

**Annex [Note verbale reference: CU 2022/264(A)/DTA/CEB/CSS]**

1. The secretariat has prepared the following questionnaire as a guide that States parties may wish to use to provide relevant information in line with paragraphs 22 to 24 of resolution 9/1, entitled “Sharm el-Sheikh declaration on strengthening international cooperation in the prevention of and fight against corruption during times of emergencies and crisis response and recovery”, including the provision of information on good practices and challenges concerning international cooperation to further prevent, identify, investigate and prosecute corruption during times of emergencies and crisis response and recovery.
2. States parties may wish to take a broad view of emergencies and crisis response and recovery when responding to this questionnaire. Emergencies and crisis response and recovery may include humanitarian emergencies, natural disasters, conflict and post-conflict contexts, as well as health emergencies such as the COVID-19 pandemic, among others.
3. Collecting the information for this questionnaire may require cooperation by several different agencies/authorities. States parties may wish to send the questionnaire to agencies/authorities particularly involved in response and recovery efforts during times of emergencies, depending on their national system, as it calls for information on preventive anti-corruption measures, law enforcement and international cooperation. Such agencies/authorities may include:
  - Anti-corruption bodies, supreme audit institutions and other oversight bodies, and relevant entities with mandates to prevent and counter corruption;
  - National procurement agencies;
  - National law enforcement authorities;
  - National competent authorities responsible for international cooperation in criminal matters;
  - Development agencies.

## Questionnaire

### Contact Information

Please provide contact details for potential follow-up questions. Contact details will be treated confidentially.

*Country: Greece*

*Government Agency: National Transparency Authority*

*Department: Strategic Planning & International Relations Unit*

*Information has been provided by the i) Ministry of Finance – a) General Secretariat of Economic Policy, General Directorate of Economic Policy – b) Recovery and Resilience Facility Agency ii) Hellenic Single Public Procurement Authority (H.S.P.P.A) and iii) General Secretariat for Commerce (General Directorate for Public Procurement) - Ministry of Development and Investment.*

**Please describe (cite and summarize) good practices your country has taken (or is planning to take, together with the related appropriate time frame) concerning international cooperation to further prevent, identify, investigate and prosecute corruption during times of emergencies and crisis response and recovery.**

States parties are invited to provide information on experiences, good practices and challenges concerning the following:

#### **I. Understanding corruption risks and typologies during times of emergencies and crisis response and recovery, including transnational elements**

1. Has your government assessed corruption risks during emergencies or crisis response and recovery, either through formal risk assessments or other informal means? Please provide details, such as key findings and mitigation plans. Please describe whether any other (existing) risk assessment has been carried out that is relevant to the emergency response (such as sectoral risk assessments in procurement, healthcare, infrastructure, etc) and provide details.

Greece, in the context of the implementation of the National Recovery and Resilience Plan "Greece 2.0", has designed and defined in accordance with the National Recovery and Resilience Plan No. 119126 EX 2021/28.09. 2021 (B' 4498) decision of the Deputy Minister of Finance, a coherent Management and Control System for the actions and projects of the Recovery and Resilience Fund (RRF), within the framework of Regulation (EU) 2021/241, which provides i) an effective and efficient system for controlling the implementation of actions funded by the RRF and ii) an effective application of proportionate measures to combat fraud and corruption, double funding, as well as the effective prevention of conflicts of interest. It constitutes the regulatory framework governing the implementation, monitoring, and control of the RRF actions, and compliance with it, since it is mandatory by all involving actors/bodies.

The Recovery and Resilience Facility Agency (EYSTA), as the competent coordinating authority, cooperates with other services in charge of the coordination of actions for the prevention and detection of fraud and corruption, such as the National Transparency Authority, designated as the Greek Anti-Fraud Coordination Service (AFCOS), in accordance with par. 5 of Article 82 of Law 4622/2019 and par.4 of article 3 of Reg. 883/2013.

