



# **GENDER DIVERSITY IN THE STATE: A DEVELOPMENT ACCELERATOR?**

# ACKNOWLEDGEMENTS

This research was led by:

**McKinsey & Company-**

Kweilin Ellingrud, Liza Lebedev, Sharmila Ray, Mekala Krishnan,  
(McKinsey Global Institute), Angela Winkle

**The United Nations Development Programme-  
Responsive and Accountable Institutions, Governance and Peacebuilding  
Cluster, Bureau for Policy and Programme support**

Jose Cruz-Osorio, Nana N'dow, Pelle Lütken, Tiffany Tse and Ciara Lee

**Design-**

Lauren Gorsky

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# FOREWORD

When defining the transformation required to implement the 2030 Agenda and its 17 Global Goals for Sustainable Development, we often emphasize that public institutions which mirror the diversity of the population they serve are both intrinsic and instrumental to achieving the goals.

Private and public stakeholders alike increasingly recognize that diversity, including equal access of women and men to leadership roles, is not only the right path to pursue but also the most productive.

For McKinsey and the United Nations Development Programme this informs our shared belief that gender diversity is a *development accelerator*.

While we are making progress on efforts to bridge a systemic lack of data on parity in decision-making roles in the public administration which is often one of, if not *the* biggest employer in any given country, little evidence has been generated on the *impact* of gender parity. Policies and priority-setting is best when informed by quantifiable evidence and clarity on best practices.

This joint McKinsey and UNDP brief begins to develop a much-needed evidence base that demonstrates the correlation between gender equality in public administration (GEPA) and key indicators of its performance, such as delivery of basic services, which drive sustainable development outcomes.

The insightful findings, compelling examples and recommendations of *Gender Diversity in the State - a development accelerator?* is a timely reminder of the importance of making government responsive and representative of the whole population at all levels of decision-making.

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# ACRONYMS & ABBREVIATIONS

**ASAN**-Azerbaijan Service and Assessment Network  
**CEMR**-Council of European Municipalities and Regions  
**EU**-European Union  
**EXCELL**-Excellence in Leadership for Family Planning  
**GDP**- Gross Domestic Product  
**GEPA**-Gender Equality in Public Administration  
**ILO**-International Labour Organisation  
**MDAs**-Ministries, Departments, and Agencies  
**MGI**-McKinsey Global Institute  
**OECD**- Organisation for Economic Co-operation and Development  
**PSC**-Public Service Commission  
**SALAR**-Swedish Local Association of Local Authorities and Regions  
**SAPSSI**- State Agency for Public Service and Social Innovations  
under the President of the Republic of Azerbaijan  
**SDGs**- Sustainable Developments Goals  
**UNDP**- United Nations Development Programme  
**UNPSA**-United Nations Public Service Award

# DEFINITIONS

In this paper, public administration refers to all non-elected government employees in the civil service at national and subnational levels, and excludes those who hold elected political or judicial office.





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*“Increasing the proportion of women in public institutions makes them more representative, increases innovation, improves decision-making and benefits whole societies”*

- United Nations Secretary-General António Guterres, 2017

# WHY THIS BRIEF?

The world has considerably changed in the last 20 years. In the face of significant social, economic, and environmental challenges which have intensified vulnerability and increased inequalities, the global community unanimously endorsed the 2030 Agenda for Sustainable Development, and its seventeen indivisible goals (the SDGs) in 2015. Through this agenda, governments recognized the importance of creating effective, accountable and inclusive public institutions in order for societies to be more peaceful, prosperous, equal and sustainable. The combination of two goals in particular - **Goal 16** on “promoting just, peaceful and inclusive societies”, and **Goal 5** on “ensuring gender equality and women’s empowerment” - have highlighted the importance of gender equality as a transformer and women as enablers for generating a more equitable and sustainable economy and society for all.

by bridging the gender gap, global annual GDP could increase by

# 11%

in 2025

Although the challenges to achieving these landmark goals vary greatly across countries and regions, the aspirations are largely the same: a) put action behind the principle of securing substantive equal opportunities for women and men; and (b) maximize the use of talent in the economy in order to bolster inclusive growth and national competitiveness. A variety of actors within the public and private sectors have put the spotlight on the potential of women’s economic empowerment. The World Economic Forum’s *Global Gender Gap Report 2013*<sup>1</sup> stresses how it is imperative for countries and companies to develop, attract and retain the best talents, both male and female if they are to be competitive. McKinsey Global Institute’s (MGI) recent *Power of Parity* report<sup>2</sup> captures the magnitude of the impact of gender equality on the world’s economy. The research estimates that through bridging the gender gap, as much as USD 12 trillion<sup>3</sup> could be added to global annual GDP in 2025, an increase of 11 percent. To put that into perspective, this estimate is roughly equivalent to the size of the combined economies of Japan, Germany and the UK today.



With such compelling arguments, it is therefore not a surprise that providing equal opportunities and ultimately equal access for women to decision-making roles is not only the right thing to do, it is also the smart thing to do – in both private and public sectors.

As one of, if not *the*, largest employer and service provider in almost all societies, the public administration affects the lives of millions of people. Any changes in public administration, including changes in the diversity of its workforce, can impact a country’s development path, the trust between state and society, and the well-being of its citizens.

With women accounting for half of the world’s working-age population, their equal

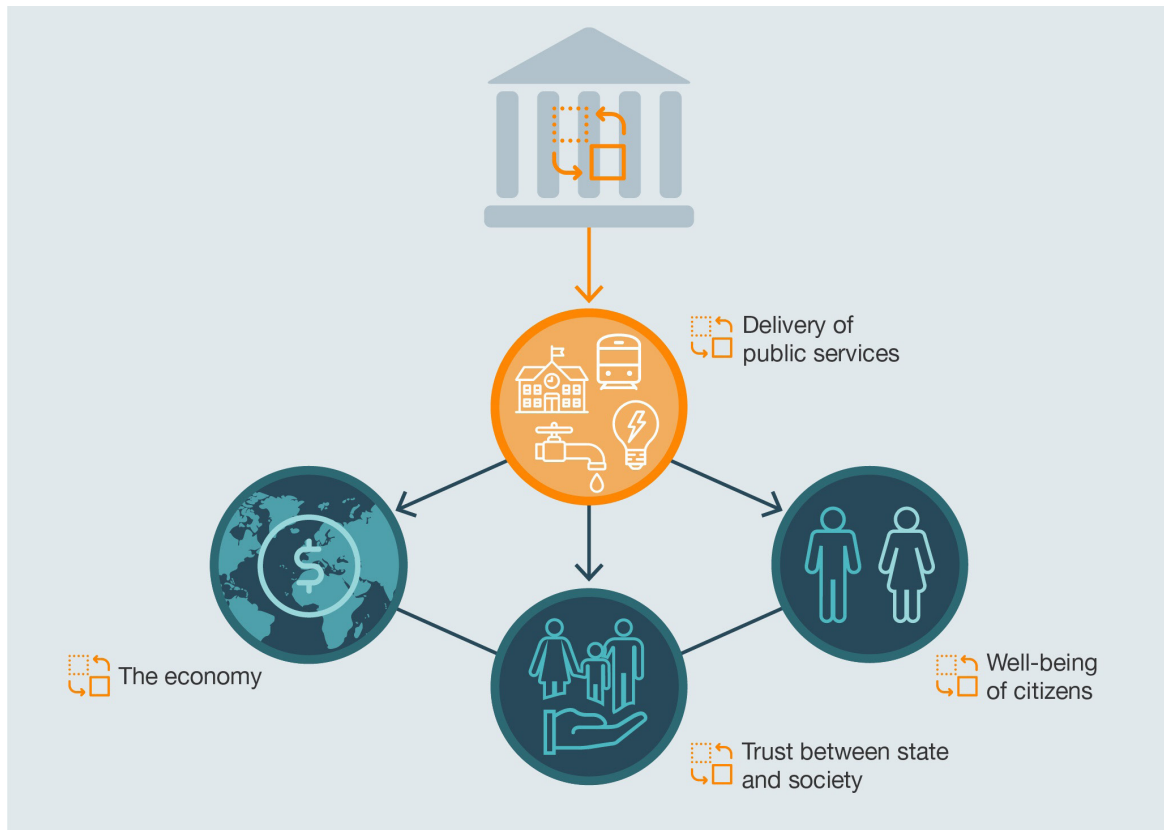
<sup>1</sup> [The Global Gender Gap 2013](#)

<sup>2</sup> [The Power of Parity: How advancing women’s equality can add \\$12 trillion to global growth.](#)

<sup>3</sup> In a “full potential” scenario — whereby women are involved in the economy identically to men in terms of labor-force participation — as much as \$28 trillion, or 26 percent, could be added to global annual GDP by 2025.



participation in a state's administration would mean getting one step closer to tapping into the full potential of a country's workforce, capacity and creativity - and in the end to creating stronger, more sustainable and gender-equal societies.



