

ENSURING GENDER PARITY IN PUBLIC ADMINISTRATION IN THE CONTEXT OF THE DEVELOPMENT OF EUROPEAN VALUES

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Abstract. *The issue of observing gender parity in the system of central and local administration is currently interpreted as the implementation of the principles of innovation and reform of the existing management system. This study presents the basic provisions, trends, and prereq-*

uisites for the implementation of the principles of gender parity in the system of public administration. The key objective of this article is to evaluate the main statistical data that highlight the main trends in the ratio of gender indicators in public administration in Ukraine, and ultimately to calculate the coefficient of gender asymmetry based on these main indicators.

Keywords: *public administration, gender parity, european values, gender situation, coefficient of gender asymmetry.*

Reikšminiai žodžiai: *viešasis administravimas, lyčių paritetas, europinės vertybės, lyčių padėtis, lyčių asimetrijos koeficientas.*

Introduction. In the modern context, gender partnership and equality are becoming increasingly relevant as the world intensifies the struggle for the establishment of democratic norms and principles in which there is no inequality and no hierarchy of male and female (Sattari and Sandefur 2019). To what extent is our society aware of the gender issue? To what extent does it correspond to traditional gender stereotypes? How do these stereotypes affect the lives of each of us? All of these issues are key in understanding and addressing the challenges that stand in the way of definitively achieving gender parity in today's society. Women and men are two halves of humanity, and the way the relationship between them is built models human relations in general (Moldovan 2016).

Equality of rights for women and men is ensured by: providing women with opportunities equal to those of men in social, political, and cultural activities, in obtaining education and vocational training, and in work and remuneration for it; special measures to protect the labor and health of women and the establishment of their pension benefits; creating conditions that enable women to combine work with motherhood; legal protection; and material and moral support for mothers and children, including the provision of paid leave and other benefits for pregnant women and mothers. It is gender that is aimed at the fair establishment of the degree of freedom and status of two subjects of society – men and women (Powell, Ah-King, and Hussénus 2018).

The formation of a civil society as a prerequisite for the existence of a democratic system requires the destruction of gender stereotypes and the reproduction of a new gender culture. The state plays an important role in the process of modeling the traditions of equality between men and women. In order to ensure sustainable human development, it is expedient to introduce a gender approach to all levels of management and to develop a clear gender policy (Anzia and Berry 2011). The appearance of new clusters in the labor market is preceded by gender contradictions that prevent women and men from overcoming obstacles in the conscious choice of profession, enabling them to occupy positions that do not meet standard ideas. In a state of mass public unconsciousness and inconsistency with the needs and interests of various social groups, there is growing scientific interest in highlighting the problems of gender asymmetry in the leadership of various institutions (Jacobson, Palus, and Bowling 2010; Smolović et al. 2020).

Another problem is the lack of professional skills and high social barriers. Due to social stereotypes and self-doubt, women very often cannot realize their full potential and take advantage of subsequent opportunities. In fact, women represent colossal potential that can be used in many areas of life. Increasing the powers of women will entail the development of the economy, democracy, and society as a whole (Williams 2003).

The world has largely shown support for the protection of women's rights and aimed to

equalize their position in society as much as possible. However, in most countries, these rules and instructions are still neglected in everyday life, and people live according to principles that were formed many centuries ago. The most successful countries in conducting gender policy are highly developed countries and the countries of Western Europe (Latu et al. 2011). The main causes of gender inequality in Ukraine can be considered gender stereotypes and the impossibility of the female gender to fully realize themselves and their potential. In order to succeed in solving this issue, it is firstly necessary to realize all of its importance; secondly to realize it for the citizens of our state; and thirdly to carry out thorough and targeted measures to change the role of women in modern Ukrainian society.

The essence of gender policy in the public service system at the central and local levels, in our opinion, is to counteract the lack of rights and opportunities for women and men in the civil service and service in local governments. More specifically, this means ensuring that:

- appointment to public service and service in local self-government bodies is carried out with the observance of representation of candidates of each sex;

- discrimination on the grounds of sex during admission to public service and service in local self-government bodies and during its passage is prohibited;

- heads of state authorities and local self-government bodies are obliged to ensure equal access of citizens to public service and service in local self-government bodies in accordance with qualifications and professional training regardless of the gender of the applicant;

- formation of a personnel reserve for the replacement of positions of civil servants, positions in local self-government bodies, and promotion is carried out with the provision of equal rights and opportunities for women and men;

- positive actions are allowed in order to achieve a balanced representation of women and men in the civil service and local government, taking into account the categories of positions (Sinha, Smolović, and Carroll 2019).

