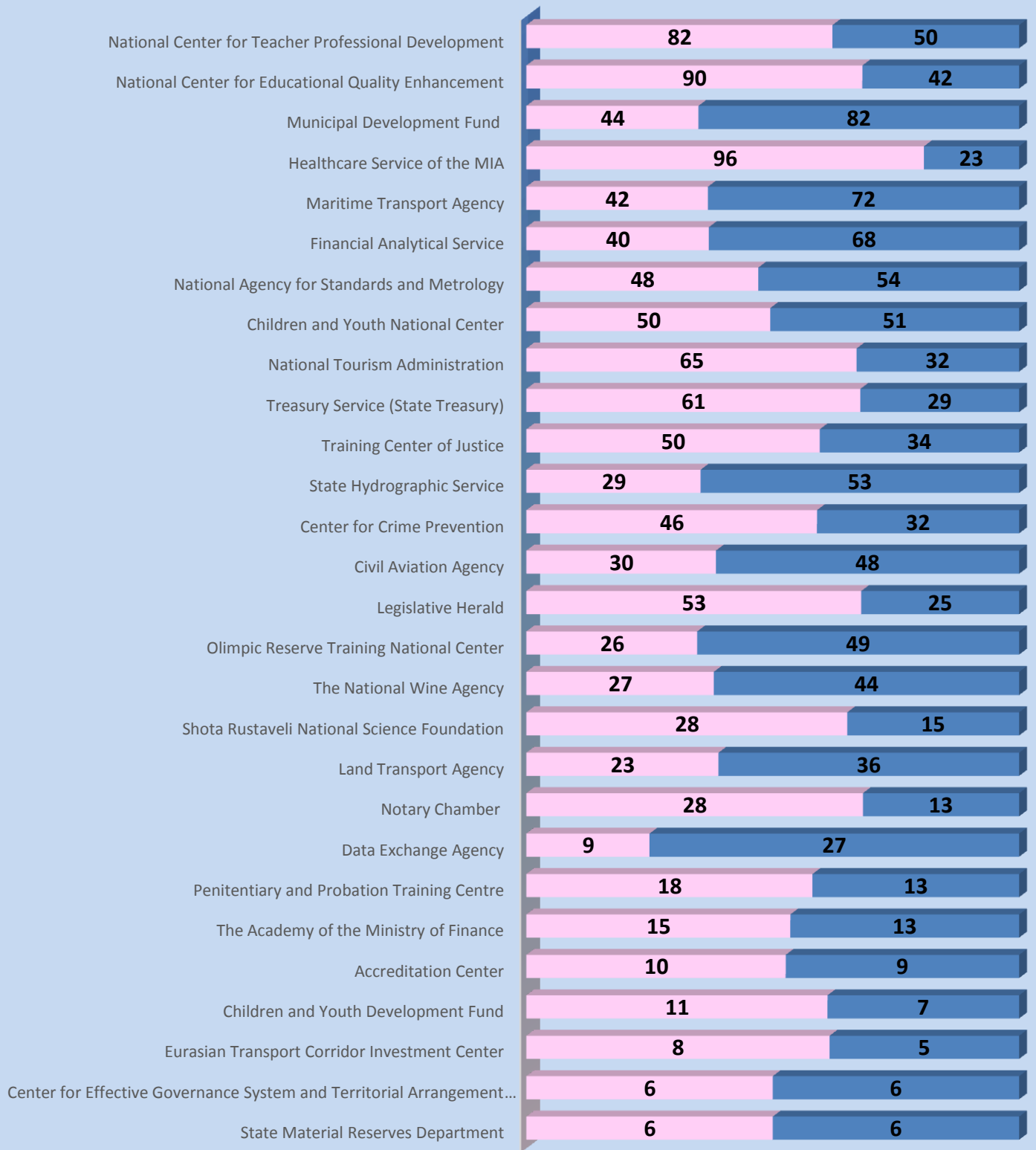
Statistical Data on Gender Equality in Public Institutions of Georgia