While public administration is central to supporting and sustaining a country's development, through its policies and programmes, the delivery of public services is a state's most visible interface with its people. However, to date, there has been very limited research on the connection between women's participation and leadership in public administration and the impact it has on the delivery of public services. The little relevant research that does exist focuses on the relationship between elected positions and public goods provision<sup>4</sup>.

### UNDP's Global Gender Equality in Public Administration Initiative

Since 2011, UNDP's Global Initiative Gender Equality in Public Administration (GEPA) has been working to support provisions for women's participation and leadership in public administration at global, regional and country-level. Despite being a critical piece in tackling the global challenges we face, women's representation at all levels of decision-making level in public administration remains an under-explored area. UNDP has therefore been making long-term investments in developing data sets, identifying barriers and promoting change in this area to help ensure women have the opportunity to influence the future direction of their countries and societies at the same rate as their male counterparts.

In response to this knowledge gap, the United Nations Development Programme (UNDP) and McKinsey & Company initiated a collaboration in early 2017 to explore if bridging the gender gap in public administration would make a difference to the development path of countries in a variety of settings –high income and low income, fragile and stable. This brief is a first manifestation of our joint efforts to explore how women's equal participation and leadership in public administration impacts public service delivery, and ultimately how it impacts development outcomes. If public policies are to rise to the challenge of making sustainable development real, it is important to look at all the pieces of the puzzle and how they fit together. While the brief does not aim for proof of causality between gender representation in public administration and improved quality of public service delivery, it explores correlation. It examines evidence to demonstrate the probability that

<sup>4</sup> Chattopadhyay, R. and Duflo, E. (2004) Women as policy-makers: Evidence from a randomized policy experiment in India. *Econometrica*, 72 (5), 1409–1443.

gender equality allows institutions to deliver more effectively to the communities they serve. In doing so, we hope to galvanize the broader community's efforts for effective interventions and collaborations to accelerate progress on achieving Goals 5 and 16.

This brief is organized as follows: the first section lays out evidence of statistical correlations between gender equality in public administration and the delivery of certain public services. To elaborate further on these correlations, the second section draws on country examples – Kenya, Slovenia, Azerbaijan and Sweden – which help show the probability of a positive correlation between women's participation and leadership in public administration and delivery of public services in those countries. These examples are not meant to be exhaustive but rather indicative of the possible impact gender equality in public administration may have on a country's overall development. The final section makes concluding remarks.

### **McKinsey & Company**

Over the past decade, McKinsey & Company has conducted research focused on closing the gender gap both in the workplace and around the world. McKinsey has driven changes internally and externally, including through its leadership in Closing the Global Gender Gap initiative. As a partner of the UN Global Partnership for Sustainable Development Data, McKinsey has made a sustained commitment to supporting the implementation of the Sustainable Development Goals.







# CORRELATION ANALYSIS

## THE INTERPLAY BETWEEN GENDER EQUALITY IN PUBLIC ADMINISTRATION, ECONOMIC DEVELOPMENT AND GENDER EQUALITY IN SOCIETY AND WORK

In the *Power of Parity* report, MGI undertook a comprehensive assessment of gender equality around the world<sup>5</sup>. The global research examined fifteen gender equality indicators across 95 countries (representing 93 per cent of the world's female population and 97 per cent of global GDP). To fully capture the fundamental drivers of gender equality, the research selected outcome-based indicators that fall into four main groups: one pertaining to gender equality in work, and the other three to gender equality in society namely drivers of economic development, legal protection and political voice, and physical security and autonomy (see exhibit 1 for full list). One of the major findings from the research was that closing the gender gap in work could drive significant economic growth. Another major finding was that capturing the economic potential from gender equality in the workplace would require tackling societal gaps as well.

### **The Power of Parity Indicators**

The *Power of Parity* looked originally at 100+ indicators of gender equality across 4 key categories of gender equality: work, essential services and enablers of economic opportunity, legal protection and political voice, and physical security and autonomy. Based on data availability and degree of overlap of the data elements, 15 key indicators were selected across the four categories to represent a broad and integrated view of gender equality across the 95 countries for which there was data. The set of indicators selected covered about two-thirds of the proposed gender-based indicators being used to measure progress on the SDGs by the United Nations; and indicators used in the World Economic Forum's Global Gender Gap Index, the OECD's Social Institutions and Gender Index and the European Union's Gender Equality Index. Political representation at the national level was included as one of the 15 indicators. However, a consistently measured data source for women's representation in public administration was not available across the 95 countries at the time, and therefore was not included.

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5 Other mapping of gender equality include the OECD's Social Institutions and Gender Index which focuses primarily on discriminatory social institutions such as discriminatory family codes, restricted civil liberties and restricted resources and assets; the World Economic Forum's Global Gender Gap Index which looks at economic and political outcomes, and the development of human capital through education and health, but not at legal, financial, and digital enablers of economic opportunity or at violence; and the European Union's Gender Equality Index covers only the EU countries.

## Exhibit 1

		Gender equality indicators	
<b>Gender equality in work</b>	<b>Gender equality in work</b> Women and men are equal players in the labor markets	<b>Labor-force participation rate</b>	Female-to-male ratio of labor-force participation rate
		<b>Professional and technical jobs</b>	Female-to-male ratio of representation in professional and technical jobs
		<b>Perceived wage gap for similar work</b>	Female-to-male ratio of wages for similar work
		<b>Leadership positions</b>	Female-to-male ratio of representation in leadership positions
		<b>Unpaid care work</b>	Male-to-female ratio of time spent on unpaid care work
<b>Gender equality in society</b>	<b>Essential services and enablers of economic opportunity</b> Women and men have equal opportunity to build human capital and progress	<b>Unmet need for family planning</b>	Percent of married or in-union women aged 15–49 who want to stop or delay childbearing but are not using contraception
		<b>Maternal mortality</b>	Maternal deaths per 100,000 live births
		<b>Education level</b>	Female-to-male composite ratio of adult literacy rate, secondary education enrollment rate, and tertiary education enrollment rate <sup>1</sup>
		<b>Financial inclusion</b>	Female-to-male composite ratio of the rate of account holders at a financial institution, rate of borrowing, and mobile banking rates <sup>1</sup>
	<b>Legal protection and political voice</b> Women and men have equal right to self-determination	<b>Digital inclusion</b>	Female-to-male composite ratio of the rate of Internet and mobile users <sup>2</sup>
		<b>Legal protection</b>	Composite index of the extent of protection to women by different legal provisions (e.g., right to inherit, access to jobs) <sup>3</sup>
	<b>Physical security and autonomy</b> Women have a right to be safe from bodily harm	<b>Political representation</b>	Female-to-male composite ratio of representation in parliamentary and ministerial positions <sup>2</sup>
		<b>Sex ratio at birth</b>	Male-to-female ratio of births
		<b>Child marriage</b>	Percent of girls and young women aged 15–19 who are married
		<b>Violence against women</b>	Percent of women who have experienced physical and/or sexual violence from an intimate partner at some time in their lives

1 Composite indicator of three indicators.

2 Composite indicator of two indicators.

3 Composite indicator of 11 indicators.

SOURCE: McKinsey Global Institute analysis

See appendix for a list of the indicators selected, their data sources and country

