

European Program “Progress”

“GENDER MAINSTREAMING IN GREEK MUNICIPALITIES FOCUSING ON SOCIALLY DISADVANTAGED WOMEN”

GUIDE

ON GENDER MAINSTREAMING IN THE SOCIAL POLICY FOLLOWED AT LOCAL LEVEL & ON GENDER BUDGETING IN MUNICIPALITIES

E. Roma Women



ΥΠΟΥΡΓΕΙΟ ΕΣΩΤΕΡΙΚΩΝ



ΓΕΝΙΚΗ ΓΡΑΜΜΑΤΕΙΑ
ΙΣΟΤΗΤΑΣ ΤΩΝ ΦΥΛΩΝ

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GUIDE

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E. Roma Women

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European Program "Progress"

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FOREWORD

The Gender Equality policy should be seen as a mosaic. Each piece can be impressive on its own but only through co-existing with all the other pieces does it stand out. A programme for women, a single action, is exactly the same: they can impress, they can draw the attention but they become meaningful only through connection, interaction, association. It is important to put all the pieces together to create a picture. This is the purpose of the publication of this volume. To present all our actions in their entirety.

The General Secretariat for Gender Equality intervenes with actions into the core of governance, namely municipalities and communities. It is meaningless to make plans for the participation of women in national elections if the local government bodies have not been mobilized; if women have not ventured out of what is defined as their natural space since antiquity, i.e. their house. We apply the same logic when we train the people working for the local authorities so that the ideal of equality is disseminated from the state to the society, from the municipal clerk to the citizen.

In the General Secretariat we believe in the dissemination of our principles to all the fields where gender discrimination is manifested. A characteristic example concerns the initiatives about the violence against women. The reason we insist on running guesthouses and other structures that will protect the victims of family abuse is that at the level of municipality and community, no victim is just a serial number on a list. It is a person living in the neighbourhood, a person that someone living in a city, mainly in local regions, will meet in the street. The victim of violence is not obscure and familiarity is a pressure factor for finding solutions to the problems.

Our objective is to provide the citizens with the same opportunities in relation to the smallest and biggest issues. Our objective is that the gender will not be used for confrontation in the far future. We want both men and women to participate in the public life with the same confidence and the same optimism. We make interventions, therefore, in the basic structure of politics, municipalities, aiming at expanding the field so that very soon this discussion will not be required any more; with the ambition that gender equality is self-evident.

ZETTA MAKRI

GENERAL SECRETARY FOR GENDER EQUALITY

December 2012

Theheriti Maria

1. PURPOSE, OBJECT AND CONTENTS OF THE GUIDE

The purpose of this Guide is to support Local Government Organizations in view of achieving gender mainstreaming in their policies. It is addressed both to local government organizations that have signed the European Charter for Gender Equality in Local Life and to LGO's that are included in the project for the Specialization of the Model System for the Integration of Gender Equality of the GSGE¹, whereby the pilot development and implementation of Regional and Local Gender Equality Programs enables the use of new statutory means provided by the Kallikratis program for the engineering of suitable mechanisms enhancing gender equality, whereas it mainly provides the opportunity to elaborate integrated action plans on gender equality.

The Guide is also addressed to elected agents and to Local Government officials active in strategy planning, decision-making, policy planning and implementation in the field of social policy, as well as policies for socially disadvantaged women, such as refugees, immigrants, Roma, aged women who live alone and women with disability. Moreover, it is addressed to municipal officials from all ranks of hierarchy, aiming at raising their awareness as regards gender stereotypes and prejudice affecting views and behaviours to citizens; the various impacts of policies to men and women and in particular regarding the eventual negative impact of policies without gender mainstreaming.

The Guide may become one of the tools that will contribute to the strengthening of knowledge and capacities of municipal employees, who would assume the planning of actions and promotion of the principle of equality in all fields of local policies.

The Guide includes four (4) chapters. **Chapter 1** considers the concept of gender in relation to social policy, as well as the interconnection of gender dimension with social policy (relation of welfare state with women and gender, implications of gender analysis, conditions for gender mainstreaming) and suggests a different approach for a modern welfare state incorporating priorities of the feminist consideration of gender equality. **Chapter 2** examines gender equality within local policies and attempts to elaborate a critical assessment of modern prospects and possibilities. More specifically it analyzes the integration of gender equality policies into local government, as well as institutions and mechanisms available to local government for the enhancement of gender equality and the exercise of social policy, the existing government system, decision-making procedures etc. It describes statutory tools, possibilities and weaknesses of local government in connection with facts or positive examples that arose from the pilot application and the planning stage of social policies with gender mainstreaming. The Chapter is completed with a number of gender mainstreaming –related conclusions and suggestions on the institutional framework of operation of local government. **Chapter 3** details the methodology for gender mainstreaming in social policies for Roma Women. More specifically, it details the individual steps included in the methodology for planning and implementation of social policies with gender mainstreaming (organization and preparation, definition of vision and strategy for gender equality, description of existing status within the Municipality and as regards the target-group, selection of fields of action and priority, assessment of gender-wise impacts of policies, elaboration and implementation of action plan, monitoring, assessment and publication of action plan, etc.). In this context, the work method, positive examples,

¹ Sub-project 2 "Specialisation of the Model System for the Integration of Gender Equality per policy agent/ body, as well as pilot development and implementation of Sectoral, Regional and Local Gender Equality Programs" of Action Class 3.1.3 "Enhancement of gender mainstreaming in public policies" of the Project: "Creation of methodologies and tools for gender mainstreaming, monitoring and control within all public policies" for the 8 Conversion Regions (Priority Axis 07), the 3 Phasing-In Regions (Priority Axis 08) and the 2 Phasing-Out Regions (Priority Axis 09) of the Specific Goal 3.1 of the O.P. "Administrative Reform 2007-2013".

initiatives and good practices are presented, as these were observed during the pilot application of the tool in two (2) municipalities of the country and conclusions and suggestions are reported concerning gender equality in the field of social policies for Roma Women. **Chapter 4** describes the methodology for gender budgeting and more specifically refers to the necessity of gender-based analysis of public budgets and examines the methodological approach of gender budgeting with reference to relevant international experience. In addition it examines the conditions and principles for application of gender budgeting in A' degree LGO's and details the possibilities provided by the existing institutional framework (elaboration and execution of municipalities' annual budget), the operational program and the annual action plan, and suggests a number of assessment indexes, for revenues and expenses. Finally, it provides conclusions and results of the pilot application of the gender budgeting tool within current conditions at LGO's, the degree of maturity of municipalities that participated in the pilot application and the actions suggested and implemented for gender budgeting in municipalities.

2. THE EUROPEAN PROGRAM PROGRESS

2.1. Purpose of the program

The purpose of the program is to enhance gender mainstreaming procedures in social integration and social protection policies, that are designed and applied at a local level by municipalities and are principally addressed to socially disadvantaged women, such as refugees, immigrants, Roma, aged women who live alone and women with disability. The purpose of the program is also the gender budgeting in municipalities. In other words, the project and the actions foreseen therein aim at bridging the gap that appears to exist between the existing government-level institutional framework and the local-level application of policies for gender equality. With the pilot application of tools for the gender impact assessment and gender budgeting of eight (8) municipalities of the country, the relevant know-how of municipalities will be significantly enhanced, because through the work and active participation of officials of LGO's that are competent for planning and implementation of policies and programs addressed to the aforementioned groups of women, there will be formed the first group of officials with experience in the application of gender mainstreaming tools. Moreover, this will enable the use of significant policy tools which may then be applied in other municipalities of the country as well, through the expected multiplier effects of the program, which will complement the general social policy of LGO's.

2.2. Object of program

The object of the program has been **on one hand the elaboration of methodology and tools** for gender mainstreaming in local social policies, gender impact assessment of policies and gender budgeting, **and on the other hand their pilot application in eight (8) municipalities of the country.** Using their statutory competences and with specialized officials, municipalities, in cooperation with the group of experts as well as local bodies or NGO's that are active in the support of vulnerable groups of women (particularly immigrants, refugees, Roma, aged and women with disabilities), have assumed the task of enhancing gender mainstreaming in local policies by applying the suggested methodologies and tools engineered within the program. In this framework, there were appointed the officials of municipalities who would participate in the program and assume the responsibility for planning and implementing policies and programs addressed to the groups of women on which focuses the program. Through workshops that provided on one hand training as regards gender mainstreaming for officials of Municipalities and on the other hand exchange of expertise and experience, problems and challenges that arose during the implementation of pilot application were addressed. The results from the pilot application were presented at a conference addressed to elected official and employees of Municipalities, and are integrated in four (4)

Guides, each concerning a specific group of women: A. Aged women, B. Roma women, C. Women with disabilities and D. Immigrants.

It is expected that such Guides will act as 'pilots' or practical examples of application of the methodology for gender mainstreaming in policies and budgets of Municipalities and that they will possibly be adopted generally, eventually providing a model for the development of relevant tools, in various fields of policy and more municipalities of the country.

3. PILOT IMPLEMENTATION AND OUTPUTS

It is the first time that in our country, and specifically at local level, an attempt is made to implement tools for gender mainstreaming in elaboration of Municipalities' policies and budgets. It is essentially a **first attempt to combine the application of gender mainstreaming mainly with the social policy of LGO's, and to target particularly to specific groups of women** (immigrants, women with disability, aged women who live alone and Roma women). The implementation of the project started with the building of the group of experts who assumed the elaboration of methodology and the development of relevant tools (gender mainstreaming, gender impact assessment and gender budgeting) and then followed the selection of Municipalities.

3.1. Selection of Municipalities

Specific criteria were set for the selection of Municipalities, which were defined having taken into consideration the following:

- Population of Municipalities.
- The proportion of target groups to which the program is addressed in each Municipality to the total population.
- The experience and expertise of Municipalities in implementation of policies, programs and interventions addressed and targeting the aforementioned groups
- The organization and operation of social services in Municipalities, particularly before the implementation of Kallikratis program and the extent to which they employ employee officials with experience in policy making and program implementation
- The participation of Municipalities in programs implemented by the GSGE for the promotion of gender equality and signature on their behalf of the "European Charter for Gender Equality in Local Life".

Based on the above criteria, a multiple choice system was formed, where depending on the degree at which the above criteria were met, an inventory of Municipalities was drafted. Apart from the aforementioned criteria and in order to ensure maximum possible representation at country level, on one hand as regards experience in social policy drafting and implementation and on the other hand as regards will and/or implementation of policies for gender equality, other elements were taken into account such as the municipality profile, e.g. rural, urban, tourist, which led to the selection of medium-sized Municipalities, so as for the pilot application to be able to correspond to as many municipalities as possible.

In this framework, the eight (8) municipalities were selected, which participated in the pilot implementation, where three (3) more municipalities were afterwards selected with expertise in specific objects and fields of policy, in order to contribute to the pilot implementation with their specialized experience. The eight (8) municipalities that participated in the pilot implementation assumed in pairs of two (2) the pilot application of tools for the drafting and implementation of social policies with gender mainstreaming concerning specific groups of women.

Table 1 that follows presents the participating municipalities per target-group.

TABLE 1. Total municipalities that participated in the pilot implementation

ROMA WOMEN	1. MUNICIPALITY of Volos
	2. MUNICIPALITY of Karditsa
AGED WOMEN	MUNICIPALITY of Agia Varvara*
	3. MUNICIPALITY of Iraklio, Crete
	4. MUNICIPALITY of Ioannina
IMMIGRANTS	MUNICIPALITY of Trikala*
	5. MUNICIPALITY of Patras
WOMEN WITH DISABILITY	6. MUNICIPALITY of Korydallos
	7. MUNICIPALITY of Neapoli - Sykies
	8. MUNICIPALITY of Veria
	MUNICIPALITY of Iraklio, Attica*

**Municipalities that participated indirectly in the pilot application of methodology for gender mainstreaming in local social policies.*

As regards the three (3) additional municipalities that participated indirectly in the pilot application of tools, the following is to be noted. In the case of Roma women, the Municipality of Agia Varvara was selected due to its long and specialized experience in Roma issues. Moreover, the Municipality of Agia Varvara has pioneered the formation of ROM Network, a network of local government bodies aiming at social integration and full support to Greek Roma, which the contribution of which the State has then voted for the Integrated Action Plan for Social Integration of Greek Roma. In the case of aged women, the Municipality of Trikala was selected due to its experience in the application of new technologies for the psychological support of aged persons (installation of pilot videophones in 4 Love and Protection Centres for the Elderly (KAPI) of the Municipality of Trikala, extension of psychological support through teleconferences and application of remote care program), aiming at improving health services to vulnerable social groups, such as the elderly and people with chronic diseases. Finally, in the case of women with disability, the Municipality of Iraklio, Attica was selected, because it operates an Ergotherapy Centre within the scope of social policy of the Municipality, which is one of its kind at the level of local government.

Thus, the municipalities that participated either directly or indirectly in the European Program Progress finally totalled eleven (11).

3.2. The pilot implementation

The implementation of the program was attempted in the context of an extremely difficult and rather unprecedented situation for the country, where both the external and the internal environment of local government is not favourable. To the contrary, it is characterized by particularly negative or even urgent conditions for local communities. Nevertheless, despite challenges and extraordinary conditions formed for the program, with the contribution of the project coordinator, the expert on gender mainstreaming, the special associates on various target groups, as well as of the competent participants on behalf of municipalities, the program was completed and its results may be positively assessed. In this regard, an attempt is made to summarize challenges, results and promising practices identified through the pilot implementation.

3.2.1. Requirements and challenges of the operation

We believe that the reasons why such an operation may face challenges are well understood: on one hand the strategy and process of gender mainstreaming in local government policies and general government is not well perceived by local authorities and municipal officials, and on the other hand it is an innovation given that gender mainstreaming does not concern the general population of women but specific groups of women who suffer from multiple forms of discrimination, i.e. discrimination and

exclusion due to the correlation of other profile characteristics with their gender, such as the correlation of gender with age, health status, race, ethnicity etc.

The challenges of the operation are also multiplied because the purpose of the program is gender mainstreaming in social policies in a period where the welfare state is being shrunk due to the recession, as well as the reformation of local government. More specifically, local government, based on the recent institutional framework is called upon to organize and fulfil the tasks conceded to it in the field of social services, with no resources, no experience and no personnel and at the same time to consolidate the merged services and structures of its legal entities in the field of social services.

The systemic challenges of local government and financial challenges of the state are aggravated by challenges due to the existing institutional framework of services and projects award process applied in the public sector, which is designed with the rationale of award of large public projects, as a result of which experts on specialized fields of focus are excluded and hence time consuming procedures are required for their selection, which has contributed to the restriction of time devoted for the pilot implementation. The shortening of time for the pilot implementation has not allowed to attain the expected degree of pursued sequencing and meeting of the two parts, of gender mainstreaming and forming of local policies for special groups on one hand and of gender budgeting on the other, whereas it has not allowed the shaping of a complete picture as regards changes achieved in local policies after the gender mainstreaming to them.

Before referring to positive examples or promising practices identified by the pilot implementation, it is advisable to refer to certain factors that must be taken into account in the general assessment of relevant projects. More specifically, such factors are the following:

- The low rate of gender mainstreaming in all levels of government (central, regional and local government).
- The low rate of awareness and training of personnel (including elected and municipal officials) on gender equality issues and particularly on gender mainstreaming.
- The lack of systematic quantitative and qualitative data and research on existing stand with gender mainstreaming and consequently the lack of indexes on results, outputs and target values as regards gender, at all stages of policy planning.
- Limited resources (human, temporal, spatial, financial resources) that are usually available for the implementation of specialized interventions concerning intangible actions and requiring the understanding and approach new fields as compared to usual standards.
- The status of local government and its employees, due to the application of austerity measures, a fact that did not facilitate the planning and implementation of a number of, de facto demanding, actions for the implementation of the project. Such actions concerned for example the understanding of suggested methodology and its tools of application, the necessity for cooperation with competent authorities (social policy, financial services etc.) in order to attain gender mainstreaming in planning tools of local government, in the operational action program, in annual programs and in budgeting.
- The innovative character of the project, particularly as regards gender mainstreaming in municipal budgeting. It is quite a demanding task not only for Greece but for most EU states as well, given that the application and efficiency of gender budgeting is for the time being rather restricted.

3.2.2. Outputs and positive examples

The presentation of outputs is based on Output Reports of the pilot implementation in Municipalities, which were drafted by experts with the decisive contribution and cooperation of competent officials of Municipalities and with the use of relevant forms that were given for the two tools and were then filled-in by the competent officials.

As already mentioned, all action plans or interventions focused on gender mainstreaming in social policy, which in fact is addressed to specific groups of women. Furtherdown a systematic presentation of outputs identified will be attempted based on the following axes:

I. Gender and gender equality aspects in the context of social policy applied by municipalities at local level.

II. Aspects concerning the way of planning of social policy and social services provision to citizens and inhabitants of the municipality.

III. Organization and operation aspects of services of municipalities and their legal entities.

Due to this Progress program and the pilot application of tools, it was for the first time that there were formed in our country the conditions that enabled the formulation of suggestions concerning gender mainstreaming in access to social rights, goods and services at the local level (Vougiouka 2012)², whereas at the same time the foundations were set for the drafting of gender equality agenda at the local level.

More specifically the Gender Agenda concerned the following issues:

- ▶ Physical and social **independence of women** and social integration – in the case of women with disability.
- ▶ **Enhancement of women's access** to social rights, services and goods, as well as to supporting facilities – in the case of aged and immigrant women.
- ▶ Support, advocacy and information on **prevention and fight against mistreatment of women** – in the case of immigrants and women with disability.
- ▶ **Enhancement of women's participation in decision-making processes**, competent counselling & decision-making bodies of the municipality – in the case of immigrants and their participation in the Councils of Immigrant Integration (CII).
- ▶ **Enhancement of women's access to** proper economic and quality **health care**, information and strengthening of prevention programs promoting health of women – in the case of aged women.
- ▶ Information of women and awareness raising on **sexual hygiene and reproductive health issues** – in the case of women with disability.

Moreover, **the project has provided the grounds for the approach and awareness raising to local government officials on gender equality aspects, as well as for deeper understanding of the difference between gender mainstreaming in social policies and the positive actions or specialized policies.** The project provided the basis to understanding the different aspect required for the planning of policies and interventions that take into account gender differences as well as the correlation between gender and other identity dimensions (e.g. age, health status, race etc.). However the most significant output has been the awareness raising of a dynamic group of officials as regards the importance of gender aspects and has created a core of supporters within the services of local government. The result has been the familiarization of personnel with tools and practices that may provide mechanisms for gender mainstreaming in planning, implementation, monitoring, assessment and replanning of local policies.

² More specifically, access to social rights, goods and services concerns the following: A) Who establishes a right to specific goods and services, i.e. who is entitled to specific social benefits; Who is excluded and when? In which way and with which reasoning (e.g. Roma women, immigrants with no official personal documents, etc.) Effect of gender and women's participation in public affairs; what can be done for inequalities to be waived (e.g. legislation against discrimination, awareness raising to officials, etc.) B) Information on relevant social goods and services. Are gender aspects taken into consideration in correlation to other characteristics of identity that inhibit access to social rights? C) Physical access to social services and facilities. Do all have equal access? Are there gender and other stereotypes? D) Use of offered services (operation times, staffing, provided services, assessment by beneficiaries etc.) E) Satisfaction of existing needs (deficiencies, weaknesses, suggestions, cooperation with NGO's, civil society, etc.). (Vougiouka 2012: 32-35).

The above approach of gender has been enriched with the knowledge on the “field» at local level and has made explicit the significance of deeper engagement in programming procedures and elaboration procedures of the Operational Action Program and Budgeting. It has also allowed for the realization of the need to mobilize further social forces towards the success of the operation and the gender mainstreaming in policies of municipalities, both within and outside municipalities.

Awareness raising of elected officials, via officers, as well as engagement of municipalities in the program, **has triggered on various occasions either the use and activation of existing mechanisms or institutions or the establishment of institutions on equality** (Municipal Equality Committees or Equality Offices), that may develop activity by supporting initiatives and positive actions in favour or women of local community in general as well as in favour of women who belong to vulnerable population groups and suffer from multiple forms of discrimination and exclusion. However, they may principally develop activity in view of gender mainstreaming in all policies elaborated and implemented by municipalities at local level, as well as in budgeting.

Special reference should be made to the fact that the participant municipalities have used statutory capacities and tools, such as Operational Programs, Annual Programs and Budgets, in order to attain gender mainstreaming in them (Municipalities of Korydallos, Veria, Agia Varvara, Volos, Ioannina and Karditsa and Neapoli-Sykies). Moreover, the horizontal dimension of gender equality was made quite explicit as was the need for its incorporation in the whole range of competences of municipalities and consequently the necessity to subject organizational units on gender equality (Offices or Departments) to central divisions such as the Division of Programming, instead of their partial integration into the Division of Social Policy.

Within the same rationale, the enhancement of women’s participation in institutions representing target groups of the program, such as Councils for Immigrant Integration, was pursued. In addition, the program brought forward the demand for resources for the promotion of equality in LGO’s policies, both in terms of properly trained officials and in terms of budget items provided for in Operational Programs and Annual Action Plans at budget and report level. It made it apparent that such policies require space, time, financial support, knowledge, experience and awareness on behalf of all involved stakeholders (elected officials, employees and local community).

At the same time from the efforts made for the implementation of the program it was confirmed that the collection of quantitative and qualitative gender-related data by social services is insufficient, not to say inexistent, whereas it was also confirmed that the role of such data in the proper and successful planning of measures and interventions is decisive. Therefore, the program oriented all involved parties to the redesign of methods for the reporting and elaboration of data, incorporating gender-related aspects. Typical examples for this is the planned readjustment in the registration of beneficiaries’ data and their needs by gender and the expected use of such data in new planning activities, as well as the registration of data by gender on behalf of services and facilities providing service to the elderly (Municipality of Iraklio, Crete)

At the same time, this has enhanced the prospect of networking with bodies and NGO’s focusing their activity on the program target-groups, which are able to contribute with the provision of data on groups, their needs and priorities. In short, significant efforts were made for the activation of the general local community, a fact that provides an eventually extremely positive example and a much promising practice.

3.2.3. Promising practices

The following may be reported as promising practices identified within the pilot implementation:

First, **the development of statutory partnerships at an innovative level for the standards of the country, the level of LGO’s cooperation, in view of developing efficient social policies with gender mainstreaming.** The outputs of this partnership are the three (3) Protocols of Cooperation between:

- **the Municipalities of Korydallos and Patras** with the utilization on behalf of the Municipality of Patras of a tested registration methodology for immigrants, that is already used at the Municipality of Korydallos and contributes significantly to the collection of data that are necessary for the

ascertainment of profiles, of needs and requests of immigrants and for the planning of efficient and well-targeted interventions. The purposes of the cooperation is, among others, the enhancement of women's participation in Councils for Immigrants Integration of the two cities, as well as the enrichment of the Agenda of the Councils for Immigrants Integration with women immigrants' concerns, with focus on prevention and fight against mistreatment of women immigrants.

- **the Municipalities of Volos and Karditsa** through the signature of a Partnership Agreement for the exchange of good practices on equality aspects & on issues of accessibility of Roma women to social care services.
- **the Municipalities of Neopoli-Sykies and Veria**, through the elaboration of a training "package" and the creation of training tools with gender mainstreaming, as well as the training of their officials on gender-related issues.

Second, another promising practice is the utilization on behalf of the Municipality of Veria of its existing networks with the Civil Society, for the elaboration of the action plan and the imminent implementation of individual actions (memorandum of cooperation for the attainment of goals). It is obvious that at a broad range of the intervention (planning, implementation, assessment) the aspect of networking is identified as is the pursue of success for the efforts also through synergies that may be achieved.

Taking into consideration the dual character of the project, promotion of equality with focus on specific groups suffering from multiple discrimination, the fact that the total contribution of the project will be assessed in the long term and that gender mainstreaming in public and local policies may not be fragmental or is not done "immediately", but based on long-term interventions and action plans, it could be concluded that the program has met its goals despite its high demands and the extremely unstable environment in which it was implemented, in very difficult real conditions for the country, mainly thanks to the decisive and unhindered contribution of the involved human resources.

The identified necessity concerns the continuation of actions for the exchange, support, networking and cooperation among municipalities and local bodies and organizations, either at informal or at formal level, wherever that is feasible and necessary, and after the completion of the pilot implementation. In addition, it is advisable to pursue closer cooperation and exchange of expertise between the Municipal Equality Committee and the local bodies supporting or representing women as well as to enhance their active participation in consultation procedures on gender equality aspects at local level.

Vougiouka Anna

1. INTRODUCTION

1.1. The contemporary content of social policy

According to the European System of Integrated Social Protection Statistics³, **the term “social policy”** refers to the total sum of benefits in the form of cash or goods from social protection programs aiming at combating a specific group of risks and needs. In the relevant bibliography the term ‘social policy’ is overall linked to recording, prioritizing, and covering social risks and needs through the entirety of schemes and benefits going towards sectors such as **health, insurance, employment, housing, and social welfare services**, seen as a group of interventions targeting individual care and coverage of needs especially with regard to childcare, protection of the old, family empowerment, support of women facing multiple discrimination or belonging to vulnerable society groups, and support of individuals with disabilities.

The goals of social policy, among others, include smoothing out the quantitative and qualitative issues connected with the living conditions of the society groups less privileged by the market’s operation, as well as with ensuring decent living conditions for all permanent residents. Thus, on the basis of those goals, complex forms of state intervention into the social sphere were developed in the 20th century and the respective **social rights** were institutionally established. It is precisely those fundamental acceptances which are being challenged anew at this stage of transition from an industrial to a post-industrial society, reinstating the perception on individual responsibility in view of the new social risks, and comprising what Rosanvallon (2003) calls a *“new social issue”*. It is on the basis of this ideological concoction on individual responsibility that the shrinking of social security and its gradual substitution by private insurance protection programs is being attempted while, at the same time, what is being encouraged is the trend in retrenching on collective labour agreements in favour of individual contracts together with the obvious weakening in bargaining power those individual contracts carry. It is also in the same direction that the effectiveness of welfare mechanisms is being challenged, policies of disciplinary return to work are being introduced, and the slippage towards a society of *“two thirds”* becomes *“legitimate”*. In other words, the neo-liberal ideology’s modern discourse currently prevalent succeeds in constructing individualized interpretations in which, the leading role is not played as much by the broader social and economic causes of inequality but by repressively combating its symptoms (Kourahanis 2012).

1.2. At-risk-societies and new social and welfare subjects

The inability of the social sector’s traditional management mechanisms to adapt is interwoven with the emergence of new social risks, on the basis of which, the traditional concept of risk and of the fight against a broad spectrum of social issues is deconstructed. In the post-industrial era, the realm of the *“social”* [issue] cannot be approached under the terms of traditional risks since the phenomena of long-term unemployment and social exclusion are all too often permanent situations, with little hope of reversal, and with no link to the classic techniques of social security.

³ European System of Integrated Social Protection Statistics - ESSPROS.

The processes of differentiating that lead to the ever-increasing complexity and, at the same time, to the individualization of all that's social, actually turn modern societies into at-risk-societies. On the one hand, the prospects of individuals increase and, on the other, the meaning of tradition is being stripped and the steadfast axes of action orientation at the disposal of people are being liquidated. At the same time, reshuffling and breaches in individual paths turn the biographies of contemporary human beings into at-risk-biographies. Taking charge of one's life plan is now individualized while there's little difference between success and failure and individuals experience their choices as a personal risk.

The basic parameters which are also the creative force at the root of the new situation are, on the one hand, the destabilization of the labour market and, hence, of the paths employment has followed so far and, on the other, the restructuring or deregulation of the welfare state. Today, the dividing line is drawn not only between those who stand within the labour market and those who stand outside it: it is also drawn between those who have temporary or occasional employment without the most rudimentary in social protection and security rights and those who work full-time and steadily, are paid on the basis of the salient collective agreements, and enjoy the rights foreseen by the legislation pertaining to labour and security. On the other hand, the modern welfare state, in the framework of which the rules of safeguarding and protecting workers, the rules of social justice, clemency, and political negotiation against inequality and the redistribution of revenue and resources are thoroughly deregulated (Tsoukalas 2000), must respond to a series of new needs ensuing from the labour market's destabilization and from the elimination or streamlining of the social networks. In other words, the modern state of welfare is being called upon to carry out a new function, having come at the same time face-to-face with "*a kind of sociological revolution*" (Rosanvallon, 2003:253): a revolution which, among other things, has to do with the fact that the subjects under the welfare state have changed. Thus, apart from the problems in funding, acute malfunctioning of the state mechanisms, the inability of the old social sector management methods to adapt, and the challenges against the authorities which structure social solidarity as well as the way we perceive social rights, the state is forced to respond to the needs of its new social subjects (Vougiouka 2008: 15-16).

Yet the traditional welfare state proves inadequate in harnessing the new social risks. Mismatches between the new needs and the risks covered or between the target groups under protection and those which are in dire need of protection constitute the majority of cases where that inadequacy manifests itself. At the same time, the inability of the traditional welfare state is articulated together with funding deficits owed to the reshuffles already mentioned. From this angle, a first wave of reform interventions is attempted, under the guiding light of the "vigorous turn", linking social benefits to employment and adopting stringent selection criteria when exercising social policy.

According to Rosanvallon (2003: 18-24), the crisis the welfare state is undergoing is also an issue of the philosophical order and is accompanied by the emergence of the social issue. In order to fathom the new social landscape which is being shaped we should first fathom the terms of this philosophical crisis and, more specifically, of two all-important issues: on the one hand, the disintegration of the principles comprising solidarity and, on the other, the failure of the traditional perception on social rights which offers no framework in which to understand individuals who are excluded.

Nevertheless, putting aside the broad social diversification observed in the "classic" as well as in the new recipients and users of social services, the contemporary welfare state stands before a "contradiction" which, at least until recently, was an unexpected one: those who are socially excluded may even be individuals who are employed, something which stems from the employment market's increasing segmentation and deregulation and the increasing demand for highly specialized employment positions in tandem with the demand for positions asking for unskilled labour, manual labour, and casual employment. Under current conditions, economic integration does not necessarily mean the removal of social exclusion, while it is becoming all the more clear that the number of at-risk-of-exclusion individuals has been increasing at a brisk pace.

