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GENDER PARITY IN PUBLIC ADMINISTRATION IN THE CONTEXT OF THE DEVELOPMENT OF EUROPEAN VALUES IN THE MANAGEMENT SYSTEM

Abstract. The issue of gender parity in the management system plays an important role in the world. The problem is raised at all levels and its solutions are always on the agenda. The dominance of men in high management positions in the 20th century has led to the fact that now gender equality is a matter of many scientific works. At the same time, the state apparatus always stood aside and was practically not touched. But there are enough problems with gender inequality. Ignoring this problem, today, will lead to a return to the days when professionalism was determined by gender and not by knowledge. The main task is to characterize the state of gender parity in the public administration system. The main purpose of the article is to evaluate the available statistical data on the gender ratio of men and women in the state authorities of Ukraine, as well as to calculate the coefficient of gender asymmetry in the management system. As a result of the analysis, it was determined that the essence of gender policy in the system of public administration and governance should not be aimed at «highlighting» a woman's status in front of men in a special way, but to ensure an optimal balancing of the participation of both the former and the latter in making any decisions. In the management system, thereby establishing appropriate equity. Women and men should not be «special» to stand out in the management system and in the field of public administration. Consideration should be given to professionalism, competence, honesty and conscience during the service. The article provides a detailed analysis of the distribution of representatives of both male and female sides in the system of public administration and management at all levels. It was found that today there is a certain inequality in the work of the management system towards men in the field of public administration.

Keywords: gender, gender parity, public administration, governance, management system.

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ГЕНДЕРНИЙ ПАРИТЕТ У ПУБЛІЧНОМУ АДМІНІСТРУВАННІ В КОНТЕКСТІ РОЗВИТКУ ЄВРОПЕЙСЬКИХ ЦІННОСТЕЙ У СИСТЕМІ МЕНЕДЖМЕНТУ

Анотація. Питання гендерного паритету в системі менеджменту займає важливу роль у світі. Проблематику піднімають на усіх рівнях і її вирішення завжди на порядку денному. Домінування на високих управлінських посадах чоловіків у ХХ столітті призвело до того, що тепер забезпечення гендерної рівності є питання багатьох наукових праць. Державний апарат при цьому завжди стояв осторонь і його практично не торкалися. Але і там вистачає проблем з гендерною нерівністю. Ігнорування цієї проблеми сьогодні призведе до повернення тих часів, коли професіоналізм визначався за статю, а не за знаннями. Основне завдання полягає в характеристиці стану гендерного паритету в системі державного управління. Основна мета статті — оцінити наявні статистичні дані про гендерне співвідношення чоловіків і жінок в органах державної влади України, а також розрахувати коефіцієнт гендерної асиметрії в системі управління. У результаті проведеного аналізу було визначено, що сутність гендерної політики в системі публічного адміністрування та управління повинна бути направлена не на «виділення» за особливим статусом жінки перед чоловіками, а забезпечення оптимального балансування участі як перших, так і других в ухваленні будь-яких рішень у системі менеджменту, тим самим установлення відповідної рівності. Жінки і чоловіки не повинні по «особливому» виділятися в системі менеджменту й у сфері публічного управління. Повинен ураховуватися професіоналізм, компетентність, чесність і свідомість під час служби. Проведено детальний аналіз щодо розподілу представників як чоловічої, так і жіночої сторони в системі публічного адміністрування та управління на всіх рівнях. Було встановлено, що на нинішній день існує певна нерівність у роботі системи управління в бік чоловіків у сфері публічного адміністрування.

Ключові слова: гендерність, гендерний паритет, публічне адміністрування, управління, система менеджменту

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Introduction. Representatives of classical and traditional society defend the value foundations of human existence (family, marriage, patriotism) — you cannot use the concept of gender in your discourse, since the latter is destructive for these reasons. The danger is contained in the seemingly neutral definition of «gender», which is now being promoted in all spheres of European society. Knowledge of the true essence and purpose of gender ideology will protect and preserve the value and moral foundation of the development of the individual and the state as a whole.

It is safe to say that the fight against gender ideology in Europe should become one of the priorities of national security.

The issue of gender stratification in modern society has recently become very relevant, especially in the context of the adoption of the Istanbul Convention, which is dedicated specifically to the issue of gender separation by sex [1]. In all countries, without exception, the mentioned problem also occurs, moreover, it occupies not the last positions in the social dimension. So, at the international level, it has been proclaimed that there can be no privileges or restrictions on grounds, including gender [2].

