

Problems of Gender Parity in the State Administration System: Conceptual and Empirical Aspects

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Abstract

The article is timed to coincide with the thirtieth anniversary of Ukraine's independence. Based on the generalization of fundamental and applied studies of scientists, the author's vision of such category as the gender parity is conceptualized. Based on the analysis of historical events related to the development of the state, the formation of cultural and social values in determining the gender identity of modern society is substantiated. Based on the analysis of literary and regulatory sources, the structure of the state administration of Ukraine is visualized, which has become the basis for the diagnosis of gender aspects. Based on the analysis, the problems of gender parity in the public administration system of Ukraine are identified.

Keywords:

Feminism, Gender, Gender Parity, Public Administration, Structure of Public Administration.

1. Introduction

In modern society, the problem of gender parity occupies a key position, since the violation of the latter inhibits the development of society as a whole. The global nature of the chosen direction of research is evidenced by the main provisions of the sustainable development strategy "Transforming our world: an agenda for sustainable development until 2030", adopted in September 2015 within the framework of the 70th session of the UN General Assembly in New York at the UN Summit on Sustainable development. Among the 17 Sustainable Development Goals, gender equality is highlighted - Goal 5, which states that "every woman and girl has the right to enjoy full gender equality, which removes all legal, social and economic barriers to their empowerment" (Official portal of the United Nations). As you can see, the UN classifies this

problem as a global one, and therefore recommends that states, whose governance models are focused on maintaining a system of unequal values and double standards, switch to more progressive governance based on gender parity. Long-term studies of this issue make it possible to assert that the lack of equality gives rise to a number of problems that are in constant dynamics and transform over time, but do not disappear. Therefore, achieving gender parity is a key indicator of the development of any country. On the global scale, the lack of gender parity leads to a decrease in labor productivity, worsening the well-being of the population, increasing management costs and slowing down economic growth in general. Parity between man and woman is both a value and an advantage of society. Despite the fact that in different parts of the world this issue is resolved at different speeds, in different ways and at different times, the fact of the existence of the problem itself remains undeniable, which indicates the timeliness and relevance of the results presented for consideration.

Based on the foregoing, the purpose of the work is to highlight the key problems of gender parity in the current system of public administration in Ukraine based on an analysis of modern trends.

Based on the goal, the following tasks were set and solved: to conceptualize the author's vision regarding the category of gender parity; to substantiate the cause-and-effect relationship of the formation of cultural, social values in determining the gender identity of modern Ukrainian society; to form the basis for the analysis of gender aspects; to analyze gender parity in Ukraine; identify the

problems of gender parity in the public administration system of Ukraine.

2. Methodology

A set of methods of scientific knowledge, general scientific and special research methods have become the methodological basis of this study. Visualization of the study procedure is shown in (Fig. 1).

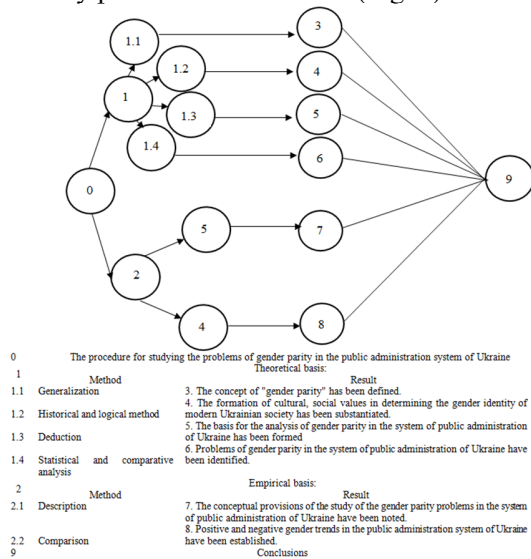


Fig. 1 The procedure for studying the problems of gender parity in the public administration system

The information base of the study was the legislative and regulatory acts of Ukraine and the countries of the European Union, official reports of state and regional authorities, research by domestic and foreign practicing scientists, in terms of the regulation of gender parity in the public administration system. The historical periodization of the development of Ukraine as a state was based on the works of such scientists as Y. Hrytsak, N. Yakovenko, which made it possible to substantiate the cause-and-effect relationships of modern trends in gender parity in general, and the position of women in Ukrainian society, in particular [1].

