

Information and Legal Support for the Implementation of a Gender Approach to Public Administration

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Abstract

The study identifies the importance of informational and legislative support in ensuring gender equality. It determines the relevance of gender inequality, the main problem, which is confirmed by research and statistical information. The study aims to determine the methods of collecting information and legal regulation of gender issues and the possibility of solving them by public authorities. The main methods of gathering information are census surveys, questionnaires, surveys on public service websites, work with local communities, surveys in nursing homes and orphanages, special survey programs, and election polls. The paper considers the legal regulation of gender inequalities at the international, state, local and organizational levels. According to the analysis of the problem of gender inequality, it is established that the problem is practically eliminated in many developed countries, while countries with low incomes face gender inequality constantly.

Keywords:

Legal support, gender gender inequality, information support, public administration

1. INTRODUCTION

Gender equality is the subject of a wide range of research in many countries in the fields of politics, education, public opinion, and employment. Thanks to the conducted studies, today the society has clear gender indicators and prepared methodological materials for the development of gender-balanced budgets, developed concepts of gender policy, etc.

However, gender discrimination and gender inequality remain a globally severe problem, and the issue is particularly acute in developing countries. The main reasons for this problem are persistent gender stereotypes, lack of equal opportunities, and greater vulnerability of women to the many forms of discrimination, mainly observed in employment, professional growth, and wages. These problems need to be addressed effectively, but it is not easy to do.

At the same time, all countries are demonstrating the marginalization of this problem, and efforts to bring this issue to the government's attention are formal. They become part of the political agenda under the influence and pressure

of international organizations, individual women's groups and try to join certain international community groups (Chepurko, 2010). In such circumstances, it is quite difficult to find the right solution where the problem exists and where it is exaggerated for political purposes. In order to determine the presence of the problem, it is necessary to effectively collect information that will allow to make a reliable assessment of the situation, identify the problem and report it to government officials. It is essential to solve a gender inequality problem, as there are significant information gaps in this issue (Levchenko, 2005).

2. LITERATURE REVIEW

According to the UN, the gender approach in public administration is the process of assessing the implications for women and men of any planned activity, including the implementation of legislation, strategic policies, and programs in all areas and levels. Targeted implementation of gender approaches means that the interests and experiences of women and men must be taken into account during developing, monitoring, and evaluating strategic measures and programs in the political, economic, and social spheres. This ensures that women and men get equally benefit from these measures and eliminates any inequalities.

The main mechanism for implementing the gender approach is gender information and legal support for the implementation of gender approaches in public administration. The main purpose of addressing gender inequality in public administration is:

- gradual reduction of occupational and sectoral segregation and the pay gap between men and women by recognizing the value of the so-called women's sectors;
- developing strategies and programs to support the role of women in different areas, including technical, that are not specific to women;
- promoting the reconciliation of work and family responsibilities of women and men, as well as ensuring equal distribution of work and family responsibilities;

- promoting working conditions in which all participants have equal opportunities to reach their full potential;
- informing management and staff at all levels on gender issues and gender equality, supporting the development of leadership skills for women;
- promoting the inclusion of gender issues in educational programs at all stages of the educational process, the use of gender analysis, and assessment of gender impact in research and development.