The relationship of gender is reflected in various branches of law that ensure the implementation of economic, civil, social, cultural and political human rights in accordance with the principle of gender equality [3]. The question of a woman's place in modern society is very relevant, which is primarily related to the role she plays in family relationships, at work, studies, service, and the like. At this stage of the functioning of social relations, the problem of gender equality between women and men deserves special attention, in turn, it is an indicator of the civilization of society [4; 5].

Gender policy is a direction of state activity aimed at real affirmation of equal rights and ensuring equal opportunities for persons of both sexes by providing guarantees of equal participation in all spheres of public life, creating a balanced system of benefits and social protection for women and men, ensuring equal opportunities in the labor market, the sphere of education, etc., requires further theoretical substantiation [6; 7].

The rapid transformation of social relations in the modern world is characterized by an increase in the role of women in the formation of certain vital social spheres, as well as relations on the basis of this phenomenon with the male part of society, the perception of women in certain circles, and the like. The problem of equality between men and women is not a novelty for any world power, because it existed throughout the formation and development of social ties [8 — 10].

The main field of consideration of modern gender theory is the inequality of the position of women and men, because now the place and role of a woman in society is most often determined by certain limits, beyond which she cannot overstep, in particular, she is not allowed to do this by public opinion, traditions, culture, etc. The main problem of gender equality for women is in professional activity and in family and domestic relations. Gender inequality is especially noticeable when choosing a profession, where considerable attention is paid to gender stereotypes, according to which difficulties arise not only for women, but also for men.

The essence of gender policy in the public service system in the management system, in our opinion, is the consistent implementation of constructive actions aimed at promoting gender equality in public authorities, provides for:

- ensuring the rights and freedoms of women and men and equal opportunities in the use of these rights and freedoms;
- creation of equal conditions for self-realization, development of leadership qualities and a person's acquisition of social status in accordance with the needs, interests and abilities of women and men;
- recognition that the specific interests of women and men should be taken into account when developing programs and projects;
- fair treatment of women and men and the assessment of the results of their activities;
- ensuring equal opportunities for women and men to contribute to political, social, economic and cultural development;

- ensuring the rights of men and women to access the distribution of economic and social resources;
- promoting the development of partnerships between women and men based on the principles of democracy,
- creation of prerequisites for the formation of a gender-balanced state cadre apparatus, especially its leadership.

Research analysis and problem statement. Gender policies in the European Union in the management system have gone through several stages of development: from policies to improve the situation of women and policies in the interests of women to policies to ensure equal rights and opportunities. Back in the early 90's of the twentieth century. The first European network of experts on women's involvement in decision-making was set up in the European Community to monitor these processes in the European Union [12].

Norms on equality between women and men are enshrined in two UN International Covenants of 1966. These are the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights. These documents enshrine the principle of equality of the sexes in the form of a legal obligation, and the equality of women's and men's rights is seen more broadly than simply declaring their general equality before the law. The UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted by the UN General Assembly on December 18, 1979, played a special role in establishing gender equality [13].

The question of a woman's place in modern society is very relevant, which is primarily related to the role she plays in family relationships, at work, studies, service, and the like. At this stage of the functioning of social relations, the problem of gender equality between women and men deserves special attention, in turn, it is an indicator of the civilization of society. In order to better understand the problem of gender parity in government bodies, the authors selected the state apparatus of Ukraine for analysis [14].

For the Ukrainian state, such a problem is no less weighty, because in connection with the development of a democratic, legal and social state, it requires an equally parity attitude towards all strata of the population, without differentiating it on any grounds, in particular sex. Within the framework of the problems touched upon, let us note that Ukraine is no exception, because in many spheres of public life there is discrimination on the basis of sex. This situation indicates not only outdated thinking in society, but also imperfection in public administration, in particular at the level of implementation of gender policy.

Gender parity in public administration is 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 [14; 15].

Modernization of civil service institutions and service in local self-government bodies presupposes equal access to public service, including regardless of gender. In particular, the new editions of the Laws of Ukraine «On Civil Service», «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 in local self-government bodies and its passage [16].

However, an analysis of gender representation in government bodies and in local self-government bodies shows a lack of gender balance. This problem is especially acute in the representation of women and men and in the highest levels of government, which leads to a decrease in the quality and efficiency of managerial decision-making.