Von Hagen's studies on the historical and intellectual legitimacy of the new Eastern and Central European states, as well as the studies of Kimberlé Crenshaw, who developed the theory of intersectionality, form the basis of the author's concept of gender parity in the public administration system [2].

The work used the official data of the United Nations Organization, the World Economic Forum, the

Verkhovna Rada of Ukraine, the Central State Archive of the Supreme Authorities and Administration of Ukraine, the State Judicial Administration, as well as the results of previous studies. In particular, the studies conducted by the Ukrainian Women's Fund, the Razumkov Centre have been analysed, on the basis of which it was possible to trace the quantitative and qualitative changes in the ratio of women and men in public institutions over the period. The analysis of the regulatory framework allowed to conclude that there has been significant progress in promoting the principle of gender equality in the world and in Ukraine.

3. Research Results

The generalization of scientific literature made it possible to establish that modern science identifies three main approaches to understanding gender parity. These approaches are associated with the stages of development of feminist thought (Table 1).

Table 1: Stages of development of feminist thought

Stage	Period	Concept
I	late XIX - early XX century	Gender equality will be achieved when the same set of laws and regulations is applied to people regardless of their gender.
II	60-70s of the XX century	Gender equality is not only equal rights enshrined in legislation, but also equality in everyday life.
III	1990s	Gender equality is not only equality of opportunities, but also equality of outcome.

According to the studies of E. Grosz, the concept of "gender" arose at the second stage of the development of feminist thought. According to the author, "gender is not only a constituent, an isolated part, or an insignificant variation of something common to humanity. It is not a random characteristic of social and political status, such as eye color: it is the most important component of the social and political position of the subject. It has the deepest influence and meaning for the subject since gender manifests itself in every action, whether biological, social or cultural one, if not in some particular action, then at least in its significance" [3].

This point of view is reflected in the anthology of gender studies by E. Hapova and A. Usmanova, who also believe that sex and gender have different meanings, which are determined not only by biological difference, but also by the separation of social roles, forms of activity, differences in behavior, emotional characteristics, etc. [4].

The above definitions of the concept of "gender", as well as a fragment of the development of feminist thought (Table 1), allow to conclude that gender parity in the modern world has not been considered from the perspective of two sexes for a long time; respectively, a progressive model of public

administration should be based on an intersectional approach and recognition of diversity of gender differences. In this regard, the authors of the study believe that gender is an analytical tool that allows one to reflect the totality of various norms and characteristics of a particular society.

As noted earlier, the legislative authority in Ukraine is represented by the Verkhovna Rada in the person of deputies. If we trace the tendencies of the last 30 years, since the moment when Ukraine gained independence, the situation with the representation of women in politics is slowly but changing for the better (Fig. 2).