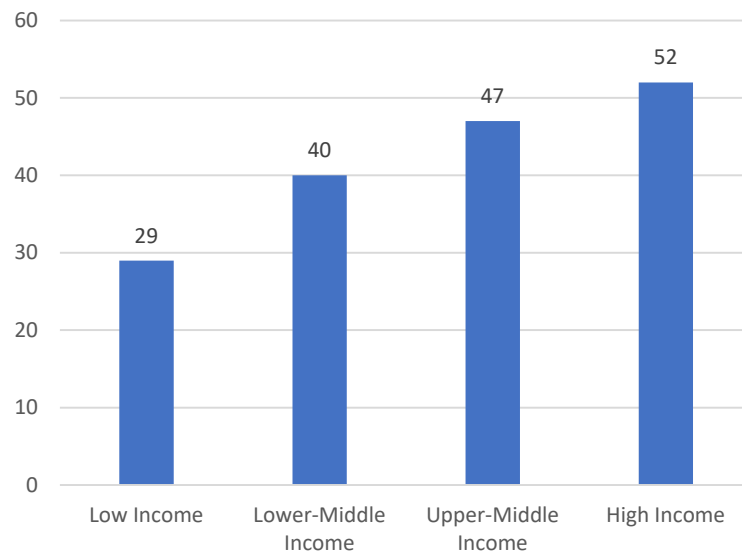
Today, the issue of collecting information on gender issues is a very problematic issue that needs research and improvement.

There are a lot of researches on gender inequality and women's participation in public administration. Many authors (Choi & Park, 2013) have investigated the problem in general. They study if gender inequality exists in different countries. For example, studies conducted in Korea have shown that persistent gender inequality is absent, meaning that the problem is not so much artificial as it is accidental. At the same time, in India, the issue is not raised at all, as in general, society is loyal to the predominance of men in

Indian governmental organizations (Siddiqi, 2021). In contrast, studies conducted in Nigeria (Ogbogu, 2011) show that the problem of gender inequality is clearly visible in the business sphere, and this is expressed in unequal wages between men and women. At the root of the problem is Nigeria's women's disinterest in education. It can be concluded that gender inequality in public administration will be particularly pronounced in developing countries with a low level of education because, in its absence, women are simply not able to govern the country effectively. These scientific materials are clearly confirmed by statistical information. In particular, the better developed a country is and the higher is its citizens' income level, the more women are in the public administration. In particular, as shown in Fig.1. in high-income countries, 52% of women are involved in public administration. At the same time, in middle-income countries, the number of women in public administration is 40%. In low-income countries, the percentage of women in public administration is 29%.

Fig.1. Women's participation in public administration, by level of economic development,%

Note: Data are on women's share of all public administrators in 138 countries, using information from the World Bank. Source: UNDP, 2021.



If we specify the participation of women in the public administration of different countries, we note that most women are concentrated in the governments of Europe and North America. In these countries, the Cabinet of Ministers forms 31% of women. The situation is almost

similar in Latin America. The worst problem is in North Africa and West Asia, where the Cabinet of Ministers forms 11% of women, and managerial positions in public administration are held by 27% of women (Fig.2)