Women Men

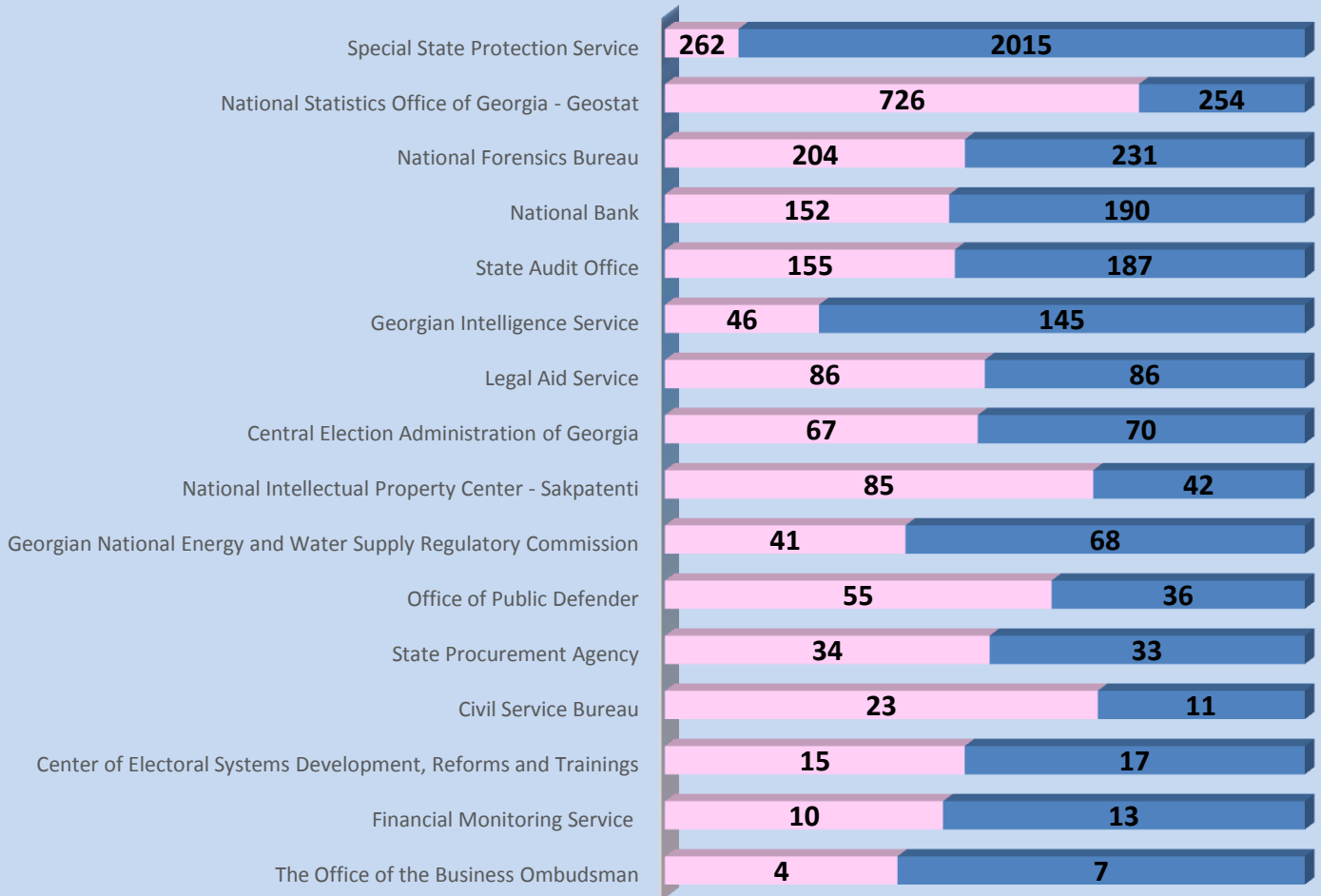


LEPLs and Subordinate Agencies

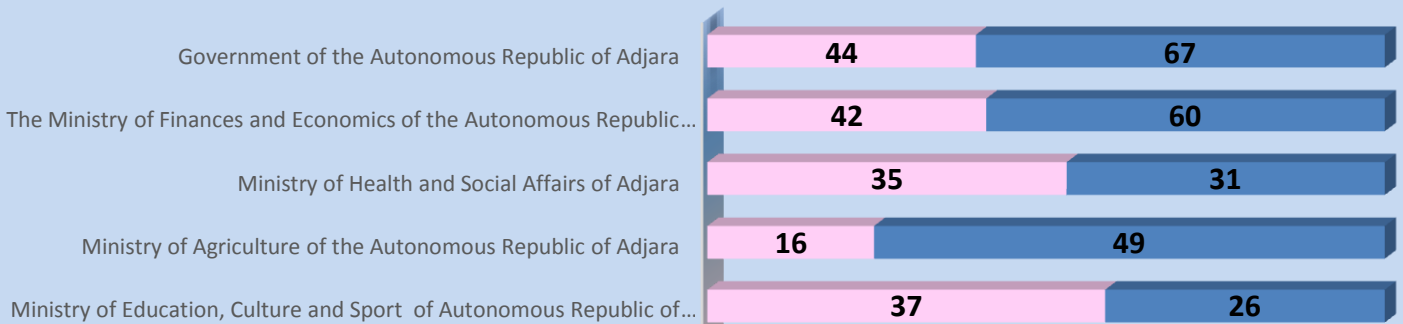