Redefining the social issue along with a series of new dimensions for social subjects has surfaced after the action, debate, and views which are articulated by the very same groups of or movements by the welfare subjects who submit new demands and maintain that welfare categorizations, practices, and relations which, until recently, were taken for granted, must be probed into so that it may be verified whether they truly contribute to emancipation and autonomy or they lead to submission and dependence.

For example, the feminist movement, the disability movement, the recognition movements, the various forms of welfare activism, the self-help groups and the non-government organizations of support have levelled criticism against the welfare state as being an actor of discrimination and challenged the dominant care models characterizing them as paternalistic since they create “relations of colonialism” between providers and users, thus placing individuals in a position of dependence. They also levelled criticism against that type of discourse on care which either turns a deaf ear to the voices of the users by employing emotionally charged words, thus undermining individuality and mobilization (for instance, by establishing the disabilities or old age people experience physically as something unnatural); or by setting eligibility criteria between those who “deserve” (referring to those in need entitled to rights) and those who “don’t deserve” (referring to those in need with duties and responsibilities) to be alleviated or strengthened.

The demands made by the new social movements also drew attention to the restrictions arising from the inadequate or falsified character of social policy in its entirety; they also pointed at the under-conditions equality and citizenship which promoted exclusion and not inclusion as an ingredient of the post-war welfare state. A series of new social risks emerged, stemming from cultural and social injustices brought about by the inequality in the relations of power in society such as the various forms of violence (gender-based; racial; domestic; and abuse as well as harassment), discrimination, non-recognition of equal rights, etc. What is more, within the framework of the demands and the debate that ensued, reorganization of the welfare subject was proposed as that of the active citizen who articulates his needs in the context of a democratic structuring of social services. At the same time, a broader demand emerged which goes beyond the redistribution of goods and entails effectively recognizing the human dimension as well as attaining prosperity, cultural respect, autonomy, and dignity. Last, the new social movements established a new type of social bond and proposed a composite form of solidarity thus giving individuals a new chance at defining their identity (Melucci 2002).

1.3. The importance of gender mainstreaming local social policies

The importance of gender mainstreaming local social policies regarding women and especially those who are socially disadvantaged or excluded becomes poignant if we take the following issues into account:

- **The interdependence between gender equality and social justice**, which are both values and goals of the policies being designed.
- **Linking gender perspective and empowerment of women with gender equality.**
- **Linking social mainstreaming and overall empowerment** of individuals experiencing or at-risk-of social exclusion **with social justice.**

As of the 1990’s, the EU has been trying to mainstream gender perspective in all sectors of public policies and the relevant fields thereof. More than twenty years later, the general consensus is that the initial commitment has not led to a cohesive and effective application of gender mainstreaming in the institutional or other instruments of the EU, nor has it led to respective policies. A gap has been detected between political will and application because the EU failed in explicitly setting the motives that would mobilize the interest of the appropriate authorities and of essential actors, especially within its bureaucratic machinery.

In all likelihood, this holds true in the case of Greece as well when it comes to that gap, which, hopefully, will not remain unbridged, between the institutional framework and policy application regarding gender or, more aptly put, regarding gender perspective. This is particularly important at the local level, given that the recently enacted Law 3852/2010 on the “New Architecture of Self-Government and Decentralized Administration – Kallikrates Programme” established fundamental reforms in the administrative structures of the public sector and endowed self-governments with weighty new competences and duties in the area of social benefits. Competences and duties which, in a number of cases, constitute new or unprecedented fields of action and intervention for self-governments, as well as

fields for which the relevant experience does not exist, especially when it comes to gender mainstreaming which, by modern standards, is the goal as well as the tool of public policies in securing gender equality at the local governance level as well.

The overall endeavour for gender mainstreaming public policies, be they the central state's or the self-governments', is anchored on a dual approach which regards and is addressed to the inner environment of agencies (staff; structuring; relevant committees or services and administrative regulations of the agencies themselves; mentality and culture; etc); as well as to the agencies' external environment (services provided through the agencies; and individual services given within the framework of the regulations in effect and the ways of operation). That particular fact is of extreme importance because that which has been observed to occur is a "policy evaporation" process (*policy evaporation* – Derbyshire 2002). Characteristically, during the evaluations on gender mainstreaming in Greece and other EU countries, it is often found that the political commitments on gender equality often "evaporate" through the design and implementation procedures, something which results in any expected positive results regarding the lives of men and women being exceptionally limited. This happens because the degree to which gender equality policies will be shaped, designed, and go on to be effectively implemented, political will and hands-on commitment aside, depends on the comprehension ability, competences, and commitment of the staff participating in designing and implementing gender equality policies.

2. GENDER & SOCIAL POLICY: BASIC CONCEPTS AND DIMENSIONS

2.1. Gender structure and gender dimensions of social policy

Espring-Andersen (2009) calls the **adjustment of the welfare state to the new roles of women** an "**incomplete revolution**". He argues that our future depends on the way contemporary western societies respond to the three, great challenges of the 21st century which threaten to increase social inequality unless effectively combated. What are those challenges?

- How to adapt institutions to the new roles genders play⁴;
- How to prepare the next generation for the economy of knowledge; and
- How to respond to the double demographic challenge, i.e., the low birth rate; and the aging population of the West and of Europe, in particular.

Although interest in social policies has been rekindled in roughly the last two decades and some governments in the EU have been having talks or were having talks until recently over the increase in social spending so that they may mitigate the impacts of the economic recession, **the failure of the neo-liberal economic model to generate growth and vigour leading to a reduction in poverty does not seem to have become a conscious fact to the degree that it should have**. At the same time, the procedures of political liberalization have made room for the social movements which have been articulating their demands for more effective social policies capable of mitigating the impacts brought about by the market's failures and of decreasing inequalities. These conflicts coincide with the rediscovery of the "social" issue in bibliography and with the approaches to social policies which are understood within the framework of social and political institutions, of models and relations which define the boundaries of exchange with the market, cut down on the cost of transfers, and strengthen social and political stability.

The seminal work of Polanyi (2007) which proves that the **market is a political and social construction** is cited broadly in our days to explain the failure of structural adaptation programs which have focused on "having the right price" and are oriented towards institutional bolsters necessary for successful market capitalism. Be that as it may, despite the fact that we have somewhat distanced ourselves from the

⁴ Espring-Andersen is not referring to gender but to women's roles, confusing the dynamic of human and social relations with their interaction. For further analysis, see Espring-Andersen, Gosta (2009).

1980 neo-liberal approach and despite the increase in recognition of state institutions, there is no agreement on certain issues of crucial importance which regard:

- the area or field of social policy and the linking between social and macro-economic policy;
- the state's role not only as regulator but also as provider of social welfare;
- the principles supporting social policy and, in particular, the basic precepts of equality and redistribution which seem to have been ousted by the discourse on poverty.

Gender perspective, at least until recently, remained at the foothills of those controversies. The feminist approach attempts at setting the gender dimension at the centre of the concerns over social policy and at mapping out the multi-faceted ways in which social policies are filtered by social institutions –family and local community; markets; care regulations; health and educational systems; as well as the public sector. The focus on gender reveals the degree to which inequalities (class, gender-based, territorial, regional ones) are reinforced as a result of the changes in the global economy and in the privatization and marketing processes. Unpaid caretaking provided by women continues as the foundation on which social policy is funded or subsidized while the erosion of the welfare state's benefits impacts strongly on women. Despite the fact that in previous years the contribution of women to paid employment increased, the labour markets continued to reproduce gender segregation and inequalities in salaries/revenues, work-related social benefits, and social security.

Analysis and the creation of a theoretical model regarding **relevance of gender to social policy** is anchored on three **interrelated key fields: (a) The characteristics of the labour markets; (b) The institutional basis for the shaping of social policy** (family, local community, market and state); and **(c) The political agenda of the public consultation over social policy.**

In the first case, that which is under scrutiny is the gender-based character of the late 20th century's economic transformations and their impact on gender equality; changes in the characteristics of the labour markets; and relations between paid and unpaid work. What is also under scrutiny is how the changes in the economy relate to the structure of the labour markets and to the impacts brought about by the social sector's restructuring as well as to the gender impacts that marketing and privatization of social services and income aids have had. In that context, the focus is on importance of a turn in policies towards specific target groups as a kind of response to exclusions ensuing through the markets' operation. **In the second case**, the institutional basis for social policy-making is placed under investigation, with a more in-depth probe into the perceptions over gender roles and the rights of men and women, especially when viewed in relation to key institutions such as family and local community and the manner in which these institutions interact with the state. Last, **in the third case**, the relation of democratization to the development of gender-fair, social policies is examined. At the same time, women's agency also draws a great deal of interest especially in terms of the demand for a change in the manner in which social policy responds and covers the different and diversified needs of citizens.

2.2. The economy as a gendered construction: work and care

The economy is viewed as a gendered construction which, **for two reasons**, reflects gender-based experiences, biases, or orientations and includes gender-based forms of discrimination and stereotypical, gender-based roles: For one thing, historically speaking, one of the main preoccupations of social policy or even one of its goals, was responding and covering the risks of the labour market (unemployment, old age, maternity) by means of payment transfers which depended on an individual's employment status up to that point. It should be noted that the welfare state, in its broad sense, entails not only payment transfers but also public funding and provision of goods and services such as education and healthcare. Nevertheless, the quantitative data on the development of the welfare state often focus unilaterally on payment transfers and allowances, paying no heed to social services which are directly linked with another significant lack or absence: the role played by gender. So, what exactly is going on in the area of social protection for working women? **Women's access to paid employment does not automatically lead to basking under the social protection ensuing from paid work.** Social policy analysis without the gender dimensions tends to underestimate the degree to which the markets themselves are characterized by gender discrimination (e.g. gender discrimination of employment positions, gender-differentiated wages,

gender-based determination of competences and skills, glass ceiling, etc): Traits which, in turn, shape and restrict women's access to privileges or rights stemming from employment. Gender discrimination in the labour market is exacerbated by liberalization policies which have weakened the relation between paid work and the rights to social protection and social security.

For another, a basic trait of the entry of women to paid employment is the tension or conflicts that such entry generates in terms of the "sole responsibility of women" to provide unpaid care. The manner in which those tensions are experienced or understood differs to a great degree in the various contexts and it also structures the special balance of responsibility between the market, the state, the family, and the local community/society. Despite the fact that paid work and social protection constitute part of the historical heritage of contemporary European societies, the development of the welfare state has been stamped by innumerable inequalities and exclusions based on gender, race, ethnic origin, religious beliefs, sexual orientation, disability and so on and so forth. In the developed and industrial countries of Europe the post-war social contract between capital and labour which supported the social arrangement and the benefits by the state was based on dominant regulatory affairs and gender-based differences reserving **the role of "breadwinner" for men and of "housemaker" for women**. Needless to say, many were the women who were part of the workforce, often for years on end and ceaselessly, and who had an uninterrupted working life. However, there was always a tendency for women to occupy less protected employment positions as secondary workers with limited access to social security rights. Owing to that, for many of the women who, for a very long period of their life, stood outside paid work or for those who worked intermittently or on an irregular basis, **access to a pension or healthcare was made possible only through their relationship with a full-time spouse or father. In other words, whatever rights they may have had were not individual but "attached" rights.**

Briefly, in societies where hierarchy and discrimination were deep-seated, where the critical forms of social protection were linked to official/conventional employment which never included but a part of the population, enormous segments of the population, the majority of women included, were often excluded from that coverage. On the other hand, it would be a mistake to consider that women were conspicuously absent from state social benefits and protection. **Not only do women constitute a large part of all recipients under social protection as spouses or daughters ('dependents' in social security parlance) of the men-breadwinners, but, what's more, they are direct recipients of certain social services and goods (healthcare, education) as well as the targets of family programming addressed to mothers and children.** Further, traditionally speaking, women constitute a sizable segment among public servants working in the social sector as teachers, nurses/general nurses or caretakers.

Factors influencing inclusion of women in the labour market are complex and varied. In OECD countries it seems that the trend is towards inclusion of mothers with young children, a group which, in the post-war period, was the only which usually quit work and stopped seeking employment (Orloff 2002). **The participation rates of women in the workforce though are but rough indicators with regard to working women.** For instance, they do not explain why there is a trend among women to be engaged in part-time employment more frequently than men do. Further, while part-time employment may be a matter of choice in some cases, in a number of others it is involuntary and is selected either because there is no full employment available or because there is a need for care giving which may be insufficient through other sources.

Thus, the conclusion is: **despite any convergence in the participation rates of men and women and the gradual elimination of the male "breadwinner" model, gender discrimination does not seem to be withdrawing from the realm of employment.** On the contrary, it seems to be exceptionally robust and to set considerable restrictions in the access of women to income, while it impacts gravely on social policy, restricting even further the access of women to social protection mechanisms and social services..

2.3. The restructuring of the social sector and the gender dimension

Towards the end of the 1980's it became obvious that the poverty and social disruption caused by stabilization and adjustment programs were not merely signs of transition as it had been initially assessed. On the contrary, they were widespread, long-term, and systemic phenomena. Due to the negative impacts brought about by adjustment, the prevalent forms and the blend of diverse policies were challenged, the urgency of cutbacks in social spending lost its vigour, and it began being acknowledged that social policy may play an active role in the process of growth.

In the early 1990's, the World Bank acknowledged, albeit reluctantly, that the adjustment programs had paid little heed to social deprivation and had not taken into account what the empirical studies had revealed. Given the economic and social yields stemming from investments in health and education it is much wiser to take preventive measures against discrediting the human capital during the adjustment process. Despite that shift, the prevalent view was that financial restriction should be steadfastly adhered to. **The dilemma of responding to social needs and of adhering simultaneously to the restrictions of macroeconomic stabilization was resolved by targeting the social spending channelled towards the needier of the populations.** Specific expenditure was redistributed among special and individual policy fields (e.g. resources channelled from secondary to primary education) and complementary programs were developed, together with "safety nets" and "special need funds" for the poor. A kind of consensus appeared to be forming over the importance of social benefits and social protection, especially in the context of a globalized economy where vulnerability became all the more intense due to exposure to external risks.

What exactly is the target of state action in the area of social growth and of welfare as well as of social policies? And how would state action mediate the institutions of the market, of the family, and of the society of citizens? The pluralistic welfare approach was adopted in a context where the provision of social services is being rapidly marketed. That is why selectivity in social policy moves in tandem with the trend for multi-level ways of provision in a series of significant areas: pensions, healthcare, and education. In other words, while, **through selectivity, the target groups where support is channelled become fewer, the state branch, through multi-level provision, shrinks and social security becomes partially privatized.** Market-based and individualized rights (e.g. private pensions, private health insurance) are deemed suitable for those who can pay the corresponding price, while the restricted public resources can be channelled or target the poor as a fleeting or hard-to-discern safety net for the sake of "basic" healthcare or education. We thus realize that, the conspicuous consensus over the significance of social policy conceals a traditional conflict as well as a confrontation: **on the one hand, we have the so-called comprehensive redistributive model** which places the emphasis on total access to social services and focuses on fairness and redistribution and, **on the other, we have the residual approach** which regards social policies as a residual measure for combating the trials and tribulations of the dire situation the poor and the more vulnerable social groups are in.

The basic dimensions of the contemporary and dominant social policy model are **marketing** and the simultaneous **"re-familialization"** or the turn to the family anew; **targeting special populations**; and **the discourse on gender**, within the framework of the growth dimension of social policy.

Among other things, the reforms in the social sector (health, education, and the pension system, in particular) **have established the marketing of the public social services through the imposition of "maintenance or contribution for use fees"** along with other fees and charges, **have reinforced the role of the private profit sector in providing social protection and services** (often through privatization of goods which were public until recently), **and have channelled some of the unmet welfare needs back to the family** (the so-called "re-familialization" practice). It is evident that the modern trend of re-familialization weakens the ability of women to be included in the labour market and, as a result, it potentially restricts their financial independence and emancipation.

Justifying targeted policies is based on the need to curb spending and increase effectiveness. It is considered that, under the present conditions, it is the most effective and reasonable thing to do. Yet, it is an irony of fate that, **persisting in targeted policies does not combat poverty effectively, as empirical data also indicate.** Targeted policies imply a high administrative cost and exacting demands (collection and

processing of qualitative and quantitative data; existence of necessary infrastructures; etc); and create discrimination within the communities and tensions among those who are and are not viewed as rightful recipients. However, the main consideration is that **targeted policies are associated with high levels of inequality**, creating what the so-called “**paradox of redistribution**”: *“The more we target benefits at the poor only and the more concerned we are with creating equality via equal public transfers to all, the less likely we are to reduce poverty and inequality”* (Korpi and Palme 1998:661).

On the other hand, as indicated by the relevant bibliography on social aid programs providing non-contributory benefits to “worthy” recipients in need, **there exists a powerful element of control which supports targeted policies and which goes against the grain of contemporary perceptions over citizenship and empowerment**. For instance, welfare benefits targeting women-mothers tend to define mothers and their children as indigent and poor while downgrading their contribution as working individuals and as caregivers (with or without pay) and, in particular, their rights as citizens. Initiatives against poverty defer to and are anchored on perceptions on gender, identities, interests, and the responsibilities of citizens. In later years, women have been increasingly becoming the recipients of special or targeted social support and aid programs. In all likelihood, this is a result of feminist advocacy policies in defence of women in a great deal of national or international fora where women are defined as “the poorest of the poor” and where relevant demands are raised towards governments for immediate measures. One such example is the initiatives for small loans which are addressed to women on the basis of the perception that they are frugal, effective, and have business skills.

In recent years, due to the failure of neo-liberal policies to reduce poverty levels, social policy analysis and international organizations have been re-examining the design and implantation framework of programs combating poverty and have been focusing on the historical experiences of northwestern European welfare regimes, the argument being that **social policy is not a goal in itself but a means towards strengthening economy and growth alike. Simply put, that which is being promoted is the development character of social policy**. In the European Union, the perception on developmental social policy equates “active employment” and strategies whose priority is employment and their target is the inclusion of adults into the workforce. The goal here is to lift the anti-motives welfare creates for employment which are considered to lead to apathy and customer-oriented approaches.

To a certain extent, paid work contributes to growth and is a way out of the crisis. However, **it is decent employment that is needed in order to reduce poverty**, given that certain forms of paid work actually enshrine poverty and strip people of abilities. What is more, **the existing model of a development-oriented social policy does not take into consideration the relation between unpaid and paid employment** and does not acknowledge the fact that unpaid work covers needs in exactly the same way paid work does. The EU’s agenda for “vigorous employment policies” targeting the inclusion of all in the labour market, regardless of gender, **without, however, taking into account the manner in which individuals and households will arrange their needs for caretaking**, is certain to have diversified impacts per gender and almost certain to have negative impacts on the employment and position of women (Lewis & Giullari 2006). In order to be gender-fair, policies on full-time employment, provision for complementary policies and rights should be made for men and women working “under the counter” or working in paid, part-time jobs. Those policies should also make provision for rights addressed to men and women providing unpaid caretaking. In other words, those individuals should be recognized as citizens with equal rights.

Comparative research has shown that welfare states which fund and provide social services on their own are rather friendlier towards women than welfare states funding but not providing public services. **Those services**, which include healthcare, education, and daily care or care for the old, **are provided on the basis of citizen rights and facilitate the inclusion of women into the workforce**, freeing, on the one hand, women from being unpaid caretakers and, on the other, creating employment positions for women in the public care sector. Nevertheless, **at the same time, payment transfers or non-contributory income aids** (e.g. children’s benefits, family privileges, pensions, etc) **should also be foreseen** in order to remove the perception that those social benefits are addressed to the welfare state’s “passive customers”. Income aids play an essential role in supporting households so that the latter may provide care, facilitate consumption, and bolster the skills of all family members.

2.4. Family, political ideology, and state

Talks on who is responsible for balance between state and non-state institutions when providing social services and social aid rely on regulatory perceptions over the role of the state and the roles genders play. The residual approach to social policy is not merely an innocent outlook describing the limited role played by the state in the provision of social services. Rather, it is an outlook which essentially prescribes how the state should behave. As it has been repeatedly argued by feminist thinkers, rejection of responsibilities by the state shifts the weight of social benefit even farther into the direction of unpaid caretakers within the families, households, and local communities. Still, defining the state as the *locus* for the provision of social policy also relies on regulatory perceptions alluding to a strong, effective, and socially responsible state. And while a large part of the confrontation between neo-liberals and not seems to become exhausted in the conflict between market and state, in many countries, low income populations put to good use imaginative combinations of social support ensuing from a mixture of formal and informal social institutions. In those cases, social reproduction is safeguarded through a variety of social practices and institutions which exist independently or work in tandem with state action. That link is rarely acknowledged and even more rarely analyzed in the context of social policy. Viewed from that angle, it is wise to examine how state perceptions about the role of the family in social benefit, along with the ways in which state policies attempt to reform the family, impact on gender equality strategies. Secondly, what should be examined is what the impacts of gender mainstreaming social policies will be on the different levels of state institutions with regard to competence, access, legitimization or trustworthiness. The last thing to be examined should be the ability of women's organizations to obtain benefits for women through the processes of political liberalization and democratization.

The existing models of the welfare state are based on cultural and historical perceptions about the separation between the public and private sphere, about the nucleic character of the family, and about the relevant diversified institutional fields devoted to the care economy and paid employment. It is common knowledge, that feminist criticism, in terms of Espring-Andersen's⁵ de-marketing concept, which has to do with the degree to which citizens may enjoy a basic level of life irrespective of the market, focused on the meaning of de-familialization. **De-familialization** (Lister 1997) is defined as the degree to which adults may maintain a socially acceptable level of living irrespective of the family, either through paid work, or through social security benefits. It is also the degree to which the welfare state decreases the degree to which an individual's welfare depends on the family. Hobson (1990) and Orloff (1993) process further the concept of de-familialization and recommended focusing on access to paid work and the ability to create and maintain an autonomous household. **Especially for women, de-familialization equates independence and, hence, the degree of marketing their working power has.** The feminist approach and criticism surfaced within a framework where the basic path towards supporting individuals was the family which also constituted the almost sole beneficiary of any benefits, while women had to comply with the dominant stereotypes of "good" wives and mothers. In contrast, when citizenship is the basis of a right, rights decouple from family and maternity.

The contribution and representation of women in formal state institutions and the citations of gender equality in official political documents do not necessarily lead to redistribution of resources and power, not do they change the structural basis of gender inequality. Contribution to the centres of power and to positions of responsibility are often the way to reinforcing access by women who belong to the elite of the official political system: nor are they necessarily translated into policies responsive to the needs of

⁵ Following feminist criticism, Espring-Andersen, in his work, accepts and introduces the term "de-familialization" (Espring-Andersen 1999:45).

the majority and even less to women overall. Despite the fact that many women who are members of parliaments or other power institutions “take under their wing” or address themselves to the “poor or vulnerable women”, they focus, at least in moral terms, mainly on programs against poverty as the sole form of intervention in the cause for women. However, focusing on the “poorest of the poor” or on “the most vulnerable populations” does not constitute an adequate gender equality strategy since it does not build a sustainable system of social protection that takes into account the particular gender needs of women and the differentiations ensuing from the relation of gender with class, race, ethnic origin, educational level, religion, sexual orientation, and so on and so forth. Thus, it should be ensured that placing the emphasis on the vital needs of (vulnerable) women and their children does not take out of the picture issues of gender-based relations and power. On the other hand, **without political rights and access to the public realm, women cannot enter the public consultation on social policy.** It is common knowledge that the economic and political rights of women constitute requisites for gender equality. “Neopatriarchy” offers few outlets to women for political intervention and democratization of the state’s formal institutions, while the contribution of women to the design and making of policies is a self-understood and necessary step towards the development of democratic, social policy institutions.

3. GENDER MAINSTREAMING SOCIAL POLICY

3.1. Gender mainstreaming social policy: what’s new in the spotlight

Although social policy is of the female gender, as are social welfare and social solidarity, it is not women-friendly, nor is it neutral to gender. According to Wilson, only an analysis of the welfare state based on the proper understanding of a woman’s place in modern society can fully reveal the meaning of modernist welfare (Wilson 1977:59). In order to comprehend the meaning social policy has within the post-modernist welfare state we need to fathom that **the formation of the welfare state is gendered.**

Challenging the “neutrality” of social policy with regard to gender and the study of the welfare state’s gender-based formation have been the object of feminist research since the 1970’s. **The goal of the criticism** is to understand the factors determining the conditions of social policy development and investigate its social impacts on the formation of gender and on the everyday life of men and women. Among others, **the issues under scrutiny** were the role played by social institutions, by agencies and by policy measures in the construction of gender as a social relation which shapes the everyday life of men and women, and the manner in which gender-based social hierarchies and the different positions men and women hold in the exercise of social policy shape the terms of that relation’s development and influence the design of measures through which the state intervenes in social reality (Stratigaki 2007:13).

By the introduction of gender in social policy, we acquire, on the one hand, a perspective, a visual angle, from which we may describe and analyze institutions, relationships, and positions formed within the framework of social policy; and, on the other, we contribute to a regulatory or political effort to restructure social policy and mainstream gender within institutions in such a way that the latter may reflect better, the prospects and needs of women in all their diversity. To put it another way, **gender allows us to showcase dimensions, issues, and demands which deal with the understanding and the knowledge regarding, among other things, both the position of women in society and their needs so that the unexpressed may be articulated in public areas that are made available or are created.** Thus, gender, and the articulation of demands especially by women, may actively contribute to the removal of inequality which has to do with access to the public realm and the public processes of generating opinion and knowledge, something which constitutes an essential requisite for the access by women to the exercise of citizenship rights.

On the other hand, **intersectionality (the successive dimensions of identity)**, another product of feminist sociological theory, **constitutes a methodology for the study of relations between the multiple dimensions as well as models and formations of social relations.** The goal is to understand the way in which the diverse biological, social, and cultural categories (gender, race, class, age, specificities, etc) and other dimensions or facets of identity interact on multiple and often simultaneous levels, thus contributing

to systematic social inequality (McCall, 2005). **According to intersectionality, the classic conceptualizations and dimensions of oppression (racism, sexism, homophobia, and bigotry) do not act independent of each other. On the contrary, they are interrelated, creating a system of oppression which reflects the intersection where multiple forms of discrimination meet.** The concept of intersectionality contributes to understanding the relationship and interlinking between inequalities and vulnerability. In the case of gender mainstreaming social policies, the concept of intersectionality can be put to good use so that it may be understood how gender is linked to other, successive dimensions or facets of the identity of women (e.g. age, ethnicity, health, etc); how it is associated with urbanization, family situation, or type of household the individual lives in; and how those successive dimensions of the identity of women interlink with poverty and social exclusion.

3.2. What are the reasons behind the feminist research's investigation into the relation between the welfare state, women, and gender?

To begin with, the services provided by the welfare state cover the needs of the public realm which is stereotypically identified with women who, owing to this "identification" constitute the majority of those services' recipients. Secondly, women constitute the majority of those working in the tertiary sector of the economy, with social services (education, healthcare, caretaking, etc) being a part thereof. In fact, we find women in professions which are typically considered "female" (teachers, nurses, child educators, etc). Third, the welfare state's services regarding and addressed to the family intervene in gender relationships influencing the distribution of domestic chores and care responsibilities. Last, the political and ideological discourse developing around the welfare state shapes gender models and everyday practices assigning the social rights of women to a different context than that meant for men.

The most important feminist critiques approach the welfare state as a body fostering discrimination against women, as a body fostering the organization of the family by the state, as a body fostering patriarchy, and as a body fostering the reproduction of a gender-based society.

3.2.1. The welfare state as a body fostering discrimination against women

This approach, on the one hand, levels its criticism at the detection of inequalities in benefits and allowances as well as at protective provisions; and, on the other, at the perception viewing women as individuals in need of protection by their family or spouses and, hence, as citizens who are 'less than'. The requisite towards removing discrimination is recognizing that women can make free choices, securing that they are given equal opportunities, and treating women and men as equals across the entire spectrum of the welfare state's operations. In that way, the social and economic position of women can improve and they can then go on to become citizens who are treated with full-fledged equality. The limitations of that approach have to do with the fact that there is no explanation as to why the forms of discrimination against women have yet to be removed even when their equality has been formally (legally) recognized (Stratigaki 2007:34-40).

3.2.2. The welfare state as a body fostering the organization of family life by the state

According to Wilson (1977) the welfare state constitutes the state organization of family life. Additionally, the welfare state plays an active role in reproducing, maintaining, and legalizing the patriarchal society. That is why serving capitalism and maintaining a particular form of family are issues which stand out in the context of the welfare state. The goal is to safeguard and organize the reproduction of the workforce more suitably. In order to change the structure of family, work, and everyday life the capitalist way of production as well as patriarchal relations must be shaken. More importantly, the relation between the public sphere and the private one should be redefined. However, it is inexplicable why, in the context of the family, gender roles do not change even when both the men and the women work (Stratigaki 2007:34-40).

3.2.3. The welfare state as a body fostering patriarchy

The analysis of the welfare state in this approach focuses on the manner in which the welfare state organizes control over the sexuality and reproductive functions of women for the benefit of men. The state healthcare systems, the welfare support of the family, the police, the educational and judicial systems, and the technologies of reproduction constitute the tools of such control. The weakness of this approach lies in the fact that it cannot comprehend the possibility for women to become independent or emancipated when they depend financially on the welfare state instead of being financially dependent on their spouses (Stratigaki 2007:34-40).

3.2.4. The welfare state as a body fostering the reproduction of a gender-based society

This approach maintains that the main goal of the welfare state is the organization of social reproduction, in other words, reproducing a workforce that will be in possession of a satisfactory education, social protection, and healthcare level. For this to occur, a part of the workforce and, more specifically, married women, should stay off the labour market. By means of the unpaid work women provide (domestic chores and caretaking) social reproduction is ensured and the level of consumption by women increases (domestic services and goods).

The advantage of this approach is that it facilitates explaining the contradictory functions of the welfare state with regard to women. In other words, why some services provided by the welfare state improve in the short term the daily life of women while, in the long term, reinforce the gender-based social models. For instance, the welfare state as employer of or provider of services to the family empowers women offering them opportunities for economic and social independence. On the other hand, institutions such as education, family, the healthcare system, etc, place limits and discriminate between “male” and “female” areas, times, and practices which are hard to shift. Additionally, supporting the family as a uniform social unit comes into contrast with the promotion of economic independence for women and their empowerment as citizens with equal rights (Stratigaki 2007:34-40).

