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Report of the Bureau on equitable geographical representation and gender balance in the recruitment of staff of the International Criminal Court

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I. Introduction

1. The Rome Statute provides that the International Criminal Court (“the Court”) shall ensure the highest standards of efficiency, competency and integrity, and shall have regard to fair representation of women and men for all positions, representation of the principal legal systems of the world for legal positions, and equitable geographical representation for positions in the professional category. The selection procedure is determined by the criteria set forth in articles 44(2) and 36(8) of the Rome Statute and resolution ICC-ASP/1/Res.10 of the Assembly of States Parties (“the Assembly”).

2. As decided by the Assembly, the system of desirable ranges applied by the Court is based on the system of the United Nations. The ranges are calculated on the basis of a State’s financial contribution to the budget of the Court and of a State’s population size, both criteria in relation to the total membership of the Rome Statute.

3. At its seventeenth session, the Assembly “request[ed] the Bureau to continue engaging with the Court to identify ways to improve equitable geographical representation and gender balance in professional posts, as well as to remain seized of the issue of geographical representation and gender balance, and to report thereon to the eighteenth session of the Assembly.”

4. The mandate on the issue of geographical representation and gender balance was allocated by the Bureau of the Assembly to the New York Working Group and Mrs. Kristina Pelkiö (Czech Republic) was appointed as facilitator on this issue by the Bureau on 7 February 2019. As in previous years, the facilitation would serve, among other matters, as a platform to raise awareness on the staffing of the Court and provide updates regarding fluctuations of staffing.

II. Discussions in the New York Working Group

5. The facilitator held three meetings, open to State Parties, Observer States and civil society. During a meeting held on 1 July 2019, the facilitator presented a proposed roadmap for the facilitation as well as brief updated on the current status and recent trends. Delegations stressed that reducing the number of under-represented and non-represented countries, while also preserving the high quality of candidates, would serve to increase the trust in and legitimacy of the Court. Moreover, some delegations stated that the Court should further strengthen its initiatives to address concerns about under-representation and take decisive measures to produce real outcomes in this regard. In relation to the gender imbalance, some delegations considered the creation of mentoring programs and appointment of focal points as a good start, but not sufficient, and thus additional initiatives might be needed to address this structural issue.

6. In a meeting held on 8 November 2019, the Court — represented by the Registrar of the Court and staff from the Human Resources Section and the External Relations and Cooperation Section, through videoconference — presented an overview of its efforts to achieve equitable geographical representation and gender balance. The Registrar stressed the importance allocated to this topic, as demonstrated by its inclusion as one of the three priorities of the Registry Strategic Plan 2019-2021. He stated that even though the Court has taken measures to improve geographical representation and gender balance (“GRGB”) in the past, it was clear that more had to be done. Among the measures that the Court planned to take was the identification and modification of issues within the legal framework of the recruitment process, and the inclusion of improving GRGB as an objective for performance appraisals of all recruiting staff. Regarding geographical representation, engagement with individual under and non-represented States to understand the existing recruitment challenges and plan targeted actions had proven beneficial. Regarding gender balance, the Registrar stated that overall there is almost a balance between female and male staff; however, this is not the case for the higher positions where female staff are under-represented. The Court aimed to improve the situation through the introduction of the mentoring program and the appointment of a Focal Point for Women. The Registrar added

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1 ICC-ASP/17/Res.5, annex I, para. 13(c).
that the Court was grateful that experts would consider the matter in the framework of the proposed review of the Court. The Human Resources Section representative further briefed delegations on the statistics on both matters and the data, updated to 30 September 2019, was shared electronically with delegations. The statistics were broken down by Court organs, permitting a horizontal view in addition to the vertical one. It was recalled that information on the geographical representation and gender balance of the Court’s professional staff was included as an annex to the report of the Committee on Budget and Finance (“the Committee”).

Moreover, the Court outlined the challenges that they face in addressing the matter given the limited number of vacant posts, an average of 20 to 30 posts per year, and the limited turnover of staff especially at senior levels.

7. In a meeting held on 14 November 2019, the facilitator presented draft report and delegations had opportunity to discuss proposed text for the omnibus resolution, which is annexed to this report.