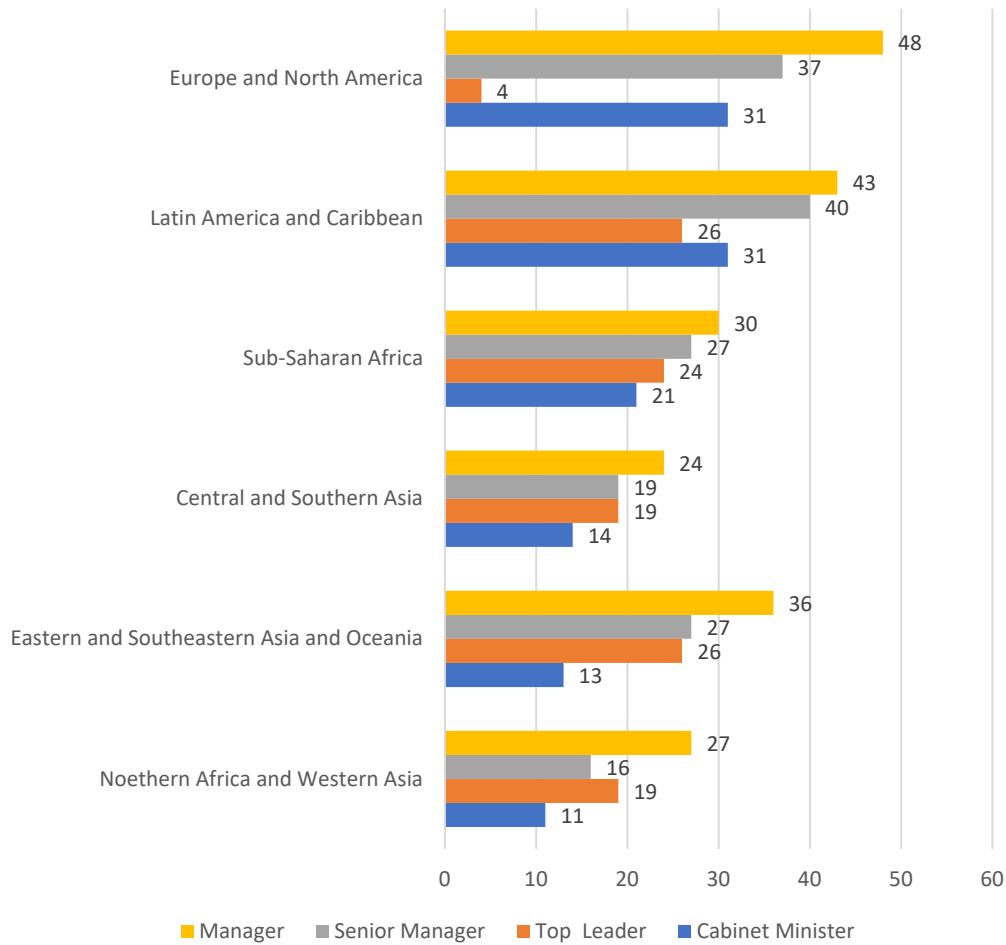


Fig.2. Women’s representation in cabinets and in public administration decision-making, by world region. Sources: UNDP, 2021

Interesting are studies conducted by Borgonovi and Greiff (2020), they show that men and women have different perceptions of information in some subjects during school and higher education, and therefore gender inequality at the level of education is scientifically confirmed, and this confirms the urgency of the problem of gender inequality in public administration at the stage of its origin. For this reason, women in public administration choose areas that are more understandable to them and in which they can work more effectively.

First of all, women are present in public administration in the field of women's research, health, education, social issues, etc. According to Fig. 3. It can be seen that 63% of women in public administration are involved in the field of women's research. 58% of women are in health, 52% in education, and 51% in social research. As for the areas of governance in which women are least present, they include public works and transportation, agriculture, information and communication, natural resources, environmental protection, and so on.