3.3. The impacts of feminist critique and of gender analysis

The introduction of gender in social policy entails a sum of interrelated decisive moves which concern *the locus* where the social policy analysis; the *individuals as gender-based subjects of welfare*; and the *resources* needed, consumed or allocated are to be found (Lister 2007). The feminist approach and gender mainstreaming introduced the family into the traditional analysis *loci* (state and labour market) debunking the view which maintains that the modernist welfare state has shouldered the welfare duties of the family and revealing that the family continues to function not only as a consumption *locus* of welfare consumption but also as a *locus* where welfare is generated. What is more, while the interest in social policy with regard to the relation between public and private spheres used to be traditionally interpreted in terms of state and market, gender analysis introduced the private domestic sphere, a sphere which is linked to the women who are excluded from the public sphere, the sphere of men and citizenship.

The feminist interpretation of the relation between public and private sphere has had a series of consequences for social policy: it contributed to turning issues which until then were considered “private” into legal concerns of the public order; brought into the spotlight the effect of public policies and practices on family relations; and proved that the relations of the genders in the private sphere shape differently the access men and women have to the public sphere, whatever that may mean for their civilian, economic, and social fulfilment and power. That is particularly obvious in the gender-based distribution of domestic chores: the ongoing responsibility women carry for the greater part of the unpaid domestic work simultaneously limits women’s access to the public sphere (the political system and the labour market) while it respectively strengthens the access men have. That which is of crucial importance in this “equation” is the fact that time is a resource (both qualitative and quantitative) which women are deprived of. At the same time, they do not have equal access to the distribution of the family’s material resources (money, goods, etc). Last, the feminist approach pointed out that our relation to social protection and

welfare is gender-based. For instance, although it is widely accepted that individuals, as subjects of welfare, may be users, suppliers, or shapers, women are over-represented as users and providers and under-represented as shapers during the process of policy design and policy-making of respective policies (policy designers and policymakers) when it comes to the respective policies.

3.4. Defining gender mainstreaming

According to the definition of **the United Nations (1997)**⁶, gender mainstreaming is *“...the process of assessing the implications for women and men of any planned action, including legislation, policies, or programs in any area and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”*

According to the **European Commission**⁷, gender mainstreaming is the integration of the gender dimension in every stage of the political processes (design, implementation, monitoring, and evaluation) in order to promote equality between women and men. Additionally, it means assessing the degree to which policies affect the life and position of women and men, as well as assuming responsibility for redefining policies, should that be deemed necessary. Therefore, it constitutes the way in which equality between women and men may become a reality, creating the appropriate conditions for all women and all men, leading to a common vision of steady human development.

Last, according to the **Council of Europe** (2004), gender mainstreaming is the (re)organization, improvement, development, and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies, at all levels and at all stages, by the actors normally involved in policy-making. The process of gender mainstreaming covers policy design, decision-making, access to resources, procedures and practices, methodology, implementation, monitoring, and evaluation. Gender mainstreaming is not a women-only issue nor does it exclusively benefit women and, therefore, it is not about only women taking action. Further, it is not just about improving access by women to social rights or about simply balancing statistics. Gender mainstreaming is an ongoing and long-term process which aims at:

- reducing poverty, boosting economic growth and strengthening citizenship for both women and men;
- tackling and eradicating inequalities which can lead to gender-based discrimination against either sex;
- designing and implementing economic and social policies that lead to new resources;
- making the best of the productive workforce;
- recognizing that gender is one of the most fundamental organizing features in society; and recognizing that the experiences, needs, and priorities women and men have in their lives are different;
- establishing an equal and balanced distribution of responsibilities between women and men in both the private and the public realm;
- designing determined policies and actions with clear targets, indicators, and countable results.

3.5. Gender mainstreaming at the local level

⁶ Report of the Economic and Social Council for 1997 (a/52/3, 18 September 1997) Chapter IV Coordination Segment. Coordination of the policies and activities of the specialized agencies and other bodies of the united nations system

⁷http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/general_overview_en.html

At the local level and within the framework of the municipalities' organization and operation, gender mainstreaming touches on three levels of approach:

A: The political participation and political representation of women in the processes and in the decision-making instruments at the local level, which are two discrete aspects of participation by women. The first one entails the formation of a political agenda through a variety of ways of participation or unionizing (e.g. political debates, public consultation, exercising political pressures, and lobbying). The second one entails the process through which the articulation of a specific political agenda is represented in decision-making institutions responsible for policy-making (e.g. political parties, elected bodies such as the parliament, municipal councils, administrative councils of unions, the Board of Directors of social partners, etc).

B. The design and implementation of policies and local actions for gender equality and their integration within the Municipal Operational Program, Multi-Annual Program, and Budget.

C. The way the municipalities' services and legal persons (entities) will be organized.

The above carry particular importance given that the goal is not simply the arithmetic increase in women involved in the community or holding positions of responsibility but, mainly, the change in policy structure and content.

3.6. Requisites for gender mainstreaming

Due to the close interdependence between gender mainstreaming and the existence of special/specific policies on gender equality, it should always be stressed that **gender mainstreaming is a strategy**. In other words, it does not replace "traditional" policies on equality between men and women: it complements them. The basic difference between the two entails the women/men involved and the policies selected each time.

The starting point of "traditional" forms of gender equality policies is a specific problem ensuing from gender inequality. Next, a specific policy by the responsible agency or mechanism is developed to combat that problem. On the other hand, **the starting point for gender mainstreaming is an already existing policy.** In this case, the next step is re-organizing the political process so that those women and men usually involved may acquire a gender perspective and the goal of equality may be achieved. Further, since the process of gender mainstreaming constitutes a basic strategy, it takes time to implement. At the same time, this strategy may also create the requisites for sustainable changes. Still, "traditional" forms of gender equality policies act faster but are usually limited to individual or special policy areas.

The agencies and mechanisms for gender equality, having amassed experience and knowledge which constitute the prerequisites for gender mainstreaming, play an exceptionally significant and supportive role in the overall process. Gender mainstreaming is built on the basis of the knowledge and findings, or earlier experiences, acquired through the implementation of gender equality policies while, **it is becoming more and more accepted that specific policies on gender equality do not suffice in leading us to a society which truly respects equality.** Viewed from that angle, gender mainstreaming constitutes the immediately next logical step towards promoting and consolidating gender equality. Still, it cannot function as effectively or as expediently as the specific policies. **That is why gender mainstreaming and the specific policies on gender equality are not just complementary, dual strategies but a form of a single, "two-way" strategy.**

The necessary prerequisites or facilitating conditions for gender mainstreaming, according to the Council of Europe (Council of Europe 2004:18-20) are:

- Political will
- Specific gender equality policies
- Statistical data
- Comprehensive knowledge of gender relations

- Knowledge of the administration and of self-government and of the way they operate
- Necessary funds and human resources
- Participation of women in political and public life and in decision-making processes

Subsequently, the first step is to shape a broader picture about the degree to which the necessary prerequisites and the conditions determining a positive framework for gender mainstreaming are valid or exist. Although it is not necessary for all of the prerequisites mentioned above to be valid for the design, implementation, and monitoring of a gender equality action plan, **political will and commitment championing gender equality at the supreme institutional or administrative level is a *sine qua non* condition.**

4. THE NEED FOR A NEW MODEL OF SOCIAL POLICY & A MODERN WELFARE STATE

4.1. Politicizing care

In the context of broader concern over social policy, it is important to make reference to a new dimension of the contemporary feminist critique levelled against the welfare state which has to do with **politicizing care** and which becomes all the more interesting when seen in the context of the deep crisis of the prevalent example. **Joan C. Tronto**, putting to good use the contribution of feminist critique to the welfare state, **attempts to extend the use of the *care* concept into the realm of policy and morality, as an answer to the modern problem of spreading poverty and its multi-faceted social ramifications.** The notion of care introduced by Tronto (2011) is rid of traditional perceptions showing care as being a private realm activity whose offer is an overall inherent propensity of women. On the contrary, Tronto discusses care as a political problem, maintaining it is indispensable that policy be articulated in tandem with morality. At the same time she challenges the separation between the public and the private without, however, proposing that it be eliminated.

According to Tronto, as long as care remains an activity and value of secondary and “less-than” significance in the framework of a competitive society where “winner takes all” caring for one’s family turns one into an “enemy” of equal opportunity. This happens because we usually think of care in familiar and personal terms and interpret its value in the context of the existing family care models.

4.1.1. *What is the right way of thinking?*

In order to turn our mind to alternatives, we need to move from the personal to the social level. For instance, while care is invaluable in comprehending the social authority wielded by the group, all we need to do is think to what extent that group has the ability to impose on other individuals carrying out that care. **In essence, distributing the work involved in care actually reflects the authority that exists.** It is not merely an issue of an unreasoned approach which has transformed work and care. The privatization of reproductive care which has accompanied the ever-increasing public character of productive work also reflects the relevant social power various groups wield when it comes to having their contribution established as far more invaluable and acclaimed than it is. Those who wield the most power have a lot at stake when their needs for care are covered under conditions which tip the balance in their favour even if that implies that the needs of those who provide the care are being neglected. Take, for instance, the case of the immigrant women providing cleaning, household maintenance, child care, and care for the old. In other words, those who wield the power can impose caretaking on others: men on women; the upper class on the lower ones; free human beings on slaves. What is more, the nature of care is demanding and inflexible and not at all productive. People who do that kind of work do recognize its inherent value but care itself as work does not match with a society which places value on innovation and the amassment of wealth.

There is also another consideration that we need to comprehend fully: **the model of the male “breadwinner” who is self-reliant is a fallacy**. While adult, working men and women may not be in need of assistance by specialized professionals and caretakers, they do use care services extensively (i.e. daily care) provided by others so that their busy lives may continue on their uninterrupted course. The greater the affluence of one, the more dependent one becomes on others and on women in particular, to have one’s basic care needs satisfied (food on the table, laundry, house functions, etc). Be that as it may, caretaking is one of the lowest paid forms of work and practically unregulated when it comes to labour and insurance rights. In fact, the lower the income level of a man/woman the fewer the resources at that man’s/woman’s disposal to have his/her basic care needs taken care of. In the long term, it seems that the only solution is to **recognize the total need we all have for care**. In other words, care is not the concern of only the very young, the old, and individuals with disabilities. Everyone needs and uses care just as every man and, mostly, every woman provides care. Therefore, **the conceptualization of care** not as a private good but as **worthy of inclusion within public life**, supported by the values of equality and fairness and, at the same time, taking into account the real material needs of individuals, **constitutes a prerequisite if care is to become an organized political institution** (Tronto 2011:335).

4.2. From women’s mandatory altruism to a modern welfare state

In order to have the contradictions already mentioned lifted **the welfare state’s benefits and interventions should empower women both as discrete individuals and as a social group**. More specifically, direct benefits to women should go hand in hand with gender discrimination being weakened or mitigated.

The demands for a more welfare-oriented state, in other words, for more and better care structures for children and other family dependents as well as for greater social spending channelled against poverty and violence directed at women, are examples of intervention in that direction. Furthermore, demands for a better welfare state by means of **empowering new family forms** and, most importantly, by means of promoting real gender equality, entail reforms targeting the gradual, long-term **change in the social models for gender** (Stratigaki 2007). At the same time, a demand is also being made for a transition from the *“mandatory altruism of women”* (Stratigaki 2007) to a modern welfare state where, as requisites, the following will be taken into account:

- The need for the design and adoption of **across-the-board, horizontal policies empowering individuals throughout the course of their life** (from birth to death, in various ways, measures, welfare and social policies) on the basis of individual/social rights and not only in times of crisis or interruptions which have to do with the individuals’ professional or personal course (mostly prevention measures against poverty and social exclusion and not only measures against the phenomena). That necessitates **across-the-board policies, in tandem with special measures, forms of care, and benefits combating times of crisis or specific social problems** (e.g. positive actions, together with mainstreaming ones for social inclusion –dual or multiple strategies for women who are single parents, parents of large families, unemployed, at-risk-of-poverty farmers, abused, immigrant, Roma, etc).
- The questions and demands posed in the context of a modern, feminist approach and of the gender perspective and articulated, on the one hand, together with **the minimum guaranteed income for a decent living** and, on the other, together with **policies on autonomy and women’s independence, on the basis of women’s citizenship, political, and social rights**.

4.3. The price of austerity and its impacts on women’s rights and gender equality

The crisis the Eurozone has been undergoing has sent the EU in pursuit of financial discipline through the concerted application of austerity policies and structural reforms in the market, employment sector, and welfare state. Those policies have been designed in such a way as to bring about disproportionate impacts on the demand for women employees but also on the access to services which

reinforce working mothers, while the demands and pressures on women to find substitutes for the cutbacks in social expenditure and in welfare allowances through unpaid domestic work continue to mount. In the meantime, policies are applied without any reference whatsoever to the concept of the gender dimension, thus pointing to the limited stamp of commitment to gender equality in the policies designed despite the declarations by the EU on the principle of equality from 1995 to the present (Karamessini & Rubery, 2013).

Austerity policies in Europe undermine women's rights, regenerate the existing gender-based inequalities, create new inequalities, and obstruct any prospect for sustainable and equality-oriented economic progress in Europe. The recent cutbacks in public spending by the EU's member states, cutbacks which have been validated by the European Commission, have had far graver impacts on those of weak voice and limited ability to participate in decision-making, in other words, on women, children, and the old (European Women's Lobby 2012:4).

The next segments present in synopsis all that is at stake with regard to women's rights and gender equality in three areas: (a) women's work and wages; (b) cutbacks in public services and benefits; and (c) reduced funding for women's rights (European Women's Lobby 2012:4-14).

4.3.1. Women's work and wages

The narrowing difference in women and men's rates of employment was not a sign of increasing gender equality, nor did it stem from an improvement in the position of women. Rather, it reflected and still reflects the deteriorating employment situation for women and men alike and the acute impact on men's employment before the peak of the crisis. The gap is closing due to the levelling downward of the equation and not due to the improvement in employment rates and in women's working conditions, while the deep recession impacts in an exceptionally negative manner on women's employment. The crisis has undermined years of progress towards women's integration into the labour market, as well as on equal pay. It is also characteristic that women's employment rates in 12 member states (with Greece being among them) have dropped even lower or, at best, are close to the rates valid for 2005. The decrease in women's employment rates may be hard to overturn because a lot of women have been forced to shift from paid to unpaid work due to the erosion of the public services and the decline in household incomes. Another reason is that current labour-market policies focus on cutting back on (mostly male) unemployment rather than increasing (female) labour supply. Since 2010, women have been hit by unemployment at a higher rate, while statistics do not point out that unemployed women belong to the groups more at risk of or experiencing poverty.

What is more, the quality of work available to women, which is already low, continues to worsen due to the loss in public sector jobs. More and more women are forced into precarious employment positions, without social security, without the option of balancing work and family/personal life, and without pension benefits. The wage cuts in the public sector threaten to revert whatever progress has been made in closing the gender pay gap.

Last, the male "breadwinner" model is losing ground as women's employment rates increase. Women shift from being secondary earners of a household to being that household's sole or co-earners of (low or very low) income. At present, it is hard to say whether this is a more permanent change in gender relations or whether it is a temporary impact of the crisis (European Women's Lobby 2012:4-7).

4.3.2. Cutbacks in public services and benefits

Cutbacks in public care and health services may lead to the reprivatization of care. They may also lead to a return to traditional gender roles, since they transfer the responsibility for care from the society to the households and, more specifically, to women. Individuals with care responsibilities –mostly women– are forced to abandon or cut back on paid employment so that they may shoulder the provision of services

no longer provided by the state or be in no position to cover financially (e.g. by addressing themselves to private businesses or agencies).

Austerity measures, which in fact contribute to the equal division of care between men and women, such as the cutback in or elimination of paid paternity leave, may lead to long-term negative impacts on gender equality at a time when the demand for unpaid, private care is on the increase. The cutbacks in payments/transfers for maternity and paternity leaves, child allowances, and family or other benefits, bring about a permanent reduction in the income of all women with care responsibilities.

Women's economic independence is being compromised as their poverty deepens since benefits constitute an important source of their income and are more dependent on public services more than men are. Single mothers and women pensioners are among those who face the biggest losses when benefits and services are cut back.

Services for the prevention and fight against women's abuse have been reduced in many countries, while the crisis is being used as a pretext to keep the existing inadequate services and agencies supporting women from growing in number or improving (European Women's Lobby 2012:8-12).

4.3.3. Reduced funding for women's rights

Public gender institutions are restricted at the level of institutional responsibilities or are closed down on the pretext of austerity. The erosion of the public gender mechanisms is an infringement of EU and international commitments to women's rights and gender equality.

Additionally, cutbacks in funding to women's organizations and NGO's undermine the social and political participation of women and contribute to silencing women's within society. NGO's providing women with vital services have been forced to cut back on their services despite the fact that, within the framework of the crisis, the demand for support and advocacy services has increased dramatically. The cutbacks in government funding for gender equality bodies, programs, and women's organizations indicate that support policies and fundings by national governments and the EU have been linked to the abrupt slump in the economy's cycle and to the increasing austerity (European Women's Lobby 2012:13-14).

4.4. Priorities, issues at stake, and recommendations

4.4.1. Dealing with the austerity's negative impacts on women's rights and gender equality

In order to combat the negative impacts of austerity it is crucial to assess the gendered impacts of the cutbacks already implemented and, more importantly, remove inequalities and correct the imbalances as soon as possible. More specifically, the following are being recommended for the **short term** (European Women's Lobby 2012:15):

- Ensure the effective functioning of state gender equality institutions by an increase in their funding and human resources. The investment in women's rights and gender equality should not be linked to economic prosperity alone: in times of crisis, securing equality becomes even more crucial.
- Take targeted measures towards the improvement of the living conditions of those groups which are most afflicted by the cutbacks and austerity, including lone mothers and female pensioners.
- Commit to avoiding further cutbacks which may have long-term negative impacts and make emergency funding available to offset the measures under implementation (e.g. to secure available and affordable, or even free, care and health services).
- Ensure that there will be no further cutbacks in public funding for women's organizations so that continuation of their function may be safeguarded.
- Ensure that the job losses and wage cuts being planned in the public sector will not specifically target sectors where women are the majority; and offset lay-offs through re-training programs and re-integration into the labour market, especially for those women who lose their jobs.
- Protect vital services and structures (e.g. kindergartens, shelters, hostels, day care centres, etc) from cutbacks by demanding that local authorities secure an adequate level of funding for the services provided.

- Gather and record information in order to proceed with an assessment on gendered impacts the previous budgets and economic as well as political reforms have had. The assessment should take into account both individual measures and their cumulative impacts and assess their impact on men and women in general, as well as on specific populations in order to obtain a holistic picture of policies being implemented and of budgetary decisions.
- Strengthen women's rights and the gender equality dimensions in all sectors of the 2014-2020 Multi-Annual Financial Frameworks.

For the long term, the following are being recommended (European Women's Lobby 2012:15-16):

- Create a special, permanent gender budgeting system within ministries of finance which will collaborate with the appropriate state agencies for gender equality and with women's NGO's.
- Place all budgetary and taxation measures under a gender impact assessment through which a full distributional analysis will be carried out to identify how women, men, and diverse groups will be affected. The gender impact assessment should include recommendations on how unequal impacts may be mitigated and eliminated.
- Correct proposed budgets in the context of the gender impact assessment so as to ensure fair and equal results.
- Produce gender-segregated and qualitative data and implement gender analysis with a view to monitoring the impacts tax and benefit reforms have had on individuals and households alike.

4.4.2. The priorities of the feminist view and policy for a contemporary, post-modernist welfare state

The contemporary and weighty issues at stake of the feminist approach and policy with regard to a contemporary, post-modernist welfare state entail the following priorities:

A. Prevention and combating feminization of poverty

According to statistics, women worldwide constitute the majority of those who experience poverty and exclusions as well as of those at risk of poverty. In our country, the crisis afflicts women disproportionately, while gender discrimination acquires a character that transcends time. It is indicative that, apart from the exceptionally higher unemployment rates among women, which, according to Eurostat, amounted to 25.6% in January 2012 (a rate which records "over-unemployment of women") when compared with 18.8% for men, women belong to those groups which are most at risk of poverty⁸. Additionally, the at-risk-of-poverty rate is higher among women than it is among men (20.9% and 19.3%, respectively). Single female households are threatened with poverty at a rate of 27.7% while the corresponding single male ones register a rate of 26.3% (EL.STAT. 2012:4). Despite the measures taken and the policies made, not only has this situation not abated but, on the contrary, it has worsened. In earlier times, women were the auxiliary troops. Today, they are called upon to take jobs that are precarious and marginal or socially excluded and demeaning. The women who are hit the hardest are: lone parents, farmers, unemployed women, immigrants, women with care responsibilities who cannot take a job at the same time, women who work part-time or in sectors and positions that have little security and low wages as well as no insurance benefits, etc. In order to combat poverty within the framework of social policy, first, it is imperative **to establish and guarantee a minimum income which will ensure a decent living** for all women (irrespective of race, age, origin, ethnicity, working status, etc). Naturally, this demand does not entail women alone but all citizens and residents of a country, given that a decent living constitutes a non-negotiable ecumenical right. Another requisite involves **positive actions** for those women who are more at

⁸ More specifically, according to EL.STAT (2012:2) the at-risk-of-poverty groups are mostly unemployed women (40.0%); single-parent households with a least one dependent child (33.4%); households with one adult 65 years old or over (30.1%); households of 3 or more adults with dependent children (29.3%), lone female households (27.7%); and children 0-17 years of age (23.0%).

risk (preventive measures, not just measures against poverty); and **gender mainstreaming national and local policies**.

B. Women's autonomy, independence, and empowerment

Ensuring women's autonomous actions, independence (economic, social, and political), and empowerment should constitute the priority of gender mainstreaming policies of the welfare or social state. For the various and multiple forms of discrimination against women to be lifted, the right women have to making free choices must be recognized. Thus, equal opportunity and equal treatment of men and women across the welfare state's functions should be ensured in practice. As a result, **benefits and interventions by the welfare state should empower women as discrete individuals and as a category or group of society**, especially when it comes to women who belong to vulnerable groups. Last, direct benefits to women should be **combined with the abatement of gender discrimination and the removal of multiple discrimination**.

C. Care facilities for children and other family dependents

The social organization of maternity and childcare (or whoever, woman or man, the children's caretaker is) constitutes the main issue of the welfare state's restructuring. Within this framework, more and better care facilities for children and other family dependents are needed in combination with a series of other measures or interventions such as social spending for preventing and combating poverty, forms of violence against women and children, empowering new forms of the family, and reforms targeting the gradual and long-term change in the social models for gender. **A new social policy model is needed, one which will recognize care not only as an economic value but also as an element of social and personal prosperity**. In the context of this new model, social time should be thoroughly restructured and the value system through which work involving care is discredited to the benefit of paid employment should be overturned. Only then will policies become not only friendlier to women but friendlier to the family and society as well. Only then will they be worthy of consideration as a social investment.

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CHAPTER 2 GENDER EQUALITY AND LOCAL POLICIES FOCUSING ON THE IMPLEMENTATION OF SOCIAL POLICY IN LOCAL GOVERNMENT: CRITICAL ASSESSMENT OF PROSPECTS AND POSSIBILITIES

Theheriti Maria

1. INTRODUCTION

1.1. Gender equality and local policies

The GSGE pursues gender mainstreaming in all fields of public policies, acknowledging that gender mainstreaming is a primary goal and an integrated strategy for the equality between men and women. In this context, it is not only national but also local bodies that are called upon to design policies aiming at the elaboration, implementation and assessment of equality policies, in such a way that men and women profit equally from all policies and actions implemented at local level. Tools are created, as well as a Model System for the Integration of Gender Equality (SEIF) in local policies and the SEIF implementation guide for municipalities, in view of bridging the gap between the institutional framework on equality created in municipalities under Law 3852/ 2010 *on the "New Architecture of Local Government and Decentralized Administration – Kallikratis Program"* and the existing stand as regards the application of equality policies at local level.

The question that arises is **why is the integration of equality policies in Local Government considered to be important?**

- Under the new law, the local government acquires statutory tools and competences for the enhancement of equality as well as for the exercise of social policy.
- The enhancement of the principle of subsidiarity is of particular significance as regards the practical exercise of the right of gender equality and is applied at all levels of government – EU, national, regional and local. Besides, based on the **European Charter for Gender Equality in Local Life (2006:6)** *"If we want to ensure a society based on equality, it is mandatory that local and regional authorities elaborate fully gender-sensitive policies, in their organization and in their practices. Both in today's and in tomorrow's world, the actual gender equality is decisive for our economic and social success – not only at European or national level, but also in regions, cities and our local communities."*
- Local authorities, being the government grades that are closest to citizens, appear to be the most suitable field for fighting inequalities and ensuring really equal terms within society, i.e. they are on one hand a privileged field of political participation and therefore more accessible by groups of local community, and on the other hand they bring forward in a more obvious way the **dimension of gender in the consideration of democracy** (Kyriakidou, 2006), by noting the reproduction of gender hierarchy at local levels of power as well.
- The participation and representation of genders in local government due to the operation of decentralized institutions in Local Government does not automatically mobilize politically excluded groups nor does it encourage their participation in local decision-making centres. This conclusion leads us to the reconsideration of local-level government processes, which may lead to **the enhancement of the concept of "participation from the basis" as well as to the establishment of participatory institutions at local level** not only for women but also for all groups of local community. This is also confirmed by the outputs of the pilot implementation with the effort made for the activation of institutions and agencies for the participation of general community and eventually provides an example of good practice.
- Gender mainstreaming in the **municipality organization itself**, in the organization of works, in the shaping of industrial relations, in planning of payroll policy, in improvement of quality of services

and professional development of employees provides a new consideration on administration and management of human resources (horizontal modern management/ management and administration of human resources and active participation of employees)

As referred to in Chapter 1, gender mainstreaming at the local level concerns three stages of approach: **I) Political participation and representation of women in decision-making process** at local level. **II) Planning and implementation of policies and local actions**, as these are presented in the Operational Program and the Annual Action Program of the Municipality and its annual budget. **III) Organization and operation of services of Municipalities and their legal entities.**

Any approach for gender mainstreaming in the above facilities, agencies and local policies, focusing on social policy, should take into consideration the following:

- The content and purpose of **gender mainstreaming, of gender impact assessment and of positive actions** (Vougiouka, 2012).
- The following two assumptions: a) if gender mainstreaming forms a **strategy** and the gender impact assessment a **significant tool of analysis** enabling us to assess whether an existing political action reproduces discriminations against women with negative impact on daily life, then their implementation requires that we **know the field or the conditions into which we will be called to integrate the gender dimension.** b) If gender mainstreaming in policies implies that *“the general policies and ad hoc measures shall be mobilized in view of achieving equality, taking into consideration at the planning stage the eventual impact on the corresponding stand of men and women”* (Vougiouka, 2012), this means that measures and policies are systematically considered and the eventual impact is taken into account in planning and implementation of such policies.

Based on the above assumptions it is concluded that **any attempt for gender mainstreaming in local policies requires knowledge of basic policy making tools in Municipalities, as well as of procedures for the elaboration and planning of such policies.** Apart from the importance of gender mainstreaming in local policies, special reference should be made to the field of social policy, on one hand due to the object of the specific program and its target groups, and therefore of all interventions of the pilot implementation, which focused on the social sector of Municipalities, and on the other hand because the majority of policies for the enhancement of gender equality in Municipalities are developed in the field of social policy and particularly of care, being women-friendly policies, raising questions as to whether they actually are policies concerning gender equality or family.

2. INSTITUTIONS, MECHANISMS & POLICIES OF LOCAL GOVERNMENT FOR GENDER EQUALITY

The last decade has been a period of reform for local government with the last statutory innovation being the “Kallikratis” law, which restructured the relations between central and local government by reduction of the number of Municipalities and of legal entities and the transfer of competences from central to local government. As shaped after Kallikratis the scenery could be profiled based on the characteristics of local government system, of the institutional framework for the development and application of gender equality policies, of the framework for the exercise of social policy, of the way in which policies are designed and actions are scheduled, of the profile and needs of human resources, as well as of the role played by local community as regards gender equality.

2.1. The local government system

With the Kallikratis government system, Municipalities, apart from the **Municipal Council**, which still holds a predominant role in policy drafting as well as in decision making, and **the Finances Committee**, as the Municipal Committee is renamed, which is upgraded and assumes functions of financial audit and monitoring of budget implementation, include also **new Committees**:

- **The Executive Committee** consisting of the Mayor and Deputy Mayors is the collective body for the exercise, coordination and accountability of the executive function of the municipality.
- **The Quality of Life Committee**, in which participate members of Municipal Council from all political parties, with competences on issues relating to town planning and environment and to licensing of shops and businesses.

- **The Municipal Consultation Committee**, a body with counselling competences, providing opinions to the Municipal Council as regards development programs and action programs of the municipality (i.e. the Operational and Annual Program). Such committee is constituted by decision of the Municipal Council in municipalities with population of more than 10,000 inhabitants and consists of representatives of local trade, professional, sports and cultural associations and organizations, representatives of scientific agencies, organizations of employees and employers, volunteers' associations and organizations of the civil society.

Further, apart from the above Committees, **a new institution is established, the Ombudsman for Citizens and Businesses**, the task of which is to frame suggestions on improvement of municipal government and its relations with citizens, both in the context of the scheduled annual report and in case of significant mismanagement issues detected. Moreover, municipalities are given the possibility to constitute **Municipal Equality Committees** for the development and implementation of policies on gender equality (see furtherdown for details). Finally the **Immigrants Integration Council** is established, as advisory body of the Municipality as regards the integration of immigrants to local community, in which, apart from members of the Municipal Council, participate representatives of immigrants' communities, as well as of social agencies developing activities regarding the needs and problems of immigrants.

