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THE CIVIL SERVICE DURING AND AFTER THE WAR: THE INFLUENCE OF GENDER ISSUES ON THE SUSTAINABILITY OF THE INSTITUTION

The relevance of the article is determined by the connection of the research object with the need to achieve the Sustainable Development Goals, in particular, with the achievement of SDG No. 5 "Gender equality". Solving the task of defining the role of women in post-war reconstruction is also a practical task that meets the most urgent needs of modern Ukraine. The article is devoted to the study of factors that are gender-related and can affect the stability of the functioning of the civil service during and after the end of the war. With the help of a modern bibliographic base, modern foreign trends in determining the roles of women and men in public administration and not only during martial law are determined, and conclusions are made about what can be used as the best examples of gender mainstreaming for the practice of modern Ukraine. In particular, it is determined that personnel policy in the field of public administration should not have signs of bias based on formal grounds and create equal conditions to get a job in this field. However, the weak internal flexibility of the management system (for example, the inability to adhere to flexible work schedules) creates subtle but significant obstacles to the advancement of women in this system. The article analyzes statistical data on the civil servants characteristics during martial law, as well as the results of a sociological survey conducted among civil servants in the period from August 23 to September 25, 2022, during which 21,148 people were interviewed. Two groups of factors that can affect the sustainability of the civil service are thoroughly analyzed, specifically, a group of organizational factors (including safety factors, as well as the introduction of individually defined forms of work), as well as sustainability factors related to the need to preserve the human potential of the civil service. The article defines the main recommendations that should be taken into account when developing a strategy for the sustainability of a state institution.

Key words: sustainable development, civil service, gender mainstreaming.

А. М. Іщенко, О. А. Акімова. Публічна служба під час та після війни: вплив гендерних аспектів на сталість інституції

Актуальність статті визначається зв'язком об'єкта дослідження із необхідністю досягнення Цілей сталого розвитку суспільства, зокрема, із досягненням цілі №5 "Гендерна рівність". Розв'язання поставленого у статті завдання із визначення ролі жінок у післявоєнній відбудові є також практичним завданням, що відповідає найбільш гострим потребам сучасної України. Стаття присвячена дослідженню факторів, що мають гендерне забарвлення, та можуть впливати на стійкість функціонування державної служби під час та після завершення війни. За допомогою сучасної бібліографічної бази визначається сучасні закордонні тенденції щодо визначення ролей жінок та чоловіків в публічному управлінні під час воєнного стану та робляться висновки стосовно того, що можна запозичити як кращі зразки гендерного мейнстрімінгу для практики сучасної України. Зокрема, визначається, що кадрова політика у сфері державної служби не повинна мати ознак упередженості за формальними ознаками та створювати рівні умови для вступу на посаду. Однак слабка внутрішня гнучкість системи управління (наприклад, нездатність дотримуватися гнучкого графіка роботи) створює неочевидні, але значні перешкоди для зростання жінок у цій системі. У статті аналізуються статистичні дані про склад державних службовців у період воєнного стану, а також результати соціологічного дослідження, проведеного серед державних службовців у період з 23 серпня до 25 вересня 2022 року під час якого було опитано 21 148 осіб. Ґрунтовно аналізуються дві групи факторів, що можуть впливати на стійкість Державної служби, а саме група організаційних факторів (в тому числі фактори безпеки, а також запровадження індивідуально визначених форм роботи), а також фактори стійкості, пов'язані із необхідністю збереження людського потенціалу державної служби. У статті визначено основні рекомендації, які варто прийняти до уваги під час розробки стратегії стійкості державної інституції.

Ключові слова: сталий розвиток, публічна служба, гендерний мейнстрімінг.