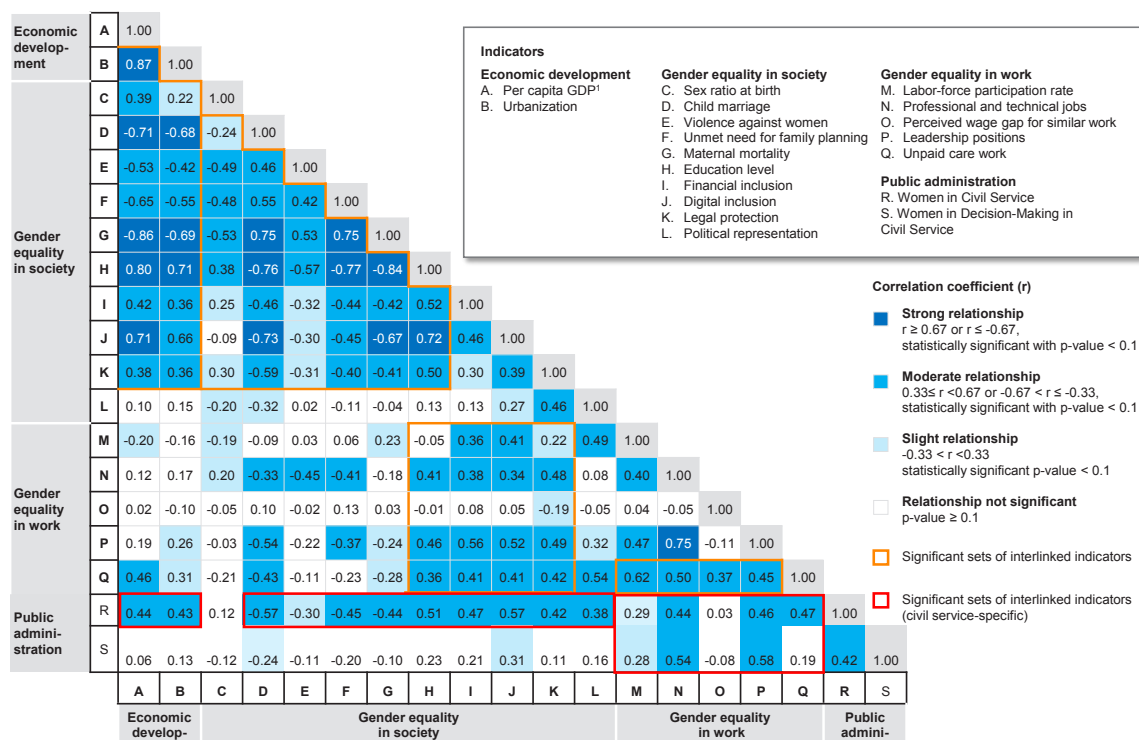
Female participation in public administration is positively correlated with economic development as well as gender equality in society and gender equality in work

Inspired by the *Power of Parity* insights and results, McKinsey and UNDP built on the data set to delve into the link between women's participation and leadership in public administration, economic development, and the level of gender equality in society and work. Using the indicators from the *Power of Parity* and analyzing them against indicators of gender equality in public administration (GEPA), we found that: a) female participation in public administration is positively correlated with economic development as well as gender equality in society and gender equality in work; and b) women in decision-making roles is correlated with gender equality in work (see exhibit 2 for reference).



# Women in decision-making roles is correlated with gender equality in work

**Exhibit 2**



1 Log of per capita GDP used for correlations.

NOTE: Pearson correlation coefficient used for all indicators except “Legal protection” where Spearman is used. Extreme variables beyond +/- 2 standard deviations of mean were trimmed before calculating correlation. Correlation coefficient labels rounded to two decimal places. Color coding based on actual, not rounded, values.

SOURCE: McKinsey & Company analysis.

It is important to stress that, as in the case for the *Power of Parity* report, there were data quality and data availability issues to be addressed. For one, data availability for the most recent year varies by country, as all countries follow their own cycle of reporting; for example, India’s “Labor Force Participation Rate” data is from 2012, whereas the United States’ is from 2014<sup>6</sup>. In this paper, the latest available data for each country was used, as was done in the *Power of Parity* report. Secondly, many indicators like mobile penetration<sup>7</sup> and financial access are not disaggregated by gender in many countries. There were also data limitations for the GEPA indicators since most countries do not systematically report on the composition of their public administration. Although the UNDP’s GEPA data covers 120 countries, the data used was only for the most recently available years. Moreover, unlike other public institutions, the definitions of both public administration and decision-making within it vary from one country to another, thus setting GEPA data apart from existing data on other spheres of public life such as political participation where a Ministerial role or a seat in Parliament is easier to track. What these data limitations have highlighted is the need for increased efforts to systematically collect GEPA data and make it accessible for public use if we are to respond to the 2030 Agenda’s pledge to leave no one behind.

Taking the above limitations into account, the correlation analysis revealed the following:

## Gender equality in society

With regard to gender equality in society, most of the indicators are either moderately or slightly

<sup>6</sup> Data on labor-force participation rate was sourced from Key Indicators of the Labour Market (KILM) estimates of the International Labour Organization (ILO).

<sup>7</sup> Percentage of the population owning a smartphone.

correlated with female participation in public administration, though not all of those show decisive positive correlation with women in decision-making roles in the public administration. The indicators that have the strongest positive correlation with female participation in public administration are digital inclusion (at 0.57), education level (at 0.51) and financial inclusion (at 0.47). Legal protection and political representation both have positive, but slightly more moderate correlations of respectively 0.42 and 0.38 with women in public administration. Child marriage has a strong negative correlation with female participation in public administration, at -0.57.

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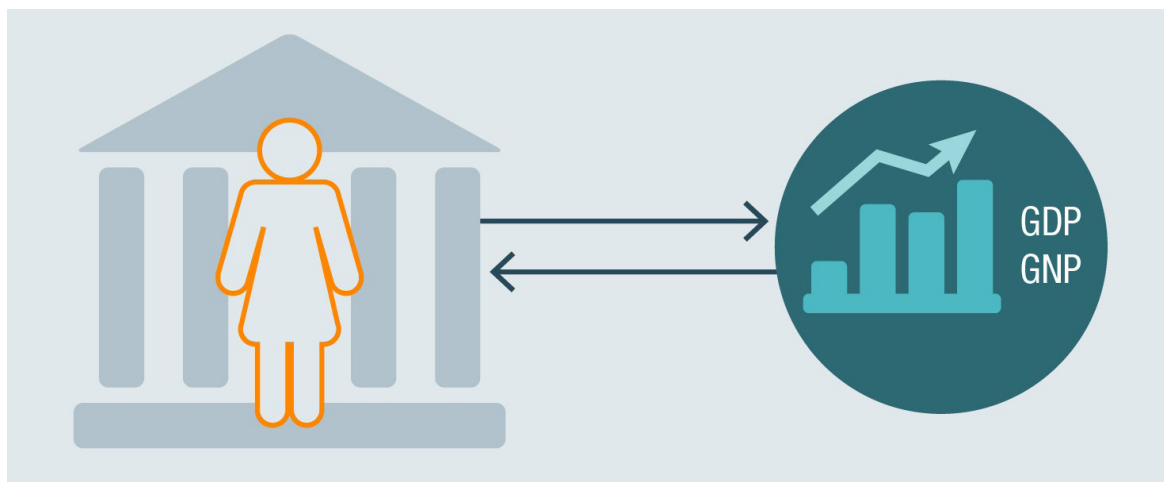
there is a mutually positive relationship between the economic development of a country & female participation in its administration

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In sum, these correlations indicate that female participation in public administration is positively correlated with gender equality in society. This suggests that countries with more women in public administration also have more women digitally and financially included and fewer girls marrying as children. While it is unclear if one element causes the other, the two elements seem to move together which is encouraging as countries aim to improve their gender equality.

### **Gender equality in work**

The correlation between gender equality in work and women's participation and leadership in public administration appears to be even stronger than gender equality in society. All indicators of gender equality in work are correlated with female participation in government: it is correlated with women in professional and technical jobs, leadership positions, and unpaid care work (with correlations of 0.44, 0.46 and 0.47 respectively). Labor-force participation rate shows a slight correlation, at 0.29. That most of these work-related indicators show moderate-to-strong correlations reveal that as more women work, there is a higher probability of women joining government institutions. This also implies that as more women work in public administration, it paves the way for improved access to essential services and employment opportunities.



### **Economic development**

National per capita GDP is moderately positively correlated with women in public administration, at 0.44, suggesting that there is a mutually positive relationship between the economic development of a country and female participation in its public administration.

Broadly speaking, these correlations show us that the participation of women in public administration should not be viewed in isolation from their participation in the workplace and in society. These insights suggest that increasing the share of women in public administration could serve as a policy tool to generate lasting social and economic transformation within the SDG framework at the national level.



# பிரதேச செயலகம், கோறளைப்பற்று வடக்கு பிரதேச சேவை பெறுநர்கள் பட்டியம்



சுயமேலக் கிளை

செயலகம்	பெயர்	பிறந்த நாள்	பெண்/ஆண்	பெறும் தொகை
...	...	...	...	...
...	...	...	...	...

காணிக் கிளை

செயலகம்	பெயர்	பிறந்த நாள்	பெண்/ஆண்	பெறும் தொகை
...	...	...	...	...
...	...	...	...	...

பதிவாளர் கிளை

செயலகம்	பெயர்	பிறந்த நாள்	பெண்/ஆண்	பெறும் தொகை
...	...	...	...	...
...	...	...	...	...