Additionally, in order to prevent and combat fraud, corruption, and double funding in the Recovery Fund's actions, the existing control mechanisms are also applied, such as:

- The Fiscal Control Committee (FCC), which is responsible for the control of the Recovery and Resilience Mechanism, in accordance with Articles 189 to 193 of the Law. 4820/2021 (A' 130).
- The General Directorates of Financial Services of the Ministries, charged with the protection of the financial interests of the Greek State and the European Union.

- The Court of Audit (CoA), which, in addition to the powers of control over the management of public funds exercised under Article 98 of the Constitution, also exercises the powers specifically defined in Article 200 of Law No. 4820/2021 (A' 130), with regard to the projects and actions financed by the RRF.

2. Please list the main typologies of corruption (corruption risks) you have identified in your country's emergency or crisis responses and recovery. You may select from the list below, and add any additional risks not listed:

#### **Public Procurement**

- Bribery of procurement officials
- Excessive use of non-competitive bidding procedures, including by single or limited source tendering, with limited safeguards

See also:

[https://ppp.eaadhsy.gr/index.php/el/?option=com\\_sppagebuilder&view=page&id=131](https://ppp.eaadhsy.gr/index.php/el/?option=com_sppagebuilder&view=page&id=131), where data of the National Public Procurement Database on "Direct award" (ref. 118/ α.328)», «Direct Award – COVID 19», «Negotiation without prior publication - (COVID-19)» are published. Data shows that direct awards (COVID-19) is limited to 1,5% of the total public contracts (2021). Several circulars and guidelines have been issued by competent authorities on specifying the conditions for sufficient reasoning concerning the exceptional direct award due to emergency situations (COVID -19).

- Improper application of emergency procurement procedures allowing for expedited delivery of goods and services

- Bid-rigging (e.g. use of inflated prices)

#### **Misappropriation of Emergency Relief Funds**

- Non-eligible beneficiaries circumventing rules and regulations, including through bribes, to obtain access to relief and support

- Diversion of donations away from intended beneficiaries

- Exploiting international financial assistance related to emergency relief or other types of support (such as donor funding or technical assistance)

- Embezzlement of profit gained from the sale and distribution of emergency supplies

- Manipulation and inflation of claims for economic relief

- Fraudulent billing for the provision of goods and services

- Diversion of donated equipment/supplies to the black market

- Companies hoarding/not discharging support received from the government

#### **Conflicts of Interest**

- Conflicts of interest between suppliers and authorities in procurement processes

- Political appointees or persons entrusted with prominent public functions involved in, or the beneficial owners of, companies bailed out by the government or companies involved in procurement processes

- Support packages distributed according to ethnicity and/or political affiliation

### Misuse of Information

- Use of social media to spread misinformation, undertake fraudulent activities such as phishing, cyber-criminal fraud

### Inadequate Reporting/Protection Mechanisms

- Inadequate reporting/protection mechanisms for whistle-blowers and witnesses
- Restricted ability to report potential corrupt activities

### Other Corruption Risks

- ✓ Extensive use of government emergency powers and regulations, with insufficient controls, consultations and/or guidance

In 2020, the procedure of article 44(1) of the Hellenic Constitution was applied, that envisages the adoption of legal rules by a means different from the ordinary legislative procedure (adoption of legislative acts to deal with the pandemic crisis caused by the emergence and spread of the COVID-19 coronavirus), which was subsequently ratified by law. *According to data from 2020-2021, the percentage of laws ratifying legislative acts dealing with the emergency pandemic crisis amounts to 4%.*

For further guidance of HSPPA on the implementation of the following arrangements, see section II.2 below.