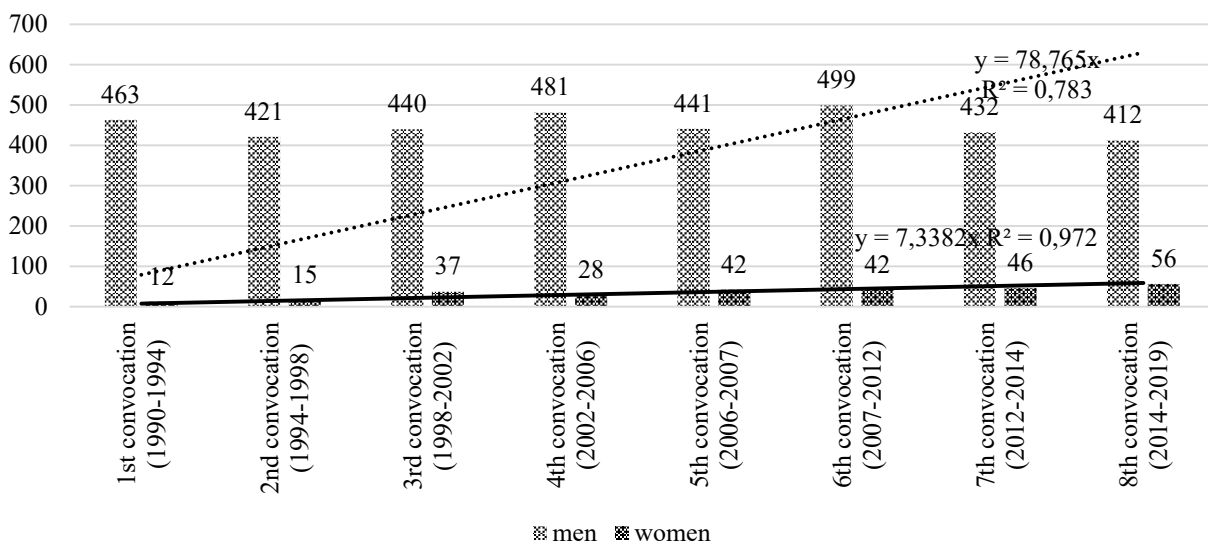


Fig. 2. The procedure for studying the problems of gender parity in the public administration system

An analysis of the representation of women in Ukrainian politics shows that their share in parliament has quantitatively increased over the entire period. So if among the deputies of the first convocation in 1990-1994 only 12 women were represented, in the 8th convocation (2014-2019) their number increased by 44 persons (almost five times) and amounted to 56 people (VRU).

However, despite the upward trend in female representatives in parliament, gender parity is still out of the question. The trend presented in Figure 4 also testifies to the stable parliamentary dominance of men. The proportion of parliamentarians by gender is shown in (Fig. 3).

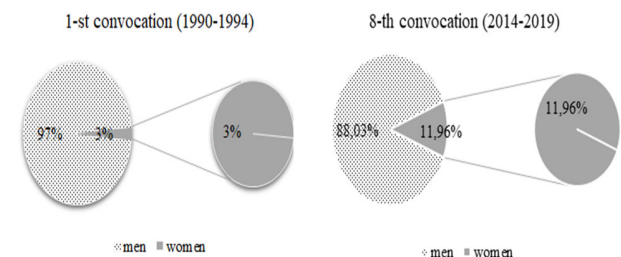


Fig. 3. Share of Ukrainian parliamentarians by gender

According to official statistics, in the first convocation (1990-1994) there was the smallest number of women in parliament - 2.53%, and in the eighth convocation the largest number of women was recorded, which in percentage terms was 11.96%. However, over the entire period of the existence of independent Ukraine, the average value of women in

parliament did not rise above 7%, while the number of men accounted for 93%, respectively. It should be noted that the statistics of the numerical composition by gender on the official website of the Verkhovna Rada of Ukraine began to be displayed after 2005, and the state statistics of Ukraine currently does not provide a ranking of most of the indicators by gender, which in turn makes it difficult to conduct research.

In the period from 1999 to 2001 the representation of women in the CMU was 16%, which is 9% > than in the previous period (1997-1999) and 14% > than in 1990-1992. The highest proportion of women in government - 21% (2016-2019), was in the CMU headed by V. Hroisman. International statistics also reflect a positive change in gender dynamics in the country as a whole (Fig. 4).