# DO WOMEN IMPROVE PUBLIC ADMINISTRATION PERFORMANCE?

In addition to the gender equality indicators used in MGI's *Power of Parity*, the brief has analyzed a number of indicators covering public service delivery (exhibit 3) against the share of women in public administration and in decision-making roles (exhibit 4) in an attempt to further understand the implications of gender equality in public administration for a government's capacity to serve its citizens. The indicators used to assess public service delivery included population access to basic services such as electricity, education enrollment, sanitation, healthcare and business support.

## Exhibit 3

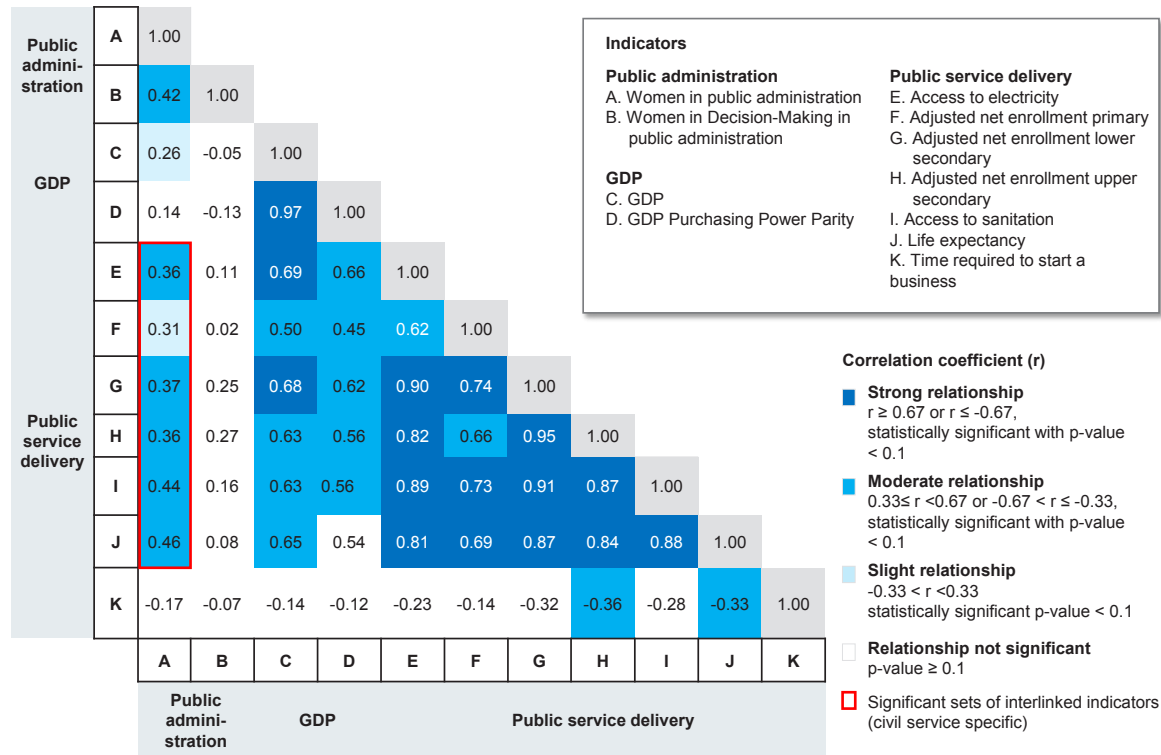
Access to basic services	Electricity	Percent of population with access to electricity
	Education	Adjusted net enrollment rate, percent of school age children (primary, lower and upper secondary)
	Sanitation	Percent of population with access to improved sanitation facilities
	Healthcare	Life expectancy at birth (years)
	Business support	Time required to start a business (days)

Source: World Bank, World Development Indicators (WDI) for the years 2007-2016

The WDI is compiled from officially recognized international sources. It presents the most current and accurate global development data available, and includes national, regional and global estimates. Please see <http://databank.worldbank.org/data/reports.aspx?source=world-development-indicators>



## Exhibit 4



NOTE: Extreme variables beyond +/- 2 standard deviations of mean were trimmed before calculating correlation. Correlation coefficient labels rounded to two decimal places. Color coding based on actual, not rounded, values.

SOURCE: McKinsey & Company analysis

## Access to healthcare and to sanitation have the strongest correlations with women’s participation in public administration

While we acknowledge that correlation does not prove causality, the primary finding of this analysis suggests that there is a statistically significant correlation between gender equality in public administration and the delivery of certain public services. Of the indicators examined, access to healthcare and to sanitation have the strongest correlations with women’s participation in public administration, at 0.45 and 0.44 respectively. Enrollment in lower secondary school, upper secondary and access to electricity have slightly weaker correlations, though still significant, at 0.37, 0.36 and 0.36 respectively. For the indicators on access to education (enrollment in primary school) and GDP purchasing power parity, the analysis shows that these two have the lowest significant correlations in the category at 0.31 and 0.26 respectively. The country examples included in this paper corroborate these results.

The results of the analysis indicated a lack of significant relationship between women’s representation in decision-making roles in public administration and the public service delivery indicators used to assess public administration performance. While select individual country case examples seem to suggest a relationship, such as in the case of Kenya, we have not seen that systematically across the 95 countries. There are a number of potential reasons for this overall relatively low correlation: the definition of decision-making roles could not be clearly or consistently defined, other factors have a stronger impact on public service delivery indicators, etc. It will therefore be important to collect apples-to-apples data on the level of women in decision-making roles in public administration to assess this relationship over time. It is however noteworthy that the qualitative evidence provided in the Slovenia and Azerbaijan examples highlights that women’s access to leadership roles is potentially linked to innovative service delivery.

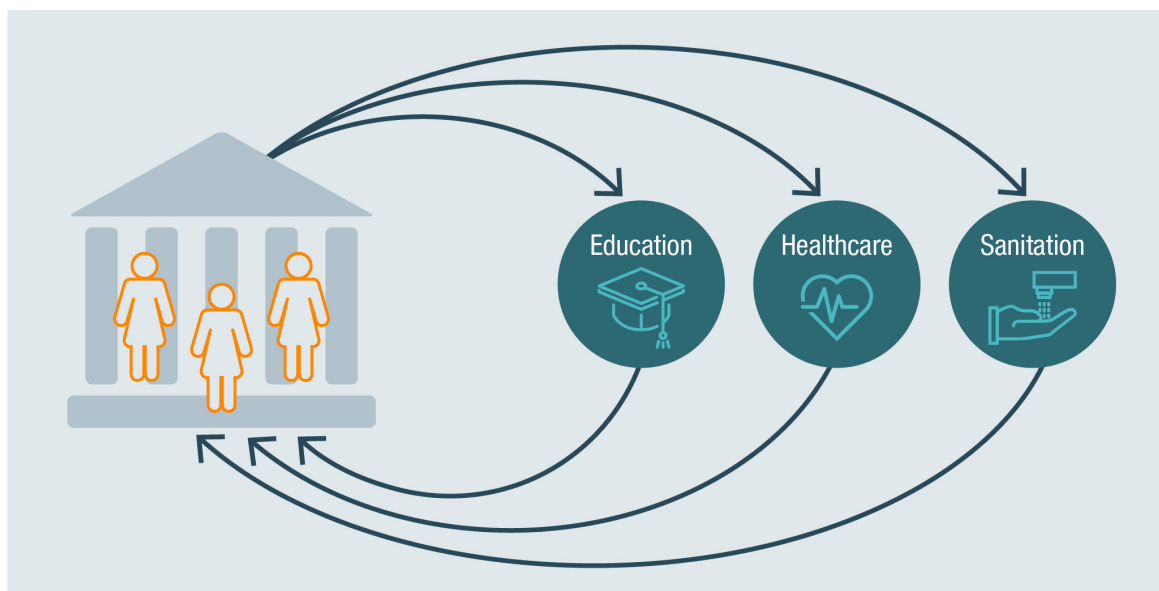


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## Gender equality in its varying agencies appears to be a promising accelerator for delivering on a country's national priorities

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All in all, the correlation between gender equality in public administration with the selected public service delivery indicators indicates the possibility that gender equality in the agencies that govern access to basic services has a positive impact on inclusion, efficiency and effectiveness. It also suggests the possibility that the improvement of these indicators creates a virtuous circle of increased women in the workforce, and in public administration. Given the visibility of public service delivery and its association with a state's performance, these findings bolster the need to promote gender equality in public administration – not only to enhance the effectiveness of administrative agencies but also to improve trust between state and society. It additionally leads to a preliminary finding that, since public administration plays a critical role in the development process, gender equality in its varying agencies appears to be a promising accelerator for delivering on a country's national priorities. Effective action tackling the gender gap in public administration would therefore be instrumental in creating the right policy ecosystem for the implementation of the Agenda 2030 for Sustainable Development at the national and local level.