- Provision of counterfeit good and supplies
- Fraudulent or illicit production of goods, including research
- Impeded anti-corruption enforcement actions during emergency and crisis responses due to corruption
- Impeded provision of international cooperation (e.g. mutual legal assistance) due to the emergency or crisis due to corruption
- Links between corruption and other forms of crime, in particular organized crime and economic crime, including money-laundering

Please list any other typologies or risks:

Law 4622/2019 on the Organization, Operation and Transparency of the Government, Government Institutions and Central Government Administration, establishing the National Transparency Authority (NTA), devotes an entire chapter (Part IV) on ineligibilities, incompatibilities and rules for the avoidance of conflicts of interest of Members of the Government, Deputy Ministers, General and Special Secretaries of governing bodies of the public sector and non-permanent staff, among others. The relative provisions aim at ensuring transparency and integrity in public administration through rules that govern the action of members of the government. In particular, these rules govern their appointment, the carrying out of their duties and the period after they leave service. The main goal of these provisions is to safeguard the principles of integrity and impartiality which are expected from any person who holds a public office. The primary legal basis for these provisions is article 81 of the Greek Constitution which provides for the suspension of any professional activity for the members of the Government, Deputy Ministers and the President of the Parliament during the performance of their duties. The law extends this suspension to additional persons who exercise public authority given the need for complete dedication to their mandate. The implementation of these provisions is ensured with the creation of the Ethics Committee established within the auspices of the National Transparency Authority.

By Law 4940/20221 the article 76 of the aforementioned law is amended to regulate the

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<sup>1</sup> art. 38 of law 4940/2022

Conditions of employment and incompatibilities for the associates and special advisors in order for the legal framework for political advisors to be strengthened and for Greece to comply with international standards and recommendations. At the moment a circular is being prepared to be addressed to all public administration bodies on explaining the implementation of the provisions of law 4940/2022.

3. Did any of the corruption risks (typologies) identified in question 2 entail an international element? For example, fraudulent or collusive procurement practices involving foreign or international bidders or suppliers, donors or international financial institutions; aspects of transnational bribery; diversion of resources, assets or persons across borders)? Please be as specific as possible and provide details and examples. If the information is sensitive, please describe the typology or give anonymized examples.
  
4. Please describe whether the corruption risks identified in question 2 appear to be longer-term trends. Have they required new or strengthened anti-corruption actions as a result? If so, please elaborate.

In September 2022, NTA developed a Guide for the Development of Sectoral Anti-Corruption Strategies that provides a comprehensive methodological framework and analytical guidance to support the work of public sector bodies wishing to develop strategies and action plans to strengthen the prevention and capacity to detect and prevent corruption and maladministration. Strategic anti-corruption planning is an effective management tool, particularly in policy areas that are highly vulnerable to such phenomena, as it allows, in a systematic way, the design, monitoring, and evaluation of targeted actions that respond to the challenges and problems of the policy area in which each body operates.

In July 2022, NTA issued the Code of Ethics and Professional Conduct for Public Sector Officials that contains fundamental values for the performance of public sector employees' duties. The Code addresses a number of issues, such as conflict of interest, harassment, intimidation, equal treatment, management and disclosure of information, as well as any possible abuse of power by senior members of the public administration, while considering contemporary literature, international standards, methodologies and good practices, which favour a system based on value-based rather than compliance-based rules.

In June 2022, NTA issued the Code of Conduct for Elected Officials of Local Government Entities (Mayors, Governors of Regions, etc.). With a sense of respect to the status of elected officials, deriving directly from their popular mandate, the Code has been prepared on the basis of best international practices and standards, in an effort to ensure that local government elected officials respect and serve the public interest by performing their duties with honesty, integrity, and good faith.

NTA has also undertaken follow-up anti-corruption actions corresponding to risks that appear to be a longer-term trend in areas such as the:

- Enhancement of the legislative and institutional framework for the recovery and management of frozen, seized and confiscated assets.
- Design and Development of an Integrated Information System for Asset Management
- Organizing public awareness actions on Conflict of Interest issues and Update of the Code of Conduct for the Government and Parliament Members
- Development of a mechanism for monitoring the progress of the Internal Control System implementation as well as monitoring the efficiency of the Internal Audit Units
- Legislation (Presidential Decree) on the Establishment of the Justice Statistics Office (Justat)

- Circular on the cooperation of Greek Embassies abroad with competent anti-corruption services on issues of information exchange, in compliance with the OECD's "Working Group on Foreign Bribery" Recommendation
  - Streamlining the process for executing incoming requests based on international treaties, with a view to reducing delays in providing MLA
5. Please describe any measures taken to support the private sector in identifying and mitigating corruption risks. This may include particular risks associated with supply chains and procurement processes.