Formulation of the problem. The direction of efforts to balance gender indicators at all levels of management and within the structure of all social institutions took shape in the Millennium Goals proposed by the United Nations, and later in the Sustainable Development Goals. Ukraine, supporting intergovernmental efforts to achieve the Sustainable Development Goals, is also involved in a number of programs for their implementation. However, the state still has a long way to go to achieve gender parity. But although on a number of important indicators for achieving goals in gender equality Ukraine demonstrates a rather strong positions (such as the overall level of education among women, taking into account the average level of education among women is even higher than the average level of education of men, in particular, according to the indicator of obtaining higher education degrees), however, there are a number of gender imbalances that look quite convincing. They look especially characteristically in the field of public management, where weak sides weaken the position of women even more, and strong ones cannot always find opportunities for implementation. In time of Ukraine's resistance to full-scale armed aggression, we think about the role of women in the management system from a special point of view. Currently, the stability of the management system itself, and therefore of the state itself, increasingly depends on the human potential of the public management system, the place of women in which is gaining more and more importance. Today, the thesis that it is women who are becoming one of the key factors in the sustainability of the management system does not seem to be an exaggeration. This thesis is also relevant in a more global context. In particular, this was emphasized in the speech of European Commissioner Maria Gabriel about measures to support the participation of Ukrainian girls and women in cultural, scientific and educational activities through the Erasmus+, Creative Europe and Horizon Europe programs. The relevance of the topic is also reflected in the New European Innovation Agenda [5], where attention is focused on the need to overcome the gender innovation gap, to focus efforts on strengthening the role of female leadership in the field of entrepreneurship, etc. In this article we reflect on what opportunities war opens up for women in the public administration system of Ukraine, as well as what opportunities open up for the state due to the deeper involvement of women in the system of government.

Analysis of recent research and publications. Women's leadership in the field of public administration requires special attention, taking into account the peculiarities of the bureaucratic administration system itself. In this system, its hierarchy and conservatism manifest themselves in different ways in the issue of gender parity. For example, personnel policy in the field of civil service has no signs of bias on formal grounds and creates equal conditions for entering a position. However, the weak internal flexibility of the management system (for example, ability to stick to flexible work schedules) creates non-obvious but significant obstacles for women's growth in this system. In particular, this is emphasized by researchers E. Bermúdez and B. Roca, who claim that “public administrations can be seen as gender regimes that tend to reproduce inequality by formal and informal dynamic” [2, 108].

However, significant social changes, such as war, armed conflicts, etc., draw attention not only to the obstacles that women have to overcome in building a career and joining the groups of those who make important decisions at the state level, but also the role of women in overcoming the conflicts themselves, as well as their ability to strengthen the process of post-conflict recovery.

A number of scientific studies are focused on the study of the role of women in overcoming conflicts in society. For example, these include the study of the role of women in resolving political conflicts [3] or the study of ways to strengthen the ways of democratization and, in particular, civil liberties through increasing the representation of women in the system of state authorities. Thus, in one of the studies of civil wars in Africa in the late 1990s and early 2020s, the authors emphasize the opportunities that social upheavals open for the public administration system [4]. Such studies are of particular importance for the Ukrainian scientific discourse, because they make it possible to think about the future governance in the post-war period. One of the most important conclusions of this study is the establishment of a relationship between the intensity of the conflict and the opportunities it opens up for women in the state administration system. The point is that wider social upheavals open significant windows of opportunity for women in public administration. And the deeper transformations the state goes through, the more likely changes will occur and they will be accepted by society. Of course, the breadth of opportunities that open up depends on the quality of social capital among women: their willingness to build careers, their level of education, leadership qualities, and practical skills. But it is important to understand that these changes occur in cascades. Ranging from an increase in the number of women who have learned to drive, those who have received additional training in the profession or founded their own business (and therefore those who have received more opportunities for self-realization) and ending with those who have received leadership positions and began to make important decisions at the state level.

Furthermore, we should note the importance of the role of women in the post-conflict period. In the study of I. Bakken and H. Buhaug, in particular, it is noted that “engaging women in peace processes is the right thing to do in terms of justice, but it can also have positive and far-reaching implications for society, not only in ensuring that gender is respected in official peace agreements, but also in supporting social development and political liberalization and reducing the risk of a recurrence of civil war” [1, 1002].

The aim of the article is to explore gender-related factors that determine the sustainability of social systems in public administration. The analysis of such factors makes it possible to deepen the understanding of the role of women in the post-war reconstruction of the state.

Main results. The events in Ukraine demonstrated a high level of resilience of the civil service to the challenges and threats associated with the beginning of a full-scale military invasion. Let's try to identify and analyze some of the most painful challenges faced by the civil service, as well as find out whether they have a gender connotation. For convenience, we will try to group the main challenges according to their content and impact on the life of the Civil Service.

First of all, these are the **organizational challenges** faced by the Civil Service. These are problems related to how to organize the effective and safe work of personnel in the areas of warfare, in temporarily occupied territories, problems related to the transition to a remote mode of work without losing the quality of the performance of official duties, as well as features and changes in the organization of labor relations during martial law. If the issues of the transition to remote work were partially resolved by the representatives of the Civil Service during the COVID-epidemic, then the related security issues became a completely new challenge that faced the Civil Service. In addition, the organization of the work of state institutions, where the security situation was more or less favorable, was connected with the need to arrange warehouses, including those adapted to continue the work process, even during an air raid signal.