# COUNTRY EXAMPLES

Kenya's Jubilee Manifesto 2017 committed to increase women's leadership in public institutions by

30%

75.4%

ministries, departments, and agencies (MDAs) have at least one-third women

18,704  
& 4,171

schools connected to electrical grids and to solar energy, respectively, by the Ministry of Energy and Petroleum

While their contexts and challenges vary considerably, the following country examples from Kenya, Slovenia, Azerbaijan and Sweden illustrate evidence of the likely relationship between women's participation and leadership in public administration and the quality and efficiency of delivering public services to citizens. The country examples focus on the different public service delivery indicators analyzed in the first section but also on frequently accessed public services which influence citizen's ability to enjoy their rights.

## KENYA

### Background

The violent conflicts and protests following the disputed 2007 election outcome resulted in a call for governmental reform. A new constitution was passed in 2010, restructuring institutions including the public service. Under Article 232, new values and standards were established focused on improving public service, while Article 233 formed the Public Service Commission (PSC) consisting of nine presidential appointees. The commission would oversee the implementation of the values and principles set forth in Article 232 as well as general values in Article 10 for efficient, responsive, and equitable public service for the people of Kenya. The new principles would provide direction for better representation and management of service quality and delivery to more individuals in the communities.

### Women's Participation and Leadership in Public Administration

In 2012/2013, the PSC began to track the annual progress of the constitutional values grouped and coded under ten themes of fair, effective, and inclusive public service. The theme of diversity management in the public service included aspects of compliance to implement diversity policies and equal representation of gender through equal recruitment, promotion, and training opportunities and rates. Gender equality would be measured through compliance of Article 27, Section 8 of the Constitution stating that elected and appointed bodies could not comprise of more than two-thirds of the same gender. Along with many ministries pushing gender equality initiatives, Kenya Vision 2030 looks to enact a 30 per cent affirmative action into legislation for increased female representation and involvement in decision-making. One proposal toward its enactment has so far been prepared and submitted to the Kenya Law Reform Commission. Kenya's Jubilee Manifesto 2017 committed to specifically make public service delivery more efficient and to increase women's leadership in public institutions by 30 per cent.

The PSC reports have shown that incorporation of diversity and equal female representation policies has steadily increased each year. Over three-quarters (75.4%) of the ministries, departments, and agencies (MDAs) have at least one-third women.

### Impact

In several of those ministries where the one-third ratio of women was met in 2015, there appears to be improved basic service delivery and service programs. Below are three ministries with recorded improved performance.

**The Ministry of Energy and Petroleum** (67% male to 37% female) recognizing that digital literacy can empower and create more opportunities for youth in the economy, is now working to electrify the remaining 1,166 of 23,411 primary schools so young children can begin computer training earlier. So far, they have connected 18,704 schools to electrical grids and 4,171 to solar energy, a significant increase from 10,157 in 2013. This initiative parallels the plan to increase total population access from 30%

in 2013 to 80% by providing an infrastructure network to people living near schools. 3.5 million people in businesses, homes, and other public institutions nearby now have stable access, improving the quality of life by extending business hours.

*“The Government’s agenda for women is premised on an unwavering political will and conviction that empowering women is key to the development of our nation”*

**-Anne Waiguru, Cabinet Secretary Ministry of Devolution and Planning and head of delegation of Kenya to the 59th session of the Commission on the Status of Women (CSW)-2015**

**50%**

nationwide increase  
in hospital deliveries  
from 2012 to 2014

**In the Ministry of Health** (46% male to 54% female), maternity care and family planning options have become more convenient and accessible to more women and girls. Mobile clinics were also introduced to reduce the distance of women and young children to maternity care and immunization facilities. The ministry was awarded the EXCELL (Excellence in Leadership for Family Planning) Award at the International Conference on Family for Kenya being the sole country to exceed global family planning targets in 2016. Women and girls were provided access to different contraceptives, with the current fertility rate<sup>8</sup> at 3.9 down from 4.6 in 2008. Allowing females choice and options can empower them to continue education and increasingly participate in public life. The government has also provided insurance to 1 million women to cover childbirth in public hospitals and reduce costs for maternity care for the most vulnerable groups. Reducing cost barriers and stigma can allow women to access safer delivery methods, rather than give birth at home. The East Central and Southern Africa Health Community recognized Kenya for providing respectful maternity care with an increase in women using public facilities and a reduction in mortality rates from 488 in 2012 to 362 in 2017 for every 100,000 births. Nationwide, a 50 per cent increase in hospital deliveries from 444,000 to 666,000 was recorded from 2012 to 2014.



<sup>8</sup> Fertility rate is the total fertility rate or number of births per woman for ages 15-49.

**The State Department of Devolution and Planning**<sup>9</sup> with a representation of 53 per cent male to 47 per cent female won first place in the 2015 United Nations Public Service Awards in the category *“Improving the Delivery of Public Services”* (Africa region) for their Huduma Centers, a program now directed by the Ministry of Public Service, Youth and Gender Affairs.

There are forty-five Huduma locations, each with fifty-five services scattered around the country, providing convenient access to national government services, including issuance of identity cards, business registration, corruption reporting, and student registration. Along with Huduma channels, the goal is to streamline and digitalize government services and information, making it quick and transparent for citizens. Every day these centers serve about 30,000 people across the country.

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<sup>9</sup> The Ministry of Devolution and Planning has been a strong advocate for Gender Equality and the Empowerment of Women, and in particular the implementation of the Beijing Platform for Action.



## SLOVENIA<sup>10</sup>

### Background

Since 2005, Slovenia, via its Ministry of Public Administration has strived to create a better environment for citizens and companies. Through the adoption of policies and the systematic implementation of measures, it aims to increase well-being, productivity and competitiveness of the country as a whole. In order to achieve this objective, the activities of the Ministry of Public Administration have primarily focused on reducing administrative and regulatory burdens, and on offering innovative, user-friendly and efficient government service.

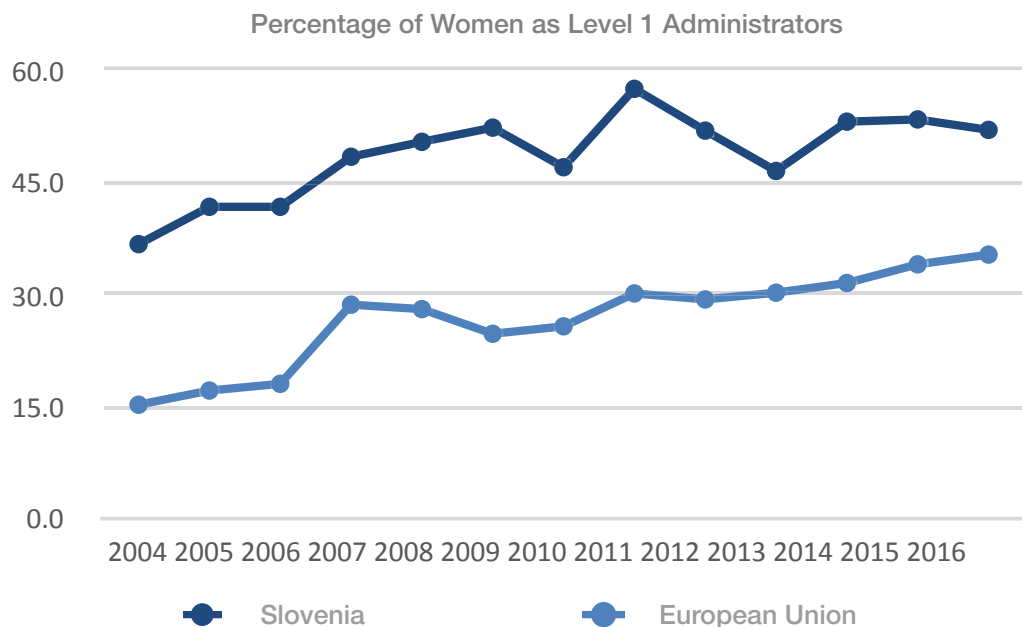
### Women's Participation and Leadership in Public Administration

# 50/50

ratio in the highest level of administration in Slovenia

In the early 2000s, Slovenia increased its efforts to advance gender equality. Special measures were introduced to ensure equal access of women and men to public service positions. For example, the Equal Opportunities for Women and Men Act was adopted in 2002. One of the specific aims of the Act was to provide a legal basis for establishing the principle of gender-balanced representation within the state administration. In September 2004, in compliance with the provisions from the Act, the government issued a decree for ensuring the principle of gender-balanced representation is respected, especially in the composition of public bodies at senior management level.<sup>11</sup> Within 4 years of the decree being issued, Slovenia had reached a 50/50 ratio in the highest management of the national administration. Slovenia has been able to maintain parity, exceeding the average of the other European Union countries. The EU has achieved 35.3% women in the highest level of administrators in 2016, though steadily increasing from 15.2% in 2004.