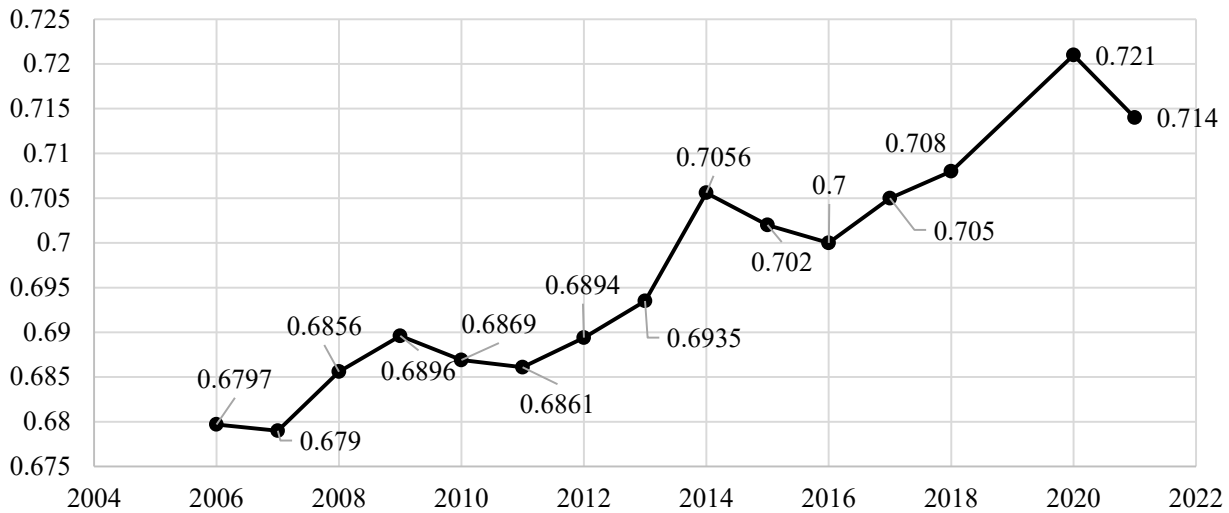


Fig. 4. Dynamics of the gender gap index of Ukraine for 2006-2021

As can be seen, the gender gap has decreased by 95% over the analyzed period. Despite the fact that Ukraine improved its position by 6 points in 2020, moving from 65th to the 59th place in the world, in 2021 there was a 15-point rollback with a corresponding 74th place in the ranking. A similar situation is confirmed by Ukrainian statistics. So in 2021, compared to 2020, the number of women in the government decreased by 50%.

Analysis of the structure of the Constitutional Court of Ukraine made it possible to establish that in the entire history of its existence, only once its head was a woman. Moreover, the “female cadence” of the Head of the Constitutional Court lasted four months, from May 14, 2019 to September 17, 2019. Among the deputy heads of the Constitutional Court, a single case was also recorded for the entire period, in the period from September 26, 2006 to September 11, 2007. After analyzing the composition of retired judges, it was found that their total number was 38 people, of which 5 were women (13%) and 33 were men (87%). The number of former judges was 9 people, of which 1 (11%) was a woman and 8 (89%) were men (Constitutional Court of Ukraine). The

share of gender parity of the current Constitutional Court of Ukraine is presented in (Fig. 5).

■ women ■ men

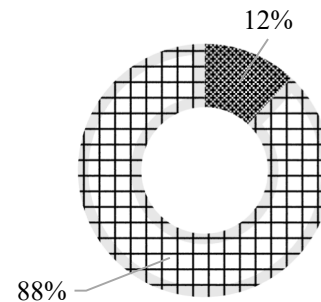


Fig. 5. Gender ratio of judges of the Constitutional Court of Ukraine for 2021

The presented infographics reflect a similar situation to the previous branches of public administration, namely, low representation and insignificant participation of women in political and decision-making processes, which is a serious challenge for democracy, since more than 50% of citizens are de facto excluded from participation in public administration. Hence, the interests of women are to

a small extent taken into account when making government decisions.

According to the official statistics of the State Judicial Administration of Ukraine (SJAU), which officially began to keep records of the gender

composition of judges and employees of local and appellate courts of Ukraine in 2018, there is a steady tendency towards the predominance of women in positions in the first-tier courts (Table 2).