NTA has organized several raising awareness initiatives (webinars, workshops, conferences) with the participation of stakeholders from the public and private sector, professional unions, chambers and organisations of civil society in order to promote the values of transparency and integrity and progressively build a culture of zero-tolerance against corruption. On public integrity, it is indicated that NTA has organized and delivered awareness-raising and training events with a very strong impact. The thematic areas covered by the webinars conducted in 2021 are as follows:

- Business Integrity
- Foreign Bribery
- Awareness Actions for LGEs and SMEs
- Internal Audit
- Educational Actions, Youth Awareness Initiatives
- Special Issues due to pandemic/ Integrity awareness (Health protocols, risks to ecommerce transactions due to pandemic etc.)
- International Exposition of Thessaloniki
- SDGs 16
- Beneficial Owners
- Sports and Corruption
- Whistleblowers protection

Furthermore, NTA has developed guides as indicatively:

- **March 2022: Corruption and Fraud Risk Management Guide.** An effective framework to prevent corruption and fraud in public bodies. The Guide includes a coherent framework of practical steps and methodologies for identifying, assessing and addressing the risks of fraud and corruption in the policies, programs and projects undertaken by the Greek public administration. Its objective is to support the efforts of public administration officials to develop and strengthen mechanisms to prevent, deter and detect fraud and corruption based on a risk assessment methodology.
- **Apr. 2020:** Guide to protecting NTA from deception techniques COVID-19. The pandemic COVID-19 directly affects our daily lives, the economy, public health, transport and communication networks. Unfortunately, as in the case of other natural disasters (floods, hurricanes, forest fires, earthquakes, etc.), the coronavirus has another very dangerous consequence: it creates fertile ground and "opportunities" for fraud and illegal activities, which are exploited by fraudsters. Numerous fraud schemes and practices have already been identified at international level which exploit people's fear and insecurity about coronavirus. In our country, cases and attempts to defraud citizens have already been recorded in various regions of the country. The guide aims to raise awareness and inform citizens about the most common deception practices and to provide easy-to-understand instructions to protect them from fraudsters.

During the peak of the Covid-19 crisis, Joint Ministerial Decisions were issued by the Minister of Development and Investment and the Minister of Health (e.g., KYA 39683/16.4.2020) on the declaration of stock of sanitary materials and food. The above decision concerned the penalties, the items, and the persons responsible for the declaration of stock of protective equipment, personal hygiene products, and tests for the detection of the COVID-19 coronavirus, as well as the declaration of stock of sheep and goat meat and eggs. The main purpose of the relevant joint ministerial decisions was both to supervise the market as regards the sufficiency of these products as well as to monitor prices in order to avoid any unfair practices.

6. Please provide an overview of efforts taken to understand the particular impact corruption in times of emergencies and crisis response and recovery may have on women and marginalized and vulnerable groups. If possible, please include reference to any research, analyses or assessments undertaken in this regard.

Such efforts are included in the National Plan for the Equality of Genders 2021 – 2025, which is expected to promote effective gender equality in the labour market and thus have an impact on economic growth. The promotion of gender equality in the labour market allows enterprises to make better use of the available resources since a larger pool of talent will be available for recruitment purposes. Similarly, the equal participation of women in the market enables women to develop their full potential in the labour market, for example by gaining leadership positions, which has also had a positive impact on productivity.

The National Plan's priority axis 3: "**Equal participation of women in decision-making/ leadership roles**" focuses on actions aimed at reinforcing women's participation in the decision-making process.

The absence of gender-based barriers in terms of political and social participation in the workplace is an important precondition for equality between men and women. Equal participation of both genders in decision-making is a matter of justice and respect for fundamental rights and good governance.

Although women's participation in the political and social life of our country has been steadily increasing over time, the representation of women in politics and public life is significantly lower proportionately. Actions have therefore been designed to encourage women to become involved in public life, because as the number of women in political leadership increases and in positions of influence, such attitudes will become more and more acceptable in society, helping new models of successful women to emerge.