Thus, the main goal of this article is a step-by-step assessment of the statistical data that highlight trends in the ratio of gender indicators in public administration bodies in Ukraine, and ultimately to calculate the coefficient of gender asymmetry on these main indicators.

Analysis of the gender situation within the public administration apparatus of Ukraine

In Ukrainian society, as in other countries, gender stratification is clearly observed, and even gender discrimination itself is found. This applies to all levels of the management system, since it is here that decisions are made that determine the strategy and tactics of development, and parity in the representation of women and men is an indispensable condition for the effectiveness of the results of activity (Terborg and Ilgen 2012).

In Ukraine, feminist views began to spread in the 19th century, dominated by the liberal and Marxist concepts. Organizationally, the Ukrainian women's movement took shape in 1884 with the founding of the first women's society in Stanislav (now Ivano-Frankivsk) and the women's society of A. Dobrograeva in Kyiv (Rydzik and Anitha 2019).

Subsequently, the Rusynka Club, Ukrainian Girls' Circle, Women's Society, Union of Ukrainian Women, and others, were created. The ideologists of the Ukrainian women's movement are considered to be Natalia Kobrynska, Sofia Rusova, Christia Alchevska, and Olga Kobyljanska. The Ukrainian women's movement noticeably intensified at the beginning of the 20th century: women's newspapers and magazines were published in large circulations, and women's organizations

were actively developing. At the same time, there was a heated discussion between supporters of liberal and Marxist views. The theses of the liberals were on emancipation and the moral re-education of society, whereas the Marxists qualified them as a manifestation of “bourgeois feminism,” offering to replace the concepts of “emancipation” with the “women’s question,” “women’s personality,” and “women’s masses.”

The Soviet government formally granted women full legal rights, while at the same time prohibiting the activities of independent women’s organizations. Simultaneously, women’s departments were created under the authorities, the task of which was to forge an army of working women and peasant women from female labor resources, and this resulted in the disappearance of the individual, leveling socio-cultural differences between men and women. In addition, despite the many women’s organizations, there was no developed feminist tradition in Ukrainian culture (Fleming and Spicer 2008).

Thereafter, society was dominated by the interests of civilization, and the issue of women’s rights was secondary to the issue of an independent Ukrainian state. The symbolism of the women’s movement was largely determined by the tradition of Ukrainian nationalism, which interprets the image of a Ukrainian woman with the use of motifs of suffering (Schmidt and Ovseiko 2020, 84).

Modern gender policy is developing in the following areas: equality in employment and training; service control of children; birth control, methods of contraception, and artificial termination of pregnancy; women’s legal and financial independence; and countering sexual oppression and male violence.

At the national level, issues of ensuring equal rights and opportunities for women and men in all spheres of society are dealt with by: the Verkhovna Rada of Ukraine; the Cabinet of Ministers of Ukraine; the Ministry of Social Policy of Ukraine; the Ministry of Justice of Ukraine; the Human Rights Commissioner of the Verkhovna Rada of Ukraine; the National State Service, etc.

Gender parity in public administration, i.e. gender balanced participation in the processes of social development management, presupposes not only the presence of the same number of women and men, but also their conscious activity based on mutual respect for different views and positions and understanding of the differences in experience and needs of each sex (Schmidt and Ovseiko 2020).

Achieving gender parity in public administration requires the solution of three main tasks (Sinha, Smolović, and Carroll 2019):

- 1) providing a critical mass of representatives of each gender in the management process;
- 2) development of the potential of human resources;
- 3) improvement of the state mechanism for ensuring gender equality.

Modernization of civil service institutions and service in local self-government bodies presupposes equal access to public service, regardless of gender. In particular, the new editions of the Laws of Ukraine “On Civil Service” and “On Service in Local Self-Government Bodies” provide for a rule prohibiting all forms and manifestations of discrimination, the absence of unreasonable restrictions for citizens when entering public service, and service and its passage in local self-government bodies.