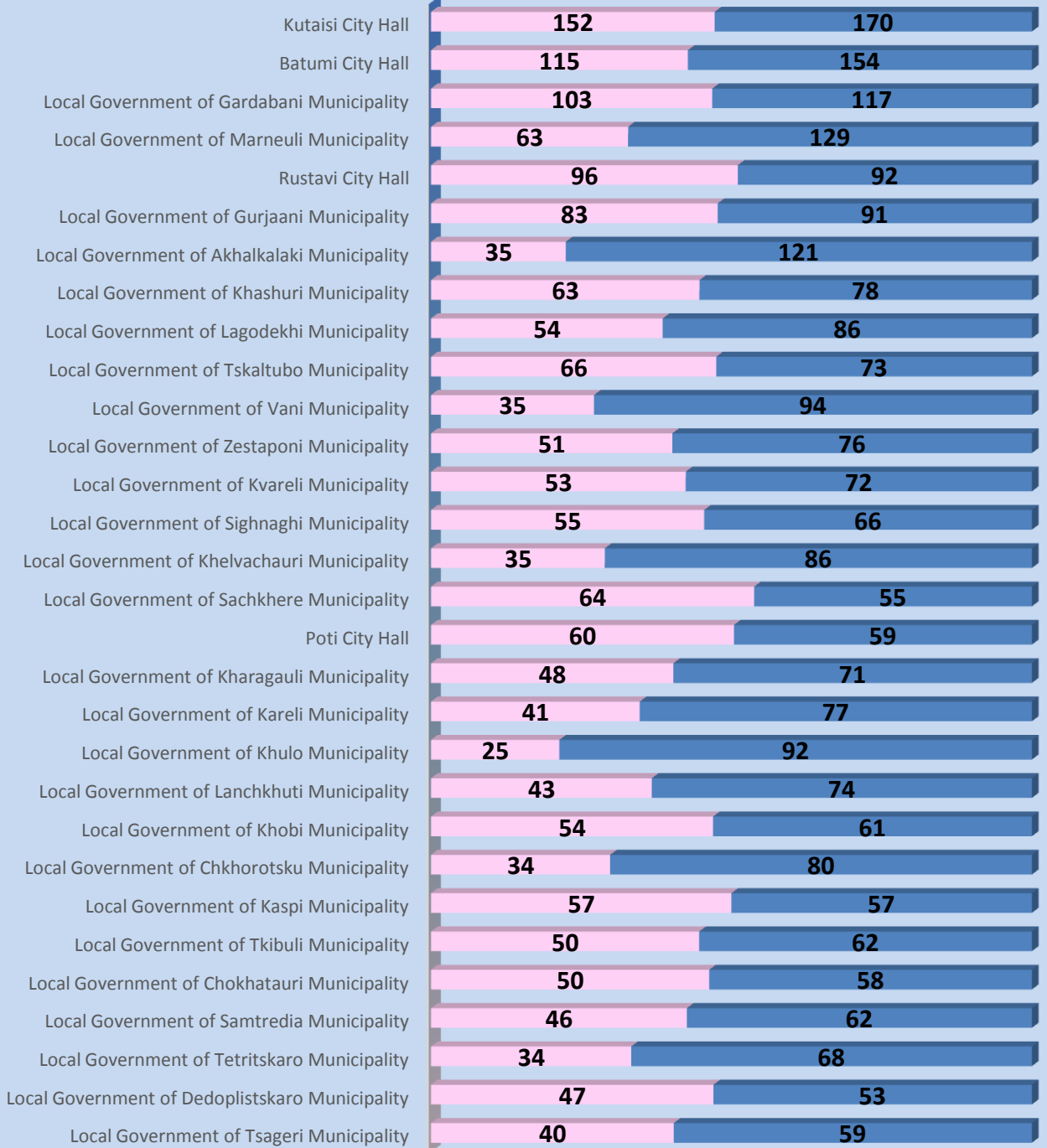
Independent LEPLs and Commissions

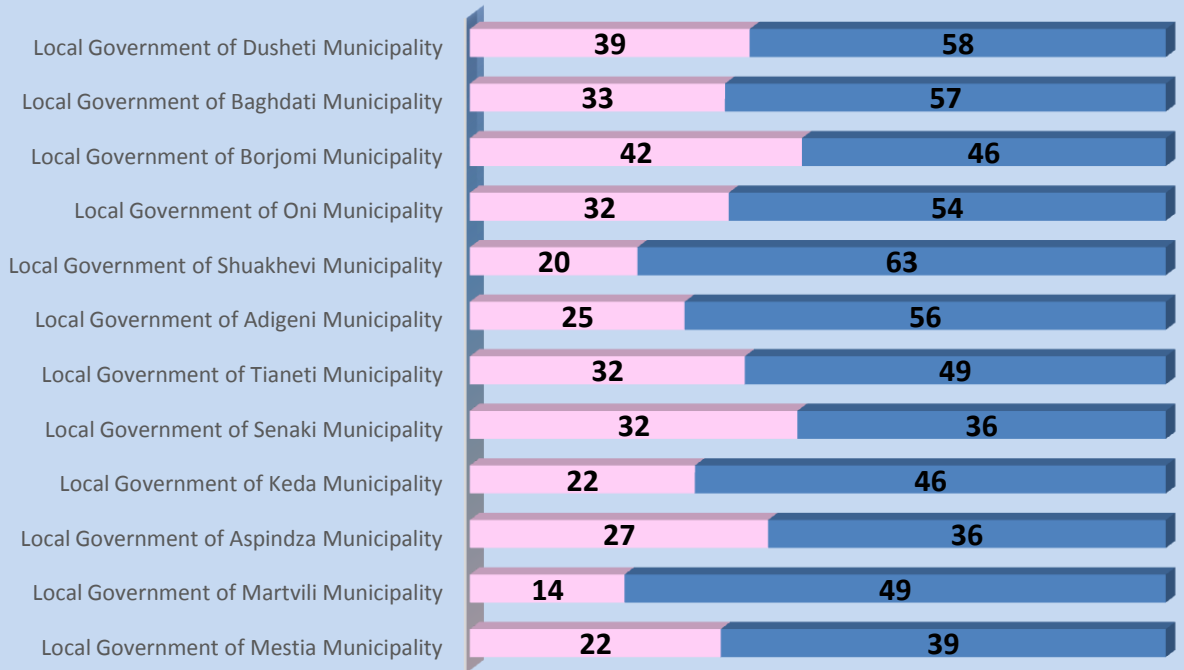


Ministries and Administration of the A/R of Adjara



Local Governments (City Halls, City Councils)





Parliament of Georgia