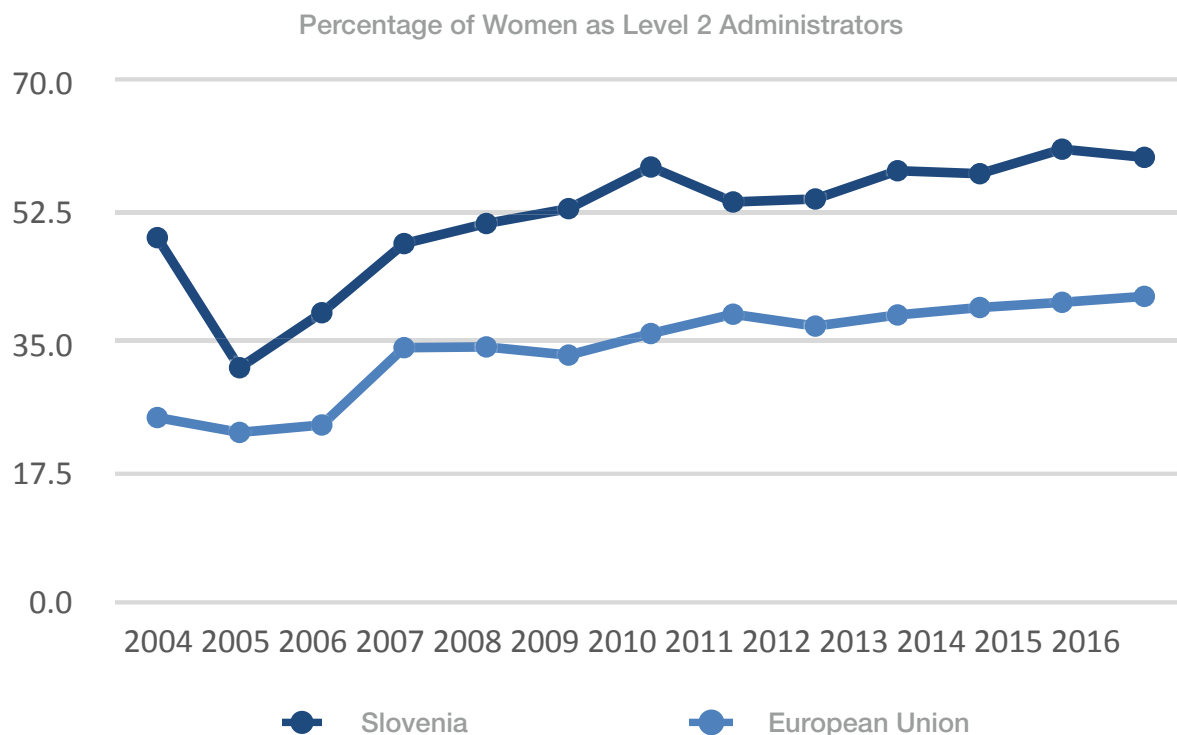
The graphs below show the percentage of women at the highest managerial levels in Slovenia between 2004-2016, compared to the European Union.



NB: Level 1 Administrators include Director General, Secretary General, Head of the Minister's Office, Head of the Office under the Minister, Deputy Director General, Head of the Secretariat General, Deputy of the Government Service under the Minister without Portfolio

<sup>10</sup> To note-Slovenia was not included in the 95 countries that were covered in the correlation analysis.

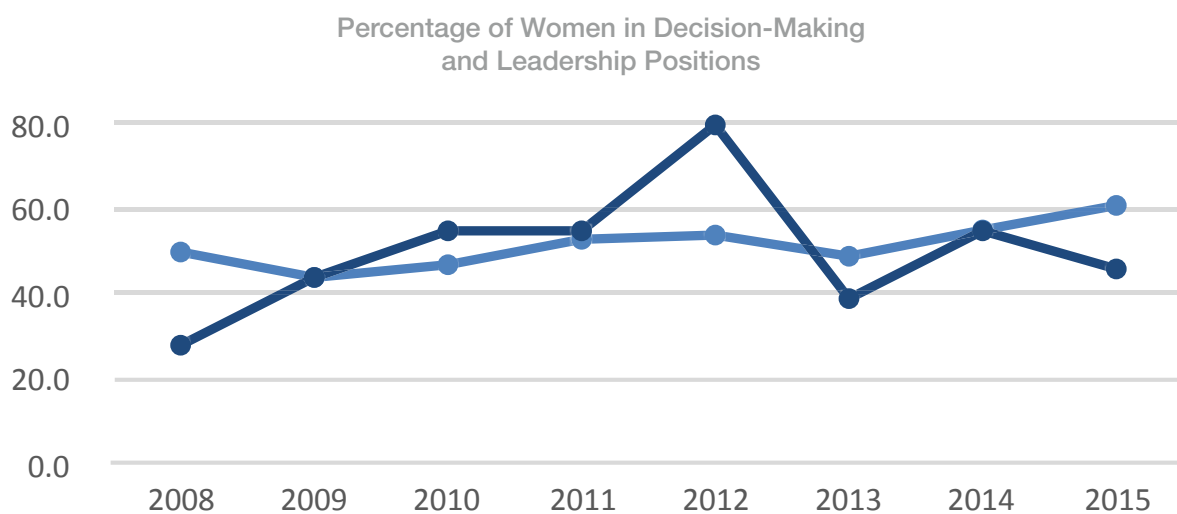
<sup>11</sup> The principle of gender-balanced representation is respected when there is at least 40% representation of women and men respectively.



NB: Level 2 Administrators include Head of sectors and offices under director generals (heads of departments and services).

SOURCE: European Institute for Gender Equality (EIGE)

By 2008, the share of women in senior management had reached 44 per cent within the Ministry of Public Administration. By 2015, the share had increased to 54 per cent (see graph below).



NB: In 2012, the Ministry of Public Administration was brought under the Ministry of Justice. In 2013 and 2014, the Ministry of Public Administration and Ministry of interior were merged and known as the Ministry of Justice and Public Administration

SOURCE: Ministry of Public Administration

## Impact

The timing of the improvement in gender equality in the Ministry of Public Administration is aligned to the implementation of successful programmes. As the agency responsible for the implementation of the action programme for eliminating and reducing administrative burdens and barriers to starting a new business by 25% (known as the “Minus 25” programme) by 2015, the Ministry launched the following projects:

- The [e-Vem portal](#), a one stop-shop portal for domestic companies and entrepreneurs who wish to start a business. The portal won the 2009 United Nations Public Service Award (UNPSA) in the category “*Improving the Delivery of Public Services.*”
- [Eugo Slovenia](#), a one stop-shop portal for foreign business entities from the EU, EEA Member Countries and the Swiss Confederation who want to do business in Slovenia.
- [StopTheBureaucracy portal](#), a platform intended for entrepreneurs and citizens who have contact with administrative procedures and who wish to submit concrete proposals to simplify regulations. The portal also provides information and maintains a database on the progress of the programme implementation and best practises.

Since 2004, Slovenia’s DTF score has steadily increased from

**66.88**  
to **91.42**

### The published statistics about Slovenia’s progress are as follow:

- Slovenia has reduced the number of days required to start a business from 61.5 days in 2004 to 7 days in 2017.
- In 2016, for the category “*Starting a Business*” in the World Bank’s “*Doing Business*” index<sup>12</sup>, Slovenia had a high DTF<sup>13</sup> score of 91.42 (the best performer, New Zealand scored 99.96). Since 2004, Slovenia’s DTF score has steadily increased from 66.88, with a sharp increase between 2008 and 2009<sup>14</sup>, corresponding to the year the Ministry of Public Administration had reached a gender-balanced representation in decision-making.
- Slovenia’s improved performance was also highlighted in the 2016 eGovernment Benchmark study. In the category “*Starting a Business*”, Slovenia scored over 80% for 2015.
- Businesses have saved 5.1 million EUR annually due to reduced administrative burdens and simplified procedures. Streamlined services through the e-Vem portal have increased savings to 10.7 million EUR per year.
- Number of submitted application has increased from 4289 in 2005 to 862 003 in 2016.