Along with the Municipality, there operate **Legal Entities and Agencies**:

- Social Protection, Solidarity and Education
- Culture, Sports and Environment
- Welfare Agencies
- Societes Anonymes

Despite the effort to establish new institutions and committees aiming at the decentralization of decision making process, it appears that the mayor-centred model of exercise of power remains dominant. Problems are detected in the operation of new institutions (Ombudsman of Citizens, due to inefficient arrangements provided for its operation) or in Committees, such as in the Consultation Committee, which, due to the large number of representatives and its way of operation, is not able to sufficiently and effectively play its role. Apart from operation problems of certain institutions, it is often noted that other agencies are not activated, such as the Municipal Equality Committee, a fact that brings forward the necessity on one hand of changes in the Local government System and on the other hand of opening of the system to society. In the context of opening of new local institutions to society, the political participation of women in local decision making centres acquires special meaning and constitutes an urgent issue as regards the enhancement of gender equality at local level.

Based on the above, the **participation of women** in local decision making centres and more specifically in **the administration bodies of A grade local government, is a significant indicator of gender equality at local level**. In our country, despite the lack of analytical quantitative and qualitative data on long-term basis, it is common knowledge that the participation of women in the affairs of the community is extremely low. Indicatively, the following table is given, which presents the limited participation of women in decision making processes and bodies.

Table 1. Participation of women in A grade local government per Region

REGION	NUMBER OF MEMBERS OF MUNICIPAL COUNCILS	ELECTED	% OF ELECTED WOMEN
EAST MACEDONIA & THRACE	660	66	10.00
SOUTH AEGEAN	668	105	15.72
THESSALY	745	85	11.41
ATTICA	2.251	548	24.34
CRETE	656	92	14.02
NORTH AEGEAN	228	40	17.54
CENTRAL GREECE	750	108	14.40
WEST GREECE	595	72	12.10
CENTRAL MACEDONIA	1.286	217	16.87
WEST MACEDONIA	363	57	15.70
PELOPONNESE	784	83	10.59
EPIRUS	498	56	11.24
IONIAN ISLANDS	210	29	13.81
TOTAL	9.694	1.558	14.40
AVERAGE			16.07

Source: Ministry of Interior/ GSGE (2010) National Program for Substantive Gender Equality 2010-2013 – Actions on Regions and Municipalities.

2.1.1. Findings of the pilot application/ implementation

The conclusion drawn from this project remains the same as that drawn from the facts gathered during the pilot implementation i.e. women’s participation is extremely low with scant exemptions such as the Municipality of Veria, where 7 out of 34 members of the Municipal Council are women; the percentage of women participating in **the municipal council at the Municipality of Karditsa is 14.7%; and at the Municipality of Korydallos such percentage is 34%**. In addition, at the Municipality of Patras, it is reported that women’s participation reaches 40%, which is considered to be balanced, however no details are provided on gender composition of the Municipal Council. **Moreover, the participation of women vice-mayors is also very low** (14.28% in Karditsa). It is interesting that in many cases quotas are mentioned among commitments of Municipalities in favour of gender equality, but this is not further detailed nor proven in practice.

2.2. Institutional framework for gender equality policy planning and development at Municipalities

2.2.1. Institutional framework and mechanisms on gender equality

The statutory tools for drafting and implementing equality policies at Municipalities are on one hand **the Municipal Gender Equality Committee and on the other hand the Administrative Gender Equality Unit**, which usually falls under the scope of competence of the social policy and equality division.

The Municipal Gender Equality Committee, being an elected body, in which participate various elected persons, operational officials of the Municipal directorate or the Public Law Legal Entity that is

competent for gender policies, as well as experts on gender mainstreaming, introduces subject and actions for the enhancement of equality at the Municipality. Indicatively, the competences of the Municipal Equality Committee include the following:

- Submission of suggestions to the Municipal Council, for the achievement of substantive gender equality in all policy fields.
- Awareness raising / information of inhabitants on gender equality issues with the organization of events, open discussions, conferences, seminars, training programs.
- Identification and efforts to find and promote solutions to problems that arise at local level from decisions taken to the detriment of a gender in the field of work, education, training, family relations, health, social security.

The aim sought by the Committee is to establish permanent and close cooperation with the Regional Equality Committee, the LGOs of the Department, local trade unions and professional associations, mass agencies and NGOs.

The Social Policy and Gender Equality Division, the Gender Equality Policy Department or Office are the competent administrative units for planning and implementing social policies and gender equality policies at Municipalities. They plan, introduce and see to the implementation of programs and measures that pursue equality between men and women in all fields of policies. In this framework, **the Administrative Gender Equality Policies Unit shall develop activity on the following:**

- ***Adoption of measures for the prevention and fight against mistreatment of women and children as well as*** networking and cooperation with other competent bodies for the support of a network of local facilities (Counselling Centres and Accommodation Facilities for mistreated women and their children) and services for the provision of assistance to victims as well as for prevention and awareness raising to local communities.
- ***Development of activity for the fight against gender-based social stereotypes*** and for information and awareness raising to local opinion for the waiving of gender-based stereotypes.
- ***Development of special programs for socially vulnerable groups and particularly women who suffer from multiple forms of discrimination.*** In this regard, it seeks to establish cooperation with other competent bodies, NGOs and women's organizations for the development of activity for socially vulnerable groups of the population (persons with disability, homeless, etc.) and particularly for socially excluded women or women who belong to vulnerable groups of the population (such as immigrants, refugees and asylum seekers, women with disability, imprisoned and released from prison, single mothers, etc.).
- ***Development of activity for the increase of women's participation in employment*** and networking and cooperation with bodies connected with the labour market and the provision of professional training, with professional associations and trade unions, and women's organizations in view of collecting information, exchanging views, joint elaboration and promotion of actions.
- ***Development of activity for social and political participation of women and their promotion within decision making centres*** as well as for the cooperation with competent elected bodies and the competent trade unions of municipalities (e.g. PED, KEDE) in view of providing information, awareness raising on issues of equal political representation of women and their mobilization for the support of policies and actions in favour of the increase of the percentage of women who participate in decision making procedures and bodies.
- ***Adoption of measures for reconciliation of professional and family/private duties*** and for planning of programs for harmonization of professional and family life, the operation of full care nurseries, kindergartens, creative play centres and centres for children with disability, etc.

It is concluded from the above that **the Administrative Gender Equality Policy Unit assumes a dual role: on one hand** an advisory role to all inhabitants of the Municipality, with special focus on women, **and on the other hand** a coordinating role, as to the internal structure of the Municipality (services and facilities) through gender mainstreaming in local policies, in view of awareness raising, participation in elaboration and application of policies, provision of information and diffusion of information.

The operation of an administrative unit on gender equality policies in cooperation with the Municipal Equality Committee allows for the development of various municipal policies and programs around a core, which may provide a pole for coordination, information and networking, on one hand covering general fields of policy, programs and other competent bodies or women's organizations, and on the other hand allowing the efficient interconnection thereof and hence the elaboration and implementation of integrated and horizontal programs or action plans on gender equality as well as gender mainstreaming in all local policies.

2.2.2. Findings of pilot implementation

The establishment of a Municipal Equality Committee and the operation of an administrative gender equality unit, in combination with the commitment at top institutional or administrative level, seem to provide one of the basic proofs of the political will of Municipalities to enhance gender equality. This '*sine qua non*' condition applies, to various extents, for all eight (8) municipalities that participated in the pilot implementation and is substantiated by the following facts:

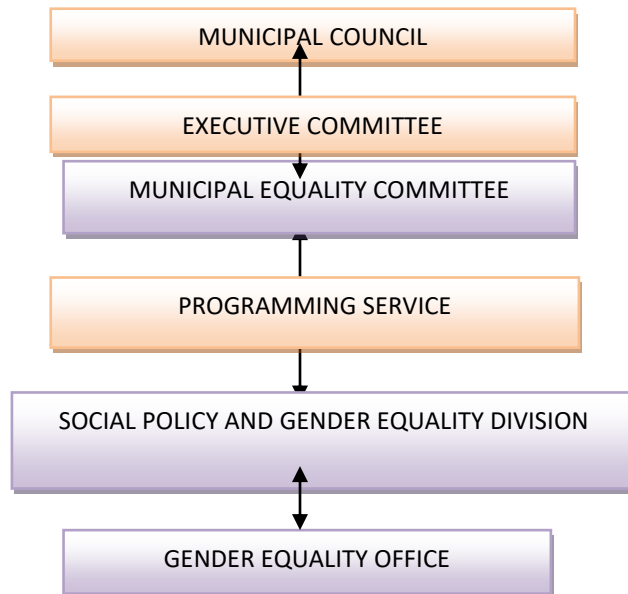
- ▶ The establishment and operation of an administrative gender equality unit within the Municipal Internal Service Organizations (gender equality department or office).
- ▶ The operation or decision on immediate establishment and operation of a Municipal Gender Equality Committee.
- ▶ The signature of the European Charter for Gender Equality in Local Life.
- ▶ Awareness raising and training of municipal officials who participate in pilot application of the gender mainstreaming methodology through their participation in the four (4) workshops of the project.
- ▶ The close cooperation of municipal officials with the project experts in view of systematically registering the needs and priorities of target groups and of planning a framework of interventions that is to be integrated in general social policies of municipalities.
- ▶ The decision on the implementation of actions for groups of women who suffer from multiple forms of discrimination (people with disability, aged women, Roma and immigrants) and who are included in the project target groups.

The majority of Municipalities usually feature an Equality Office or they employ an official on gender equality issues, which are operationally integrated into the Social Policy and Gender Equality Division. However, most of the times the Equality Office is not staffed with equality advisors or officials who are informed on gender aspects or who have relevant experience and expertise on gender equality issues. On the other hand, the Municipal Equality Committee is often inactive and in the best scenario it has not found its pace within the Municipality.

- ▶ **Out of the 11 Municipalities what participated in the project, only three of them have established Municipal Equality Committees,** namely the municipalities of Volos, of Veria and Sykies, though such committees are inactive.
- ▶ With the opportunity of Progress program, **Municipal Equality Committees are to be established in the near future** at the municipalities of Korydallos, Karditsa, Neapoli-Sykies, Patras and Agia Varvara.

Based on the description of the institutional framework, the new statutory bodies of the Municipalities that will be called upon to plan and coordinate the equality policies are the Municipal Council, the Executive Committee, the Municipal Equality Committee, the Programming Service, the Social Policy and Gender Equality Division and the Gender Equality Office. The following diagram presents the decision making scheme within municipalities.

Diagram 1. Decision making scheme within municipalities



The above diagram makes it explicit that three new levels or bodies of local government have been integrated to the existing decision making scheme of municipalities, which may be immediately utilized for the promotion of gender equality: the municipal equality committee, the social policy and gender equality division and the gender equality office. On the other hand, the competences and responsibilities of municipalities on gender equality are, in the majority of cases, new or unknown fields of action, as well as fields in which there is no relevant experience. In particular, gender mainstreaming, which is the aim sought and a tool of public policies on safeguarding gender equality at the local level of government, apart from **political will and practical commitment, also requires building of capacities and engagement of elected men and women as well as of officials who participate in planning and implementation of gender equality policies.** In practice, it is observed that the various municipalities have not sufficiently developed the capacities of their staff as regards gender mainstreaming, which results in only small part of staff having the necessary level of understanding, and the required capacities, showing the required level of engagement for action in relation with gender equality policies.

It is also typical that during the pilot implementation, it was in one case only that **the organization of the course-process from the submission of a proposal to the relevant decision making within a municipality** was presented explicitly and accurately. On the other hand, **in many cases reference was made to collective bodies of the municipality and to committees** that have been established and are competent for individual issues (e.g. executive committee, finances committee, committee for quality of life etc.) as well as to the Municipal Council, but the process required for the integration of equality promoting proposals was not clear.

As regards the above inability to understand the process of proposal submission, one should not disregard the fact that a number of officials is opposed to the concept of gender equality. In addition, officials who are competent for the promotion of gender issues often do not have sufficient time and capacities for the fulfilment of their tasks or the necessary resources (human and financial). From this point of view it is not realistic to expect that the commitment for the promotion of gender equality, expressed in programming documents, shall be successfully fulfilled without the necessary resources for the formulation of a new organizational culture, for the development of capacities and understanding of gender aspects on behalf of competent officials. Moreover, gender mainstreaming is not a stage or target that may be achieved “immediately”, but constitutes a process that is continuous, far-reaching and demanding and that implies organizational changes with political and technical implications.

2.2.3. Gender equality policies at local level

The vast majority of policies planned for the enhancement of gender equality at local level could be characterized as **ad hoc policies or positive actions**. Generally, gender equality policies at municipalities tend to focus on the field of care, which is stereotypically considered to constitute the responsibility of women alone and not of the family as a whole; therefore the relevant actions are considered to be actions in favour of gender equality, since they facilitate the solely responsible persons. In addition, these are actions that intentionally or incidentally enhance the stereotyped correlation of women with the field of private life and household or the family. Such actions concern the operation of facilities and the establishment of bodies for the care and support of depended members of the family (children, persons with disability and aged), or for actions aiming at the prevention and fight against mistreatment of women and girls, which are planned or implemented under the national program against violence to women of the GSGE that is carried out in the last two (2) years.

It should also be noted that actions on gender equality often do not constitute a priority of the municipality, whereas any programs or actions are planned and implemented under current co-financed national and European programs and initiatives, the efficiency of which is exhausted shortly after the completion of the program. That means that the general approach is fragmentary and not continuous. In fact, in many cases there is a **rather confused or unclear view as to the way in which gender equality may be expressed in policies planned and implemented by municipalities** (Vougiouka 2012). Gender equality may focus on support of women so that they participate in public affairs (committees, municipal council, other agencies of the Municipality), often with generalities on quotas, though with no specificity as to the level or bodies of participation and sometimes with the support of women's integration into the labour market and/or into society (in the case of socially excluded women). **Usually, the political will or commitment of the political authority exclusively regards the right of women to participate in decision making bodies and quotas in favour of women.** That means that it is not clear and understood that the political commitment concerns equal rights of men and women to elect and to be elected, to participation, to formulation and implementation of policies, to assumption of public offices and to exercise of public functions, to equal representation in all elected and public decision making bodies.

On the other hand, since the relevant experience of municipalities in planning of integrated and far-reaching programs on gender equality is limited, as well as because the European Charter for Gender Equality was signed rather recently (end of 2011 and 2012), **it seems that the way in which a municipality may substantiate its political role as regards gender equality has not yet been made clear.**

2.2.4. Findings of the pilot implementation

In completion of the institutional framework, the existing mechanism and policies on gender equality at local level, the following are to be noted:

- ▶ With the exception of the Municipality of Karditsa (and more specifically the Women's Center of Karditsa) and the Municipality of Neapoli – Sykies (and more specifically the ERGANI Center), as regards specialized fields, **none of the municipalities that participated in the pilot implementation has elaborated an action plan for gender mainstreaming in policies planned and implemented at local level**, despite the fact that this constitutes one of the commitments provided for by the European Charter for Gender Equality in Local Life.
- ▶ The majority of municipalities implement positive or specialized actions for specific groups of women, i.e. it appears that gender equality is better understood when related to special measures for specific groups of women or for special cases of inequalities and not when considered as a horizontal aspect governing all planned and implemented policies.

In other words, there arises the need for an integrated approach which will ensure the correlation and direct connection of gender equality with the various subject policies of municipalities and mainly for

an approach of gender mainstreaming in the political role of municipalities, in their role as employers and as service providers.

2.3. The implementation of social policy in Municipalities

Before the implementation of the Kallikratis program, LGOs would organize their social services **either through the establishment of legal entities** (Public Law Legal Entities, Private Law Legal Entities, public utilities, development associations or urban non profit-making associations), **or through the establishment of a social service** that operated within the internal structure of the municipality. The option for either of the two organizational forms of social services provision of any LGO would depend on the advantages and weaknesses related to establishment procedures, flexibility of operation and financial requirements.

It should be noted that very few municipalities operated social services in the past. The social policy was exercised with the establishment of structures designed under European programs, with the exception of KAPI (which were established upon initiative of LGOs) and of kindergartens, the majority of which were conceded by central government. In this way, local government assumed within its responsibility to intervene in the field of social policy, enhancing its role and extending the range of services it provides to include other groups of the population as well (apart from vulnerable groups of the population, to which social policies and the respective services are “traditionally” addressed).

The above policies were characterized by the variety of interventions that were developed unevenly in the various areas (municipalities, prefectures), without taking into account local particularities and priorities. They were usually the product of European funding, which the LGOs used as an opportunity to draw financial resources by attempting to implement actions of social profile.

Such actions were complementary to national interventions and were of "coincidental and reflective character" (Kontiadis, Tsekos, 2008) without being integrated into a general local plan or constituting an integrated system of benefits that covered a specific range of needs that arose at local level. Interventions were in most times characterized by parallel “suppressive” actions addressing problems arising from time to time and took the form of strictly distinct programs, through which there were created collective organizational forms and partnership networks, though without there being set the bases for the creation of a system of social interventions at local level.

The occasional exercise of social policy by local government resulted, apart from the temporary nature of structures that provided services, to the temporary character of human resources as well, since the majority of staff was employed under fixed term and work contracts.

In the above described conditions, Law 3852/ 2010 on the "New Architecture of Local Government and Decentralized Administration – Kallikratis Program” is adopted, which among others pursues to organize the exercise of social policy at local level, through the merger of social services providing structures, into one legal entity of **Social Protection, Solidarity and Education**, governed by Public Law or into a **Public Utility**, while assigning mandatory character to the establishment of the **Social Service**, which is integrated into the Organization of Internal Services and Administrative Units. The primary goal pursued through the above merger is the assurance of economies of scale, the saving of resources, the abolition of the multiple administrative bodies of structures (number of chairpersons and members of M.C.) **rather than the provision of bases for the creation of a system for the exercise of social policy within local government**. In the way described above, the Kallikratis program brings together the existing social policy of the municipality under two services, though without there being a distinct role and differentiation of competences of each service, despite the clarification efforts made by such services’ organization of internal services and administrative units, which, at first reading, appear to accord the first role in planning to the Social Service.

It appears that the attempt to discern roles in the organization of social services has not brought the expected deliverables as regards the model of social intervention of the LGOs, which is based on the distinction between **planning bodies** and **implementing bodies**, i.e. those that provide social services. Drafting and the responsibility for planning of social policy exercise within LGOs still belongs to politicians, who in most cases take decisions bearing in mind the enhancement of clientelism, since no diagnosis is made for the needs, based on which policies are designed. A result of the unclarified allocation of roles is

overlapping in service provision and lack of coordination among interventions, which is aggravated due to the confusion of competences allocated to Central Government, Regions and Municipalities.

The above problems are complemented by respective difficulties related to human resources, which has shrank to a large extent, due to non renewal of fixed term and work contracts, the restriction of appointments and the massive retirement of employees – very often of experienced employees – who met the conditions for retirement and who feared their inclusion in austerity measures. The above policies lead to deficiencies, in particular as regards the scientific and specialized staff, the majority of which was employed under work contracts, in the framework of European programs, and was dismissed after the end of their contracts. The lack of human resources has caused, in the best scenario, quality problems in provided services or shrinking of services, whereas in the worst case it brought about the abolition of such services. The problems that arose as regards the operation of structures include the lack of managerial officials, who would assume to design the exercise of social policy within Municipalities, either at the Social Service or within Legal Entities.

The justified questions that are raised concern the extent to which the structures of social character will keep providing their services unhindered covering the needs of local community. In addition, problems are expected to worsen as regards the operation of structures and the provision of services with the assumption of social competences of the former Prefecture Government that are transferred, after 2013, from Municipalities of capitals of Departments to other Municipalities.

Aggravation is also expected due to the economic recession that the country is in, which brings Local Government faced with a number of problems regarding the survival of their inhabitants. In this regard, Municipalities are called upon to intervene with the establishment of structures, which contribute to the relief of citizens, such as social groceries, social medical facilities and drugstores etc. and at the same time to deal with increased needs in already existing care structures, such as kindergartens, care facilities for the aged etc. and particularly given the cut in resources by Central Government. It is obvious that Local Government is called in this period of time to plan interventions for the support of citizens and mainly of vulnerable groups who suffer more. At the same time it is called to cover needs in the provision of social services that arise from the shrinking of the welfare state, with simultaneous shrinking of its own resources and of the staff required for the fulfilment of new transferred competences. Under such terms, it is obvious that policies that Local Government has already developed in the field of care and social provisions could be repealed and there is a risk for women to return to traditional and gender-oriented roles.

2.4. Policy planning and actions programming within Municipalities

The statutory tool for the structuring of local government is the Operational Program of the Municipality, which is the output of collective work of all structures of the Municipality and leads to the assumption of commitments between the successive levels of hierarchy, as regards the implementation of such part in which they are involved. In other words, the Operational Program of the Municipality, which is drafted every 5 years, constitutes an **integrated program of local development and improvement of administrative capacity of the LGO** and must form an integral part of everyday operation and administration of the Municipality. It is connected with the Annual Action Program, the Technical Program and the Budget of the Municipality. The principal responsibility for its elaboration is assumed by the Programming and Development Service, which sets up a project team or various thematic work groups, (such as work group for environment and quality of life, for social policy, health, education, culture and sports, for local economy and employment, for the improvement of administrative capacity and financial standing of the Municipality, etc.) and based on the initial directions of the Municipal Authority, it drafts the Operational Program in 2 distinctive stages, the Strategic and the Operational Plan, as well as the budget of its actions.

Bearing in mind that the Operational Program of Municipalities is a tool of everyday operation of LGOs, *in view of promoting local and internal development of the Municipality, in line with the directions of development planning at local and national level* and taking into account that the Municipal services and bodies are involved in its drafting procedures, it is hence obvious that the horizontal intervention of gender

mainstreaming in policies of Municipalities, must become the object of strategy, of development priorities and action plans of the Operational Program.

The above description of the tools and the way of policy drafting at Municipalities as well as of the horizontal dimension of gender aspects and gender equality policies, makes clear the need for organizational integration of the unit for gender equality to the Programming and Development Service, i.e. its transfer from the Social Policy and Gender Equality Division.

The proposal for the organizational change and transfer of the administrative gender equality unit will also contribute to enhanced understanding of the difference between gender mainstreaming in all policies drafted and implemented by the municipality and the existence of ad hoc policies or positive actions in favour of women. In addition, it will contribute to the understanding of the fact that gender mainstreaming is not a fragmentary policy or practice, such as the adoption of specific measures for the addressing of inequalities between men and women. To the contrary, it is or ought to be an integral part of general policies, as well as of the policy cycle or policy continuum addressed to and targeting the structural character of gender inequality. Finally, it will contribute decisively to understanding and realizing that gender mainstreaming and specific gender equality policies (ad hoc or positive actions) are not just dual and complementary strategies, but also a form of strategy of “double direction”.

2.4.1. Findings of pilot implementation

The issues and needs that were brought forward in the context of the pilot implementation as regards the way in which policies are drafted and actions are scheduled in municipalities are the following:

a) In order to ensure gender mainstreaming in the municipality development strategy, **it is necessary for the Municipal Equality Committee to participate in the discussion on “Strategic and Operational Plan”**.

b) It is necessary for consultation procedures to be introduced for the Municipal Equality Committee, similar to those applied by the Consultation Committee on the Operational Action Program and Budget of the Municipality.

c) It is necessary to elaborate monitoring and assessment indexes for gender mainstreaming in the axes of the Operational Program of the Municipality, which will then be applied as pilot.

d) In order to draft a complete proposal on gender mainstreaming either in the Operational/Annual Program or in the budget of the Municipality, it is necessary to ensure the active participation and cooperation of all involved officials from the competent services of the municipality. It should be noted that in the context of the pilot implementation, many were the cases where **the participation of officials from administrative and financial services of the municipality was provided for**, in order for their knowledge to be utilized as regards the drafting of budget proposals and generally the application of legal frameworks, as was **the participation of political agents / elected persons** for further support and enhancement of political will within the Municipal Council and the integration of planned gender equality actions into the Operational Plan and the Annual action program of the municipality. Indicatively the following are reported:

- ▶ **The Municipalities of Agia Varvara, Korydallos and Veria, as well as the Public Law Legal Entity of the Municipality of Ioannina (Social Protection, Solidarity and Preschool Education Organization)**, through the Child Care and Preschool Education Division, have promoted the procedures concerning the drafting of part of the Operational Plan with gender mainstreaming.
- ▶ The legal entities **Karditsa Women Centre and Public Utility of the Municipality of Volos (KEPKA – DIEK)** that participate in the Progress program, through the Education and Culture Divisions, have promoted and agreed upon the integration of actions having Roma women as group of reference, in the Annual Action Program 2013 with the corresponding budget credits.

2.5. Human resources and the role of local community in gender equality

The necessity to staff equality units with specialized human resources is high, due to the fact that the administrative gender equality units are new services, as well as because they are about to implement a number of transferred tasks too. Nevertheless, such demands are difficult to satisfy in the current conditions local government is under. At the same time, the inability of Local Government to *specify its role as regards the way in which gender equality shall be manifested in its policies* is aggravated by limited understanding of the demand for background expertise on equality and gender aspects or of the demand for upgrade of capacities of its human resources in order for it to assume tasks. **Such inability is also manifest in the degree of awareness of its employees as well as in the participation of local community in equality policies planning.**

2.5.1. Findings of pilot implementation

- ▶ **The degree of awareness of municipal employees is rather low or modest.** An exception thereto are officials working in equality structures, offices or departments, as well as social services, who are often more aware and informed on various needs of women and men, gender inequalities and the need to adopt ad hoc or positive measures for mitigating or waiving of inequalities.

The employees' low degree of awareness is also due to the actual mayor-centred decision making model, which seems to discourage the development of initiative and autonomous actions within the municipality.

- ▶ More specifically, as regards **awareness of citizens and inhabitants of municipalities** it is noted that it is also low and concerns mainly **issues of mistreatment of women**, due to the implementation of relevant programs by the GSGE, **as well as issues of support to unemployed women** (heads of single-parent households, immigrants etc.) due to relevant programs implemented at local level (e.g. "Local Social Integration Actions for Vulnerable Groups/ TOP EKO and Local Employment Plans adjusted to the needs of local market (TOPSA).

This means that citizens focus their interest on special issues or current issues that concern local communities from time to time. This is partly due to the fact the **municipalities do not provide systematic information and mobilization of citizens** and partly to **the inexistence of feminist and other collegialities in support of women** (NGO, basic activist organizations etc.). It should also be noted that in many cases, the degree of awareness of inhabitants as regards multiple forms of discrimination that specific groups of women suffer from (e.g. Roma, aged women etc.) is also extremely low. Exceptions thereto are municipalities that operate facilities in support of women through ad hoc programs and actions (e.g. Ergani Centre at the Municipality of Neapoli-Sykies and Karditsa Women's Centre at the Municipality of Karditsa).

- ▶ At the Municipality of Neapoli – Sykies, as well as at the Municipality of Karditsa, where due to the actions implemented by Ergani Centre and Karditsa Women's Centre, both in the local community and in work places, as well as due to the parallel promotion of their work by local authorities, it was observed that **the degree of inhabitants' awareness is quite high.**
- ▶ In addition, due to the implementation of awareness programs for professionals and employees of municipalities on issues of domestic violence and of programs for the prevention of mistreatment of women, awareness of employees in social services has increased significantly.

At this point reference should be made to the **importance to local community of the existence of a local government structure, which supports women through ad hoc programs and actions,** as well as the multiple benefit that could possibly arise from the operation and action of such structures for gender equality at local level. The low degree of awareness of local community is also reflected to **reduced**

participation of local civil society organizations, women's organizations and local community bodies with expertise on gender equality issues in statutory bodies of municipalities (e.g. in the Municipal Equality Committee, the Consultation Committee etc.), which confirms that on one hand closer cooperation and exchange of know-how should be pursued between the Municipal Equality Committee and local bodies that support or represent women and on the other hand more active participation thereof in consultation procedures on gender equality issues at local level.

3. FINDINGS, CONCLUSIONS AND SUGGESTIONS

The pilot implementation of gender mainstreaming in local policies and mainly in exercise of local policy, has brought forward the necessity to refer to the institutional operation framework of local government and to assess policies under the prism of gender equality. In turn, such process has led to findings and conclusions on the operation of local government itself, which are primary parameters required for gender mainstreaming in local government policies.

The first finding refers to **Kallikratis program, which has reformed the relations between central and local government, thus reshaping the concept of "representability"**. Due to the spatial density and relocation of the majority of or almost all operations at the seat of the Municipality, numerous questions arise as to the extent to which this is a process of decentralization and thus of **relocation of the representation centre of gravity closer to local government or of "decentralized centralization"** (Georgantas 2012), **which poses theoretical issues on the institution of local government itself, as a privileged area of political participation, democratic procedures from the basis (hotbed of communitarianism) and of participation of citizens in local decision making centres**. This also poses similar questions as to the representation of genders in elected administration bodies and the extremely low degree of women's participation in Municipal Councils and Municipal Committees. It seems that larger-sized municipalities take women away from the "streets" leading them to candidature, which is largely a result of personal, friendly and family bonds developed on the field, through participation in associations, social and cultural organizations, interventions at the level of neighbourhood or participation in social support networks within community, where such participation could possibly be interpreted into political action, thus altering the process of political participation with terms corresponding to central political stage, where predominates adherence to political parties, i.e. adherence to a specific political body.

This fact reforms the political agenda on gender as regards the pursue of gender equality and the rehabilitation of democratic deficit within society, which takes up special meaning in the emerging "regionalization" of representation and political participation in local government, since the stake evolves from local to central level, with political terms that are not even defined at the level of influence by any political party base, but by the possibility to access political leadership. Therefore, the issue that arises does not only concern women's right to participate on equal terms in the public affairs and in decision making centres but also to the urgent need to formulate/design policies that would facilitate women's participation in local government procedures, as well as the essence of local government operation per se, which excludes, in its actual form, other channels stemming from local community itself and excludes the survival or existence of different forms of coalitions and networks that are possibly transformed and may take into account the heterogeneity and the building up of political subjects within the context of "locality". Therefore, in parallel to gender-sensitive consideration of democracy, which must also be perceived at local level, it is necessary for the local element to acquire special gravity and to become the privileged area of political participation, being a form of power that is closer to citizens and therefore accessible to groups of local community. It is also necessary to clarify that as regards women's participation, the goal pursued is not only the numerical increase of women who deal with public affairs or hold posts of competence, but mainly the change in the structure and content of politics at the local government level as well.