According to the State Statistics Service of Ukraine, as of January 1, 2019, there were 295,709 civil servants in Ukraine. Of these, 221,096 were women and 74,613 men – 74.8% and 25.2%, respectively. There were 84,548 local government officials, including 64,147 women and 20,401 men – 75.9% and 24.1%, respectively (Table 1).

Table 1. Information on the distribution of civil servants by gender by category (I-VI categories)

Categories	Number of full-time employees	Women		Men	
		Persons	%	Persons	%
Total:	295,709	221,096	74.8	74,613	25.2
first category	211	34	16.1	177	83.9
second category	884	304	34.4	580	65.6
third category	3,339	1,554	46.2	1,795	53.8
fourth category	8,995	45,53	51.7	4,342	48.3
fifth category	22,025	14,113	64.1	7,912	35.9
sixth category	42,232	31,365	74.3	10,867	25.7

There is a certain imbalance between women and men workers, especially in the first categories, where the difference is most noticeable. This speaks to the imbalance of gender in the highest categories. In the lower categories, the situation is opposite and there are more women. There is also imbalance here.

Most scientists identify the following causes of gender disproportion: historical factors (at first, male power over female was observed in the family, then in society, and finally, it was established at the state level); market reforms leading to higher valuation of male labor and income disparities; occupational segregation based on gender; and the “glass ceiling” effect – invisible and not formally identified barriers that hinder the career growth of women. In our opinion, the causes of gender disproportion at the central and local levels of government in Ukraine are the following: a stereotype of thinking in society that political activity and the adoption of politically significant decisions for the state are a purely masculine affair; insufficient financial basis; household duties; fear of publicity; and lack of family support.

The involvement of women in local government often leads to the strengthening of gender stereotypes, focusing on women’s roles (guardianship of family members, caring for children and the elderly) while men continue to make strategic decisions. Moreover, if the issue is recognized as purely feminine, it mostly loses its importance and falls into the realm of social rather than public or economic issues. Decentralization and local government are often seen not only as an opportunity for women to participate in political issues, but also as an opportunity to improve access to quality public services (Stoker, Van der Velde, and Lammers 2012).

Achieving gender equality in the Ukrainian community, which means the equal participation of men and women in all areas of life, is an important vector for the democratic development of Ukraine. Equal participation of women and men in decision-making plays an important role in the reform of local self-government and the territorial organization of power, as well as in the process of decentralization.

Methodology

All methods that were used in this study can be divided into two main groups:

- the first consists of theoretical methods of analysis and synthesis of information;
- the second consists of mathematical calculation and the graphical display of results in

tables.

Results and discussion

To date, the main tasks of gender policy at the present stage of development of Ukrainian society are:

- elimination of gender stereotypes and overcoming gender blindness, which become barriers on the way to changes in the field of gender relations;
- prevention/elimination of all forms of gender-based discrimination in society in the context of the implementation of the personal interests of a person and the development of a democratic, legal, social state;
- formation and development of gender democracy and gender culture.

Accordingly, the main tasks of the state gender policy at the present stage of development of Ukrainian society are:

- harmonization of the state legal framework on gender equality with the requirements of international law to ensure the observance of the rights of women and men in unison with fundamental human rights and freedoms;
- undertaking institutional changes to ensure that both men and women have equal participation in decision-making on issues that affect their lives;
- promotion of ensuring and monitoring the observance of equal rights and opportunities for women and men in all areas of life.

To assess gender parity, we use the gender specific asymmetry index (Jacobson, Palus, and Bowling 2010). The coefficient of gender asymmetry is a convenient tool for analyzing gender parity, and the coefficient of gender specific asymmetry can be calculated through the following formula:

Where: F is the total number of females in the group; M is the total number of males; F_1 is the number of females who have a certain trait; M_1 is the number of males who have a certain trait; and $GA\%$ is a qualitative measure of the distribution of characteristic features in gender groups.

In order to use this formula to assess gender parity in public administration, we took data on the percentage distribution of women and men in government bodies in Ukraine, which were obtained from the annual reports of the Statistics Service of Ukraine for 2013–2019 (Tables 2 and 3).