*“Gender equality at senior/decision-making level is crucial for the successful implementation of the mission of the Ministry of Public Administration, which is serving citizens and business in a high-quality manner in Slovenia. Nowadays, we are surrounded by more and more complex challenges in a fast-moving environment. We therefore need to diversify our approaches, views, methods and tools for addressing these challenges successfully. Gender equality helps us achieve this. Gender Equality is not something we should question, but rather support and actively communicate at all levels”*

**Nina Langerholc Cebokli, Head of the Minister’s Office at the Ministry of Public Administration-2017**

<sup>12</sup> The World Bank “*Doing Business*” project analyses how easy or difficult it is for a local entrepreneur to open and run a small to medium-size business when complying with relevant regulations.

<sup>13</sup> An economy’s distance to frontier (DTF) score is indicated on a scale from 0 to 100, where 0 represents the worst performance and 100 the frontier (i.e. the best performance).

<sup>14</sup> Slovenia’s DTF score increased by 17.8 percentage points between 2008 and 2009.



# AZERBAIJAN

## Background

In 2011, Azerbaijan was struggling with problems of inefficiency and corruption within its public service delivery. With the aim of ensuring improved service delivery and as part of its public administration reforms, Azerbaijan adopted a new e-service model: the Azerbaijani Service and Assessment Network (ASAN).<sup>15</sup> Established by presidential decree in 2012 and launched in January 2013, ASAN Service centers act as one-stop shops providing space for specific government ministries institutions to render more than 240 services including ID cards issuance, renewal of driving licences and birth registrations.

## Women's Participation and Leadership in Public Administration

While the ASAN Service initiative does not yet have a written gender equality policy and strategy, it places women at the center of the new model of public service. Women represent 39 per cent of civil servants and 52.6 per cent of total senior managers<sup>16</sup> working for the bodies which manage the initiative, the State Agency for Public Service and Social Innovations (SAPSSI) and ASAN Service centers. The State Agency, the main management, is responsible for the unified management of ASAN service and the coordination of functions of government entities. Additionally, it ensures staff training, measures customer satisfaction and improvement of service delivery capabilities.

It is interesting to note that the share of women working in ASAN<sup>17</sup> is considerably (i) higher than the share of female employees in the overall national civil service (29% overall and 22% in senior management, in 2015) and (ii) five times higher than the share of female in senior management 13 years ago in the overall civil service (11% in senior management in 2004).

## Impact

Public service delivery through the ASAN Service centers has been very successful in Azerbaijan. ASAN Service has been cited numerous times as a model of innovation and efficiency by various studies and articles. In addition to the stationary centers, ASAN also utilizes a 108-call center, video conferencing and social media to interact with citizens and connect them to available services. Launched in 2013, an intra-city mobile system is available to Baku residents with limited mobility while a larger mobile system of cars and buses, Mobile ASAN Service, serve those in remote locations.

## The published statistics on ASAN's success are as follows:

- Since 2013, there has been a steady increase in completed requests with an overall 15.9 million requests completed in just four years (see table below for monthly distribution).
- Over 4 million citizens have benefited from the ASAN services.
- Each center serves more than 2,500 people per day.
- Mobile ASAN Service has served over 135,000 people in 46 locations who do not reside near any ASAN Service centers.
- As of 2016, ASAN had a public satisfaction rate of 98%.
- 400,000 calls to the 108-call center were made in two years to communicate with customers about services available.

women represent

**39%**

of civil servants

& **52.6%**

of total senior managers

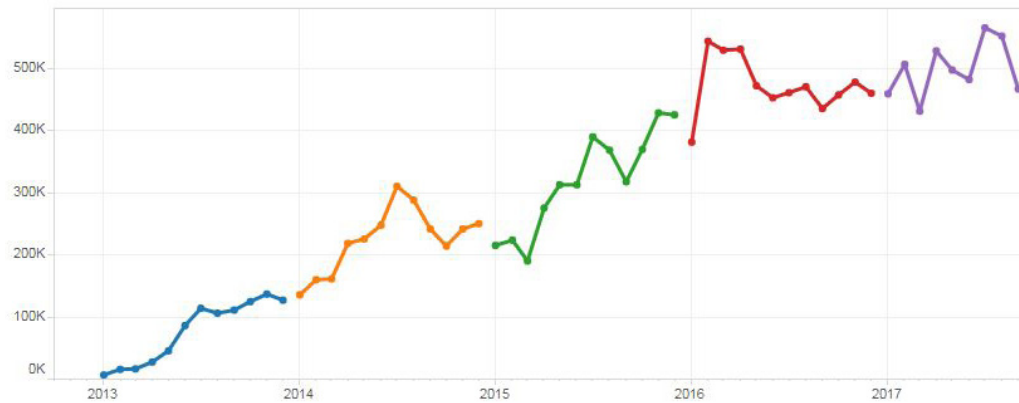
<sup>15</sup> "Asan" means easy in Azerbaijani.

<sup>16</sup> Senior management in SAPSSI include manager and officer positions: Manager – Department Head, Deputy Head, Unit Head; Officer – responsible officers for cultural affairs and ISO/OHSAS international standards, Head of Trade Unions of the State Committee).

Senior management in ASAN Service centers include manager and officer positions: Manager – Department Head, Deputy Head, Unit Head; Officer – responsible officer for cultural affairs, training, adaptation, human resources, and volunteers' affairs

<sup>17</sup> SAPSSI headquarters and core staff in ASAN service centers.

## Number of Requests per Month



As of 2016, ASAN had a public satisfaction rate of

**98%**

SOURCE: Vxsida.gov.az by the President of the Republic of Azerbaijan Citizen Service and Social Innovation State Agency

In 2015, Azerbaijan also won the United Nations Public Service Award (Western Asia region) in the 'Improving the delivery of public services' category for its ASAN initiative; the first post-Soviet country to have won the first place in this category.

ASAN has dramatically changed the image of public service in Azerbaijan from a model described as non-transparent, inefficient, prone to corruption, hostile to the customers and often male-dominated to a new system of public service delivery described as transparent, easy to access, inclusive, efficient and female.<sup>18</sup>



<sup>18</sup> UNDP/ASAN Assessment Report on Organization Performance and Training Outcomes.

## SWEDEN

### Background

Swedish public administration is highly decentralized. Local municipalities have a considerable degree of autonomy and are largely responsible for planning, development and public services. The Planning and Building Act of 1987 gave municipalities a strong mandate in terms of urban planning and development and today municipalities' plans include housing, infrastructure and community development. In terms of service provision, municipalities are responsible for social services, including childcare, care of the elderly, and social security benefits; pre-, primary and secondary schooling, recreational and cultural activities, health and environmental care, water supply and sewerage, rescue services and refuse disposal. This is in line with the Council of European Municipalities and Regions' (CEMR) belief that it is at the level of municipalities and county councils that an equal society can best be created, because of their proximity to everyday people's lives.

# 40.1%

of women working in the public sector were employed by a municipality in 2003

### Women's Participation and Leadership in Public Administration

In 2003, the Swedish Local Association of Local Authorities and Regions (SALAR)<sup>19</sup> conducted a campaign to increase the number of women in senior positions in local authorities. Studies had shown that half of women who were formally employed, worked in the public sector, compared with only 18% of employed men. Within the public sector<sup>20</sup>, municipalities were the largest employers, with 45% of women working in the public sector being employed by a municipality. The association also noted that while women constituted 79% of municipal employees and civil servants, only 13% of this share occupied senior management positions in the municipality. The campaign succeeded in increasing women's access to leadership positions within several municipalities, including the municipality of Jönköping, where significant improvement in service delivery was correlated with the increase in women's representation in senior positions.

*Women and men's equality is more than a right for citizen, it is something that can benefit municipalities and county councils*

**-Swedish Local Association of Local Authorities and Regions (SALAR)-2012**

In Jönköping, from 2009 to 2016, women occupied an average of 40.1% of senior positions. Women occupied an average of 34.0% of the highest leadership positions at the municipal level<sup>21</sup> from 2011-2016.

<sup>19</sup> At the time known as the Federation of Swedish Municipalities (Svenska Kommunförbundet)

<sup>20</sup> In Sweden, the public sector includes administrative authorities and state universities. Companies owned by the state or a municipality are not regarded as public sector employers.

<sup>21</sup> Heads of departments.

## Impact

The change in management is reported to have had a positive impact on town planning, transport and emergency services. Jönköping is today known for its urban development including its citizen-centric strategic approach to access to public services.<sup>22</sup>

With the adoption of the Urban Development Vision 2.0 in Jönköping in 2008 to extend urban development of the city from Vision 1.0, the city has achieved the following:

- Safety and infrastructure was improved in the city center with creation of new meeting spaces and passages through local planning and development.
- Reforms and changes to the traffic system and traffic safety, including pedestrian and bicycle paths and the construction of a three-lane road, have improved access to the city. This has resulted in the number of accidents in the municipality decreasing by 15%<sup>23</sup> between 2009 and 2013, with plans to further reduce the number by 25% by 2020.
- Several housing projects in central Jönköping have been completed per Vision 2.0 to enhance diversity and inclusion, while a new district and extensions into the culture center of Tändsticksområdet was completed in 2012.