8. The facilitator also held bilateral meetings with interested delegations, aimed at providing specific information on statistics relevant to their respective States and encouraging better dissemination of professional vacancies.

III. Recruitment process

9. As at 30 September 2019, the Court had 469 professional posts, comprised of 94 different nationalities (excluding 3 elected officials and 42 language staff); 39 posts were vacant; 34 were under recruitment or had the recruitment completed.

10. Representatives of the Human Resources Section provided States with background information regarding the functioning of the recruitment process. It was advised that, in accordance with the Rome Statute, the Court selects the most qualified candidates and, when candidates perform equally well, the recruiting panel considers geographical and gender representation. It was stressed that diversity is also relevant for the composition of the panels, and that its members are provided with information regarding under- and over-represented countries, in an effort to ensure that nationals from these countries are properly considered for shortlisting.

IV. Gender balance

11. As of 30 September 2019, female staff comprised 47.3 per cent of the Court’s professional staff, while male staff comprised 52.7 per cent. In spite of the slight decrease in the overall ratio of female employees in the Court’s professional staff in comparison to 2018, the overall gender balance continued to be within range. Ensuring gender parity on the recruitment panels was among the measures taken by the Court to preserve this achievement.

12. Throughout the years, there has been some stability regarding gender balance at the Court, however, imbalance in the staff composition within some Court programmes and severe under-representation of female staff in positions P-5 and above has been identified. While female staff constitute more than 50 per cent at the P-1 (76 per cent) and P-2 (63 per cent) levels, female staff are severely under-represented at the higher levels: only 11 per

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3 Information provided by Human Resources Section in the videoconference with the New York Working Group on 8 November 2019 and included in the updated presentation circulated to State Parties on 19 November 2019.
4 Ibid.
5 Ibid. Percentage of male and female staff per year: 2014: 53.5%-46.5%; 2015-56.2%-43.8%; 2016: 52.9%-47.1%; 2017: 53.6%-46.4%; 2018:52.8%-47.2%; 2019: 52.7%-47.3%.
6 Ibid. Percentage of male and female staff per organ as of 30 September 2019: Judiciary: 37%-63%; Office of the Prosecutor: 47.6%-52.4%; Registry 57.6%-42.7%; Secretariat of the Assembly of States Parties: 60%-40%; Secretariat of the Trust Fund for Victims: 42.9%-57.1%; IOM 25%-75%; Office of Internal Audit 25%-75%.
7 Ibid. As of 30 September 2019 the percentage of female staff at P-5 or above positions is of 26.9% while for male staff is 73.1%.
cent of the staff at the D-1 level is female, 33 per cent at the P-5 level, 35 per cent at the P-4 level, and 45 per cent at the P-3 level.\(^8\)

13. The Court noted that although the quality of female candidates was not lower than that of male candidates, the pool of the latter for senior-level posts tended to be approximately two-thirds of the applications,\(^7\) so measures aimed at increasing applications from female candidates have been adopted.

14. In order to contribute to better understanding and addressing this situation, the Court has established a “Mentoring Programme for Women” which aims at supporting women in strengthening professional networks and defining and pursuing career aspirations with the coaching and support of an experienced mentor. The Court also plans to establish a “Focal Point for Women” in 2020 and to initiate training programmes on gender awareness and unconscious bias for managers involved in recruitment. The Focal Point for Women would assist and advise on addressing systemic organizational issues which may present obstacles for the career progression of women and, together with training programmes, be instrumental for identifying and addressing potential unconscious bias. In relation to the Focal Point for Women and the activities related to the establishment of this role, the heads of Organ of the Court (the Prosecutor, President and Registrar) have joined the Gender Champion Leadership Network, that brings together female and male decision-makers determined to break down gender barriers and make gender equality a working reality in their spheres of influence.