To analyze the current situation, we will use the data of a sociological survey (hereinafter referred to as the Sociological Survey), which was conducted by the National Agency of Ukraine for Civil Service together with the Government Commissioner for Gender Policy with the support of the Project "European Union for Gender Equality: Reform Assistance Service" and Educational of the Scientific Center of Applied Sociology "Socioplus" of the National Technical University of Ukraine "Igor Sikorsky Kyiv Polytechnic Institute" in 2022. The first wave of the survey lasted from February 23 to June 6, 2022, 9,889 people were interviewed, of which 7,567 women (76.5%) and 2,322 men (23.5%), the second wave of the survey lasted from August 23 to September 25, 2022 during which 21,148 people were interviewed, including 15,079 women (71.3%) and 6,069 men (28.7%). A formalized toolkit was used – Computer Assisted Web Interviewing (CAWI) using Google Forms. The type of sampling was defined as a combination of elements of directed and spontaneous selection. 79 central executive authorities took part in the study. With regard to organizational challenges, the study showed that women and men in the Civil Service evaluate the conditions for combining professional and family responsibilities approximately equally (Fig. 1), but there are significant differences in the evaluation of organizational features associated with the introduction of individually defined forms of work.

In order to better understand the importance of introducing individual forms of work for women and men in the civil service, let's analyze some statistics. Thus, according to the results of the report [7, 2], among 123,792 women working in the civil service, 106,628 are working full-time, only 7,378 are working remotely as of December 31, 2022, and another 5,197 women are unemployed. another 4,589 – are occupied within the other forms of work (including in accordance with Part 3 of Article 12, Article 13 of the Labor Code "On the Organization of Labor Relations in the Conditions of Martial Law"). Meanwhile, the Sociological Survey recorded a certain gap in opportunities between women and men. Thus, among women, only 35% at the time of the survey indicated that they had the opportunity to work according to individually defined forms of work, among men the share is slightly higher – 41,4% (Fig. 2).

The second group of challenges can tentatively be called – preserving the personnel potential of the State Service. Undoubtedly, the impact of war is gendered. We will analyze the statistical data in order to draw more reasonable conclusions. Apart from all the usual factors that can cause the Civil Service to lose staff, there have been changes in the structure of civil servants since the start of the full scale invasion due to:

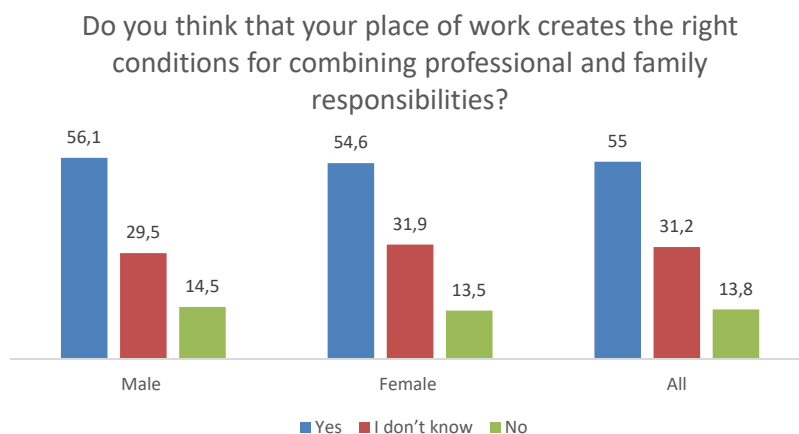


Fig. 1. Distribution of respondents' answers regarding the evaluation of work conditions taking into account convenience for combining professional and family responsibilities

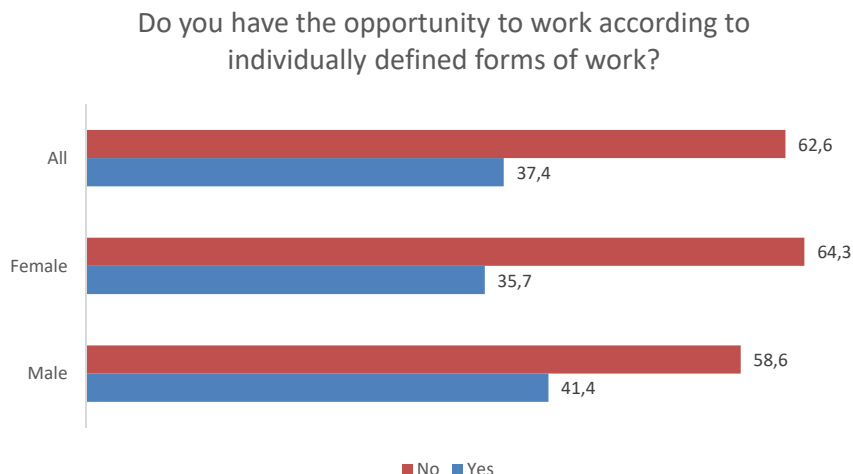


Fig 2. The distribution of respondents' answers regarding the assessment of opportunities to work in individually defined forms of work