The second finding concerns **the way of operation of political bodies themselves, their way of decision making and the participation possibilities in decision making processes, as well as the operation of decentralized institutions and government processes at local level**.

The problems identified as regards the operation of institutions enhancing participation of local community are quite obvious. Two significant dimensions are brought forward: the first concerns participation of civil society in Committees, where, with very few exceptions, **"there is no representation of**

local community”, since the latter does not participate in elaboration and planning procedures either directly or through NGOs or through other bodies with relevant experience; the second concerns the operation of Committees. Generally no specific actions and initiatives are assumed for the assurance of women’s participation in elaboration procedures, either because the Municipal Equality Committees have not yet been established within a municipality or because of the general ascertainment of deficient operation of Municipal Consultation Committees

The third finding concerns difficulties met in the integration of actions suggested within pilot implementation, in the elaboration of the Annual and by extension of the Operational Program. Such difficulties have brought forward rather explicitly **the systemic inability of local government itself in planning policies, not only as regards the elaboration of strategic plan and scheduling of actions, but also as regards the involvement of all local government units (municipal and local communities) and administration bodies of services, of operational mechanism, of social partners and citizens as well as of institutionalized elaboration and consultation procedures.**

Despite provisions on participation of local community through consultation procedures, the Operational Program is elaborated based on the agenda of local authorities and the limited gravity of involvement of municipal and local communities, disregarding in most times the needs and priorities of local community. Besides, the involvement of operational agents reflects the perception shaped within LGOs (administration and services) **“that the elaboration and implementation of the Annual Action Program and the Annual Program and Budget, are the object of a small group of officials and not of the totality of the organization”** (Vassou 2012).

As regards the elaboration of the Operational Program, the involvement of a general operational mechanism seems in most cases to be absent. This results in low diffusion of the value of programming in services and therefore persons with knowledge and experience on gender issues (with different extent of involvement and responsibility) do not participate actively in this procedure, whereas at the same time their suggestions get “lost in the way”. The need to open up programming procedures and to establish participation “budgets” is urgent and this will facilitate gender mainstreaming since the latter is a strategy that needs to be incorporated in the general strategy of the Municipality. In other words, gender mainstreaming must be an integral part of the Operational Program, whereas the members of the group on gender equality must participate as members of the project team that is responsible for the elaboration of the Operational Program.

The challenge that emerges concerns participation procedures. In other words, **similar procedures should be provided, for ensuring active participation of all involved parties**, organizations, bodies and individuals in the elaboration of the action plan on gender equality. Moreover, **the members of the project team** who will assume planning and monitoring of the action plan, **should be informed of gender equality issues and be systematically updated on developments as regards gender issues, by participating in relevant training programs**, as well as by passing on their knowledge to other officials of the municipality, including elected agents. The need for awareness raising to elected agents and officials of the municipality is so far only partially satisfied.

The fourth dimension concerns **the particularity of “locality” which brings forward different preparation and maturity levels as regards planning of policies, as well as diversity of interventions, either these concern the field of social policy or the promotion of gender equality.** This is to be taken into consideration as regards planning of policies that are elaborated centrally and implemented at local level: for instance, there are municipalities that have not elaborated an Operational Program and other municipalities that have already elaborated and implement one.

Despite the difficulties met in this first project on gender mainstreaming in local policies with focus on social policy as well as the challenges of the times (recession, special conditions prevailing due to the implementation of austerity policies in local government as well), the efforts have been fruitful in providing benefits and positive examples as regards gender issues and gender equality aspects within local government, exercise of social policy, policy planning and organization and operation of services. In addition, promising practices were identified that may become the starting point of a course that takes time, changes and reversal even of systemic weaknesses of the local government system itself, in order for gender mainstreaming in policies of municipalities to be successful.

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CHAPTER 3 METHODOLOGY FOR GENDER MAINSTREAMING IN SOCIAL POLICIES FOR ROMA WOMEN - CONCLUSIONS, FINDINGS AND RECOMMENDATIONS BASED ON PILOT RUN.

Manos Skoulas

INTRODUCTION

Gender mainstreaming in local government policies refers not only, as many people might believe, to increased participation of women to local government decision-making centres in relation to national Centres. Although it is important that gender hierarchy gain great institutionalized power at the local authority levels that create and reproduce institutions related to gender hierarchy in the local community, gender mainstreaming, however, in local government policies means its strategic integration across the whole range of public policy as implemented at the local level, with clear targeting and in view of reinforcing social cohesion of the community. The fact of participation and gender representation in local government, in conjunction with its other objective, namely that of providing effective and targeted services to specific needs and situations of men and women in local communities and the acknowledgment that the operation of decentralized institutions solely in the institutional framework does not automatically mobilize the socially vulnerable groups and is not enough to encourage their participating in local decision-making centres, lead us to review governance procedures at the local level and mainstream gender dimension in the above procedures. This mainstreaming can result in enriching the concept of "grassroots participation" but also in creating participatory institutions at the local level not only for women but for most groups that make up the local community. It can also contribute to the stepwise elimination of gender inequalities through the management of local resources and infrastructure and services, too. Finally, it may contribute to the very organization of the Municipality, its capacity as administrative structure, to the formation of symmetric relations with population groups that need support, improvement of service quality and the professional development of workers. Because, as stated by an expert group of the Council of Europe, any decision taken is likely to have different effects on representatives of each sex, and therefore integrated approach assumes that women are involved in all levels and sectors and in developing and formulating policy planning.

However, it should be stressed that gender mainstreaming policies need special attention when related to socially disadvantaged women such as Roma women. Then, we basically talk about policies that must not only to operate generally in favour of the socially weak and vulnerable groups, but especially for the benefit of those population groups which experience racism and xenophobia, stereotyped perceptions, attitudes and prejudices. Consequently, any gender mainstreaming policies on socially disadvantaged groups should have a twofold objective: to combat the phenomena of social isolation and marginalization and also to enact substantial gender dimension integration in society thus promoting social multiculturalism and democratic pluralism. Another factor which makes it mandatory to develop local policies incorporating gender dimension and combating social exclusion and perpetuation of stereotypes is the "economic crisis" that threatens the cohesion of the social web, favours marginalization and fosters easy targeting of social groups.

Roma women are disadvantaged at every level. Roma women are essentially under twofold discrimination: first, as members of the Roma minority, and secondly as a member of

the weaker sex, caused by widespread stereotypes, known as "hatred against Gypsies." More specifically, this group encounters a number of common problems such as discrimination in education, both in the context of school and the community, employment discriminations and discriminations in access to health care. Although discriminations faced by Roma population are increasingly recognized, the situation has only slightly improved. Multiple discriminations and social exclusion of Roma women exacerbate the cycle of poverty in which many of them are born and affect their human dignity. As referred to in a relevant report of the Committee on Women's Rights and Equal Opportunities, several reports highlight the diversity of problems encountered by these women, depending on their age, marital status, religion and the particularities of culture prevailing in the population where they live or the urban or rural origin thereof. Roma women are now at a crossroad between traditional culture and modern way of thinking. Roma women are systematically confronted with the values of their families and the cultural burden of the patriarchal society in conjunction with racist attitudes of the entire society against them.

In pilot running the methodology of "Gender Mainstreaming" in the context of the European program PROGRESS, the target group being "Roma Women", Municipalities of Karditsa and Volos were selected. The municipality of Karditsa has appointed as person in charge Mrs Katy Velesiotou, Manager of the Women's Centre of Karditsa and the Municipality of Volos has appointed Mr Nikos Antonakis, the latter being in charge for planning issues in the Public Benefit Corporation of the Municipality of Volos - KEKPA - DIEK. Special thanks are also due to Konstantina Nesi, psychologist & PPP, from the Division of Social and Cultural Services of the Municipality of Aghia Varvara. Their input was invaluable and under flawless collaboration conditions throughout the period of the project piloting. Without their contribution and exemplary work, the Guide would remain just a "theoretical capital" for Roma Women and would not gain any real substance. Many thanks for their cooperation, is the minimum that I can say through the text of this Guide.

In the sections below, you can find a detailed description of the methodology of ten (10) steps for Gender Mainstreaming in the context of pilot run and the conclusions, findings and recommendations emerged from the overall process are recorded. Moreover, problems that may be encountered and good practices to be used are highlighted.

1. DESIGNING & IMPLEMENTING PILOT RUN

1.1. Organization and preparation

Gender mainstreaming in local policies requires good organization and adequate preparation. Both conditions make up the framework within which process but also understanding of how Municipality works in issues relating to the policies designed and implemented for "special groups" such as Roma women start. Recording the organization within the municipality is essentially a 'road map' which succinctly depicts the "political" will of the Municipality on which persons (at the level of officials and elected persons) and how (per responsibility sector) are involved in the formulation and implementation of the "process" in the context of the project.

For example, the municipalities of Volos and Karditsa, as also emerged in the pilot run context, are municipalities with multi-year experience in designing and implementing local policies concerning Roma, having "knowledge" of the 'integration' principles of this population group as formulated at the national and European level and having been involved in initiatives and actions aimed at eliminating and combating stereotypes that are commonly associated

with this group. However, it should be mentioned that, as in many other municipalities that implement policies relating to this specific population group, the policies designed and implemented so far mainly concern the entire population of the local Roma populations without being visible the sex dimension therein. However, there are specific actions carried out before and oriented mainly to Roma women through the Medical Social Centres but also through programs (national and European), undertaken and implemented by both municipalities. Consequently, gender mainstreaming in the policies of Municipalities for Roma women can and should be the natural consequence of the experience and knowledge gained by the municipalities that have implemented programs and action plans in favour of the Roma population, as most of these policies become specialized in order to take gender, too, into account.

However, in order to have the desired specificity for the integration of gender dimension, in the context of proper preparation and organization, some necessary conditions in the internal and external environment of the relevant municipality are required. Such conditions are creating a strong interconnection network within the municipality (divisions and departments), or interconnection with agencies or NGOs at the local community level. In this way, the process of gender mainstreaming in local policies will have considerable scope in the local community but also a satisfactory range of consequences for Roma women.

As far as the Municipality of Karditsa is concerned and especially at the level of the Municipality internal functioning, preparation and organization in the context of pilot run start at the highest political level, that is the Mayor of Karditsa himself. Almost all the Municipality Divisions, such as the Divisions of Education and Culture, the Division of Welfare, the Division of Planning through the department of Education, Culture and Equality, the Division of Administrative Services and the Division of Finance are involved in the process in order to integrate, too, the appropriate budget in the Annual Action Programme 2013. Also involved in the preparation and organization are the Development Corporation of the Municipality of Karditsa, the Women's Centre of Karditsa (KGK), Private KEKs and Civil Society (NGOs) that have previously worked with the Municipality of Karditsa and have implemented programs for Roma. In the actions planned and implemented by the Development Centre of Karditsa and the Women's Centre of Karditsa, a Roma woman usually participates as mediator, whose role remains important in the preparation and organization as she is able because of her origin and training to function as an intermediary transferring the views of both sides and to work for the settlement of any disputes arisen. Under the project pilot run, the Municipality of Karditsa has utilized the expertise of one of its officials with long experience on Roma women issues.

In terms of preparation and organization, the start of "political and administrative route for gender mainstreaming» - under the aforementioned 'road map' - should be based on two axes so that preparation is complete. The first one concerns the involvement of the entire municipality as a political and administrative structure, and the second one relates to the wider operating environment thereof and the involvement of as many stakeholders as possible mainly from civil society. An important element for the "political route" is that political will should be formulated and expressed at the highest possible level (Mayor) and then diffused throughout the range of the internal structures of the municipality in order to engage all gender mainstreaming competent services into the policies affecting Roma women.

Two major components that must also be taken into account in the framework of preparation and organization is the European Charter for Gender Equality which a large number of Greek municipalities have signed as also the Municipality of Karditsa that has participated in the pilot run, and the second one is the creation of the Committee for Gender

Equality, which as institutionally provided for in Kallikrates as well, must already have been established and run in all the municipalities of the country. Both elements help turn political will into a commitment in the framework of the European Charter of Gender Equality principles and equality gains an organic functional area within the municipality. Of course, the aim is the Municipal Committee not only to engage in the field of the broader equality policies across the entire Municipality but also to undertake distinct actions for the promotion of equality in Roma women according to the Committee procedure rules.

As to the Municipality of Volos, preparation and organization is as follows:

A pivotal role is played by the Vice-Mayoralty of Social Affairs, Education and Culture, which supervises the Division of Welfare, which includes the Equality department. The same Vice-Mayoralty supervises the Municipal Committee for Gender Equality, which is active and in which there is a municipality official monitoring equality issues. The Vice-Mayoralty (through the competent Vice-mayor) has signed the European Charter for Gender Equality and the Welfare Division participated in workshops to finalize the action. The Planning Division of the Municipality which oversees the operational plan and recommends the annual action plan has included the costs for the low level pilot run proposed and already adopted. Consequently, in Volos Municipality, the issue of gender equality is vested with a decision of the Municipal Council, has been included in the Annual Action Plan and the appropriate funds have been allocated in the Municipality budget. Within the overall planning for Gender Equality, the target group, that is Roma women, is also included. In preparing and organizing, the Municipality of Volos has utilized its officials' expertise on Roma issues, as these were aware due to their long-standing activation of both the actual local government "landscape" and the general population of Roma (including Roma women) transferring and depositing their experience in the "field" and also expertise and specialization they have.

1.2. Specifying the vision and strategy

A. Creating gender agenda

The primary objective and foundation of the strategy for creating gender agenda in every municipality remains the development of its "capacity", from political and administrative view, for equal access of men and women in the operational planning, social policy and planning of activities, with particular orientation to vulnerable social groups both for the benefit of the target group (Roma women) and women in general. The vision must be inclusive social support to all citizens on the basis of both gender and the "special features" which may or "threaten" to put certain groups of people at the sidelines of society such as the Roma women. For example, the strategy for creating gender agenda under the project pilot run in the municipalities of Volos and Karditsa reads as follows:

The strategic goal of creating gender agenda continues to be the development of the capacity of municipalities, as political and administrative structure, for equal access of men and women in all social structures and services of Municipalities with particular orientation to socially vulnerable groups. Their vision as depicted and expressed in the piloting context is the social cohesion by reinforcing all citizens on the basis of both gender and the specific characteristics which "threaten" to put certain groups of people in the 'fringe' of society as for example the Roma women. Especially for the Municipality of Karditsa, gender agenda integration in the policy designed and implemented for Roma women, relates to designing, formulating and planning actions for Roma women to gain access to the following areas:

- Information
- Municipality services
- City social life
- Education
- Health and Welfare

As the concept of gender runs horizontally through the fields selected for creating gender agenda by the municipalities of Volos and Karditsa, the "specificity" of the particular ethnic group of Roma has been considered in the gender mainstreaming approach being under construction,, which mainly consists in the considerable difficulties experienced by this group at the social, economic and cultural level, where stereotypes and perceptions usually hold back any endeavour for "integration" of the group.

What has been documented in studies, surveys and analyses, is that the total Roma population shows a very low level of social integration, characterized by high levels of illiteracy, poor hygiene conditions, problems of municipal status etc. The female population can be seen as facing even more problems which significantly worsen the quality of life as it is forced to face a number of important issues that beyond the burden caused by the peculiarities of their community touch them personally. Namely, the greatest difficulty for Roma women is the lack of proper information on their rights, as well as that they do not know whom they may address to inside the municipality structures on issues that affect them (welfare benefits, health, employment etc). It has also been established that there is difficulty in having access to the municipality services not only due to "ignorance" but mainly because many times lack is observed in people sensitized and informed about the target group. The result is that Roma women feel isolated and constantly experience phenomena of exclusion. The main factors influencing the strategy designing for Roma women are two: The first relates to the community peculiarities (cultural, social) and the second one is the current economic climate that favours phenomena of exclusion and social degradation, marginalizing vulnerable social groups.

For this reason, the need to support and strengthen these groups is particularly important. In the piloting framework:

The Municipality of Karditsa, acknowledging the need arising from these issues for designing policies that take into account the gender dimension, intends to undertake specific initiatives for the horizontal integration of the gender dimension in the policies of the municipality, in order to achieve the most possible correction of "flaws" that exist and affect the relationship between the municipality (as an administrative structure) and the target group. At the same time, it aims to develop a new operational framework of the municipality, with a clear policy orientation to Roma women, where access to information and knowledge will be substantial and where actions planned for the overall Roma population should take into account the gender dimension.

As concerns the **Municipality of Volos**, creating gender agenda in the context of the policies designed and implemented relates both to the access of Roma women to the municipality's structures and services, and the strengthening of the position of the target group within the general equality policies of the Municipality to ensure equal access to employment for women from vulnerable population groups by reorganizing the reception and helpdesk services of the Divisions-Departments-Committees of the Municipality. For preparing the strategy, recording of the cases where gender dimension dominates is required as well as recording of the processes for filling gaps in the Division of Welfare. In addition, the Municipality of Volos has,

in the piloting context, focused on ensuring equal access to employment for women from vulnerable population groups, through reorganization of reception and helpdesk services of the municipality. The reason of this focusing was that women from vulnerable population groups experience double or triple exclusion from the labour market. One reason is reduced access of women belonging to those groups to LGs/OAED etc. In many cases also, women of these groups are illiterate, have no experience of contacts with public services or have difficulty making a decision because of patriarchal habits of their family. This differentiates successful or not helpdesk service provision to those women compared to men of the same category, and in the current economic climate this lack "forces" women to experience apart from other forms of exclusion, lack of access to "resources" that would help them to overcome the issues of poverty and marginalization.

But it should be realized that in order to achieve effective gender mainstreaming in local policies in the context of "understanding", a broader "mobilization" of forces is necessary in order not only to search but to utilize institutions, organizations, civil society and others which contribute to the integration of gender equality in the municipalities' policies.

As part of piloting and beyond this the Municipality of Volos intends to:

- Identify women's organizations, associations and other entities that include among their objectives equality of men and women or informal active groups.
- Look for the appropriate bodies in public administration which deal with issues regarding the promotion of Gender Equality.
- Utilize experts, individuals, academics or persons consensus dealing systematically with the issue.
- Collaborate with GGIF, the prime vehicle for institutional equality issues in Greece.
- Make partnerships with other municipalities to share expertise at both "political" and "administrative" level (LGs units/Municipal corporations with corresponding specialization).
- Utilize the internet (websites e.g. www.anthropos.gr)

B. What were the objectives?

Formulating the strategic goal of gender mainstreaming in policies designed and implemented for Roma women, requires to ensure the greatest possible educational, social, economic and labour integration thereof into the local community. For this reason, it is essential both the visibility of gender and the designing of specialized activities in the context of Gender Equality in the presence of Roma women:

Within this overall objective, the specific objectives set from both municipalities in the pilot run context were:

- Ensure the same service provision for men-women of vulnerable categories by providing remedial support to women (and men) with difficulties in understanding the procedures.
- Inform – sensitize elected persons and staff in the Municipality.
- Implement positive actions for Roma women.
- Raise awareness of broader society for Roma women.
- Identify and record the current status of the target group with documentation of reliable quantitative and qualitative data.
- Record the possibilities given by the institutional framework at local, national and European level.

- Identify and utilize best practices relating to Roma women at both national and European level.
- Coordinate and interface all the structures available in the Municipality in terms of social benefits, the committees involved in the social policy of the Municipalities and the Municipal Committee for Gender Equality.

The objectives set within the strategy, they should work towards the 'correction' of weaknesses and gaps being present in the municipality and relevant mostly to general services provided to all residents with emphasis on vulnerable social groups, which should be enriched with the gender dimension. Correcting these deficiencies shall aim to improve and strengthen the political and administrative structure of the municipality. In the long term, those goals are primarily regarded conformational as they aim at continuing training and sensitizing of the managers/employees of the municipality, in order to understand and treat correctly the needs and specificities of these groups and to work in their favour without any exclusions and stereotypes. Under piloting, the clear targeting in the long term is **the broader political and social commitment at the local level to change or transform institutions, behaviours, attitudes or other factors that do not promote Gender Equality within the general prejudices and stereotypes facing in overall the Roma population group.**

For both municipalities, the change-through-goals being pursued will be achieved by means of constant informing and sensitizing the population to education matters, free access to all levels of education and staying in them, implementing positive measures in favour of Roma women, training and educating the staff in municipalities and making aware the wider society of Roma women. Thus, through the objectives set, it is created a tight grid in which the municipality and local communities as well as Roma women can operate in order to have clear results.

1.3. Description and evaluation of current situation

A. Inside municipality

Description of current situation is necessary to assess the extent to which disadvantaged social groups are considered to be integrated in the municipality, or whether phenomena of social exclusion, racism and xenophobia are observed. It is also necessary in order to prioritize and assess areas that need immediate intervention, i.e. whether Roma women and their needs have been taken into account in the preparation of policies that the municipality plans and implements and whether they have been included in the operational planning even on the basis of the overall planning of the municipality for special population groups. To map precisely the situation as it prevails in the municipality, it should be clearly defined the context in which gender dimension is perceived both within the municipality, and in terms of the target group and the local policies that relate to the specific group.

Under piloting, description of the current situation starts as follows:

As far as **the Municipality of Karditsa** is concerned, the organizational structure and its structures were mapped in detail. What becomes clear from the organizational structure analysis is that for gender issues and particularly for issues of the target group, almost all Divisions are involved (as mentioned in the piloting preparation and organization step), but also many committees that have been established and operate in the municipality such as the Economic Committee, the Quality of Life committee, the Executive Committee, the

Consultation Committee, the Unauthorized Building Judgment jury of the Urban Planning Division, the Municipality Committee on the outdoor stationary trade, the Municipality Committee on the outdoor itinerant trade, the committee for resolving tax disputes in the year 2011, the Education Committee and the Social Assistance Committee.

As far as **the Municipality of Volos** is concerned, the "path" followed within the Municipality for the gender mainstreaming issue is briefly as follows: Vice-Mayoralty for Social Protection, Education and Culture, Division of Social Welfare, Open Elderly Care and Public Health Centres, Gender Equality Sector. Like in the Municipality of Karditsa, there are the following committees and groups: Municipal Committee for Women's Rights, Working Group on the implementation of the model system for gender equality integration in Local Government A' and B' grade.

A significant deficit occurring in many municipalities relates to the absence of data on what happens inside them, in terms of gender and equality. Namely, there are no data that would give an overview of the position of working women and the problems they face in the work environment of the municipality, the quota of men and women i.e. whether women and men participate equally etc. Also there is no record of the views of employees (men and women) regarding the needs of training and upgrading their skills, not also being present any suggestions or conclusions on how this situation could be changed or improved. Consequently, unless the municipalities change this image, no suggestions or conclusions may be formulated on how to improve some issues or whether municipalities may change approach as regards the integration of gender dimension in the organization and operation thereof. A second point showing a relevant deficit is that there are no data on how social policy of the municipalities specifically influences vulnerable social groups, in particular Roma women if existing within their area.

For example, in **the Municipality of Karditsa and the Municipality of Volos**, although actions are implemented for the entire Roma population, and also occasionally actions are undertaken in support of Roma women, there is no specific picture (methodology, quantitative and qualitative data) on how social policy and social interventions influence the specific target group. Thus, an important gap is established which must be covered in order to analyze the current situation. It is worth noting that a very important role for both Municipalities is mainly played by their legal entities such as the Development Agency of Karditsa, the Roma Support Centre of the Municipality of Volos, the Women's Centre of Karditsa, etc. These structures have carried out an important and essential work; they are staffed with trained personnel with significant experience and expertise. However, this knowledge does not seem to spread more widely in the community nor does it seem to have contributed to gender mainstreaming in the same municipalities regarding the target group.

Examples of such actions and social interventions for the Municipality of Volos are the following:

- **A four day film tribute on << Violence against Women >>** including information roundtables with expert speakers, in cooperation with the General Secretariat for Gender Equality (GGIF).
- **Creating Voluntary Psychological Support Group** along with legal support on issues concerning inter-family relationships.
- **Action with free examinations for the prevention of osteoporosis** in cooperation with the Greek Association for the Support of Patients with Osteoporosis, in which nearly 400 women have participated.

- **Continued benefit** to mothers of unprotected children.
- **Actions in favour of mothers** run by the municipal entities (e.g KDAP programs, KDAP-MEA, Nurseries funded via NSRF).
- **“Steki Gynekon”** (“Roma Women Hang-out”) in the Roma Support Centre of Aliveri.
- **ROM-UP Interstate program**, one of the main objectives being networking of Roma women in Europe.
- **Continued operation of the NSRF projects** for mothers (KDAP, etc).
- **ROM-ACT Program** for Roma and especially for Roma women with non-academic profile.

Actions under planning relate to the following:

- Start-up of a NSRF project (Roma Support Centres) through which actions to promote employment for Roma will be funded with emphasis on women and focus on social economy.
- Initiating actions for Employment via the TOP-EKO project of Volos. One of the actions relates to the creation of social partnership for recycling with 15 Roma women as target group.
- Creating Shelter for Battered Women in collaboration with G.G.I.F.

As to **the Municipality of Karditsa**, there is no specific information on the implementation of social policy for Roma women. There are data for benefits policy -which is common throughout the country - and is implemented by the Division of Welfare of the Municipality. There are also data on the school attendance of Roma girls, especially in primary education. Few girls go on to secondary education. But actions have been carried out pertaining to the social policy of the municipality, especially through the Medical Social Centres as well as actions undertaken and supported by the Development Corporation of the Municipality of Karditsa. Interventions have also been made by the Medical Social Centre of Karditsa, which began operating in 2008. The operator of the Medical Social Centre of Karditsa is the Development Corporation of Karditsa – L.G. Developmental S.A., which was responsible as the final beneficiary for the general supervision/coordination of the program through the department of social activities in close collaboration with the Municipality of Karditsa. The Medical Social Centre is staffed with trained scientific personnel. The effective operation of the Medical Social Centre of Karditsa has been based on the following key axes:

- Identifying the needs of the target population. In the first step taken place in the period 12/9/2008-10/11/2008, staff of the Medical Social Centre recorded the population residing in this specific period in Mavrika settlement. Processing of recording data has shown that families living in this area amounted to 135 and the total number of Roma in the settlement amounts to 623 people. (It is clear that these figures change because of the mobility of the population). The methodology for collecting data was based on filling in a questionnaire (with doorstep visits), which was adapted to the data and special characteristics of the target group.
- Preparing an action/strategy plan for addressing the needs - problems of Gypsy population. Addressing/meeting the needs of the target population was based on designing an organised Action plan. The Action Plan aimed to map the problems and engage the local, mostly, actors who deal directly or indirectly with Roma.

In **the Municipality of Karditsa**, interventions that are being carried out during this time are:

- Welfare Benefits policy.
- Supporting the Women Centre of Karditsa.

- Program for integrating Roma children in primary schools in the city.
- Implementing a program under TOP_EKO titled "Entos» ("Within").

B. The target group

As already mentioned there is a general deficit of knowledge regarding the needs and profile of Roma women. Although too many municipalities make plans for the entire Roma population, either through local Action Plans or through the National Integrated Strategic Plan for Roma, gender dimension does not seem "visible" in actions in favour of Roma women.

In the Municipality of Volos, the municipality structures provide and make generally easier the access of Roma population to care, welfare and health services. It is worth noting that in particular for the target group and under piloting stage it was established:

- The Roma Women in the region constitute the majority of clients of Social Service, the Roma Support Centres and the Centre of Mental Health.
- Difficulties are detected in processing requests of this specific category for reasons due to particularities of the group (illiteracy, special conditions resulting from the patriarchal function framework of the group).
- Difficulties are detected in access because of stereotypes on the part of the non-Roma/employees for the whole group and for the target group women in particular.

The issues that principally detain the target group pertain mainly to lack of awareness, employment, health, family, and housing. These issues concern the entire Roma population and Roma women in particular. As part of the pilot run regarding the knowledge about the target group, the Municipality of Volos depicted that it knows the national legislation concerning Gender Equality, as well as the respective treaties and resolutions (Amsterdam Treaty, the European Parliament Resolutions, Directives). Lastly, it's worth noting for the Municipality of Volos that local action plans (2010-2015) are being developed, which aim to support the employment of the Roma population and which take account of the gender dimension.

In **the Municipality of Karditsa**, there is no specific information on the implementation of social policy for Roma women. There are data for benefits policy -which is common throughout the country - and is implemented by the Division of Welfare of the Municipality. There are also data on the school attendance of Roma girls, especially in primary education. But it is worth noting that least girls go on to secondary education. There have been already mentioned the actions conducted by structures outside the municipality, however, like in Volos Municipality, there is knowledge of national legislation, resolutions and directives which however do not seem to have been integrated in the operation of the municipality.

C. Current situation in relation to the target group and local policies

It is settled principle that mapping existing status primarily starts with the collection of data in order to acquire the necessary awareness of the differences observed at the social, political, economic and cultural level as regards socially vulnerable groups compared to the other segments of the population. Data collection mainly concerns both the external and internal environment of the Municipality (as an Organization). Apart from the quantitative data, qualitative data are particularly important because they allow that the needs and deficiencies of the target group shall be realized and understood in order to design strategically targeted actions in favour of Roma women at both the national Roma mainstreaming policies and European mainstreaming principles and the general planning of the Municipality for gender dimension integration in its policies.

So, for example, according to the conclusions drawn from the analysis of data relating to Roma women during the project pilot run, the issues of concern to this group are mainly issues relating to key sectors and areas such as welfare policy of Municipalities (Benefits policy), health, education, employment and housing. These issues are identified as issues pertaining to the national policy for Roma integration and which relate to the overall support and empowerment of Roma women, which due to sex and origin may be subject to multiple discriminations, exclusions, violence etc.

A characteristic aspect emerged from the pilot run for both Municipalities, Volos and Karditsa, is that much of the information existing for the target group but also for the Roma population, derives from the operation of the Medical Social Centres, the legal entities of the municipalities and other organizations that have made significant work in both municipalities.

So for example, the Operational Plan of the Municipality of Karditsa (Axis 2: "SOCIAL POLICY, HEALTH, EDUCATION, CULTURE & SPORT") includes the following indicators:

- Number of seasonal hiring for implementing the actions.
- Number of Primary Health Care Structures established, upgraded, expanded and maintained.
- Number of Primary Health Care Structures/Total population.
- Number of sport facilities/Total Population.
- Number of cultural facilities and infrastructure upgraded, expanded, maintained.
- Number of actions to promote equality of opportunities carried out (per year).