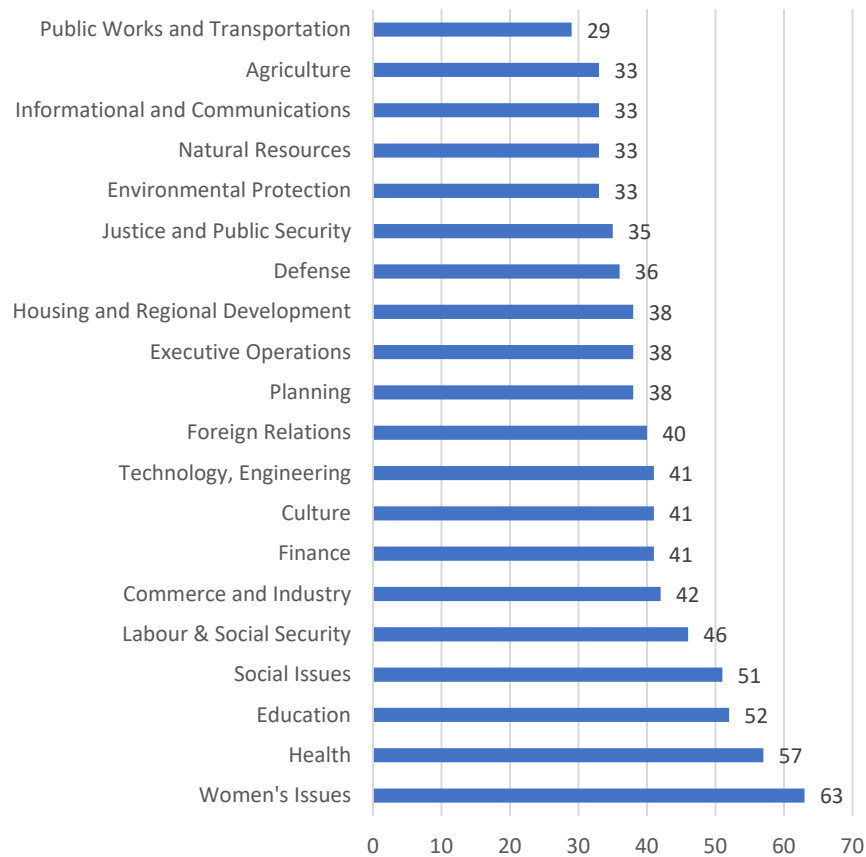


Fig. 3. Women’s participation in public administration, by various sectors of economy, %. Source: UNDP, 2021

In addition, many studies have examined the disparities in the mental and emotional state of men and women and their willingness to do government work. If such differences are practically absent at the age of 20, they are very noticeable in old age (Bracke et al., 2020). It is known that public administration is mainly carried out by middle-aged people when gender inequality becomes more pronounced at the physiological level. This is reflected in the choice of government style between men and women. For example, there are studies (Ionescu, 2018) that women in public administration are less prone to corruption than men.

Such studies are proven empirically, using data from Afrobarometer, Gallup, Transparency International, UNDP, UNIFEM, WEF, etc. Furthermore, there is a significant difference in the approach to public administration between men and women, so women's policy is built on compassion, in contrast, men's one is based on the desire to govern and shape policy (DeHart-Davis et al., 2006). This is clearly seen in the statistics of the proportion of women in the public administration of countries in conflict. Fig.4. shows that the more women in government, the fewer conflicts in the country.

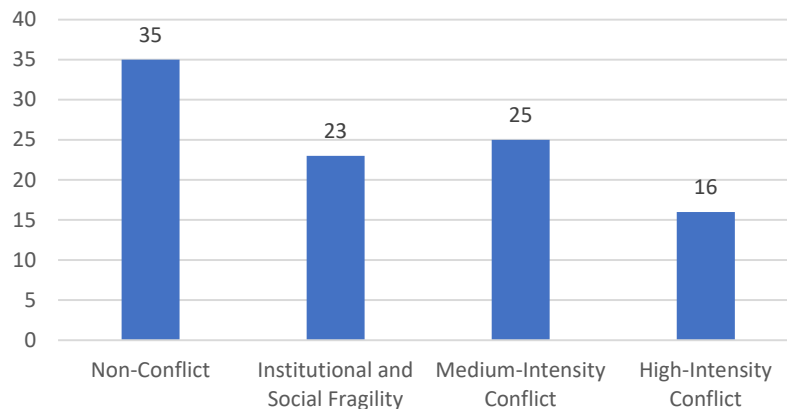


Fig. 4. Women in decision-making positions in conflict-affected countries. Source: UNDP, 2021

Statistics that are regularly published in the Gender Equality in Public Administration report created by the United Nations Development Program allow receiving not only scientific but also practical research. However, such general research is not enough to reduce the number of problems of gender inequality. To better assess the situation, it is necessary to investigate more deeply the issues not only by country but by region, city, or even a separate institution of public administration.

3. Research methods.

There are many methods of collecting information for public administration today, but unique approaches are needed to obtain gender information. Let's identify the key ones.