According to the State Statistics Service of Ukraine [17], as of 01.01.2019, there were 295,709 civil servants in Ukraine. The number of women was 221 096 people, men — 74 613, or in accordance with 74.8% and 25.2%. There were 84,548 local government officials, including 64,147 women, 20,401 men, or 75.9% and 24.1%, respectively. The ratio of civil servants-leaders by job category demonstrates the opposite trend in the representation of women and men. 83.9%

of men and only 16.1% of women occupy positions of the first category, 65.6% of men and 34.4% of women — of the second category. Only in the positions of the third (53.8% of men and 46.2% of women) and the fifth category (35.9% of men and 64.1% of women) there is a tendency of increasing the presence of women (Table 1).

Table 1

Information on the distribution of civil servants by gender by category (I—VI categories)

Categories	Accounting number of full-time employees	Women		Men	
		Persons	%	Persons	%
In total, of them have job categories:	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	3339	1554	46,2	1795	53,8
fourth category	8995	45653	51,7	4342	48,3
fifth category	22025	14113	64,1	7912	35,9
sixth category	42232	31365	74,3	10867	25,7

Analysis of the number of local government officials holding leadership positions only reinforces this trend. Thus, only one woman works in the first category, 12.5% in the second category, 13.3% in the third, and 30.7% in the fourth. A significant imbalance in the representation of women and men appears in positions of the fifth category — 81.3% of women and the sixth — 79.9% of women (. It should be noted that the ratio of the number of men / women in the total number of civil servants and officials of local self-government, from 2005 to 2019, practically did not change (the average value is 75.7% of women and 24.3% of men).

The task is to characterize the state of gender parity in the system of public administration.

The main purpose of the article is to evaluate the existing statistical data on the gender ratio of men and women in government bodies of Ukraine, as well as to calculate the coefficient of gender asymmetry in the management system.

Methodology and Results of the research. Modern trends in gender inequality in European society make it possible to identify such gender differentiated manifestations in public administration in the management system:

- limited opportunities for professional growth of women and their participation in political, business, material networks;
- low level of gender parity in the public consciousness and women's solidarity;
- unsatisfactory involvement of socially and professionally active women who have received modern education and have more effective approaches to solving political issues and public administration;
- lack of public strategy, ideology and culture, rules of equal competition to attract women to politics and public administration;
- overcoming public disbelief in improving the situation in the state in the event of an increase in women in senior government positions and in parliament.

To assess gender parity, we use the gender specific asymmetry index (Jacobson, Kelleher, Bowling 2010, p. 477—504). The coefficient of gender asymmetry was introduced in the works and is a convenient tool for analyzing gender parity. Here is a formula for calculating the coefficient of gender specific asymmetry (1):

$$GA\% = \frac{\frac{F_1 - M_1}{F_1 + M_1}}{\frac{F - M}{F + M}} \quad (1)$$

Where F — is the total number of females in the group, and M — is the total number of males; F_1 — the number of females who have a certain trait, and M — the number of males who

have a certain trait. M_1 belongs to the gap 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 of Ukraine, which were obtained from the annual reports of the Statistics Service of Ukraine for 2013—2019 (Table 2 and 3).

Table 2

Distribution of percent of men in public administration in 2013—2019 of the total population in the management system

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 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

Negative indicators of the coefficient indicate the prevalence of males in the public administration system of Ukraine. This table shows the qualitative content of gender parity, that is, it reflects the real gender parity at all levels of government. From here we see that almost the entire table has negative asymmetry indicators, that is, males dominate everywhere. On the positive side, it is worth noting that at the local level this indicator is lower, which means a better state of gender parity, and also the fact that from year to year this coefficient is more and more approaching positive values.

Conclusions. 1. Gender policy in public administration should be aimed at ensuring balanced participation of women and men in decision-making, which will contribute to the formation of a new worldview about the role of women in the field of governance, and then, the establishment of gender equality. However, this presupposes not only the same amount of representation of women and men in public administration, but also their high professionalism, competence, virtue, that is, the conscious activity of representatives of both sexes, is aimed at serving the Ukrainian people.

2. The article analyzes the most relevant statistical data on the distribution of male and female representatives in the public administration system at both the central and local levels.

3. The negative value of this indicator is demonstrated by the fact that today the ratio of men and women in the apparatus of state administration of Ukraine prevails towards men. Despite this, there are positive signs, namely a decrease in the visibility of the coefficient and a positive trend in the context of years and the percentage of women in public administration in the management system.

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