These indicators, however, are not specific indicators (for Roma women). In addition, there seems to be no surveys relating to Roma women as well as no specific actions for Roma women by NGOs. On the basis of partnership principle, the Municipality of Volos develops significant actions with the civil society. Such organizations are the Association of Single Parent Families and the Social Shelter "Elliniki Merimna"

Lastly, no data are available in both municipalities for grants to the target group.

1.4. Selecting areas of action & priorities

The areas selected should be based on clear methodological criteria given that they have direct or indirect impact on the lives of women and men. Here it should be noted that the selection criteria of the areas should be based on two main pillars. The first pillar concerns the gender dimension and the substantive equality direction and the second one the specific integration criteria applicable – based on research, institutions and policies - to the target group/Roma women integration. At this point in particular, **methodologies, criteria and indicators have been developing for all fields and policy levels implemented by the Municipality**. Given that most areas exert direct or indirect influence on the lives of women and men, even those which at first glance seem minor, or neutral, the selection of intervention areas is often extremely difficult.

In the piloting context, the areas selected have arisen from sectors that are considered more "sensitive" (as defined by the Conference in Beijing) but also from areas/fields that are a priority in public policy disciplines as specialized policies (e.g employment, gender violence). There have been also selected areas where the municipalities of Volos and Karditsa, have experience in promoting gender equality, as for example in the area of employment and vocational training, in the establishment of custody and creative play centres for children,

information for women, supporting structures of gender equality, as well as those areas where the local government has responsibilities.

Consequently **both municipalities agreed under the piloting** that the areas/fields which are priorities for the target group and which were selected pertain to the following:

- Facilitating accessibility to social care services.
- Making aware the target group and the Municipality Officials providing services.
- Reducing domestic violence.
- Forced-early marriages.
- Participating in collective actions outside the Roma community.
- Employment.
- Multiple discriminations.
- Access to Education (the target group is lagging behind in relation to the group as a whole).
- Ensuring democratic principles and equal access to municipality.
- Promoting solidarity.
- Barriers due to stereotypes from services & the target group.
- Ensuring /Lack of information.

It is noteworthy that as regards the Municipality of Volos these areas are also part of horizontal interventions in the areas set out in the Operational Programme of the Municipality.

1.5. Gender Impact Assessment

Gender impact assessment is a tool or technique for estimating the impact from the gender dimension point of view which enables any person designing and implementing policies to take into account the various needs, characteristics and behaviours of men and women these policies address or pertain to (directly or indirectly). It is often used as a tool of monitoring, redesigning, on going or ex-post evaluation, setting criteria of evaluation of the impact of policies on gender. In this way, inequalities between women and men may be controlled with regard to:

- participation (e.g. distribution rate of men and women in the target group of the proposed policy or intervention, gender representation in decision-making centres, etc),
- resources (allocation of resources such as time, money, information, space, education level, use of new technologies, leisure),
- stereotypes and values that influence gender roles,
- rights (human rights, access to court system, participation in economic and social life).
- and how existing national and local policies may contribute to the promotion of gender equality.

1.5.1. Stage of drawing up and designing policies

The process of approaching impacts in gender integration issues in local policies is very important because in this way assessment of planned actions and their impacts may be done with 'security' for the benefit of the target group. An essential tool and starting point remains the European Charter for Equality, which is a useful tool for planning specific strategically targeted actions to promote gender equality in local society. On the basis of the

Charter and using as supporting tool the development of the methodology for the integration of gender dimension, the planning (designing) processes **aim at the formulation, implementation and evaluation of equality policies, so that men and women benefit equally from all policies and actions, at all levels and stages of the economic, social and political life**

As far as the municipalities of Volos and Karditsa are concerned, the process of approaching impacts in gender integration issues in local policies follows a "common path". It is worth noting that the planning processes in both municipalities, aim at the formulation, implementation and evaluation of equality policies, so that men and women of the general population of Roma benefit equally from all policies and actions at all levels of economic, social and political life of the municipalities and the local community. In the process of impact in gender issues are involved the legal entities of Karditsa and Volos municipalities (Development Corporation of Karditsa and Public Benefit Corporation of Volos), which have significant experience in planning and implementing projects for the Roma population and in the development of methodological tools to evaluate these projects.

An additional factor which is taken into account in the planning process for both municipalities is to combat stereotypes and exclusion experienced by the entire target group. Moreover, in the framework of the piloting, the planning processes aim at the designing, implementation and evaluation of policies orientated to Roma women on the basis of "integration principles" as formulated at the European and national level for the Roma population and which are followed in the OPD that has been drawn up and implemented at the national level and from which arise the national policies designed and implemented.

The Planning divisions of the two municipalities support & coordinate the creation of operational plans which include specific actions for gender equality and for the target group.

Consulting is a very important tool and should be used by all municipalities when deciding to integrate the gender dimension, particularly for vulnerable social groups in their policies. Creating a network of cooperation with civil society is also important. However, both municipalities always follow a consultation process which includes:

- Internal consultation between divisions.
- Internal consultation with the entities of the municipality, too.
- Consulting with representatives of the public, private, social and local government sector.
- Discussion-approval from the majority group.
- Discussion-approval from the Executive Committee.
- Presentation and approval by the Municipal Council.

The general directions of the two municipalities like in many other municipalities in the country follow the model of operational planning prepared by the Greek Association of Local Development & Governance (EETAA). In this context, the planning guidance of the municipalities of Volos and Karditsa includes axes for development/environment, employment, improvement of administrative capacity and improvement of infrastructure.

A common element in both municipalities' planning is that under piloting no systems and procedures allowing the evaluation of women needs were located in order to be taken into account in the planning.

The policy priorities in both municipalities as it were shown in the piloting are determined by the following parameters:

- Adequacy or not of resources - accessibility to financing.
- The suggestions and maturing of projects by the administrative mechanism.
- The demands of the local communities as expressed through public discourse in the media.

As regards the systems that have been developed by each municipality and allow the policymakers to assess their costs in relation to gender impact, the Municipality of Volos has said that demonstration of a system for monitoring social data in real time has been carried out by the Goteborg Municipality/Sweden. The system however is still unworkable. The Municipality of Volos is trying to create an ERP system, which is still in the process of securing resources and selecting systems.

Note that the Municipality of Volos has mapped the profile of the target group (mainly via questionnaires and interviews) but the Municipality of Karditsa has not developed any specific methodology that allows the evaluation of the needs of Roma women to be taken into account in the designing. What is aimed at in the context of piloting the planned action i.e. with the cooperation agreement between the two municipalities is to develop an appropriate methodology and to define precise indicators so that the needs of Roma women shall accurately be mapped and reflected and, moreover, the impacts of the proposed actions shall be evaluated taking into account the gender dimension.

1.5.2. The four (4) steps to gender impact assessment - G.I.A.)

Steps 1-4

Impact assessment from the gender point of view enables any person policymaker to take into account the different needs, characteristics and behaviours of men and women addressed by or related (directly or indirectly) to these policies. It is widely used in **legislation, policies and programs, action plans, budgets, reports and existing policies or services provided.**

Impact assessment is particularly important for designing policies and assessing the actions planned and implemented. It is of particular value when it pertains to important policies such as the migration one, which aims to integrate migrants, strengthen social cohesion and reinforce migrant women position in the local public area.

As part of the piloting, the proposed action to be assessed is the following:

Signature of a cooperation agreement for the exchange of experiences and good practices between the municipalities of Volos and Karditsa in order to develop local Action Plans with a view to promoting gender equality with special focusing on Roma women (Creation of Covenant). Under the Cooperation Covenant, Local Plans (a Local Plan for each city) are to be established and specific actions and budgets to be incorporated in the annual plans of Municipalities (actions, amounts). As part of the piloting: The objective was to improve the accessibility of Roma women in social care services of municipalities. The planned action takes account, not least because of the experience of the two municipalities, of the needs that exist for specialized designing with tools that will be able to provide tangible and measurable results for planned policies regarding Roma women.

The qualitative and quantitative elements which influence the action relate to the results of older interventions and policies but which cover the entire target group of Roma and some of them only piecemeal actions. In this context it has been established:

- **Lack of access of Roma women in education** (the majority of girls do not go to school or go up to the 3rd grade of primary unlike the Roma boys. The result is reduced access of Roma women in information, regulations, rights etc of the social support services of the Municipalities.
- **Lack of access of the target group** to the structures of the municipalities due to stereotypes of the Municipalities' employees reproduced for the persons of this category addressing to the municipal services.
- **The "estimates" of parents and teachers** who set as objective for the girls to "attend at least 2-3 primary classes. This results to increased illiteracy for girls and adult women.
- **Quantitative data**-measurement based on quantity. There are recorded and examined quantitative data relating to a set of parameters such as the number of requests by gender, the final number of participants and leakage by sex, participation in the services provided by sex etc.
- **It is established that the majority of Roma** citizens addressing to the social services are women (about 80%).
- **Only few girls may be seen among nursery schooling children.** $\frac{3}{4}$ of nursery schooling students are boys (data 2010).
- **Only 1/16 of the children** enrolled in high school are girls (data 2010).

Any planned action must take account of the effects that would result. Thus, for both municipalities, the impacts expected to occur concern both the target group and the municipalities themselves as administrative structures.

Generally there is located a lack of confidence in the target group, because of being unaware of their rights in relation to municipalities, incomplete information, unequal access to services, health problems, etc., all above found to be proportional in relation to both the total population of Roma, but also to the sex as a subset of the overall Roma population. Similarly, municipalities are marked by a reproduction of stereotypes against the target group, lack of knowledge about the needs of the target group, lack of special skills to properly address the target group and to facilitate their access to the structures of Municipalities.

By educating and informing the staff of the Municipalities and at the same time by informing the target group, the effects expected to occur are for the benefit of the target group and the municipalities themselves and their services. Especially for the target group, strengthening of "confidence" is expected to occur in order to claim equal access to the structures of municipalities and their rights. It is also important to gain access to knowledge and information about what happens inside the Municipality and to whom they can address for their requests. As regards the services, respectively, effects are expected to function against the feedback of stereotypes about the role of Roma women.

Under this action, the indicators to be used to measure the success of the action are the following:

Quantitative indicators:

- Number of women / employees trained.
- Number of men and women beneficiaries of the services provided, etc.

- Improvement in the number of women attaining a successful end result in their cases/requests.
- Shortening of time in processing the requests.

Quality indicators:

- Improvement of self-esteem indicator of Roma women as to the services.
- Improvement of confidence indicator of Roma women to the services.
- Improvement of processing difficulty indicator as regards requests of Roma women.

The results sought to be achieved through the objectives set are:

- Shortening of time for processing the requests.
- Increase of cases closed successfully.
- Lower number of women addressing to Roma Support Centres to support access to services.

1.6. Preparation of Action or Intervention Plan

Following the gender impact assessment or evaluation of results from the implementation of the municipality policies, an action or intervention plan is prepared through which recording of the purpose, objectives, indicators, expected results, team target and beneficiaries, expected benefits for the target group, planned actions, budget planning, establishment/utilization of financial tools, timetable and persons in charge is carried out. The collection of the above information shows what is desirable to be achieved and the areas in which priority is given in order to take into account the gender dimension and promote gender equality.

Operational or action plan is a document of agreed principles and roles which operate on the basis of strategy and objectives set for its preparation. The operational plan is considered very important because it serves as a context of reference of coherent and targeted actions, allows monitoring the implementation of the actions of the municipality to vulnerable social groups and moreover may serve as a tool for searching funding opportunities. Most operational plans that have already been developed by the municipalities include very general references to vulnerable social groups and without specialization. For example, the word 'Roma' appears in many operational plans as a "special population group" without further specification of the objectives at the local level. Furthermore, all operational plans stress the need for strengthening social cohesion and inclusion but without explicit reference to actions or on how the aforementioned will be achieved.

The prerequisites for the establishment of an operational plan relating to vulnerable social groups are:

1. Translation of measures and objectives into actions.
2. Brief description of the action plan and what services of the municipality may be involved.
3. Who is responsible for its implementation or which are the major players (Key Players) in its implementation.

The operational plan refers to both actions of broader development of the municipality and actions of internal development. It can also refer to actions of Social Policy with Developmental Targeting. Thus, in the context of the pilot run, the action plan which has specific steps is structured as follows:

1. Purpose

The Action Plan pertains to the signature of a Cooperation Covenant between the municipalities of Volos and Karditsa, its strategic objective being the holistic approach by the two municipalities to the needs of the target group. In this framework, needs and deficiencies of the target group are to be met by improving the services provided by the two municipalities in order to be 'visible' the effects of the proposed action both for the benefit of Roma women, and the municipality itself but mainly for the benefit of the local communities. This holistic approach under the planned action is based on three main pillars:

- Strengthen capacity and ensure equal access of Roma women to social support services and structures of the Municipalities.
- Improve the capacity of public administration as reflected in the organization and operation of the two municipalities in managing the needs of vulnerable groups including the gender dimension.
- Establish a Local Action Plan on Social Inclusion of Roma incorporating the gender dimension.

Over these strategic pillars and under the pilot run of the planned action the following objectives have been set:

2. Objectives

- Declaration within the municipal councils of the cities of Volos and Karditsa of political will to improve the administrative capacity of local authorities to Roma, exchange of experiences and best practices and recognition as a distinct need to take measures to ensure accessibility of Roma women to services of the municipalities).
- Ability of Roma women and the broader Roma population to carry off their requests with their own strengths.
- Reduction of contact points with the services for carrying out a request.
- Evaluation and assessment of the proposed set of actions from the standpoint of impacts taking into account the gender dimension.
- Optimum utilization of available resources for the Roma in the region.

3. Indicators

The proposed indicators in the pilot run are:

Quantitative Indicators (indicative)

- Response time to the requests of Roma women.
- Number of supportive actions necessary to process a case.
- Local Action Plans/Guides of services.
- Joint Resolutions on the subject that incorporate the principles of equality and equal access

Qualitative (indicative)

- Assessment of services on a 5-grade scale.
- Assessment of incident difficulty on a 5-grade scale.
- Diversification of kind/category of requests from women in relation to men.

4. Expected outcomes

- Improving the capacity and accountability of local government in designing social and other policies for specific groups of women such as Roma women.

- Improving the image of Roma women from the services and the community to which they belong by combating the stereotypes and embedded perceptions and attitudes for the target group.
- Improving the administrative capacity of the two municipalities by reducing the response time to requests made by the target group.
- Improving the administrative capacity of the two municipalities by increasing the requests of the target group processed and carried off.
- Finding resources for improving services.
- Underlining the value of democratic principles and fundamental human rights that promote gender equality.
- Enhancing the role of the municipality as "active citizen" through activation of civil society.

5. Target groups/ Beneficiaries

- Roma generally addressing to social support services of the two municipalities.
- The Roma women in particular who are the vast majority of Roma requesting.
- The officials and employees of the two municipalities that provide social support to Roma.

6. Expected benefits for the target group

- Improvement of life quality.
- Improvement of service provision conditions on the part of administrative mechanisms.
- Improvement of Roma image and lifting of existing stereotypes-beliefs.
- Improvement of accessibility of Roma women to services.
- Justice and equality by promoting and supporting the rights of women to live and exist in conditions of dignity and equality.
- Facilitating access of Roma women in total to information and support services.
- Strengthening the target group and configuring a "positive identity" of the Roma woman to be able to feel that they may find support, counselling and strengthening through the structures of the two municipalities.

7. Planned actions

The planned actions relate to Roma women and include:

- Publishing information leaflets relating to Roma women addressed to the services and the general public.
- Training officials and employees in the management of requests of vulnerable groups (what it is provided for, which are the community guidelines, res judicata and recommendations of the Ombudsman, roles and status of women in the Roma society).
- Training of Roma women from the Roma Support Centres in collaboration with the services (reference point "Steki Gynekon" of Volos, role playing, strengthening by the mediator of the Roma Support Centre). The process is also open to Roma men, if they wish so.
- Periodic assessment and evaluation of the program and suggestions for any corrections, the services and representatives of beneficiaries included.
- Creation of Action Plan for social inclusion of Roma involving throughout the gender dimension.

8. Budget planning - Training / Utilization of financial instruments

As far as budget planning is concerned, the municipalities of Volos and Karditsa have secured resources from the annual action plan of the municipalities for planning and implementing awareness-raising and information actions for the target group. Resources have also been secured from NSRF funds for the operation of Roma support centres since 1/1/2013 to provide additional support. Financing of service consulting operations (ROM ACT Program) on Roma issues with emphasis on education of, especially, Roma girls has been secured. Utilization of the pilot OP of the Administrative Region of Thessaly for Roma (cities of Volos and Karditsa). Own Resources of LGs. Opportunities for training with funds from the central government. NSRF (administrative reform programs, human resource development programs, etc.)- Roma Support Centres. Pilot project of Thessaly AR for Roma. European Committee, e.g programs such as Life Long Learning and Grundvig).

9. Timetable

1st Phase (1/2013-12/2013). Recording – publicity, awareness-raising – organization of seminars for staff – supporting functions from the Roma Support Centres with emphasis on self-handling learning - Action Plan.

Phase B (1/2014-12/2015). Implementation of an Integrated Action Plan carrying incorporated the gender dimension.

10. Bodies in charge

- The bodies responsible for designing the plan in the Municipality of Karditsa are the Planning Division, the Vice-Mayorality of Social Protection/Welfare Division, the Karditsa Women's Centre and public benefit or other corporations of the Municipality which operate Roma Support Centres. The bodies in charge will give guidelines for the implementation of the action plan and monitor its progress.
- The bodies responsible in the Municipality of Volos are the Planning Division, the Vice-Mayorality for Social Protection/Welfare Division and other municipal bodies operating Roma Support Centres.

Moreover, the monitoring process in the Municipality of Volos is as follows:

1. Body in charge

The Volos Municipality Equality Committee is assigned to monitor the implementation. Coordinator of monitoring activities may be the Vice-Mayor for Social Affairs, Education and Culture who reports the results to the plenary of the Municipal Council

1.7. Implementation of the Action Plan

Implementation of the planned policy interventions may be achieved in various ways. In any case, the process to be followed within the municipality for the proposal submitted on the integration of the gender dimension to be accepted should be known and clear which requires the formulation and implementation of specific actions that move both along the axis of the municipality political decision and the axis of the administrative route within the Municipality. The actions need to be very specific and to "translate" the action plan effectively from text of principles and guidelines into workable energy.

The implementation of the planned intervention policy in the municipalities of Volos and Karditsa concerning the establishment of a 'cooperation covenant' between the

municipalities of Volos and Karditsa, designed to develop actions for policies relating to gender mainstreaming, with emphasis on the vulnerable social group of Roma women, can be achieved on the basis of the following steps:

- Establishment of cooperation covenant, according the following procedure:
- Integration of the cooperation covenant to the competent Vice-Mayoralities and Municipal Committees for Gender Equality, whose operational planning for the gender dimension is a clear direction of policy-making of each municipality.
- Convening the Municipal Councils of the two municipalities in order to approve this Covenant so that it shall be a political decision.
- Following the agreement of both parties and the joint signature of the cooperation covenant, the latter is presented to the Municipal Council for its members to be informed and is posted on the website of the municipality, the Vice-Mayorality and other websites (e.g websites of migrant associations , women's NGOs, etc.).

1.8. Monitoring and indicators for monitoring

Although the time period of the pilot run has not allowed monitoring the fulfilment of the aims and objectives and the implementation process, the two municipalities have identified indicators for monitoring and evaluation and have developed a plan for disseminating results and publicity actions to monitor actions. Monitoring of implementation of the action plan or intervention is carried out at two different levels. One level concerns monitoring the fulfilment of the purposes and objectives, while the second concerns monitoring the implementation process. Both levels require setting objectives and developing indicators measuring progress in achieving the objectives.

Monitoring process is considered very important as it allows continuous recording of the evolution of the action mainly in terms of targeting and achieving results. It is also important because:

- Allows identification of lacks, needs and gaps that occur in the implementation of the action with a view to properly being adjusted.
- Helps formulate proposals to address them.
- Contributes to the improvement of the action plan, through adjusting the objectives that experience difficulties in their implementation.

Action monitoring in the Municipality of Karditsa provides for the following steps:

1. Body in charge

The responsible bodies for monitoring the implementation of the action plan are the competent Vice-Mayor, an official of the Municipality of Karditsa, an official of the Women's Center (to be appointed for this object). Please note that due to operational problems of LGs during the piloting implementation it was not possible to identify the names of the specific persons in charge in the Municipality who will monitor the implementation of the Action Plan. In all cases, however, the persons in charge will give guidance on the implementation of the action plan and will monitor its progress.

2. Participation of related bodies and experts

Related bodies expected to participate are the following:

- Women's Centre of Karditsa.
- Medical Social Centre.

- Municipal Committee for Gender Equality.
- Division of Social Policies and Public Health of Karditsa Municipality.
- Planning Division.
- Experts.

3. Timetable

From 1st/2013 to 12th/2013.

4. Tools

The tools to be used to record the observations for the monitoring of the action plan are:

- Questionnaires.
- Statistics and indicators. Measurable and qualitative indicators, comparable in time representative. Indicators of checklist. Indicators based on statistics and requiring specific forms of data collection.
- Data recording/reports.
- Response time to requests (Base: Average of current situation).
- Number of supportive actions that need to process a case.
- Local Action Plans/Service guides.
- Joint resolutions on the subject that incorporate principles for equality and equal access.

5. Mechanisms

Regarding the monitoring of progress of the action plan, the mechanisms to be developed are:

- Periodic reports and reviews.
- Convening of the Councils of the two Municipalities for reasons of information and assessment of the action plan development.
- Frequent meetings with people of the target group.
- Creation – via Internet – of a system of management of citizens' requests and strengthening of dialogue with women's organizations and NGOs.
- Sessions.
- Fairs.
- Participation intermediate-mediator from the Roma group.

Like as in the Municipality of Karditsa, the monitoring process in the Municipality of Volos includes the following steps:

1. Body in charge

The Municipal equality committee of the Municipality of Volos is assigned to monitor the implementation. Coordinator of the monitoring work may be the SAEC Vice-Mayor who reports the results to the plenary of the Municipal Council.

2. Participation of related bodies and experts

The Municipal Committee for Gender Equality, by decision of the Municipal Council, may include:

- Staff members from the Planning Division,
- The Division of Finance.
- Officials from Roma Support Centres.
- Representatives of women and Roma organisations.

- Probably an expert, representative of the University of Thessaly, with the appropriate competence.

3. Timetable

- Throughout 2013 (pilot run in the annual action plan of the Municipality of Volos).
- At least three months after the expiry of the implementation for checking and evaluating the duration of the improvements made.

4. Tools

- The Municipality of Volos and the Public Benefit Corporation are certified by ELOT/ISO regarding the managerial competence of its services in implementing projects.
- In the context of the quality system, forms and procedures are provided for monitoring the projects.
- Forms and modifications proposed for this task:
 - Insertion of a box for the Gender in the forms of the Volos municipal services to allow valuation of effects in the future based on the gender/in a dynamic way
 - Questionnaire of attitudes and perceptions for a Form of evaluation of services ("customer satisfaction" before and after action
 - the gender/Roma women group addressing to employees with a view to identifying the gaps of information, training of municipal employees.

5. Mechanisms

- Quarterly monitoring committee.
- Quarterly report.
- Final result report to the Municipal Council.
- At least two meetings of the Vice-Mayors of Volos and Karditsa regarding the progress of mutual transfer of successful experiences.

1.9. Evaluation and indicators for evaluation

Once wrapped up the monitoring process, namely the monitoring of actions and interventions implemented by the Cooperation Network, evaluation follows. This stage helps to develop good practices and formulate proposals with a view to improving similar prospective initiatives. The three levels of evaluation include:

1. Evaluation of objective achievement degree.
2. Evaluation of results and impacts.
3. Evaluation of process designed and followed.

In the framework of the **Karditsa** pilot run, evaluation is as follows:

1. Evaluation criteria

- The competent Vice-Mayoralty and the other «involved» bodies or divisions are the ones to set the criteria for the implementation of the action during the evaluation process. The criteria set are:
- Priority is given to the following areas:
 - α) Awareness-Sensitization.
 - β) Ensuring equal access.
 - γ) Lifting stereotypes.

2. Bodies of evaluation

- The information provided by the competent Vice-Mayorality. The bodies that have the necessary expertise – KGK, ANKA, IAK – treat with the assistance of a gender expert the material collected during the monitoring of the action.

3. Bodies in charge

The responsibility for carrying out the whole evaluation is upon the competent Vice-Mayorality.

In the alternative, the responsibility is upon

- Women's Centre of Karditsa.
- Medical Social Centre.
- Municipal Committee for Gender Equality.
- Division of Social Policies and Public Health of Karditsa Municipality.
- Planning Division.

4. Timetable

Evaluation of the action plan will take place in 1st quarter of 2014.

5. Tools

The tools to be used to record the observations in order to evaluate the action plan are:

- Questionnaires.
- Statistics and indicators. Measurable and qualitative indicators, comparable over the time, representative. Indicators of checklist. Indicators based on statistics and requiring specific forms of data collection.
- Data recording/reports.
- Indicators (quantitative and qualitative).
- Reports.

As regards the Municipality of Volos, the evaluation is as follows:

1. Evaluation criteria

During the evaluation process, the criteria set for the implementation of the action:

- Allow the identification of barriers and gaps in the implementation of the action plan.
- Help in the formulation of proposals to address them.
- Contribute to the improvement of the action plan through its adjustment in the event that there are problems in its implementation.
- Contribute to feedback between the officials implementing the Action Plan and the target group.

2. Evaluation bodies

The Municipal Equality Committee should capitalize on the experience and observations arisen from the project. Staff mechanism should also capitalize on knowledge and experience towards Gender Equality, to be able to propose and to be developed in the logic of gender mainstreaming in public policies to this direction. Finally, all stakeholders (municipality) should submit their views on how they perceive / evaluate the run. So, depiction of the evaluation bodies is as follows:

- With the participation of all stakeholders in the enlarged Monitoring Committee.
- By assigning an external evaluation.

- From the LG services (Welfare Division).
- In the alternative, the Public Benefit Corporation of the Municipality of Volos by sampling beneficiaries as regards the evaluation of services.

3. Person in charge

The employee/official of the Vice-Mayoralty for Social Affairs entrusted with promoting gender equality in the Municipality of Volos.

4. Timetable

Quarterly assessment of progress by the Monitoring Committee. After the completion of the annual program, once every three months (total: 15 months).

5. Tools

The tools to be used to record the observations for the evaluation of the action plan are:

- Questionnaires (structures, semi-structured, open-closed type questions).
- Statistics and indicators (measurable and qualitative, comparable at the time and representative).
- Data recording/reports.

1.10. Dissemination of results and publicity actions

Dissemination of results and publicity activities are the last step in the integration of the gender dimension in the policies planned and implemented. Nevertheless, any concerns and publicity activities should be incorporated in all stages of the project. During the pilot run, no publicity actions were developed but a clear framework was established for the disclosure of the proposed action and the diffusion of knowledge and impact resulting from this.

So, for the Municipality of Karditsa, an employee of the Karditsa Women's Center in collaboration with an employee of the Education, Culture and Equality Department of the Municipality of Karditsa are appointed as responsible for the action publicity activities. The publicity activities include:

- Information days, thematic meetings or other events.
- Press releases/communications.
- Promotion of good practices.
- Interviews to local media (print and electronic media, radio, TV).
- Production of information material (laws, studies, etc)
- Information to competent bodies and detailed description of the actions of the Action Plan.
- Information to the Municipality staff and detailed description of the actions of the Action Plan.
- Information to the direct beneficiaries (immigrants who have suffered violence).
- Information to the local community (bodies, organizations, NGOs, etc.).
- Information day for the general public of the city
- Thematic meetings for raising awareness of experts with officials of the municipality.
- Production of printed material.
- Production of electronic equipment.
- Press conference.
- Radio spot.

- Maintaining a column in the local press with issues related to Roma women to raise awareness of the local community.
- Promotion of good practices with the participation of Roma women.
- Handy manual including the most necessary information for Roma women.

As regards **the Municipality of Volos**, a staff member of the Vice-Admiralty for Gender Equality is appointed in charge. The publicity activities of the Municipality of Volos for this action plan relate to:

Events

- Meetings of the ad hoc monitoring committee.
- Presentation of results to the Municipal Council of Volos Municipality.

Production of printed and electronic material

- Creating a page on the Municipality website and the Public Benefit Corporation for equality issues with references to legislation, any good practices, etc.
- Press releases (at least 4).
- Four progress reports.
- Manual with simplified legislation data for Gender Equality and accessibility addressing the employees.
- A brochure promoting positive images of Roma women.

MEDIA

- Sufficient number of interviews to the local media (Vice-Mayorality of Social Issues-Education-Culture).

Other actions of publicity and information dissemination

- Presentation of best practices at the LG level from Greece and the EU for promoting Gender Equality matters and facilitating accessibility (Voluntary Agency of M.V./ Roma Support Centres).
- Publishing quality reports.
- Information material.
- Interim project report.
- Final project report.
- Report of attitudes and perceptions of the services for Roma women (Vice-Admiralty).
- Report of assessment of the services from Roma women ('Steki Gynekon' of Women's Support Centre of Aliveri).

Specification of publicity actions

A) Making aware the competent municipal bodies

- Preliminary actions. Meetings of officials in the proposal implementation phase.
- Electronic information by email and posting of the available material on the Website of the Municipality/Public Benefit Corporation.
- Information (recommendation and reports) to the Municipal Council members.
- Work of the Municipal Committee for Gender Equality.

B) Making aware the Municipality officials

- Information by email about the program (Divisions of Volos Municipality, Public Benefit Corporation KEKPA-DIEK, NPDD DOEPAP-DHPEΘE, Development Company ANEBO).
- Workshop of Municipality and Legal Entities managers. Information about the program, the European Charter for Gender Equality signed by the Municipality, the obligations arising therefrom and giving encouragement to see the whole affair with strategic targeting and not as a piecemeal action/project.