Participation is seen by researchers as a key element that enables vulnerable groups to influence decisions that critically affect their lives. Women's political and social participation is increasingly seen as critical for development and progress. Studies have shown that women in positions of power has resulted in a policy design more oriented towards issues of social interest, such as, for example, corruption prevention (see also *Swamy A., Knack S., Lee Y., Azfar O. 2001. Gender and corruption, Journal of Development Economics, 64 (1): 25-55*), reducing air pollution, and generally improving the quality of life of society as a whole. Furthermore, a significant number of studies indicate that when women participate in political decision-making, they tend to be involved in issues such as gender discrimination in employment, thus contributing to the design of actions aimed at increasing women's participation rate in employment and designing actions to increase women's participation in employment.

Attached please find the texts of the survey on women's participation in local political life, carried out by the Council of Europe's Centre of Expertise on Good Governance on behalf of the Greek General Secretariat of Human Resources for the Public Sector. The texts are in English and include:

- The full text of the preliminary survey
- Annex 13, Intermunicipal Cooperation Manual, which is a summary of the text of the preliminary survey
- The full text of the final survey and advice

7. Is there a greater need for international cooperation in responding to corruption risks in the context of emergency and crisis responses than in other situations? Why, or why not?

In the context of emergency and crisis responses there is a greater need for International cooperation so that transnational crimes can be effectively investigated and prosecuted. With a view to facilitating informal cooperation and sharing good practices, including on dealing with specific corruption and bribery risks, and by acknowledging that the efforts to combat corruption go beyond borders, NTA is actively involved in networks promoting international cooperation in the prevention of and combat of corruption. NTA is the presiding Authority of the Network of Corruption Prevention Authorities (NCPA) of the Council of Europe for 2022 and is also

participating in the OECD Working Group on Bribery (WGB), on Senior Public Integrity Officials (SPIO), as well as in IAACA, NEIWA, and European Network for Public Ethics.

## **II. Addressing corruption during times of emergencies and crisis response and recovery at the domestic level**

1. Please describe the anti-corruption controls, safeguards and/or measures put in place to address the corruption risks identified above in question 2. Please highlight any special measures that may have been introduced in response to a particular emergency, and whether those measures may be useful for future crises. These may include anti-corruption task forces, the use of real-time audits, transparency portals and specific reporting channels for reporting corruption in the context of emergencies, including in the areas below.

The Recovery and Resilience Facility Agency (EYSTA) has designed an Anti-Corruption and Anti-Fraud Strategy for the implementation of the Recovery and Resilience Fund Actions, in accordance with the 139614 EX 2021/10.11.21 decision of the Governor of EYSTA. The above Strategy is based on the pillars of prevention, detection and effective response and sets its objectives by specifying further actions/projects where necessary. In this context, a Fraud Risk Assessment Team and a Fraud Officer are established with the main responsibilities of carrying out fraud risk assessments, and coordinating fraud prevention and response activities (such as the implementation of the fraud risk assessment, the monitoring of the implementation of the relevant measures, as well as the training of EYSTA's staff).

The Central Electronic Register of Public Procurement (KHMDHS) has an option on data of Public Contracts awarded under exceptional procedures due to COVID-19. In particular, the options "Direct Award - COVID-19" and "Negotiation without prior publication - COVID-19" have been added to the drop-down list of options in the "Type of Procedure" field (in production since July 23<sup>rd</sup>, 2020). This configuration, on the one hand, enriches the data on a technical and statistical level in relation to COVID-19 and, on the other hand, it technologically enhances the controls that can be carried out and the monitoring of the pandemic contracting system, while it constitutes a coordinated effort and an international good practice (European Commission, OECD). To this end, it contributes to better monitoring of the impact of the exceptional pandemic provisions, including the integrity of public procurement contracts.

In parallel, NTA is carrying out audits within the framework of its competences and conducts inspections for the compliance with the health measures due to pandemic as well as for the public procurement procedures in compliance with the law concerning health material (e.g. COVID-tests, vaccines etc.). In particular, NTA, during 2021, has continued conducting audits at vaccination centers of the country to ensure the transparency and integrity of the implementation of the National Operational Plan for COVID-19 vaccination.