Survey during the census. The census provides the most accurate information on gender statistics. Census is the process of collecting demographic and social data that characterize each inhabitant of a country or territory at a certain point in time. As a result, the census program usually includes a fairly wide range of information about each person. It allows to get:

- demographic statistics: gender, date, and place of birth, marital status, etc.,
- economic statistics: occupation, industry, and type of economic activity, livelihood, etc.,
- availability of general or professional education: the number of years of study or level of education, attendance at school, etc.,
- ethnic characteristics: nationality, native language, spoken language, etc.

In addition, the census survey allows identifying gender issues that exist in society. It is important that such information is obtained not from documents but people's words. This allows getting information that can only be

reported by the respondent. The methods of such a survey may be different. For example, they can be a tour of the premises or the collection of information by interviewing the population with specially trained staff (Federal State Statistics Service of Russia, 2021).

Questionnaire. This method of collecting information allows respondents to fill out questionnaires themselves. This method will enable analysts to get a wide range of views on gender issues in society and possible ways to solve them. This method makes it possible to interview a large number of respondents at once in crowded places. They may include shelters for victims, medical and social rehabilitation centers for victims, call centers for the prevention and combating of domestic violence, gender-based violence, and violence against children, mobile teams of social and psychological assistance for victims and victims from domestic violence, as well as institutions intended exclusively for victims and persons who have suffered from domestic violence. Strict regulation of the procedure allows obtaining well-structured and comparable results. The anonymity of the respondents increases the objectivity and sincerity of the received answers. It allows to touch sensitive to the person subjects which is very important for understanding and the decision making about gender problems (Nafi, 2021).

Polls on public service sites. Polls on public service sites are an effective tool for public interaction with the authorities. It is also an effective way to gather information about gender issues that exist in society. It is important to openly show the population that the polls are not conducted formally, and the results, which take into account the opinion of citizens, will be processed and used in the further work of the authorities. Based on the data obtained, analysts have the opportunity to make conclusions, set goals and develop solutions to problems and forces certain areas of work. The survey on gender inequality on public service websites can be conducted by filling out a questionnaire in which respondents need to answer the questions. In

particular, they ask the interviewee about having experienced gender inequality and how it relates to equality between men and women. Surveys come in different formats according to the regulations and time, depending on the initiator. As a rule, questionnaires contain several questions, and it does not take much time to fill them out.

Work with local community. The basic principles of interaction of local self-government bodies with the community should be based on partnership relations, guaranteeing the protection of human and civil rights and freedoms. Local authorities must interact with the community. In turn, residents affected by domestic violence, faced discrimination in employment, career limitations should contact local authorities. If a citizen does not seek help, local authorities should work to identify cases of gender discrimination. To prevent such cases, it is important to do informational work aimed at raising awareness, empowering citizens who have faced gender issues. Informational work can be carried out through public discussion:

- TV or radio debates, discourses, dialogues, and other programs, as well as on the pages of print media;
- public hearings, meetings, conferences, seminars, meetings, gatherings, etc.;
- telephone hotlines, Internet conferences, Internet debates, organization of public receptions, and offices.

Each community should have an organization or local authority that studies the problems of the local population in order to identify cases related to gender inequality. Effective collection of information on the main gender issues of the local population will provide an opportunity to develop strategies and programs to support people who face gender inequality and take all possible measures by the state to help them (Barabashina, 2014).

Survey in nursing homes (orphanages). One of the demographic characteristics of modern society globally and locally is considered to be the fairly rapid aging of the population. The increase in the number of elderly people, which is due to various factors, has led to an increase in interest in gerontological problems. Older people belong to the least protected and most socially vulnerable social groups, so they often face the problem of gender inequality. This is especially true for people who, due to various circumstances, find themselves outside the scope of family support and care. This category of older people is forced to seek protection in another environment. One of the possibilities of social protection of the elderly is the creation of geriatric institutions that are able to provide them with decent living conditions, treatment, rehabilitation, leisure, etc. However, the main problem is that their rights are often violated. The same situation is observed in many

orphanages. The reason is insufficient attention to gender education. This is the child's upbringing in accordance with accepted in a particular society idea about the role of man and woman. Gender attitudes are laid down in the family: boys associate themselves with their father, and girls - with their mother. The task of gender education is to help children realize their belonging to a male or female gender, adapt to society, and start playing by its rules. Surveys in nursing homes (orphanages) and regular reporting to public authorities will help identify gender issues in the most vulnerable places and develop mechanisms to solve them (Ben & Bryndzak, 2017).