Table 2. Distribution of percent of men in public administration in 2013-2019 of the total population

Year	2013	2014	2015	2016	2017	2018	2019
Central bodies of public administration	3.31	3.34	3.6	3.9	3.87	3.9	4
Local authorities public administration	3.8	3.9	4.6	4.8	4.5	4.7	5.2

Table 3. Distribution of percent of women public administration in 2013-2019 of the total population

Year	2013	2014	2015	2016	2017	2018	2019
Central bodies of public administration	2.4	2.22	2.6	3.1	2.9	3.4	3.8
Local authorities public administration	3.6	3.9	3.0	4.1	5.2	5.5	5.55

Taking into account the above data, we calculated the coefficient of gender asymmetry and systematized it in Table 4.

Table 4. Calculation of indicators of the coefficient of gender asymmetry in public administration in 2013-2019 of the total population

Year	2013	2014	2015	2016	2017	2018	2019
Central bodies of public administration	-0.12	-0.1	-0.12	-0.13	-0.14	-0.11	-0.11
Local authorities public administration	-0.12	-0.11	-0.11	-0.12	-0.12	-0.1	-0.09

The obtained negative indicators of the studied coefficients indicate the fact that a larger number of men hold positions in the management system at the central and local levels. The data presented in the table testify to the negative indicators of gender parity asymmetry. If we consider positive indicators, then it should be noted that when studying these indicators at the local level, the value of this indicator is much lower, which indicates positive shifts in the local government system and adornment of the state of gender parity from year to year.

Conclusions

Based on our research, we can draw the following conclusions:

1. Today, gender policy, both globally and in Ukraine, is aimed at maintaining gender parity and equality. Modern political processes dictate the latest conditions for the functioning of the political system of society. One of these requirements is the observance of gender balance in the management of political institutions. Gender equality is one of the indicators of the democratization of society and its level of development. As a result, gender parity is one of the national interests of a sovereign modern developed state.

2. Gender policy in the field of public administration is a component of the state gender policy focused on the implementation of gender parity at the national, regional, and local levels in accordance with modern requirements of the management process through the prism of gender equality.

3. This article analyzes current and officially confirmed data on gender distribution in the public administration system at the central and local levels of government.

4. The obtained negative indicators of the studied coefficients indicate the fact that a larger number of men hold positions in the management system at the central and local levels. The data presented testify to the negative indicators of gender parity asymmetry. If we consider positive indicators, then it should be noted that when studying these indicators at the local level, the value of this indicator is much lower, which indicates positive shifts in the local government system and adornment of the state of gender parity from year to year.

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Lyčių lygybės užtikrinimas viešajame administravime europinių vertybių plėtojimo kontekste

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Anotacija. Straipsnyje nagrinėjamos tam tikros nuostatos dėl lyčių pariteto reiškinio Ukrainos viešojo administravimo sistemoje. Pagrindinis šiuolaikinės lyčių teorijos svarstymo laukas yra moterų ir vyrų padėties nelygė, nes dabar moters vietą ir vaidmenį visuomenėje dažniausiai lemia tam tikros ribos, kurių ji negali peržengti, tiksliau, ji negali to padaryti dėl tradicijų, kultūros ir pan. Moters vietos šiuolaikinėje visuomenėje klausimas yra labai aktualus, jis pirmiausia susijęs su jos vaidmeniu šeimos santykiuose, darbe, studijose, tarnyboje ir pan. Šiame socialinių santykių funkcionavimo etape moterų ir vyrų lyčių lygybės problema nusipelno ypatingo dėmesio, savo ruožtu tai yra visuomenės civilizacijos rodiklis. Ukrainos valstybei tokia problema yra ne mažiau svarbi, nes, atsižvelgiant į demokratinės, teisinės ir socialinės valstybės plėtrą, būtinas vienodas paritetinis požiūris į visus gyventojų sluoksnius, nediferencijuojant jų jokiais skirtingų lyčių pagrindais. Lyčių pariteto įvedimas viešajame administravime yra priemonė pasiekti socialinį teisingumą, europinių vertybių kontekste įgyvendinant valstybinę lyčių politiką Ukrainoje. Siekdami vizualiai parodyti lyčių lygybės ir lyčių pariteto problemą viešojo administravimo sistemoje, autoriai pritaikė lyčių asimetrijos koeficientą, kuris paprasčiausiu ir vaizdingiausiu būdu parodo viešojo administravimo sistemoje dirbančių moterų ir vyrų nelygę.

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