15. At its thirty second and thirty third sessions, the Committee made some observations regarding gender balance. It recommended that the Court: a) address the gender imbalance in the Registry, the Secretariat of the Assembly and the Trust Fund for Victims,\(^10\) b) “concentrate its efforts on recruiting women to higher-level posts”\(^11\) and c) “report to the Committee at its thirty-fourth session”.\(^12\) Moreover, “the Committee observed that the top grade posts in the professional staff were dominated by men [and] further noted that the gender imbalance, especially at the senior levels, had not been improved over time. The Committee recommended that the Court try a different and pro-active approach to tackle the issue of gender balance, and to set a target date for achievement”.\(^13\)

V. Geographical representation

16. Of 122 States Parties, as of 30 September 2019, 94 nationalities were represented in the professional staff of the Court, of which: 20 nationalities were in balance with their targets; 22 nationalities were under-represented; 27 over-represented; and the remaining 53 nationalities were not represented. The remaining 25 nationalities of the professional staff corresponded to States not Parties to the Rome Statute.\(^14\)

17. As at 30 September 2019, in terms of absolute distribution, 80 staff were nationals from the African Group, 32 from the Asia-Pacific Group, 51 from the Eastern European Group, 31 from the Latin American and Caribbean Group (GRULAC), and 275 from the Western European and Others Group (WEOG).\(^15\)

18. As at 30 September 2019, the number of staff per post, per region, was as follows:\(^16\)

(a) D-1 (9): one from the African Group, one from the Asia-Pacific Group, two from GRULAC, and five from WEOG, with the Eastern European Group not represented; with an over-representation of GRULAC and WEOG nationals.\(^17\)

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2 Ibid. As of December 2018, 32% of female candidates and 68% of male candidates apply for P4 and P5 positions.
4 Ibid, para 104.
5 Ibid, para 106.
7 Op. cit. 3.
8 Op. cit. 2. Information updated by Human Resources Section on 18 November 2019. It should be noted that these figures do not include staff on professional level language posts.
9 Ibid. Information updated by Human Resources Section on 18 November 2019.
A. Financial statements of the International Criminal Court

(b) 2018/2019 financial year overview

The figure provided in this paragraph is based on a table electronically transmitted by the Court to the facilitator on 5 November 2019 and circulated to States Parties on 6 November 2019. Financial statements of the International Criminal Court of the year ended 31 December 2018 (ICC-ASP/18/12), item 13.2.

(c) In this case, whether a region is over or under represented is determined by the percentage of individuals from a certain region who occupy the posts, compared to the percentage that human resources has determined as the target for the region.

(d) Op cit. 3.

(e) ICC-ASP/17/36.

(f) The figure provided in this paragraph is based on a table electronically transmitted by the Court to the facilitator on 5 November 2019 and circulated to States Parties on 6 November 2019. Financial statements of the International Criminal Court of the year ended 31 December 2018 (ICC-ASP/18/12), item 13.2.

VI. Recruitment of nationals from non-States Parties

22. In comparison to the previous report on geographical representation and gender balance,18 the number of nationals from non-States Parties increased (61 staff).19

23. States stressed that many posts are still occupied by nationals of non-State Parties, which could hamper the adequate representation of States Parties.

24. It was observed that recruiting nationals of non-States Parties can be more expensive than hiring nationals of States Parties. According to the practice and fundamental principles of the International Civil Service, as determined by the Administrative Tribunal of the International Labour Organization (ILOAT), all employees of the Court are entitled to exemption from taxation on salaries, emoluments and allowances paid by the Court. The estimated tax liability for 2018 was €111 thousand, in relation to six United States taxpayers on the payroll of the Court.20
25. At its thirty-second session, the Committee recalled its observation that there had been a significant number of staff that were nationals of the States that were not Parties to the Rome Statute.\textsuperscript{22} Reiterating its previous recommendation and urging the Court to make serious efforts to redress the situation, the “Committee further recommended that the Court report on geographical representation by differentiating between the staff from States Parties and non-States Parties.”\textsuperscript{23} At its thirty-third session, the Committee recommended that the Court look into the possibility of freezing the hiring from professional staff from non-States Parties.\textsuperscript{24}

26. The Registrar has acknowledged the concerns raised by a number of delegations and the Committee regarding recruitment of nationals of non-States Parties and has communicated the Court’s commitment to find ways to address the situation, including through its internal recruitment practices. In 2018, two new staff from non-States Parties joined the Court whereas four separated.\textsuperscript{25}