C) Making aware the local municipal communities

- Establishment of mailing list (e-mail) for information.
- Elected persons and decision-makers.
- Agencies involved in the Monitoring Committee.
- Opinion leaders of Roma community (three local clubs).

D) Making aware the direct beneficiaries

- Information to the three clubs in the area (separately to each one).
- Information to the women of the Steki Gynekon of Aliveri.
- Available information (leaflet) to (mainly) literate beneficiaries of social care services.

E) Making aware the local society

- Information about the signing of a cooperation covenant between the municipalities of Volos and Karditsa for exchanging good practices on equality-accessibility matters of Roma women to social care services.

Budget

- The publicity budget is 5.000 Euros, which will be disbursed from the Annual Action Programme 2013 for the promotion of equality and awareness. In addition, there is the option of making available up to 1.000 EUR from the NSRF program "Roma Support Centres" (2013).

2. FINDINGS, CONCLUSIONS & SUGGESTIONS

2.1. Findings and conclusions

The process of mapping the political will and the methodology of ten (10) steps for gender mainstreaming, in relation to women with disabilities in the municipalities was an interesting experience, with several findings and recommendations that could be of value either at the organization or at the methodology level, or relating to the actions and/or policies of the municipalities, the ultimate beneficiary being the Roma women.

What has been evident from the pilot run is on the one hand the political will of both municipalities to engage in targeted policies that transcend the boundaries of municipalities and reach larger geographic regions (Thessaly region) and the knowledge and experience of the two municipalities for the total Roma population present in their territory. The actions which the municipalities have undertaken in the past allows them insight and understanding of issues relating to specific groups but also knowledge of inclusion principles relating to the general population of Roma.

Under the piloting, it was also established the basis so that this knowledge shall be a common reference of the two municipalities with the signing of the cooperation covenant and the Covenant shall be specialized in the context of a clear strategy and objectives that are primarily based on the training and information of the officials, employees and elected persons of the municipalities thus fighting the aforementioned pathogenesis.

Roma women constitute a dynamic population group which, however, is not satisfactorily approached at the level of actions or strategy at the local level. From the above analysis it is understood that the first and main objective of policies at the local level for Roma women should be pursuing the enjoyment of the civil and political rights on equal conditions, as active members of society and therefore, their effective and practical social inclusion. This is "easier" to be achieved at the local level as the nearest point of administration to the citizen. At the individual consideration of their effective and active social inclusion, it is sought and ensured respectively, enjoying decent living on the basis of the minimally acceptable standards and requirements, the unrestricted access to social goods and services and the equal participation in state structures and institutions, resulting, thus, to the intended equitable integration and inclusion of the group in the broader society and the elimination of those components that contribute to the manifestation of social exclusion and poverty phenomena. From the development of the parameters that make up the concerns of the target group, it is evident the need of specialization of the Roma women integration strategy in sectoral policy priorities, which are associated to the most important problems relating or leading to social and state exclusion experienced by Roma women while attempting to lift the blockade per policy priority sector. A first important step at the local level is to perceive the strategic priorities in the context of the efforts made by the municipality for proper planning and development and a fair and equitable social policy on the basis of a systemic, and (systematic) approach of the issue, where the term "systemic" briefly means the intersectoral and multidisciplinary approach to social exclusion events.

A very important element that emerged from the pilot run is that if Roma women are actively involved in the integration processes (based on the principle of mutuality with the municipality), then the policies to be designed will take into account their needs and requests so that the maximum possible benefit may be drawn for them.

Within the current hard economic environment it is consequently important that in the framework of the pilot run the gender dimension in policies affecting Roma has stood out, the latter experiencing deep-rooted perceptions and stereotypes. It is also important that what was perceived in the framework of pilot run is that the Municipality itself, as a body of expression of policies for social support and cohesion, should change its attitude and perception. So not only integration of these groups may be achieved taking into account the gender dimension, but also strengthening – better cohesion of the local society, empowering those teams and combating the causes of social exclusion and stereotypes.

2.2. Suggestions

From all the above it is evident that will and policy designing for Roma women are very important. The concept of integration is particularly important for the specific target group as this group suffers multiple discriminations and is literally on the sidelines. The pilot run has highlighted the problems but also the efforts made by the legal persons of the municipalities and their employees. Certainly, what has also emerged is the "tragic" situation of Roma women that suffer multiple discriminations and exclusions (both because of gender and origin), with the simultaneous presence of many other major problems such as housing,

health, employment, education. In this context the decisive role of local government emerged which, when the necessary political will exists, may develop forms of integration of Roma women both in social policies, and on the basis of the general principles of integration of the Roma population (arising from the national and European reference framework), which may act as a model and help to ensure "success for all" that is for the benefit of migrant women, the municipality and the local community.

The project results have highlighted important issues relating mainly to Roma women both in terms of the gender-based dimension of 'multiple exclusion' experienced by the particular group and the individual issues concerning Roma inclusion policies at the local level. The suggestions involving Roma women pertain to the following dimensions: a) Development of Political and Administrative Capacity of Municipalities b) creation of methodological tools for the Roma Women profile (databases, quantitative, qualitative data) c) sensitization of the municipalities' staff and the local communities D) networking and cooperation with institutions, local authorities and civil society E) interventions in areas related to Roma woman and also in areas that contribute to the integration of Roma women in the local society F) training on Gender issues and policies of Roma women integration.

A) Development of Political and Administrative Capacity of Municipalities

Development of political capacity of Municipalities starts primarily on political will at the level of elected officials and the municipal authority, the latter's contribution to the development of policies for the integration of the target group being particularly important as it highlights the political decision of the municipality to design and implement policies in favour of Roma women. It is the starting point given that Will is translated into "Decision" and decision into an administrative route as it is diffused within the municipality with an impact on the local community. Important elements are the administrative capacity of municipalities whose development is quite necessary in order to meet the needs of the target group. An important element that emerged from the piloting is the organization of the municipality's structures for the benefit of the target group but also for the Roma women to know where they should address to meet their needs. For this reason, a "road map" should be prepared to depict in detail the route followed in the internal and external environment of the Municipality, so that actions may be a vital and essential part of the policy of the Municipality and to activate those mechanisms which will allow diffusing of knowledge and information to the local community. Another important point, as emerged in the context of piloting, is the creation of a strong local team from the municipality and its legal entities which will be able to promote the Roma women issues based on their needs and deficits mapping and will identify weaknesses in terms of the Municipality mainly in issues of Roma women accessibility to its services. The local action plans as mentioned above also work in that direction as they contribute to the formulation and implementation of strategic actions that "involve" all important "players" at the local level, highlight the political and administrative capacity of municipalities and combine the framework of Roma women integration principles at national and European level, with individual local policies.

B) Methodological tools

An important element that is necessary in the formulation of migration policies at the local level is the development of methodological tools that will give a clear picture of the target group. Databases are required with quantitative and qualitative data that will capture the full picture of the target group not only numerically but also in terms of quality elements (abilities, skills, knowledge and issues of concern) so that the actions planned shall be targeted

and specialized to take into account the needs, peculiarities and the information needed to draw up policies for Roma women on the basis of documented data. The methodological tools will also help in avoiding generalizations regarding the target group (e.g, analysis of needs, issues of Roma women concern) and in ensuring that policies at the local level will be aligned with national and European policies.

C) Sensitization of municipality staff and the local communities

Sensitizing the total staff of the municipality (and not just those specifically dealing with the issues of migration and gender equality), is a necessary prerequisite and condition for diffusing the gender mainstreaming political decision in policies planned and implemented by the municipality, so that "political path" also become "management path" and Roma women benefit from the municipal administrative structures and social policies. Sensitizing also helps the strengthening of Roma Women as they gain access to information about what the Municipality is doing and how they can benefit therefrom so that they shall not feel cut off and dependent on others but shall work independently on the basis of their needs and capacities. Sensitizing the local community is also very important because as the citizens gain information, get aware and are "trained" about the actions planned by the Municipality become "participants of knowledge" resulting from these actions and thereby social cohesion and empowerment are promoted.

D) Networking and cooperation

Creating strong networks of cooperation as emerged in the piloting context is very important. Partnerships at municipalities' level create a new field of cooperation in local government where good practices are exchanged and the expertise acquired by a municipality can be a policy tool for another municipality. Exchange of experiences and expertise between municipalities can be of effective assistance so that identification of the different needs and deficiencies shall be the subject of development and specialization in specific strategic priorities, at a larger "spatial range" and with greater benefits for Roma women. Cooperation with civil society is particularly important at the local level as the benefit level of planned activities is maximized, initiatives are developed, larger sections of the local population are sensitized and the municipality stands out as an "active citizen" which brings together the local community as a whole. Finally, cooperation with institutions is considered very important as municipalities gain access both to knowledge for policies drawn up at the national and European level while they may also get informed of actions planned and implemented at the central level (at the central governance level) and which can be "transferred locally". Consultation with all involved bodies is important to ensure that the planned interventions and action plans take into account all the parameters with larger and more significant effects in favour of Roma women.

E) Intervention sectors (Gender mainstreaming and action fields for Roma population integration)

As emerged from the pilot run, the selected fields for designing and implementing measures for Roma women are not only compatible to the principles of Beijing (see Appendix – Methodology of 10 Steps-Intervention Areas) as formulated but they also constitute topical fields on the issue of gender and local policies interconnection. Areas which fall into the integration principles of Roma population (housing, employment, health, education, etc.) with appropriate coupling to the areas of interventions for gender mainstreaming may work not

only positively but also with significant effects for the benefit of the target group. The issue, for example, of the high illiteracy rate among Roma women excludes them from access to and knowledge of structures and municipal divisions and leads them into "dependence" on others without their participation. In those areas which EU lays emphasis on, targeted interventions on the part of municipalities should take place.

F) Training in gender issues and integration policies for Roma women

The pilot run experience has highlighted training as a key to identifying, understanding and addressing the needs of Roma women. Escaping the narrow sense of the term, we refer to training that the local authorities, organizations, structures and people dealing with Roma women may have. The systematic training of municipal staff, particularly those being in critical posts for policy planning, on issues related to gender issues and policy designed for Roma is important. Besides, training is an important step in "sensitizing" as mentioned above given that through "understanding" achieved by training, the employees acquire the skills that will allow them to design and implement policies based on the knowledge gained. Training becomes more valuable when training for Roma policies is also incorporated into gender dimension (inclusion of basic principles, methodological tools, good practices from other countries, etc.).

In conclusion, and based on the piloting results, we must realize and acknowledge that Local Government despite the difficult economic times may work "positively" in favour of disadvantaged groups, create "models of integration" for Roma women that may serve as patterns also at the "supralocal" level and mainly support the local community on the basis of realistic policies with clear and measurable objectives for the benefit of all people.

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CHAPTER 4 GENDER BUDGETING OF MUNICIPALITIES

Vassiliki Vassou

1. INTRODUCTION

1.1. The necessity for a gender-based analysis of public budgets

A **public budget** is a political statement which reflects the social and financial priorities of any kind of governance level (national, regional, local) as well as the fulfilment of political commitments by allocating financial resources into certain programs and policies. Despite the fact that public budgets seem to be neutral in terms of gender, the public expenditures and the collection of revenues have different impact on men and women. The approach of considering women “problematic” within the framework of a governmental or local policy, where success is counted by the number of women participating in special programs, has weak foundations since its conception. Especially the programs for women providing (only) a framework of welfare or support in a particular sector, are insufficient.

The gender-based budget analysis makes public authorities be accountable for their commitments regarding the gender equality and associate these commitments with the distribution, use and production of public resources.

For the successful implementation of gender budgeting, a public political commitment is required for the achievement of equality between men and women. This means that all parties competent for planning and implementing policies, should promote the political and institutional representation of women at all levels, support the broader presence of women in all decision-making procedures both in the public and private sector, develop sensitivity and intensify the public opinion’s attention to equal opportunities and growth of human capital.

By promoting gender equality and implementing policies within the framework of gender budgeting, municipal budgets can achieve significant political goals, i.e.:

- **Equality:** fair and balanced financial policies whose ultimate goal is to restrict the inequalities and promote equal opportunities on the basis of the different roles of men and women in the economy and local community.
- **Efficiency:** more efficient use of resources, higher quality and effectiveness of the municipal services depending on the different needs of citizens of both genders.
- **Transparency:** better understanding of public revenues and expenses by the citizens, and thus, more transparency and accountability as regards municipal services.

In addition “gender budgeting”:

- Starts by analyzing the impact of the budget on men and women and continues by gender budgeting.
- Is a manner to accelerate gender mainstreaming in all policies.
- Means human-focused budgeting.

- Means thorough examination of the budgets' results.
- Allows better targeting and thus better distribution of public expenses.
- Requires the participation of a broader group of interested parties and therefore enhances democratic procedures.

1.2. Methodological approach of Gender Budgeting

The gender mainstreaming in all policies as a strategy through which gender equality would be realized was adopted in the World Conference on Women, held in Beijing in 1995. However, setting a strategy forms only the first step because any policy is powerless unless monitored systematically and consciously and accompanied by all necessary resources.

In summary, the simplest methodology for gender budgeting includes the following five (5) steps:

1st step: Analysis of gender budgeting in order to define the different impact of the budget on men and women

This step signifies the fact that both men and women are affected in a different manner by local budgets. This is why, in any case, the "final/ finished product" of local budgets is services, transfers of funds and other resources to the citizens of the Municipality. Thus, the first level of the analysis is to record in a gender-based manner the end users or the recipients of the individual funds included in the budget. Such analysis will point out:

- the degree to which the budget satisfies the recipients' needs in a gender-based manner;
- the obstacles faced by the members of target groups who do not have access to certain municipal services;
- the degree to which the budget has decreased, deteriorated or has not changed the existing gender inequalities;
- the relation, or in most cases, the divergence between the announced policies –especially gender equality policies- and the financial decisions.

2nd step: Restructuring local policies and redistribution/ reallocation of resources in order to achieve equality

This phase aims at restructuring the budget so that it takes into account the gender perspective. Therefore:

- Where the analysis (1st step) shows that the budget's resources have not been distributed in a manner which takes into account the gender perspective, the budget should respond accordingly so that it faces this inequality.
- Wherever the distribution of budget resources does not comply with the national and regional policies promoting the gender equality, then alignment is required.

- From the moment it is realized that there is different impact on women and men, the gender perspective should be integrated as a category of analysis within the local financial procedures.
- In some cases, restructuring a budget may mean undertaking positive actions, even a provisional additional expense for solving a certain problem.

3rd step: Systematic effort for gender mainstreaming in all budget drafting/ drawing up, implementation and assessment procedures

Gender mainstreaming is not a process that takes places once. It encompasses analysis and continuous adjustments of the budget, in order to take into account the developing needs of men and women, boys and girls. These adjustments may have effects both in all or in some budget funds. The continuous control/ check of gender mainstreaming in the budget drafting, implementation and assessment procedures can be implemented by means of a number of criteria, such as:

- Effectiveness and evaluation of the former local policies on gender equality.
- National goals for gender equality in certain municipal sectors/ services.
- Training and awareness raising of the LGO staff in gender-related issues.
- Mechanisms for the communication and understanding of outputs/ results as regards the progress of the gender equality goal.
- Setting indices aligned to gender mainstreaming in all stages of the process.

4th step: Checking whether the resources were spent on a scheduling/ programming basis

This step includes checking financial performances and the “deliverables” of every code of the budget, which (deliverables) should be analyzed per gender. Some of the questions on which this process should focus are as follows:

- Did additional needs in gender issues arise -during execution of the budget- which (needs) are not met at all or at a sufficient level?
- Is there possibility for interventions/ amendments to the budget so that it has better results as regards gender equality?
- Are there needs for awareness raising and training the staff and officials of the Municipality so that gender budgeting becomes more effective?
- Have all relevant resources, foreseen in any item of the budget, been spent? If not, which is the percentage that has not been spent and why?
- If additional resources are required, from where can they be found?
- Is it possible to determine the contribution of each item of the municipal budget to gender equality?

5th step: Assessment of impacts of municipal gender budgeting

This step aims at pointing out whether the changes in the allocation of budget funds have brought better results as regards gender equality. For this reason, a comparison and assessment of the impact of gender budgeting is made in relation to the existing situation as recorded in the 1st step. The questions that must be answered are as follows:

- At a certain implementation stage of the municipal budget, are more resources possibly needed so that men and women be enabled to have access to a program / service / activity, wherein their participation is disproportionately low?
- For what reason do some members of the community still have not access to certain services of the LGO?
- Does the allocation of resources (each time) comply with the size of the target group?
- How is this allocation of resources regarding equality developing within the budget implementation time period?
- Are there indices for monitoring the related goals?

On the basis of the above methodology:

1. The existing condition of men and women, girls and boys, served by the services of a LGO is recorded.
2. The policies and programs of the LGO are examined in every sector of the LGO's activity in order to record the inequalities in the provision of services for every group.
3. The budget is checked in order to find out if sufficient resources have been spent for the effective application of gender mainstreaming in various policies, services, and programs of the Municipality.
4. It is monitored whether these resources have been spent and whom have been benefited from those.
5. The existing condition is re-examined every time, in order to find out if the budget and the relevant codes comprising the budget, have contributed to any improvement of what has been initially described in the first step.

1.3. International Experience in gender budgeting

Groups of economists have introduced internationally a number of tools for the analysis of gender budgeting. These tools provide general methodologies and their application may give useful information to the policy makers as well as support to the demands of the society for a fairer allocation of public resources and a more effective application of the women's rights. These methodologies formed the driving force for the increased dynamics associated with gender budgeting.

1.3.1. International Examples

Australia

The establishment of Budgets with Reference to Women, which were drafted at different levels of governance during the 1980s and 1990s, represent the first attempts of gender budgeting. Since then, the specific model was also introduced to other countries.

Austria

The Gender Equality is well established in the Austrian legislation. Article 7 of the Constitution obliges the Federal government, the Regions and the Local Government to ensure equal treatment between men and women. In 2009, the federal budget introduced for the first time the gender perspective pursuant to the specific article.

Belgium

The law on Gender Mainstreaming was introduced in Belgium in 2001 with the aim of systematically mainstreaming the gender perspective in drawing up public/ state budgets. The law stipulates that every ministry is obligated to record in detail its expenses for actions targeting gender equality. At the same time, clear determination of the strategic goals for gender equality is required as well as the prioritization of the actions in the beginning of each government's term of office. In addition, the "memorandum on gender", stipulated by the new legislation, forms a manner of establishing the budget with reference to women.

France

In France, the administrative document "Jaune budgetaire" has been drawn up for the first time in 2000 and forms an annex to the annual budget, presenting an analysis of the budget impact on men and women.

Spain

Article 15 of the Constitution 3/2007, refers to taking effective measures for gender equality; in specific it cites as follows: "governments ought to incorporate actively the equality principle by adopting and applying it in the legislation, and by means of the public policies implemented through the budget in all of their activities". In addition, the Ministry of Social Affairs and the Observatory of Equality decided to form a new statistical team, whose objective is to investigate how the current statistics should be modified, beyond the plain gender-based separation.

2. APPLYING GENDER BUDGETING TO LGOs OF THE 1ST (A) DEGREE

2.1. Prerequisites for successful gender budgeting in LGOs of A Degree

Prerequisite 1: Undertaking political responsibility

The political responsibility undertaken by the elected members of local government when introducing the Gender Budgeting process is that in their own powers and certain financial resources, they will defend the right in gender equality which forms a fundamental prerequisite of democracy. The said political responsibility must be translated into action and progress of all policies as regards gender equality. For this reason, it is necessary to be aware and understand the factors contributing to the creation of gender inequalities, as well as the mechanisms and means for their elimination.

Prerequisite 2: Public Consultation on Gender Equality

The real adoption of a model of growth of a local community and a Municipality incorporating the gender perspective, should be constantly promoted in every aspect of activity of the Municipal Authority. Upon initiative of the elected instruments, equality in all sectors should be supported, the impact of this commitment on the involved parties should be explained, including service agents, volunteers, partners, stakeholders and participants.

Prerequisite 3: Consultation and Collaboration for the promotion of Gender Equality

The identification, communication and collaboration will all bodies/ agencies involved, forms a substantial part of promoting equality in municipal policies and in allocating the resources of gender budgeting of the Municipality. In practice, there are two kinds of cooperation: networks and corporate relations. The networks are more widely spread (in terms of participants, terms, and object) in relation to corporate relations. They may have a formal or informal pattern and their basis is the mutual interest of their members. In many occasions, the networks form a means for the communication, the development of more intimate relations and eventually the creation of a feeling of “a community” among the population of an area. In many cases and mainly due to the fact that the community programs and financing consider it as prerequisite, corporate relations are established. These relations can derive from pre-existing networks. A significant prerequisite for the effective operation of networks is their acknowledgment and assurance of a determined sector of action within the political and administrative framework, so that collaboration is achieved between national, regional, and local level.

Prerequisite 4: Good Governance and Consultation

“Universal access”, “equal opportunities” and the “democracy” are they key words in all local growth strategies. It is necessary that reforms be made in the sector of governance so that Municipalities approach citizens based on the principles of good governance and by presenting responsibility and transparency. The good governance is founded on the five (5) following principles:

Transparency: it is important that Municipalities pay more attention to transparency and notification of their decisions to the members of the municipality.

Participation: the citizens should be called/ invited to participate more systematically in the implementation of the policies of the Municipalities.

Responsibility: the role of every party involved in the decision-making should be deciphered. Then, each party involved should undertake the role assigned to him/ her.

Effectiveness: decisions should be taken at the appropriate level and at the appropriate time and bring the required outcomes.

Coherence: the policies applied by Municipalities present differentiation and continuous effort is required so that coherence is ensured.

Prerequisite 5 : Evaluation for gender equality

The gender inequalities are usually not taken into account at all stages of implementation of the actions of the Municipalities. For this reason, it is particularly important to ensure the existence of gender statistics with qualitative and quantitative data. Within this framework, some of the methods that are often used are: gender-based statistics, benchmarking, impact assessment of gender perspective and gender-based analysis. The collection and presentation of statistical data forms the foundation of gender mainstreaming in policies since it is impossible to set any policy and allocate accordingly the resources unless the existing gender-based data, needs and problems are recorded.

2.2. Gender mainstreaming in the drafting and execution of the Annual Budget in LGOs of A Degree

As mentioned above, no certain practice has been established at an international level as regards Gender Budgeting. There are key methodologies and perspectives as regards which operations and goals should gender budgeting serve on the one hand, and on the other tools have been developed and adjusted to the particularities of the public sector of every country.

The necessity of developing a tool – guide for the application of gender budgeting to the Local Government Organization of A Degree should not disorientate and cause reactions with its complexity to the officials of the Municipalities who will be called to support the gender mainstreaming in the Municipal Budget.

Given this reality, the Tool for Drafting a Budget in the Municipalities in Greece should be:

- simple and easy to apply;
- compatible with the competences of A Degree LGOs and the institutional framework governing the budget drafting – execution – assessment procedures;
- harmonized with the existing programming and planning procedures at a level of LGOs of A Degree (Operational Program, Annual Action Program, etc.);

- measurable as regards its outputs and thus, dependable on certain gender mainstreaming indices.

At the same time, **the key principles that should be integrated in a tool of gender budgeting** specify as follows:

Gender budgeting:

- is not realized once but is a continuous process.
- requires a decisive political action and support by means of clear indices and objectives.
- is not an issue pertaining only to women and does not mean drafting of state budgets for women.
- means that the existence of differences between the lives of men and women is acknowledged and that their needs, experiences and priorities are different.
- does not pertain only to the improvement of access or balance of statistics.
- aims at affecting the municipal budget so that they are not neutral and mainly negative, in gender terms.

It is noted that the plan's nature is rather ambitious. It requires significant changes in the manner of thinking and acting. It presupposes the opening of the drafting procedure of public budgets and operational programs of the LGOs into a wider group of stakeholders. It requires redesign of the priorities in equality issues, combination of political commitments by reallocating resources, as well as change in the manner that budgets are set out and implemented at a local level.

2.3. Institutional framework for the drafting/ drawing-up and execution of the Annual Budget of Municipalities

Pursuant to Law 3852/2010 "New Architecture of Local Government and Decentralized Administration – Kallikratis Program", the issues of drafting and execution of the Annual Budget of Municipalities are governed by article 266 "Planning/ programming, budgeting and issues of financial management of new municipalities".

In particular, paragraph 1 stipulates as follows:

"For the mid-term Planning of Municipalities, a five-year Operational Program (O.P.) is elaborated, which is specialized every year in the form of an annual Action Program/ Plan and an Annual Budget. The Technical Program is drafted together with the Annual Action Program/ Plan (AAP), forming a part thereof and attached thereto, as annex".

In order to fully decipher the procedures followed by Municipalities, **the main applicable provisions** are described in summary:

Instruments and procedures of drafting and monitoring the Operational Programs of LGOs of A degree:

- i. The Presidential Decree No 185/2007 (Government Gazette (GG) 221/A/2007) specifies the instruments and the procedure of drafting, monitoring and assessing the Operational Programs of LGOs of A degree, as amended by the PD 89/2011 (GG 213/A/ 29-09-2011).
- ii. The Ministerial Decision No 18183/2-11-2007 (GG 534/B/13-4-2007) describes the content, structure and manner of submission of the Operational Programs of Local Government Organizations (LGOs) of A degree, as amended by the Ministerial Decision No 5694/2011 (GG 382/B/11-3-2011).

Procedures and rules of drafting the Annual Program and the Budget:

- i. For drafting the annual budget, issuance of a Joint Ministerial Decision (JMD) of the Ministries of Finance and of the Interior is required, which provides instructions on the drafting and execution of the budget (article 175(4) of the Code of Municipalities and Communities).
- ii. As regards the role of the Executive Committee in the budget drafting, articles 63, par. d and 266, par. 4 of Law 3852/10 are applicable.
- iii. As regards the role of the Finance Committee in the budget drafting, article 72, par. 1 of Law 3852/10 is applicable.
- iv. As regards the role of the council of the Municipal and Local Community in the budget drafting, article 86, par. 2 of Law 3852/10 is applicable.
- v. Paragraphs 1 & 3 of article 86 of Law 3852/10 specify the involvement of the Municipal and Local Communities in the budget drafting.
- vi. Paragraphs 1 - 9 of article 266 of Law N.3852/10 define the entire procedure of planning and budget drafting for Municipalities.
- vii. As regards the role of the Annual Action Program the MD (Ministerial Decision) 18183/07 is applicable, together with the amendments of the MD 5694/11.
- viii. The procedures of drafting the annual program and the budget commence in the second half of the year and are completed within the time limit stipulated in article 159 of the Code of Municipalities and Communities, i.e. until December, 31.

From the above it is ascertained that the Annual Budget depends on the Operational Program (OP) and mostly on the Annual Action Program (AAP). On this basis, it is purposeful to: a) suggest the nodal points in the OP's drawing up, and b) make proposals for gender

mainstreaming in the Annual Budget of Municipalities in a absolute relation and connection to the AAP.

2.4. Operational Program (O.P.) of Municipalities

The Operational Program, drawn up every five years and amendable every two years, forms **an integrated program of local growth and improvement of the administrative capacity of the LGO** and must be the key element of the daily operation and administration of the Municipality. In addition, the O.P.:

- Is implemented through the Annual Action Program of the LGO and its Legal Entities.
- Is realized with the participation of all involved parties.
- Is placed under consultation.
- Activates inter-municipal and inter-sectoral collaborations.
- Makes use of performance indicators.

The O.P. consists of two parts drafted in two separate stages. The first part of the **“Strategic Plan”** and includes:

- Summarized description and assessment of the situation in the Municipality area.
- Summarized description and assessment of the Municipality and its Legal Entities.
- Strategy of the Municipality and growth priorities.

The second part is the **“Operational Plan and Finance Planning”** and includes the Action Plans per growth priority axis, as they have resulted from all the procedures for the Strategic Plan (natural environment and life quality, social policy – education – culture and sports, local economy and employment, improvement of the administrative capacity of the municipality) as well as the planning of financial resources for the promotion and implementation of the Action Plans.

2.4.1. Gender mainstreaming in the Operational Program of LGOs

The institutional and substantive nature of the O.P. for the integrated local growth and the total operational and administrative action of the Municipality as well as the institutionally established procedures of drafting and consultation which place particular emphasis on the involvement of all self-governed units (municipal and local communities), the administration instruments, the services, the citizens and social partners lead to the necessity of gender mainstreaming in the strategy, the growth priorities and the Actions Plans of the O.P.

Indicative actions:

- Use of gender-based statistics and analysis in order to ensure qualitative and quantitative statistical data as regards gender and the existing condition, in the section “Summarized description and assessment of the existing condition in the area of the Municipality” of the “Strategic Plan”. The Divisions competent for this task is the “Planning and Development/ Growth Division” and the “Social Policy and Equality Policies Division” of the Municipality.
- Reflection of the key principle “Public Commitment on Gender Equality” in the “Strategy and growth priorities of the Municipality” as well as in the “Operational Plan” with certain goals/ objectives and corresponding Measures and Action Plans. The responsibility for observing this key principle is undertaken on the one hand by the Executive Committee both by means of the directions it will give to the Local and Municipal Communities, the Planning and Growth services – competent for the OP, the services of Social Policy and the Legal Entities and by means of the resolutions for the recommendation of the OP to the Municipal Council, and on the other hand by the Municipal Council that discusses and takes the final decisions on the OP.
- Discussion of the proposal for the “Strategic Plan” by the Municipal Equality Committee accordingly to the procedure foreseen for the mandatory involvement of the Consultation Committee prior to announcement of the Strategic Plan for public consultation. The remarks and suggestions of the Municipal Equality Committee on the Strategic Plan are to be announced.
- Particular emphasis during the procedure of the mandatory Public Consultation on the “Strategic Plan” is put on actions of support and encouragement of women as well as of any local body having knowledge and experience in gender perspective to participate and submit viewpoints and suggestions. The prerequisites adopted and the actions applied by the Municipality within the framework of the key principle “Collaboration with partners for the promotion of Gender Equality” should be met and followed.
- Use of the method ‘gender impact assessment’ in the drafting of Actions Plans of the Priority Axes of the Operational Plan and in the Financial Planning. At a first stage, based on the level of knowledge and experience, it is recommended that this procedure is initially applied to the Axes “Social policy – education – culture and sports” and “Local economy and employment”.