Special survey programs. Achieving gender equality is extremely important for every country. Unfortunately, today there is an underestimation of the importance of gender issues both at the state level and at the level of society as a whole. Every state needs constant, impartial, and public monitoring of manifestations of gender discrimination, as well as violations of the principle of gender equality. In order to monitor the situation and respond in a timely manner to the negative manifestations of gender inequality, it is necessary to develop survey programs. It can be realized by a specially authorized body of state power dealing with gender inequality. Special government programs may include online surveys. Using this methodology, it is possible to interview more people with low costs and quickly process the data.

Election polls. An election poll is the simplest way to gather information on gender issues. This is very convenient because many people gather in one place and are of different genders, ages, and social statuses. After voting, they leave the polling station, so analysts can immediately ask the critical question or have a questionnaire filled out. The main advantage of the survey compared to the interview is that the number of respondents' refusal to participate in the survey decreases. In addition, the survey procedure is simplified. Sometimes the answers to the questionnaire are more sincere than in the presence of the interviewer.

4. Research results.

Addressing the issue of gathering information on gender issues is an important step towards ensuring gender equality. However, it can be approached only if the state and society work together. The collected information must be properly systematized, processed, and entered into a special database. Let's systematize the methods of collecting information about gender inequality in society in Fig.5.



Fig.5. Methods of collecting information on gender inequality in society

Systematization of information is needed in order to involve experts in various fields to address certain gender issues. The state should not stand aside from gender inequalities. Its policy should be aimed at creating conditions for ensuring equal rights and opportunities for women and men in all spheres of public life, overcoming all forms of discrimination on the grounds of sex, the fullest realization of natural abilities of women and men in the workplace, public and private life. For this reason, it carries out state regulation in the form of legislation and regulations.

The primary international legislation governing gender rights is the Universal Declaration of Human Rights (1948). This is a fundamental document that enshrines the concept of "human rights" in international law. It is the basis of the International Covenant on Civil and Political Rights, adopted in 1966. The right to equal pay for work of equal value was enshrined in the International Labor Organization (ILO) Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value. According to Art. 2 of the Convention, each State Party to the ILO ensures that the principle of equal pay for men and women is applied to all workers. The 1952 Maternity Protection Convention applies to both women employed in industrial enterprises and women employed in non-industrial and agricultural work. Equal opportunities and equal treatment for workers, men, and women, are enshrined in the 1981 Convention on Workers with Family Responsibilities. The world community pays great attention to ensuring equality of women and men in the enjoyment of all economic, social, and cultural rights, prohibition of all forms of discrimination against women, in particular in the workplace (Article 3 of the International Covenant on Economic, Social and Cultural Rights, Article 11 of the UN

Convention on Elimination of all forms of discrimination against women). The full range of human rights relating to children - civil, political, economic, social, and cultural rights - is combined in the Convention on the Rights of the Child, adopted by the UN General Assembly on November 20, 1989, and entered into force in September 1990. Women's political rights are recognized on an equal footing with men by the Convention on the Political Rights of Women, an international legal instrument adopted by the UN General Assembly on December 20, 1952. The European Social Charter (revised) of 1996, which entered into force on July 1 1999, embodies in one document all the rights guaranteed by the 1961 European Social Charter. It guarantees rights and freedoms that apply to all people in their daily lives. One of the latest adopted international documents is the Council of Europe's Gender Equality Strategy for 2018-2023. It is designed for six years and contains the same number of strategic goals.