Indicatively inspections have been conducted in:

- two branches of a private company's (in Thessaloniki) providing rapid test services for the detection of SARS-CoV-2 virus antigen (rapid test). Following the audit's findings, the National Organization for Medicines (EOF) proceeded with the recall of a rapid test kit for the rapid detection of SARS-CoV-2 virus which did not comply with the special CE marking and therefore with the European Commission's guidelines for the use of medical devices (Directive 98/79/EC). The Audit Report was forwarded to the Athens Prosecutor's Office of the Athens Court of Appeal for the criminal evaluation of the facts contained therein and also to the relevant Competent Authorities for their actions.
- Elderly Care Units and Welfare Facilities to ensure compliance with the rules and measures for the prevention of the spread of SARS-Cov 2 and for public health protection. In an on-site re-inspection carried out in a nursing unit in the Municipality of Pylaia-Hortiatis (Thessaloniki), fines, amounting to 19,500€, were imposed to company and to personnel for no compliance with the health obligations.
- a big hospital in Athens, an IKE company and also in sixteen (16) private health service providers in Attica, Thessaloniki and Patras (Hospitals & Clinics) in order to assess compliance with the control procedures and requirements included in the national

operational plan for vaccination against COVID-19. The on-site audits did not reveal serious problems in the process.

Additionally, an immediate intervention, following a complaint, has been identified in an audit carried out in a private pharmacy by a mixed team of inspectors (NTA - Financial Police Directorate of the Hellenic Police), emphasizing on the procedures of performing diagnostic tests of COVID with rapid detection of the antigen of the SARS CoV-2 virus (rapid test) and the recording of their results in the National Register of Patients COVID-19, which is a condition for the issuance of a certificate (positive / negative) result through the webpage [www.gov.gr](http://www.gov.gr). Among the findings of the audit was that during the period of control, out of the rapid test registrations in the pharmacy's National Patient Registry COVID-19 as a whole, the supply of the corresponding rapid tests was not proven for two thousand one hundred and eight (2,198) registrations. The Audit Report was sent to the Prosecutor's Office for a criminal investigation of individuals implicated, as well as the Independent Public Revenue Authority (A.A.D.E.) for tax enforcement.

Furthermore, the National Coordination Body for Control and Accountability (ESOEL), a collective body (according to art. 103 par. 5 of Law 4622/2019) composed of fifteen audit and investigation agencies, is responsible for conducting common inspections/audits (by joint teams). Parallel to promoting P2P learning, ESOEL is conducting joint field missions including audits, inspections and preliminary examinations either on public procurement or cases of fraud/economic corruption.

Additionally, in the NACAP 2022 -2025 (GG138A/13.7.2022) actions are also planned on the:

- Development of annual operational audit plans by the National Transparency Authority based on the risk-based analysis methodology (RBAP) (1.2.2)
- Development of a digital application for the issuance of annual systemic audit plan of the NTA, based on the risk analysis methodology (1.4.13) and institutionalization of a risk management system in Public Administration
- Integration of a special teaching section in training seminars, to promote transparency, accountability and integrity, for: a) Heads of Departments & Directorates and b) new entrants (2.3.9)
- Development of a Fraud and Corruption cases Management framework (2.3.12)
- Expansion of the Integrated System for the Management of Judicial Cases of Civil & Criminal Justice to ensure the full digitization of the judicial process (2.4.6)
- Digital upgrade and expansion of the Integrated System for the Management of Judicial Cases of Administrative Justice (OSDY-DD) (2.4.7)
- Conduct of a survey to investigate the degree of awareness of public servants with regards to: a) corruption among public officials, b) existing tools to tackle them and c) their perceived effectiveness (3.1.2.)
- Design and implementation of webinars to representatives of associations and chambers to enhance transparency and accountability in the field of public works (3.1.10)
- Implementation of information and awareness actions on corruption in the medical sector and its consequences in the Health System (3.1.12)
- Annual organisation of an information day, on the OECD Convention on the Bribery of Foreign Public Servants, for the Ministry of Foreign Affairs officials (3.1.16)