- Departure of civil servants abroad;
- Stay of civil servants on the territory of Ukraine seized by the aggressor, or within the limits of combat zones or blocked areas;
- Passing service in the ranks of the Armed Forces;
- Injury, death or disappearance of civil servants.

The analyzed information gives reason to say that these changes had and will have a gender conditioning, and, moreover, have their own specific impact on both traditionally more vulnerable women and men. We will analyze the situation with the personnel in more detail.

According to the Report [7, 7], the number of civil servants who went abroad starting from February 24, 2022 (except for those who were on business trips, vacations, and receiving treatment) was 4,355, of which 3,992 were women, and another 363 were men. That is, 91.7% of those civil servants who went abroad were women. It is important that among the specified number there are no public servants of category A. Also, it should be noted that already on April 12, 2022, Resolution No. 440 of the Cabinet of Ministers of Ukraine was published, which determined that "The work of public servants and employees of a state body outside of Ukraine is allowed only in the case of official business trip issued in accordance with the established procedure", i.e., it made remote work possible only for those civil servants who were on the territory of Ukraine. Therefore, it should be assumed that a certain number of civil servants could have remained abroad, and as a result, the civil service lost part of its experienced personnel, the vast majority of whom are women with children.

The number of civil servants serving in the Armed Forces as of December 31, 2022 is 3,637, of which 494 are women. If we analyze the number of appointed and dismissed civil servants as a whole, the statistics for the period of martial law will be as follows (Table 1).

According to the above mentioned statistics, it can be concluded that more women were fired than appointed, and more men were appointed than fired.

Other gender-related trends that determined the interests of civil servants during the war were also revealed. Thus, a sociological study showed that despite the war, women were more interested in information about what their institution/organization is doing within the framework of implementing the policy of equal rights and opportunities for women and men (Fig. 3). This is evidence of the need for efforts by state authorities to consistently develop, implement, and update programs for ensuring gender equality in the system of public administration. Taking into account the above mentioned theses about the so-called "window of opportunity" for women in periods of disruptive social changes, we can note that

Table 1

The ratio of appointed and dismissed civil servants from the beginning of 2022 according to [7]

	The number of appointed civil servants from the beginning of 2022	The number of dismissed civil servants since the beginning of 2022
Women	18248	22632
Men	8518	7808



Fig. 3. Distribution of responses regarding the interest in information within the framework of the implementation of the policy of equal rights and opportunities for women and men

such efforts will have a long-term distant positive effect in the post-conflict period on the state level. In addition, among women there is a larger part of those who would like to receive training on ensuring equal rights and opportunities for women and men, 24.8% and 14.4%, respectively, among women and men. That is, women are keen to invest their time and efforts for better acknowledgement about their rights and responsibilities.

Also, a significant direction of the Civil Service work, which is clearly aimed at increasing the stability of institution, should be the development of opportunities for professional qualification improvement, lifelong learning of civil servants. Meanwhile, a sociological study revealed that women and men differently evaluate the equality of opportunities related to professional development/professional training for further career growth. Thus, 61.4% of men rate such opportunities and rights as equal for both genders, while among women, such a percentage reached only 47.6% (Fig. 4).

Sociological research revealed other more traditional gender gaps, which clearly record the violation of the principle of equal rights and opportunities, the existence of certain discriminatory manifestations, which, undoubtedly, can affect the stability of the civil service as a special institution.

As recorded in Table 2, women and men usually evaluate their chances and opportunities in a different way, in particular, those related to economic issues and opportunities for professional growth. It's fair to say that in this question that was formulated about one's own experience, and not about a generalized assessment ("Have you had a salary increase in the last three years?") the answers of women and men were completely the same: 77.8% and 77.6% of men and women, respectively, gave an affirmative answer. This can be interpreted, among other things, in the way that among civil servants there are stereotypes regarding the difference in attitudes towards representatives of different genders. From a practical point of view, this is still a negative situation, because even if the situation is actually gender-neutral, but is perceived by the target audience as discriminatory, its negative consequences can be completely real and lead, for example, to a decrease in motivation to work, or result in professional burnout etc.