Another important step towards addressing gender inequality is the ratification of the Istanbul Convention, which will increase the possibilities for combating gender-based violence. Unfortunately, not all countries have signed and ratified this document. Public stereotypes often arise from a lack of information, so it is important to change this through media campaigns, outreach, etc., to change perceptions of gender roles and the division of responsibilities between men and women worldwide. Leading countries to reduce the gender gap view gender equality as a principle enshrined in the Constitution and as a branch in sectoral legislation. They require developing and implementing plans to combat gender discrimination from all organizations with more than 30 members.

They have established an effective control mechanism for ensuring the principle of gender equality, which includes measures of administrative influence, and in some countries - criminal prosecution. In countries where the issue of gender inequality is particularly acute, the issue of equal rights and opportunities for women and men, based on the fact that human rights are an integral part of universal rights, is very important.

Countries such as Belgium, Denmark, France, Canada, Latvia, Luxembourg, and Sweden have achieved gender equality. These countries have enacted laws on maternity, paternity, and parental rights and legal acts on maternity leave, which have influenced women's decisions to start a family. The most significant progress in the last decade has been in France and Canada. The adoption played an important role in this by the French National Assembly in 2014 of a law on gender equality, which gives parents greater rights and strengthens the protection of children. Canada is pursuing a strong policy to promote gender equality and protect women's rights through domestic and international action. The Canadian legislation, policies, and programs are designed in accordance with the provisions of the Canadian Charter of Rights and Freedoms. However, gender inequality issues need to be addressed at both local and national levels. Local governments must have broad powers and sufficient funds to set up a commission that can initiate the adoption of a law. It is important not only to create a legal framework for gender equality but also to bring it into line with international standards gradually.

Implementation of the state gender policy should become a priority area of work of local self-government bodies. At the center of their activities should always be people, women, and men. Achieving gender equality is impossible without legislative regulation of this issue. At the national level, a number of laws and regulations are adopted that guarantee gender equality and protect against gender discrimination. Although they create a legal environment, ie, prerequisites for equality, but do not ensure the practical implementation of this equality, they do not oppose all forms of discrimination against women. Often they do not contain a clear definition of the interests and needs of men and women, taking into account the nature of the process of their gender relations, outlining gender goals. There is no clear definition of the interests and needs of men and women in regulations. In order to overcome this problem, the legislative initiative must also come from local governments. Local governments should actively cooperate not only with public organizations, but also with state institutions and enterprises. In order to combat gender-based violence and discrimination, they should promote the inclusion in the collective agreements of enterprises of sections on gender equality, which would contain norms aimed at protecting women workers, women mothers, creating favorable working and leisure conditions for women and men (Dorozhkina & Kovalchuk, 2010).

5. Conclusions.

Thus, gender equality issues are widespread around the world. Some countries have taken a number of measures to eliminate them almost completely. These are developed European countries and the United States. Other countries are only trying to address gender inequality, but it is difficult to achieve this goal, as it is not the reluctance of public authorities to ensure equal rights for women and men, but socio-economic preconditions, including women's education and willingness to receive it. Numerous studies of gender inequality show that equal participation of women and men in management processes is not possible due to the special composition of the mind and the psyche of men and women. At the same time, there will always be certain areas in which the number of men will predominate, and there will be certain areas that will be effectively managed by women. At the same time, in order to solve the problems of gender inequality and bring it to the attention of the authorities, it is necessary to gather information correctly. The paper proposes methods of collecting information based on surveys and questionnaires in different conditions, in different ways, and with the involvement of different audiences. At the same time, the received data must be processed and communicated to the authorities so that it can effectively address problems at the legislative level. Today, most legislation regulating equality of rights is at the international level. However, the real solution to the problems begins at the municipal and state levels, which have an apparatus of influence on violators of the law and can ensure compliance with the requirements for equality between men and women.

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