VII. Measures to improve geographical representation

27. The Court informed the States that it introduced new efforts for outreach activities specifically for non- and under-represented States Parties which included (a) attending career fairs and other suitable events in non- and under-represented States; (b) supporting and promoting its Junior Professional Officer Programme which has seen three under-represented States Parties participating; and (c) meeting State representatives from under-represented States with a view to establish per State the most optimal outreach plan.\textsuperscript{26}

28. Other measures taken by the Court include: “(a) Advertising of vacancies continued to include various social media and platforms for international job vacancies; (b) All vacancy announcements were distributed in both working languages; (c) HR staff participated ex officio in all recruitment processes and took steps to ensure that diversity is considered in all stages of the recruitment cycle; (d) The Selection Review Board oversaw all recruitment; (e) Geographical diversity was ensured on all recruitment panels; (f) Updated information on geographical representation was disseminated to all recruitment panels; (g) Geographical representation was considered both at the shortlisting stage and when the decision as to the final selection of suitable candidates was made; (h) Geographical representation was considered for all types of appointments; (i) HR used social media to actively “source” qualified candidates from desirable profiles to improve the applicant pool; (j) HR commenced a partnership with ImpactPool in 2019 with a view to further increasing outreach efforts to maximize geographical diverse applicant pools; and (k) Key management personnel of the Court engaged in outreach activities alongside their regular travel and meetings. Geographical representation is considered an important agenda item with all travel and meetings with States and external stakeholders”\textsuperscript{27}

29. States generally welcomed these initiatives and encouraged the Court to consider possible ways to advertise vacancies in official languages other than the two working languages.

30. It was noted that States still have a critical role in ensuring wider dissemination of the vacancy announcements, with a view to providing more geographically representative pools of candidates.

31. The Committee also recommended that the Court continue its efforts “to achieve a more equitable geographical distribution”\textsuperscript{28} and give special attention to the hiring of staff from non-represented States.\textsuperscript{29}

\textsuperscript{22} Op. cit. 2, para. 96.
\textsuperscript{23} Ibid.
\textsuperscript{24} Op. cit. 13, para. 220.
\textsuperscript{25} Report of the Court on Human Resources Management, ICC-ASP/18/4, para. 94.
\textsuperscript{26} Ibid, para. 91.
\textsuperscript{27} Ibid, para. 92.
\textsuperscript{28} Op. cit. 2, para. 94.
\textsuperscript{29} Ibid, para. 95.
VIII. Interns, JPOs and visiting professionals

32. States indicated that geographical representation and gender balance was also desirable in the selection of interns, visiting professionals (IVPs) and Junior Professional Officers (JPOs). Interest was also expressed in the inter-relationship between these programs and the actual recruitment of the Court, given that IVPs and JPOs are frequently potential candidates for professional postings. It was therefore noted that measures aimed at promoting geographical distribution in these programs could have a positive impact in the diversification of the pool of applicants for professional postings.

33. The Court confirmed that it sought to address some of the geographical representation challenges through the IVPs Programme since it is considered that a diverse group of qualified professionals in this programme will encourage more potentially eligible and interested candidates from those countries for the Court’s staff positions, now and in the future. To make this Programme accessible to all, the Court has implemented a trust fund based on voluntary donations to enable funded placements for persons from developing regions who are also from States Parties, and preferably those that are non-or under-represented.  

34. In 2018, 26 individual IVPs from Africa, Asia-Pacific, Eastern Europe and Latin American and the Caribbean region have been funded by the Trust Fund.

35. In addition, the Court engaged a coordinator for the JPO and IVPs Programmes and will thereby enhance capacity for initiating and supporting outreach activities and to coordinate projects and measures aiming to improve geographical distribution within the IVPs and JPO programmes.

36. The Court further advised that, as part of a grant received from the European Commission for the programme “Building Legal Expertise and Fostering Cooperation”, which consists of three sub-projects including (i) seminars, events, trainings and other relevant activities for fostering cooperation, sharing expertise and building national capacity; (ii) a Legal Tool Database; and (iii) a Legal Professionals Programme (LPP), each year it has a LPP which saw, in 2018, placements for nine participants: eight from developing regions and four from non-represented States Parties, of which seven were also situation countries of the Court.