Fig. 4 Distribution of respondents' answers regarding the assessment of chances and opportunities to improve qualifications / undergo professional training for further career growth

Table 2

The degree of respondents' agreement with the statements

When you think about the institution/organization you work for, do you agree or disagree with the following statements:	I strongly agree	
	Male	Female
[Men and women holding the same position have equal pay]	60.8	46.2
[Men and women have equal chances and opportunities to get a salary increase]	60.2	45.8
[Men and women have equal chances and opportunities for career growth]	57.9	43.2
[Men and women have equal chances and opportunities to go on business trips]	56.3	40.4

Additionally, one of the factors of increasing the stability of any institution is the recognition of the existence of problems, which makes it more realistic to find and use tools to overcome them. A sociological survey showed that the number of women who recognized that they needed psychological support in connection with a full-scale invasion exceeded the part of men with the same opinion by almost twice: 18.4% of women against 10.6% of men identified that they needed psychological support.

Research conclusions and prospects for further research in this field. Based on the results of the research, it can be determined that the resilience of the civil service to the challenges of war and post-war times can be understood as the ability to continue to perform its main activities despite restrictions and changes in the security situation, adapting to activities in uncertain conditions. Conventionally, these factors can be divided into several groups: in particular, the article considers organizational factors and factors related to human potential. In general, it can be concluded that the stability of the civil service is largely gendered, in particular, this is due to the fact that the majority of civil servants are women, including in the ranks of middle management staff, the majority are women. Willingness to work in new, complicated security conditions, work according to individually defined forms of work, including overtime, the possibility of using electronic means of communication to coordinate actions, as well as the existence of an anti-crisis management plan with clearly specified powers and actions in various situations – became certain initial conditions of sustainability of institutions. Differences in the gender distribution of the roles of women and men in the public service are mostly related to women's greater need for opportunities for individual forms of work, due to the fact that they are more often entrusted with the responsibilities of caring for other family members, children and other issues related to the existence of double burden. Among other things, this is also due to greater personnel losses among women due to the impossibility of returning from abroad and the impossibility of performing their duties remotely. In addition, martial law became a time that, not surprisingly, provided new opportunities for traditionally vulnerable sections of civil servants, including women, who received new opportunities, including for improving their career trajectory. It is worth mentioning the special role of women's leadership in the war in Ukraine, and the fact that women had the courage to take on special and very important areas, including, for example, the issue of negotiating the release of prisoners. In addition, it is worth noting that this is a global trend, considering the number of visits of female leaders from Europe, the USA and Canada to Ukraine during the war. Prospects for further research in this area of research are seen in determining the role of women and men in the post-war reconstruction of the country, in the redistribution of roles and responsibilities in accordance with the principles of gender equality, in the study of the existence of a gap between the digital competences of women and men and the ability to use digital tools to fulfill their job duties. A distinct direction for efforts to manage the sustainability of the Civil Service should be civil servants training organization to improve skills that would meet the most urgent requirements of the war

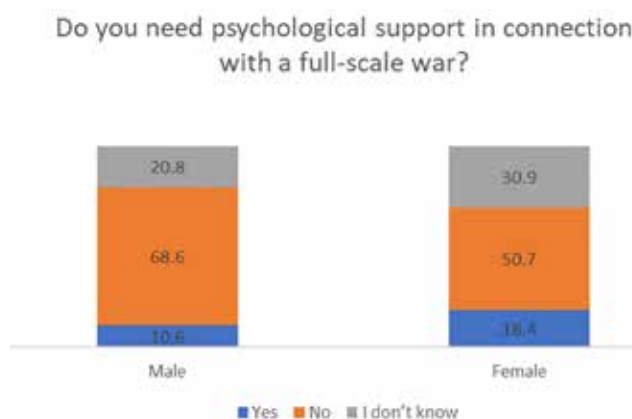


Fig. 5. Assessment of needs for psychological assistance

and post-war period, in particular, soft skills related to the development of adaptive abilities and psychological health, emotional intelligence, as well as the use of the latest digital communication and other tools that facilitate the performance of routine tasks and relieve the burden, including the use of current artificial intelligence tools. Also, the identification of a significant proportion of women who have determined that they need psychological support actualizes the development of gender-sensitive projects on the study of psychological health support factors during the war and their implementation among civil servants and representatives of local self-government bodies.

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