Table 2: General gender composition of local and appellate courts of Ukraine for 2017-2021

<i>Years</i>	<i>Total</i>	Men	Woman	Man	Woman
2017	30740	6952	23788	23	77
2018	30684	8042	22642	26	74
2019	30284	7551	22733	25	75
2020	30363	7542	22821	25	75
2021	30277	7521	22756	25	75

It is noted that the total number of male judges and court staff in 2018 increased by 3% compared to 2017, and in 2019 the male number decreased by 1% and continues to maintain a steady trend at the level of 25%. The average gender parity of judges and court staff for the period presented was 25:75 (men:women). In the context of certain categories of positions in the gender composition of local and appellate courts of Ukraine, the following situation is observed.

Thus, for the entire analyzed period, the average value of certain categories of positions of local and appellate courts of Ukraine as a percentage of "women:men" was: 52:48; employees of the court staff (patronage service, civil servants, employees performing service functions, employees): 80:20; employees of the patronage service (assistant to the chairman of the court, assistant to the deputy chairman of the court, assistant to the judge): 78:22; among the employees of the staff performing maintenance functions (computer typing operator, clerk, archive manager, archivist, typist), the ratio is as follows: 75:25; employees (office cleaner, courier, complex room service worker, driver) 75:25.

Average value of "women: men" employed in administrative positions in local and appellate courts of Ukraine for 2017-2021 in percentage ratio is: chairmen of courts - 37:63; deputy chairmen of

courts - 35:65; heads of court staff - 76:24; deputy heads of court staff - 82:18. The data indicate the presence of the dependence: "the lower the position, the more women in it."

Based on all that has been said, we can identify the key problems of gender parity in the system of public administration of Ukraine, including historical milestones that influenced the definition of the role of women in Ukrainian society, as well as legislative norms that do not provide for liability for violation of gender parity.

4. Conclusions

The article highlights the key problems of gender parity in the current system of public administration in Ukraine based on the analysis of modern trends. The results of scientific research allowed formulating a number of theoretical, applied conclusions, the main ones of which are as follows. The generalization of scientific points of view allowed to establish that in modern science there are three main approaches to understanding gender parity. On the basis of an intersectional approach, the author's vision of the category of "gender parity" is conceptualized, which means an analytical tool that allows one to reflect the totality of various norms and characteristics of a particular society.

The chronology of the development of independent Ukraine made it possible to substantiate the cause-and-effect relationships of the formation of cultural, social values in determining the gender identity of modern Ukrainian society, the peculiarity of which is the long-term stay of the Ukrainian territory under the rule of Austro-Hungary, Poland and Russia.

A brief summary of the main provisions on public administration made it possible to establish that this category is interpreted in different ways by different authors. On the basis of an integrated approach, the essence and content of the concept of "public administration" is determined by which the authors understand the activities of public authorities aimed at expressing and ensuring the interests of society, which in turn made it possible to form the basis for further analysis of gender aspects.

The results of the analysis of gender parity allowed to identify the key problems in the system of public administration in Ukraine. Therefore, based on the analysis, we came to the conclusion that despite the improvement in the dynamics of women's involvement in the public administration system in Ukraine, there are still barriers to equal access of women to the electoral process and their effective representation in public administration. Among the key barriers the following were identified: historical ones, which are associated with the formation of Ukrainian statehood and influenced the definition of the role of women in Ukrainian society, as well as legislative ones, which do not contain norms of responsibility for violation of gender parity.

As a result, both barriers led to the fact that, with a country-wide number of women of 54%, their representation in politics for the entire period of independence averaged 7%, in the government - 6%, in the highest bodies of the judicial authority - 12%. Low level of representation and participation of women in political and decision-making processes is a serious challenge for democracy, since more than 50% of citizens are excluded from participation in public administration. Hence, the interests of women are to a small extent taken into account when making government decisions.

The results of gender analysis can be used to introduce legislative, regulatory and incentive mechanisms aimed at reducing gender asymmetry and imbalance in the legislative, executive, judicial systems, primarily in leadership positions, in

decision-making structures, which will ensure the integration of a gender approach into legal proceedings and will contribute to improving the image of the public administration system, increasing the confidence of citizens and the international community in it.

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