### **Public procurement and the management of public finances**

2. Please describe measures taken to develop and/or further strengthen accountability and transparency in public procurement during times of emergencies and crisis response and recovery. These may include:
  - The development of specific guidelines, circulars or memorandums for procurement in emergency contexts;

- Development of an Ethics and Conduct Code for civil servants working in Procurement Units within the public sector (national central purchasing authorities, Central purchasing authority and contracting authorities / bodies) and / or participating as members in Tender or Acceptance Committees (NACAP 2022-2025, 2.3.2)
  - Guideline HSPPA 24/20 (HSPPA Decision No. 1/15-04-2020) on specific issues in the award and management of public contracts in the context of the response to the COVID-19 health crisis and measures to prevent its spread". (ΑΔΑ: ΨΟΗ00ΞΤΒ-ΦΔ7).
  - provisions of article 7 of law 4965/2022 (Α' 162) published on 02/09/2022 that envisage an adjustment clause for contract prices (signed and future) in public procurement contracts on the basis of adjustment rates according to the official ELSTAT (and EUROSTAT) statistical data.
  - Relevant Circulars on:
    - i) "Circular on the implementation of par. 9 to 10a of article 53 of Law 4412/2016 for the implementation of the adjustment clause of public contracts prices for public procurement and services" (ΑΔΑ: 6Μ8Ο46ΜΤΛΡ-ΔΛΓ) and
    - ii) "Circular - Calculation of the Consumer Price Index for the application of par. 9a of Article 53 of Law 4412/2016 for deliveries of goods that took place in September 2022".
- The development of new codes of conduct or guidelines for procurement personnel during times of emergencies and crisis response and recovery;
  - Development of an Ethics and Conduct Code for civil servants working in Procurement Units within the public sector (national central purchasing authorities, Central purchasing authority and contracting authorities / bodies) and / or participating as members in Tender or Acceptance Committees (NACAP 2022-2025, 2.3.2)
- Requirements to disclose potential and real conflicts of interest;
  - Elaboration of a Mapping Study of the provisions that regulate issues of conflict of interest / integrity violations in Legal Entities under Private Law supervised by the Ministry of Health and suggestion of improvement measures (NACAP 2022-2025, 2.3.6)
  - Organizing public awareness actions on conflicts of interest (NACAP 2022-2025, 3.1.4)
  - Introduction of a regulatory framework and tools to address conflicts of interest in the public sector (NACAP 2022-2025, 2.2.20)
- Reforms of legal, regulatory and policy frameworks governing public procurement;
  - By Law 4912/2022, HSPPA has been merged with the Authority for the Examination of Preliminary Rulings in order to create a single independent authority for public procurement and facilitate the optimal use of the potential, experience and expertise of the two authorities, as well as to better exercise its control powers on the implementation of national and EU public procurement law (by the contracting authorities).
  - Law 4782/2021 (GG 36Α'9.3.2021) amends the existing public procurement regulatory framework (Law4412/2016) as it simplifies, modernizes the framework and introduces an adjustment clause.
- Requirements to collect and publish the beneficial ownership information of entities contracting with the government;
 

Access to adequate, accurate and up-to-date information on the beneficiaries of legal entities through the Central Registry of Beneficial Owners (NACAP 2022-2025, 1.1.3)
- Requirements to cross-check information available on the ultimate beneficial owners of companies involved in procurement processes;
- Publication of information on the whole procurement cycle, from tender to delivery (including type and amount of contract, reference information for the awarded company,

beneficial ownership information, validation of delivery, etc.);