Number of accidents in the municipality decreased by

# 15%

between 2009 and 2013



Jönköping has also been performing very well in terms of citizen's satisfaction<sup>24</sup>. Medborgarundersökningen, a citizen's satisfaction survey<sup>25</sup> conducted by Statistics Sweden shows that since 2009 Jönköping has been performing better than other large municipalities in the categories "Municipality services" and "Citizens' satisfaction with the Municipality as a place to live" at an average of 60.3 and 64.6 respectively. The municipality highly values these surveys which they use to evaluate their citizens' experiences with the services they are putting in place and obtain their views on the outputs received. It also helps them to identify sub groups and needs or gaps in accessibility.

<sup>22</sup> In the municipality of Jönköping, the urban development program has been headed by a woman. Josephine Nellerup, Strategist of Urban Planning, was responsible for the Urban Development Vision 2.0.

<sup>23</sup> From 296 in 2009 to 252 in 2013.

<sup>24</sup> Examples of questions asked include: how do you regard your municipality as a place to live and work? What do you think about the roads, schools and elderly care?

<sup>25</sup> One of the indices measures citizens' satisfaction with municipality services and is composed of 14 sub-indicators, including everything from "preschool" to "water and sewerage services."





# CONCLUDING REMARKS

Given the importance of the public administration as a sizable employer, policymaker and service provider, it is critical to understand how having more women in decision-making roles in administrative agencies plays a role in defining the development trajectory of a country.

This brief is a first step in moving beyond the normative case for women's participation and leadership in government agencies. Policy-makers and private sector leaders increasingly make compelling economic and business cases for empowering women in the workforce. However, in spite of the widespread belief that gender equality is good for inclusive growth and poverty reduction, we also have to understand what women's full, equal and meaningful participation means for effective and responsive governance, and how it is manifested. In short, we have to develop an evidence base that begins to explain what the correlation is between gender equality and the performance of the public administration. And, ultimately, if and how this correlation has the potential to generate better development outcomes.



The evidence put forward in this brief is intended as a beginning, a source of inspiration for one of the key parameters we must focus on to create just, inclusive and prosperous societies in line with the Global Goals for Sustainable Development.

While correlation does not prove causation, the findings in this brief suggest that women's equal participation and leadership creates conducive environment for a better and more effective government. The findings also suggest that gender equality in public administration potentially creates a virtuous cycle through increased economic development, societal gender equality and workforce gender equality. Ultimately, this further creates a call for action to strengthening the recognition of women's full, equal and meaningful participation in public administration. Not only as a catalyst for achieving Goals 5 and 16 but as a catalyst for achieving the entire sustainable development agenda and its promise of "transformative change".

In this vein, we hope that the following three recommendations can be the first steps in paving the way towards effective interventions that begin to explore not only what evidence base we need to build but also how we will put that evidence into play to go from research to policy action.

First, it is clear that further research needs to be undertaken to understand how women's participation and leadership in public administration impacts on performance of government agencies, and

further upstream, on development policies and their outcomes. This requires collection and analysis of sex-disaggregated data across more member states, and across sectors. We need to know where the glass ceilings are in the public administration, and we need to know where the glass walls are.

Second, more solid indicators need to be developed, including proxy indicators, for assessing the quality of public administration – at both the national and local level. Only with the systematic capturing of government performance will it be possible to assess a stronger correlation.

Third, there is a need to translate the research findings into sound policy advice substantiated by evidence of the progress that gender equality, as a development accelerator, can lead to. Taking into account different national realities, capacities and levels of development, it is essential that this policy advice understands and tackles the root causes of gender inequalities within public administration. These can be related to broader societal gender gaps that are beyond the realm of public administration such as the education system, media narratives etc.

These recommendations will require both resources and political will. Some countries are already taking on ambitious leading roles, but more is needed. Stepping up the investment of time and resources dedicated to exploring this under-examined area is fundamental to generating a step-change in the discourse on why gender equality is both right and an accelerator of development outcomes.

# APPENDIX

## CORRELATION ANALYSIS METHODOLOGY

For this paper, the Pearson's correlation coefficient was used to determine the relationship between gender equality in public administration, gender equality in work, gender equality in society, economic development and public administration performance. The correlation analysis built on the 15 indicators used in MGI's September 2015 report: *The power of parity: How advancing women's equality can add \$12 trillion to global growth*.

The following caveats are to be noted:

- Log of per capita GDP used for correlations.
- Extreme variables beyond +/- 2 standard deviations of mean were trimmed before calculating correlation.
- Significance value (p) are two tailed
- the Spearman correlation coefficient was used for the Legal protection indicator



## Summary of gender equality indicators and data

Indicator	Description	Data Source	Country Average
<b>Labor-force participation rate</b>	Female-to-male ratio; age 15+ labor-force participation rate	ILO	95
<b>Professional and technical jobs</b>	Female-to-male ratio; representation (number) in professional and technical jobs (professionals, technicians, and associate professionals)	ILO	78
<b>Perceived wage gap for similar work</b>	Female-to-male ratio; wages for similar work, based on survey responses on equal pay for equal work ranked on a seven-point scale	World Economic Forum, The global gender gap report 2014 (based on data from the WEF's 2014 Executive Opinion Survey)	87
<b>Leadership positions</b>	Female-to-male ratio; representation(number) in leadership positions (legislators, senior officials, andmanagers)	ILO	71
<b>Unpaid care work</b>	Male-to-female ratio; time spent in unpaid care work	OECD Gender, Institutions and Development database 2014	50
<b>Unmet need for family planning</b>	Female only; percent of married or in union women aged 15–49 who want to stop or delay childbearing but are not using contraception	United Nations, Model-based estimates and projections of family planning indicators 2014	94
<b>Maternal mortality</b>	Female only; maternal deaths per 100,000 live births in a specified year <sup>26</sup>	WHO	95
<b>Education level</b>	Female-to-male ratio; composite indicator of adult literacy rate, net secondary enrollment rate, and gross tertiary enrollment rate	UNESCO Institute for Statistics, supplemented with World Economic Forum, The global gender gap report 2014 data	95
<b>Financial inclusion</b>	Female-to-male ratio; composite indicator of the rate of account holders at a financial institution, borrowing from a financial institution in the previous 12 months, and use of mobile phones to send money <sup>27</sup>	World Bank's Global Findex database, 2014	91
<b>Digital inclusion</b>	Female-to-male ratio; composite indicator of rate of Internet and mobile users	International Telecommunication Union, Intel	55
<b>Legal protection</b>	Female only; composite index of the extent of protection to women by 11 different legal provisions (e.g., right to inherit, access jobs)	World Bank's Women, Business and the Law database	91
<b>Public Administration</b> <sup>28</sup>	Female only; percent of women in non-elected government positions <sup>29</sup>	UNDP	120
<b>Political representation</b>	Female-to-male ratio; composite indicator of representation (number) in parliamentary and ministerial positions <sup>30</sup>	Inter-Parliamentary Union, Women in politics: 2014	95

<sup>26</sup> Includes female deaths from any cause related to or aggravated by pregnancy or its management (excluding accidental or incidental causes) during pregnancy and childbirth or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, per 100,000 live births, for a specified year.

<sup>27</sup> Indicator of mobile phone used to send money was used in the composite calculation only when rates for males were more than 5%.

<sup>28</sup> Not included in the *Power of Parity* report

<sup>29</sup> Decision-making positions based on national definitions.

<sup>30</sup> Parliamentary seats refer to those in a single or lower chamber.

Indicator	Description	Data Source	Country Average
<b>Sex ratio at birth</b>	Male-to-female ratio; number of male births to number of female births	United Nations, World population prospects: The 2012 revision	95
<b>Child marriage</b>	Female only; percent of girls and young women aged 15–19 who are married	United Nations, World marriage data 2012	92
<b>Violence against women</b>	Female only; percent of women who have experienced physical and/or sexual violence from an intimate partner at some time in their lives	OECD Gender, Institutions and Development database 2014 <sup>31</sup> , World Health Organization (WHO)	69

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<sup>31</sup> Based on data from Demographic and Health Surveys, WHO, International Violence Against Women Survey, and European Union Agency for Fundamental Rights.

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