IX. Conclusions

37. There is an interest of State Parties and civil society in being kept updated regarding the fluctuations of staffing at the Court, from the perspective of geographical representation and gender balance. It was stressed that a fair representation of male and female staff and equitable geographical distribution benefits the Court by ensuring diversity of perspective which, internally, increases the creativity in the work environment and, externally, remains crucial to address perception challenges and advance the universality of the Rome Statute.

38. There is an overall balance in terms of gender balance. There remains, however, a severe imbalance of women in the upper echelons. The Court should continue its efforts to narrow this gap and report on its activities in this regard.

39. Regarding geographical representation, there is a persistent and chronic imbalance in respect to some countries and regions. There are also some nationalities from over-represented groups that are under-represented in the Court’s staff. Some States that rank among the highest contributors to the Court’s budget are severely under-represented.

40. Many States indicated that the issue of nationals of non-States Parties being recruited to the Court’s staff should be examined in conjunction with the current challenges of achieving equitable geographic representation.

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31 Op. cit. 3.
32 Op. cit. 25, para. 91(e).
33 Ibid, para. 116.
41. Efforts should be undertaken by the Court and the Assembly to ensure the visibility of employment opportunities and the application of qualified candidates from non- and under-represented countries and regions. The proactive role of the States Parties in question remains crucial to supporting the Court, inter alia, by helping to reach a pool of qualified candidates from non- and under-represented countries.

IX. Recommendations

A. To the Court

42. The chronic imbalance in geographical representation, as well as that of women in senior levels, requires that the Court redouble its efforts in addressing this situation.

43. In order to bridge the persistent gender gap at the higher echelons, efforts should continue to be undertaken to identify, reach and recruit women qualified for senior-level positions, as well as to support the career advancement within the Court of female staff who have the qualifications to advance to those positions.

44. The Court should continue prioritizing outreach activities, in order to target potential candidates from non- and under-represented countries, especially developing ones.

45. Vacancy announcements should:

   (a) continue to be advertised through the Court’s website and its social media profiles, as well as circulated via periodicals and publications, in particular in those with circulation in countries that are non- or under-represented;

   (b) be regularly informed to the Assembly, in order to assist States Parties and civil society organizations in further disseminating them; and

   (c) be circulated at least in both working languages of the Court.

46. Efforts should be undertaken to promote the participation of nationals of non- and under-represented States Parties, especially developing ones, in the internship, JPO and visiting professional programmes, including by encouraging voluntary contributions to the corresponding fund. Information on geographical and gender balance regarding these programmes should continue to be made available to the Assembly.

47. All personnel policies, procedures and hiring practices should remain under review and improvement, and the Court should continue to apply and strengthen its recruitment policies to foster the selection of qualified candidates from non- and under-represented countries, in particular developing ones, including through the dissemination and full implementation of its Administrative Instruction on Staff Selection, which includes a provision granting qualified candidates from non- and under-represented States Parties priority for the purpose of short-listing.

48. The Court should address, within a reasonable timeframe, the issue related to possibility of freezing the hiring nationals of States that are not Parties to the Rome Statute, as also recommended by the Committee.

49. The Court should continue gathering, monitoring, analyzing and reporting data of female applicants and applicants from non- and under-represented countries, in particular from developing ones, in order to identify the specific challenges, they face in successfully acquiring positions at the Court.
B. To the Assembly and States Parties

50. The chronic imbalance in geographical representation, as well as that of women in senior levels, requires redoubled efforts by States Parties.

51. States Parties engaging with the Court with respect to the JPO programmes should also consider providing financing for participants from non- and under-represented regions, in particular from developing countries.

52. States Parties should consider providing funding to cover stipends for participants from non- and under-represented regions, in particular from developing countries, in the internship and visiting professional programmes.

53. Consultations amongst non- or under-represented States Parties, in particular developing ones, should be undertaken in order to develop targeted strategies that would serve to support the dissemination of Court vacancies.