It is noted that the specific indicative actions may be applied to the elaboration of the OP of the next self-administered period, since many Municipalities have completed the OP.

2.5. Annual Action Program (AAP) and Annual Budget

Pursuant to Law 3852/2010 “New Architecture of Local Government and Decentralized Administration – Kallikratis Program”, the issues of drafting and execution of the Annual Budget of Municipalities are governed by article 266 “Planning/ programming, budgeting and issues of financial management of new municipalities”. In summary, the following stages are included in this procedure:

Stage	Short Description	Period
A	Drafting and consultation procedure for the Annual Action Program, the Budget and the Technical Program	September – November
B	Approval of the Annual Action Program, Budget, Technical Program	November – December
C	Execution of the Annual Action Program, Budget, Technical Program and Amendments	January – December
D	Assessment – Reports	Every 3 months

By means of the Annual Action Program, the administration of a Municipality undertakes a commitment on the acts, actions, deeds to be implemented as specific actions of the five-year Operational Program in the time line of one year. The program is shaped and voted in the second half of the current year and applies to the following year.

The Annual Budget of Municipalities is a financial program/ schedule of revenues and expenses. The budget is drafted simultaneously with the Annual Action Program and the Technical Program. The Budget can encompass an expense provided that this corresponds to a certain provision per administrative unit of the AAP. In the following paragraphs, the procedures followed by the Municipalities, in accordance with the institutional framework, in the drafting of the AAP and the Budget are described so that they are correlated accordingly with the suggestions for gender mainstreaming at all stages.

2.5.1. Procedure of drafting/ drawing up and consultation of the Annual Action Program, the Budget and the Technical Program

These planning procedures are carried out in parallel in 2 phases: the first phase is completed on 30/9 of every year (MD 5694/2011) and includes the drafting of the AAP, the Budget and the consultation procedure. The second phase is completed on 30/11 and includes the voting of the technical program and the Budget.

Drafting/ drawing up procedure

The three first steps of the procedure pertain to the **Municipal Communities** (seats of former municipalities and former Municipal Districts of Athens, Thessaloniki, Piraeus) and the **Local Communities** (former Municipal Districts of Capodistrian Municipalities). The Municipal and Local Communities are involved in a different manner in the drafting procedure of the technical program and the AAP, than in the Budget drafting procedure. Whilst their involvement in the Budget is made only if the Municipal Council has granted them decisive competencies, however they are obligatorily involved in the drafting procedure of the technical program and AAP.

For the drafting of the AAP and technical program, the council of the Community needs to form proposals and submit them to the Executive Committee of the Municipality (article 86, par. 4-5 of Law 3852/10). To this meeting, the local bodies of the region of the Community are also invited in order to submit their proposals.

The following six (6) steps complete the first phase of the Budget and AAP, and then the Municipality may proceed to the second phase which includes voting of the Budget, AAP and Technical Program by the Municipal Council.

1st step	Decision of the Municipal Council defining the highest amount of the expenditure per competency assigned to the Local and Municipal Communities (until 30/6).
2nd step	Decision of the councils of the Communities on the budget of the competencies assigned to them and submission of the decision to the Executive Committee (until 31/8).
3rd step	Discussion in the councils of the Local and Municipal Communities of the Annual Action Program and the Technical Program pertaining to the Communities and submission to the Executive Committee (until 30/8).
4th step	Discussion in the Executive Committee of the proposals of the services regarding the Budget, AAP and Technical Program. The discussion of these issues should be separate per sector and be completed at times that take into account the expiry dates of the next steps.
5th step	Consultation on the Budget, Technical Program and AAP through the Consultation Committee (formally until 30/9, but it needs to be completed earlier so that the procedure has a substantive meaning in relation to the sixth and last step of preparation).
6th step	Discussion of the Budget and AAP in the Finance Committee and completion of the drafts for submission to the Municipal Council (until 30/9).

Consultation procedure

The consultation on the issues of the budget, technical program and AAP encompasses different procedures that can be unified. As regards the Budget, the provision of article 76(3) of Law 3852/10 stipulates the submission of proposals by the Consultation Committee to the Municipality before drawing up the draft, whilst as regards the technical program and the AAP, article 76(2a) of Law 3852/10 provides for opinion-issuing on the draft by the Consultation Committee. The above difference between the proposals and the opinion defines the character of the meeting of the Consultation Committee. In the procedure of proposal submission to the Municipality the Budget text does not need to be completed, whilst in the case of the technical program and the AAP, the opinion-issuance presupposes the existence of a draft technical program and AAP, already approved by the Executive Committee. In practice, a recommendation is required for the meeting of the Consultation Committee so that the latter can express a viewpoint, however, as regards the Budget, the text's preapproval by an administration instrument is not required.

2.5.2. Gender mainstreaming in the Annual Action Plan and the Budget

From the previous reference to procedure, it is ascertained that the **application/ implementation of Gender Budgeting should pertain not only to the drawing up of the Budget but also of the AAP**. Especially as regards the first level of organization of the new Municipalities, the Communities, regardless whether they have been granted with competencies eligible for budgeting, it should be pointed out that they play a significant role in the discussion and submission of proposals for the AAP and the technical program according to the local needs and priorities. This means -in practice- that the issue of gender mainstreaming in the local policies and the Budget of a Municipality, by means of the appropriate measures, is possible to respond to actual particularities of any local society (municipal communities of metropolitan municipalities and urban complexes, smaller settlements, villages) and not be lost in the generality of the entire Municipality.

As indicative measures for gender mainstreaming in the AAP and the Budget, the following are suggested:

- Technical support to the Municipal and Local Communities in order to monitor the development and changes in the qualitative and quantitative gender-related statistical data and the existing condition in their area. Competent are the Divisions of “Growth and Planning” and of “Social Policy and Gender Equality” focusing on the available resources and local circumstances.
- Supporting material for the discussion made in the councils of Local and Municipal Communities regarding the Annual Action Program from the gender perspective as well. Responsible is mainly the Executive Committee with the support of the above Divisions.
- Introduction of consultation procedures for the Municipal Equality Committee as well, equivalent to the ones applied by the Consultation Committee for the AAP and the Budget.
- Structuring the AAP from the gender perspective as well.
- Monitoring the AAP and Budget from the gender perspective as well.
- Assessment of implementation of the AAP and of execution of the Budget (6-month report) from the gender perspective as well.

2.5.3. Actions integrating Gender Mainstreaming in the OP and AAP

The key question that is raised as regards the drawing up both of the Operational Program and the AAP, and thus of the Budget is: which are the operations, activities, actions and investments integrating the gender perspective or promoting the gender equality? The “Implementation Guide of the European Charter for Gender Equality in Local Life” that is elaborated by the Gender Equality Secretariat General and forms a specialization tool of the “European Charter for Gender Equality in Local Life” describes a long list of actions not focused exclusively on the social / welfare policies and competencies of LGOs.

The selection of actions and initiatives and their funding through the municipal budget, requires a prior study of the gender inequality phenomena in local life; such study should also be made during the drafting procedure of the five-year Operational Program.

The Implementation Guide of the European Charter for Gender Equality in Local Life (Mari, Birbas 2011)⁹, presents indicative actions, acts and initiatives considering the gender perspective or promoting the gender equality (positive actions). According to the local needs and priorities of every local community, they can form the Action Plans of the OP and subsequently actions of specialization in the AAP.

2.6. Structure of the Annual Action Program

The Annual Action Program corresponds to the organization of the service mechanism of the LGO that will implement the program and the municipal services plan the actions for whose implementation they are responsible. The Annual Action Program of a Municipality includes annual programs of all the administrative units (Divisions, Decentralized Services, Independent Departments) comprising the Organization of Internal Services and Administrative Units. On the other hand, in the Budget of LGOs, the following groups are found in the section 'expenses':

- Operating expenses for the period
- Investments,
- Payments of previous financial years, other returns/ yields and provisions
- Reserves

The foregoing groups in the Budget's text are referred to as "Sections". Thus:

- SECTION A includes the operating expenses;
- SECTION B includes the Investments;
- SECTION C includes the prior years' payments, other returns and provisions;
- SECTION D includes the reserves.

The expenses are monitored both per kind and per service. For this reason, the code numbers of Sections A (Operating expenses) and B (Investments) are repeated in each one of the Services that are listed in the Budget.

Separation of Services

The Services to which the Budget's expenses are distributed are given a 2-digit code number as follows:

00 GENERAL SERVICES

10 FINANCIAL AND ADMINISTRATIVE SERVICES

⁹Mari, E. – Birbas, D. (2011) Οδηγός Εφαρμογής της Ευρωπαϊκής Χάρτας για την Ισότητα των Φύλων στις Τοπικές Κοινωνίες, Gender Equality Secretariat General, Athens.

- 15 CULTURE, SPORTS AND SOCIAL POLICY SERVICES
- 20 CLEANING AND ELECTRICAL LIGHTING SERVICES
- 25 WATER SUPPLY, IRRIGATION AND SEWAGE SERVICES
- 30 TECHNICAL WORKS SERVICES
- 35 GREENERY SERVICES
- 40 CITY-PLANNING SERVICES
- 45 CEMETERIES SERVICES
- 50 MUNICIPAL POLICE
- 70 OTHER SERVICES

In order to maintain the key version of structure of the Annual Action Programs implemented by Divisions of LGOs, Annex II presents an indicative Annual Action Program of a municipal division integrating the gender perspective. The document has three parts as follows:

- A) tables of the programmed/ planned activities of the Division,
- B) tables of the planned investments of the Division,
- C) text with the summarized documentation of the Division's Annual Action Program.

For a clear correlation between the Budget's expenses and the AAP's actions, the tables cite the code numbers (K.A./ CN) of the Budget for the operating and investment expenses of the Division.

2.7. Monitoring of the Annual Actions Programs and of Gender Budgeting

This step regards monitoring and assessment of the Annual Action Program, the Budget and Gender Budgeting, in relation to the achievement and progress of the implementation of the goals set out for the promotion of gender equality, the detection of delays or failures and the recommendation for decision-taking and implementation of actions so that successful implementation is ensured. According to the institutional framework of LGOs, for the monitoring of the implementation progress of the Operational Program and of the Annual Action Program the Executive Committee is competent, with the support of the Planning and Growth Service/ Division. For the part pertaining to gender mainstreaming in the municipal policies the Executive Committee is recommended to be competent, with the support of the Service for Equality Policies and the Planning and Growth Service.

On the basis of the technical and financial information included in the Annual Action Program, the Service for Equality Policies¹⁰:

- draws up a cumulative table of operations, actions and investments of all Divisions¹¹ integrating the gender perspective in municipal policies;
- monitors the implementation progress of the natural object;
- monitors the implementation progress of the financial objective of actions;
- monitors the development of the values of indicators.

2.8. Assessment of Gender Budgeting

The Service for Equality Policies collaborates with the other services of the Municipality and of the Legal Entities, the Municipal Equality Committee, as well as the councils of the Municipal and/ or local communities and draws up a) the interim, and b) the final assessment report.

The interim assessment report is recommended to be drawn up upon completion of the Budget report for the first half of the current year. It forms a necessary part of the supporting material to the Municipal and Local Communities for the discussion and submission of proposals to the AAP of the following year as well as to any service and/or Legal Entity implementing actions, activities, programs, procurements, etc. with reference to the promotion of gender equality.

The final assessment report is recommended to be drawn up in the last 2-month period of the current year.

The assessment, interim and final, includes:

- assessment of the implementation progress of the goals/ objectives
- assessment of the implementation progress of the natural object of the actions
- assessment of the implementation progress of the financial object
- assessment of the indices' values
- assessment of the effectiveness and efficiency of actions.

Aiming at a more objective assessment of the actions integrating the gender perspective in the municipal policies, it is purposeful to use effectiveness indices, which allow the estimation of the degree of achievement of the goals, based on the outcomes of the

¹⁰ Service for Equality Policies (Article 97 of Law 3852/2010): The competent Operational Unit provided for in the OEY (Organization of Internal Services and Administrative Units), competent for planning and implementing the policies of equality and social policy at a local (municipal) level. Alternatively, article 103 of law 3852/2010 provides for that each Municipality may have up to two public law legal entities, one entity competent for the sectors of social protection, solidarity and education and one for the sector of culture, sports and environment.

¹¹ See points A1.a, A2.a and B2 of the presentation leaflet of the Annual Action Program of all Divisions of LGOs.

actions, as well as efficiency indices which correlate the implementation cost with the outflows of the actions.

2.8.1. Monitoring and Assessment Indices of the Annual Action Program

The monitoring and assessment of implementation of the Annual Action Program can be made with the use of Monitoring Indices/ Indicators. The monitoring and assessment indices are separated in 3 categories:

Inflow indices

The inflow indices are the quantitative sizes that estimate the implementation progress of an action by measuring the resources consumed for the action's implementation in a specific time period. The most usual inflow index is **the implementation expenses of an action**, which (expenses) must be calculated in the beginning of each year and be reflected in the LGO's financial budget.

Outflow indices

The outflow indices are the quantitative sizes that estimate the implementation progress of an action by measuring the outflows generating from the action's implementation in a specific time period. The outflows are the **results/ outputs** of the Municipality's operation, which must be defined in quantity and be reflected in the annual action program of the Municipality (operational goals).

Output indices

For the monitoring of the Program's goals, output indices are used, which evaluate the effectiveness of the Program's actions. The output indices are appropriately selected **quantitative sizes or ratios of two quantitative sizes measuring (directly or indirectly) the characteristics** of the existing condition/ situation in the area and of the internal environment of the Municipality and monitoring their changes during implementation of the actions. They are useful for the quantification of the Program's goals in order to facilitate monitoring of their achievement progress.

The Service for Equality Policies and the Planning and Growth Service of each Municipality is competent for selecting the appropriate monitoring and assessment indices of the implementation of the gender mainstreaming and gender budgeting. For the support of the LGOs officials in the procedure of setting the monitoring and assessment indices, Annex III presents indicative indices per axis / sector of policy.

2.8.2 Index numbers of the Financial Statements Assessment of Municipalities

The Ministerial Decision No 74712/2010 (GG B'2043/30.12.2010) stipulates in article 6, assessment index numbers for the needs of evaluating the financial figures of a Municipality. The proposed analyses are based on these "official" index numbers, adjusted within the framework of gender budgeting.

Index numbers of revenues

The MD specifies in the group of indices, a long list presenting the percentage participation of each category and sub-category of revenues in the total revenues¹². Instead of this complex process, the following Tables 1 and 2 present targeted index numbers that can be more helpful in the analysis.

Table 1. Targeted Index Numbers of Revenues

Description	Main Formula	Formula of Gender Budgeting
Total revenues per resident : the higher the index number, the more revenues can the municipality spend per resident for implementation of its policies	$(0+1+2+3+4+5)/LGO$ population	Adjustment of the formulas to gender-based analysis on the basis of the composition of the population (% men / women)
Own revenues per resident (Index of Residents' burden) : expressing the amount to be levied on each resident in average by the collection of own revenues of the municipality	$(0(-06)+1(-12-13)+21+2211+321+3221)/LGO$ population	
Reciprocal revenues per resident : expressing the amount of reciprocal revenues and rights to be levied per resident	$(03+047+053+2111+2112+2113+2114+2116+3211+3212+3214+3216)/LGO$ population	
Subsidies per resident : expressing the amount of subsidies received per resident by the municipality from the central administration	$(06+12+13)/LGO$ population	
Taxes & duties per resident : expressing the amount of taxes and duties levied on residents in average; the higher the index the more aggressive is the tax policy of the municipality	$(0122+03+044+045+046(-0463)+047+051+0715+2111+2112+2113+2114+2115+2116+2118+(2119 \text{ only the relevant ones})+3211+3212+3213+3214+3215+3216+(3219 \text{ only the relevant ones only the relevant ones})/LGO$ population	

¹² "Assured revenues".

Table 2. Examples of structure of Index Numbers of Revenues

	Total €	LGO Population	Men	Women	Proportion per resident	Men's participation	Women's participation
	(1)	(2)	(3)	(4)	(5)=(1):(2)	(6)=(5)*(3):(2)	(7)=(5)*(4):(2)
Total revenues per resident	24,000,000 €	50,000 €	22,000 €	28,000 €	480.00 €	211.20 €	268.80 €
Own revenues per resident	6,000,000 €	50,000 €	22,000 €	28,000 €	120.00 €	52.80 €	67.20 €
Reciprocal revenues per resident	3,000,000 €	50,000 €	22,000 €	28,000 €	60.00 €	26.40 €	33.60 €
Subsidies per resident	12,000,000 €	50,000 €	22,000 €	28,000 €	240.00 €	105.60 €	134.40 €
Taxes & duties per resident	3,000,000 €	50,000 €	22,000 €	28,000 €	60.00 €	26.40 €	33.60 €

Index numbers of expenses

The MD specifies that this group of indices present the percentage participation of each category and sub-category of expenses in the total expenses¹³, as well as per category. Instead of this complex process, the following Tables 3 and 4 present targeted index numbers that can be more helpful in the analysis.

Table 3. Targeted Index Numbers of Expenses

	Main Formula	Formula of Gender Budgeting
Total expenses : the highest the index number is, the more resources per citizen is invested by the municipality for its action	$(6+7+8(-85)) / \text{LGO population}$	$(6+7)$ of the Annual Action Program of Equality/ $(6+7)$ of the Annual Program of LGO
Expenses of the period : showing the amount per citizen required for the municipality's operation – provision of services – implementation of policies; when the index is high this is due either to increase of actions or increase of the cost for the provision of services	$(6) / \text{LGO population}$	(6) of the Annual Action Program of Equality/ (6) of the Annual Program of LGO
Investments : showing the amount per citizen used for investments; the higher the index the more resources are used for improvement (and/or preservation) of the municipality's actions	$(7) / \text{LGO population}$	(7) of the Annual Action Program of Equality/ (7) of the Annual Program of LGO

¹³ "Ordered expenses".

Table 4. Examples of structure of Index Numbers of Expenses

	Annual Action Program – Budget	Annual Action Program – Budget considering the gender perspective	Annual Action Program – Budget considering the gender perspective
Total expenses	24,000,000 €	3,500,000 €	14.58%
Expenses of the period	12,200,000 €	2,600,000 €	21.31%
Investments	11,800,000 €	900,000 €	7.63%

3. OUTCOMES AND CONCLUSIONS FROM THE PILOT APPLICATION/ IMPLEMENTATION OF THE GENDER BUDGETING TOOL

Within the framework of the Progress project, pilot application of the Gender Budgeting tool was implemented since it was deemed necessary to ascertain to what degree the produced methodology can be expanded in a broader field and to identify any lacks or omissions of the gender budgeting tool.

3.1. The existing condition/ situation in the LGOs

The Pilot Application of the Gender Budgeting expertise took place at unprecedented conditions of economic, social and political crisis both for the country in total and for the Local Government in particular. All participating LGOs took part in the procedure, since it was deemed necessary to ascertain to what degree the produced methodology can be expanded in a broader field and to identify any lacks or omissions of the gender budgeting tool.

Taking into account the implementation time period required for the pilot application and for the corresponding stage in the “circuit” of the budget, it has been chosen to apply the tool to the “Drafting and consultation procedure of the Annual Action Program, the Budget and the Technical Program” and in cooperation with the participating LGOs the nodal points were examined in the drawing up procedure of the Operational Program, as far as Gender Mainstreaming is concerned.

Thus, in collaboration with the LGOs officials, it was decided that the procedure of Gender Budgeting, in the pilot application, will regard only certain Divisions or Departments or Independent Offices of LGOs and that the Gender Budgeting will be reflected in the 2013 Annual Action Program of the Organization of Internal Services and Administrative Units of every Municipality since the AAP is directly associated with the Annual Budget.

3.2. Examination of the maturity degree of the participating LGOs in the application of the Gender Budgeting tool

Within the framework of the pilot application, a Checklist was drawn up in which the degree of Integration of the Gender Perspective in the drafting, execution, monitoring and assessment procedures of the Annual Action Program and the Budget of all participating LGOs was examined. The conclusions drawn are presented on the basis of the OP's drafting procedures, the drafting procedures of the Annual Action Program and Annual Budget, the objectives of the budget, the monitoring and assessment as well as the assessment procedures.

Drafting/ drawing up procedures of the Operational Program

- In the drafting procedures no NGOs or other bodies of relevant experience participate directly, apart from very few exceptions. In a general framework, insufficient operation of the Municipal Consultation Committees is ascertained.
- At a service level, in the drawing up of the OP, the involvement of a broader service/ administrative mechanism is usually absent. This results in the small dissemination of the value of planning in services and, therefore, persons with knowledge and experience in gender issues (with a different degree of involvement and responsibility) do not have an active participation.
- No specific actions and initiatives are undertaken to ensure the women's participation in the drafting procedures; this is due either to the fact that no Municipal Equality Committee has been yet formed in the Municipality, or there are no active organizations, or finally the parameter of the equal participation of men and women and of the bodies of the society of citizens, women's organizations, etc. has not been considered by the Municipal Consultation Committee.
- As regards Strategy and the growth priorities of the Municipality, the promotion of Gender Equality is usually not translated in Goals and Measures.

Drafting/ drawing up procedures of the Annual Action Program and the Annual Budget

- The AAP and the budget are not based on a specific analysis of the differences between men and women.
- Individual actions of the Annual Program take into account the women's needs, as these are reflected, expressed and recorded by the municipal services with which there is cooperation in special issues (e.g. Day Nurseries).
- During the procedure of Public Consultation on the Annual Budget, the Municipal Equality Committee does not meet either because it is inexistent or it is not mandatory in institutional terms.

Objectives/ goals of the budget

- Generally, the case is that the Budget and the AAP set out certain and measurable objectives in a broader field but they do not set out certain and measurable objectives for the equal enhancement of men and women.

Monitoring – Implementation

- There are standard procedures of reporting on the monitoring of the implementation of the budget and the annual action program in accordance with the institutional framework. There are no equivalent procedures for identifying any weaknesses in the implementation of gender mainstreaming; such finding is expected due to the total delay of gender mainstreaming in local policies.

Assessment Procedures

- The existing assessment procedures of the AAP and the budget are (in general) empirical and are based on the assessments of elected persons and officials. No certain assessment procedure is implemented for the AAP and the budget in relation to Gender Mainstreaming and equality policies.
- Given that no measureable monitoring – assessment indicators are set out at a general level, there are no such indicators in relation to Gender Mainstreaming and equality policies.

3.3. Actions recommended to the participating LGOs

Gender Mainstreaming in the Operational Program of the Municipalities

To the LGOs that had not completed the Operational Program, the following recommendations were made:

- Gender separation statistics and gender-based analysis in order to ensure existence of qualitative and quantitative statistical information regarding the gender and the existing situation/ condition.
- Reflection of the key principle “Public Commitment on Gender Equality” in the “Strategy and growth priorities of the Municipality” as well as in the “Operational Plan” with certain goals/ objectives and corresponding Measures and Action Plans.
- Discussion of the proposal for the “Strategic and Operational Plan” by the Municipal Equality Committee as well.
- Actions of support and encouragement of women as well as of any local body having knowledge and experience in gender perspective to participate and submit viewpoints and suggestions.

- Gender impact assessment in the drafting of Action Plans of the Priority Axes of the Operational Plan and in Financial Planning, initially for the Axes “Social policy – education – culture and sports” and “Local economy and employment”.

Gender Mainstreaming in the Annual Action Program and the Annual Budget

In correlation with the procedures followed, based on the institutional framework, during the drawing up of the Annual Action Program and the drafting of the Budget by the Municipalities, the following were recommended to all participating LGOs:

- Introduction of consultation procedures for the Municipal Equality Committee as well, equivalent to those applied by the Consultation Committee for the AAP and the Budget.
- Structure of the 2013 Annual Action Program of certain organizational units, depending on the Organization of Internal Services and Administrative Units of each Municipality.
- Pilot use of Monitoring and Assessment Indices.

Given the implementation time period of the Pilot Application, the 2013 Annual Action Program that were developed, formed **“Recommendations of the participating officials for the integration of equality actions in the 2013 AAP”**, since the AAP and the Budget were approved by the institutional instruments (Finance Committee, Municipal Council, etc.) around late December and early January.

3.4. Outcomes of the pilot application

As regards the **measurable outcomes, in the end of the Pilot Application**, the following were recorded:

- The Municipalities of Agia Varvara, Koridallos and Veria proceeded to the drafting of a part of the AAP by integrating the gender perspective. The completed AAPs for the specific services of the three above LGOs formed recommendations of the services to the institutional instruments (Finance Committee, Municipal Council, etc.) so that they be encompassed in the 2013 AAP and the Budget.
- The Public Law Legal Entity “Organization of Social Protection, Solidarity and Pre-school Education of the Municipality of Ioannina” proceeded to the drafting of the AAP by integrating the gender perspective. The AAP formed a recommendation to the institutional instruments (Board of Directors, Municipal Council, etc.).
- The **Public Law Legal Entity “Social Perception of Pre-school Age and Sports of the Municipality of Veria”**, proceeded to the drafting of a part of the AAP by integrating the gender perspective. The AAP formed a recommendation to the institutional instruments (Board of Directors, Municipal Council, etc.).
- The **WOMEN’S CENTER OF KARDITSA**, promoted and agreed to incorporate actions, having as a reference group the Roma women, in the 2013 Annual Actual Program of the

Division of Education and Culture (Department of Education, Culture and Equality) of the Municipality of Karditsa, together with the respective credits in the budget.

- **In the Municipality of Volos**, it was agreed to incorporate actions, having as a reference group the Roma women, in the 2013 Annual Actual Program of the Division of Social Services, Education and Culture together with the respective credits in the budget.
- **In the Municipality of Herakleion of Attica**, it was decided to monitor per gender the incidents in the Work-therapy Center, in the Social Service, in the Center of Family Protection and in the Center of Information and Research for Addictions (KENEE). This practice will then assist to the subsequent gender impact assessment of the budget for the operation of the aforementioned services.

3.5. Findings and Conclusions

It was known that the promotion of Gender Budgeting, on a pilot basis, to the participating municipalities would face some problems. More specifically:

- The belief that is formed within the LGOs, that the drafting and execution of the annual budget is the object of a small group of officials and not of the entire organization. *In this filed, via the pilot application and the GB tool, emphasis was put on the need for active participation of all services in the drafting and execution procedures of the AAP and the Budget.*
- A significant parameter is the different levels of preparation and maturity of the drafting procedures for the AAP and the Budget in every Municipality. In addition, significant is the role and the position in the municipality of each official who participated in the program and the possibility for collaboration and access to services and the officials burdened with the Planning task in every municipality. *At this level, in the cases of officials less experienced in the drafting procedures of the AAP and the budget, guidelines were provided regarding the procedures followed, which services are competent at each stage in the "circuit" of the AAP and the Budget as well as the manner of intervention of each official in this procedure.*
- The significant lack of resources of the Local Government, results in the fact that the drawing-up of budgets and of AAPs provides only for the "absolutely necessary items". This standpoint is surely not correct but is the most prevailing. *From the Progress project and the pilot application of the GB tool in total, it has been ascertained that "in a time period when the rights of citizens, workers, recipients of social services and mostly the social rights are lifted or abolished cumulatively, the promotion of gender inequalities is of even more political significance". The design and implementation of certain programs and actions accompanied by an express commitment of the municipal authorities to budgets and AAPs, must be a priority.*
- Given that both the action plans for the target groups of the Progress project and the existing policies of the LGOs, form in their majority positive actions (actions for the gender equality) it has been deemed useful *in the recommended document of the AAP to present together with the actions, operations or activities that take into account the gender perspective during the design stage.*

In other words, the Pilot Application has shown:

- The need of powerful “Political Commitment” as a key prerequisite.
- The need of “opening” and establishing the design and planning procedures in the entire organization and structure of a LGO (municipal communities, services, Public Law Legal Entities).
- The need of wider participation of the society of citizens and of systematic recording of the needs from the gender perspective.
- The need of training the officials of LGOs in issues of gender, gender mainstreaming and gender budgeting.
- The possibilities existing even in the current negative environment for design and planning in close relation to the society’s needs, therefore to the gender-based needs.

The positive elements of the pilot application, as regards the participating officials are as follows:

- Understanding the difference between “positive action for equality” and “action integrating the gender perspective”.
- Understanding the need for deeper involvement in the planning and drafting procedures of the AAP and the Budget.
- Undertaking initiatives for the promotion of Gender Budgeting in the internal structure of LGOs.
- Accepting the necessity of keeping gender-based statistical and qualitative data in order to monitor and assess the policies at the level of actions and budgets.

The positive elements of the pilot application, as regards the participating LGOs are as follows:

- Promoting the formation of Municipal Equality Committees in Municipalities, where it has not been formed. Understanding the required and necessary stages of their involvement as regards the Operational Program and the Annual Action Programs of the municipality.
- Undertaking, even partially, initiatives for setting gender impact assessment indices of the AAPs and the budgets.

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SUPPORT BODIES & USEFUL WEBSITES

1. Greek Helsinki Monitor: www.greekhelsinki.gr
2. Hope, Cultural & Educational Association of Roma Women, Drosero of Xanthi, www.syllogoselpida@gmail.com
3. Decade of Roma Inclusion: <http://www.romadecade.org>
4. National Commission for Human Rights: <http://www.nchr.gr>
5. The Greek Ombudsman: <http://www.synigoros.gr>
6. European Roma Rights Centre: <http://errc.org>
7. European Roma Information Office: <http://www.erionet.org>
8. OikoKoinonia – An initiative for social residence and for supporting social integration of Roma Citizens, Vilara 7 & Valaoritou, Thessaloniki (Tel. 2310326419), email nfo@oikokoinonia.gr
9. Pan-Hellenic Educational & Creative Association of Roma Women, Kyprou 6, Dendropotamos, Thessaloniki (Tel. 2310 559152).
10. Pan-Hellenic Association of Greek Roma, Leof. Filis 187, Nea Liosia, Athens (Tel. 2114013844), <http://www.aspidarom.gr>
11. Ministry of Interior: <http://www.ypes.gr>
12. General Secretariat for Gender Equality www.isotita.gr
13. Research Centre for Gender Equality [KETHI], www.kethi.gr
14. European Roma Information Office (ERIO) Βέλγιο: www.erionet.eu

ANNEX I,II,III