54. States Parties, especially those non- and under-represented, should further disseminate Court vacancies to their national institutions and organizations, as appropriate, including universities, professional associations and chambers and judicial institutions.

55. The Bureau should engage in consultations to identify partners that could promote capacity-building in non- and under-represented countries or regions, in order to generate pools of qualified applicants at the Court, and interested States Parties are encouraged to provide financial support to civil society and institutions undertaking such capacity-building.

56. States Parties are encouraged to use the geographical representation and gender balance facilitation as focal point to address any concerns in relation to staff representation and balance.
Annex

Proposed text for inclusion in the omnibus resolution

A. Language for the omnibus resolution on recruitment of staff

*Takes note* of the Court’s report on Human Resources Management,\(^1\) and requests the Court to strengthen its efforts, in the recruitment of staff, to seek equitable geographical representation with a particular focus on candidates from non-represented and underrepresented States Parties, gender balance and the highest standards of efficiency, competency and integrity, as well as to seek expertise on specific issues, including, but not limited to, trauma-related psycho-social needs and violence against women or children, and encourages further progress in this regard;

*Calls* upon the Court to report the outcome of its efforts to seek equitable geographical representation with a particular focus on candidates from non-represented and underrepresented States Parties and gender balance to the Assembly at its nineteenth session, including, but not limited to, improvements in the recruitment process and annual recruitment data;

*Takes note* of the continued dialogue between the Court and the Bureau with regard to ensuring equitable geographical representation and gender balance in the recruitment of staff members, and welcomes the reports of the Bureau and its recommendations;\(^2\)

*Urges* States Parties to undertake efforts to identify and enlarge pools of potential applicants to the Court’s professional positions from States Parties from non- and under-represented regions and countries, including through the financing by the Assembly of the Court’s internship and visiting professional programmes, and by States Parties of Junior Professional Officer (JPO) programmes, through targeted outreach initiatives and through the dissemination among relevant national institutions and organizations of the Court’s vacancies;

*Welcomes* the establishment by the Court of a programme to fund, through voluntary contributions, the placement of interns and visiting professionals from developing regions with a particular focus on candidates from non-represented and under-represented States Parties, welcomes the voluntary contributions received thus far and calls upon States Parties to contribute to this programme;

*Requests* the Court to further devise mechanisms that can ensure in a more sustainable and systematic manner the funding of placements of interns and visiting professionals from developing regions, and further requests the Court to explore and propose modalities for implementing Junior Professional Officer (JPO) programmes for candidates from non- and under-represented States Parties, particularly from developing regions, to be funded through voluntary contributions;

*Invites* the Court to consider whether to introduce a rotation policy at the ICC and further invites the Court to share any outcome with State Parties;

*Welcomes* the Registry Strategic Plan for 2019-2021 and its three-year programme of action to improve the geographical representation and gender balance as one of the Registry’s priorities.

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\(^1\) ICC-ASP/18/4.

\(^2\) ICC-ASP/18/5 and ICC-ASP/18/15.
B. Language for the omnibus resolution mandates annex

With regard to recruitment of staff,

(a) endorses the recommendations of the Committee on Budget and Finance in relation to geographical representation and gender balance contained in the report of its thirty-second and thirty third sessions\(^3\) and urges the Court to take the necessary steps to implement them;

(b) requests the Court to submit a comprehensive report on human resources to the Assembly at its nineteenth session, which would include an update on the implementation of the recommendations on the topic, which would be made by the Committee in 2020;

(c) requests the Court to submit report on its efforts to improve the recruitment process in seeking equitable geographical representation with a particular focus on candidates from non-represented and underrepresented States Parties and gender balance, including annual recruitment data to the Assembly at its nineteenth session;

(d) requests the Bureau to continue engaging with the Court to identify ways to improve equitable geographical representation and gender balance in professional posts, as well as to remain seized of the issue of geographical representation and gender balance, and to report thereon to the nineteenth session of the Assembly; and

(e) urges the Court to continue to seize the opportunities of the outstanding and future recruitment processes to implement measures that would contribute to the efforts of meeting the desirable ranges of geographical representation and gender balance;

\(^3\) ICC-ASP/18/5 and ICC-ASP/18/15.