- Supported at <https://portal.eprocurement.gov.gr/webcenter/portal/TestPortal>
  - KHMDHS is a depository of public procurement acts concerning the whole public procurement cycle enhancing transparency.
- Specific labels or “tags” for procurement contracts to facilitate the monitoring of contracts associated with a particular emergency or crisis;
    - See above <https://portal.eprocurement.gov.gr/webcenter/portal/TestPortal>
    - The Central Electronic Register of Public Procurement has an option on data of Public Contracts awarded under exceptional procedures due to COVID-19. In particular, the options "Direct Award - COVID-19" and "Negotiation without prior publication - COVID-19" have been added to the drop-down list of options in the "Type of Procedure" field (in production since July 23<sup>rd</sup>, 2020).
  - Measures to ensure procurement in emergency contexts have appropriate oversight and sanctions, including the potential disqualification of companies;
  - Measures to help ensure that compliance programmes and safeguards are in place for bidders;
  - The use of online portals that afford opportunities to track procurement contracts through the whole procurement cycle;
    - <https://portal.eprocurement.gov.gr/webcenter/portal/TestPortal>
    - See also above.
  - Feedback mechanisms for monitoring by groups outside the public sector, such as civil society organizations.
    - The Recovery and Resilience Facility Agency (EYSTA), as the competent coordinating agency, has developed a Recovery Fund Management and Control System Procedures Manual, which outlines all activities' processes in order to facilitate the implementation of the relevant legislative provisions and regulations as well as audit standards by all actors involved. It also provides for the standardization of all key documents and the use of standard audit questionnaires to ensure the standardized implementation of the procedures by all the involved parties. Additionally, it includes distinct procedures for the examination of fraud/corruption indications and the assessment of related risks, as well as the collection and use of data on the beneficial owners of EU funds. In this respect, it also provides for an Ethics and Integrity Policy for both the EYSTA's staff and the other actors involved in the implementation and monitoring of RRF actions. Furthermore, EYSTA has developed and already uses a Risk Analysis Methodology for the ex-ante control of the non-existence of conflict of interest situations in the public contract's award phase, based on the risk assessment of each implementing entity of the RRF Actions and Projects, as contracting authority, and on the risk assessment of each contract that it intends to award in the context of the implementation.

In order to ensure transparency and impartiality, the risk assessment is carried out automatically by the RRF Information system on the basis of predefined risk factors, rated on a four-scale basis, using clearly defined criteria.

During the audit to confirm that no fraud/corruption and conflict of interest cases exist, the reports of the national OPS ERGORAMA system, as well as platforms such as the Central Electronic Public Procurement Register (KHMDHS), the Central Register of Beneficiaries (CER), the General Commercial Register (G. E.M.I.) and the Commission's Arachne data mining tool, are used.

- See also above on options in the Central Electronic Register of Public Procurement.
- In 2020, creation of a special node on the HSPPA website, which is the national contact point for public procurement, entitled "PUBLIC PROCUREMENT & COVID-19-UPDATE", where, among other things, various announcements on the adoption of specific national legislation (Special Legislative Acts, Sanctioning laws, Common Ministerial Decisions, Ministerial Decision, etc.), as well as communication from the European Commission concerning the management of public procurement in the context of the exceptional circumstances caused by the COVID-19 pandemic.
- Guideline HSPPA 24/20 (Decision No.1/15-04-2020) on specific issues in the award and management of public contracts in the context of the response to the COVID-19 health crisis and measures to prevent its spread". (ΑΔΑ: ΨΟΗ00ΞΤΒ-ΦΔ7).
- Guideline HSPPA 27/2021 (Decision No.7/30-06-2021) on repeated deficiencies - irregularities identified in the years 2017 to 2021, in the context of the legality control of the previous tender procedure on requests for the Authority's consent to the use of the negotiated procedure for the award of a public contract, in accordance with case of Article 26, par.2b and of Articles 32 par. 2(a) and 269(a) of Law 4412/2016, as well as general suggestions - recommendations addressed by the Authority on Opinions issued upon requests for negotiation. (ΑΔΑ:Ψ8Σ4ΩΞΤΒ-ΨΔ3)

HSPPA's explanatory Documents:

- Reminder of contracting authorities' obligations / contracting entities related to the use of the exceptional negotiated procedure (pursuant to Articles 26, 32 & 269 of Law 4412/2016) (ref.no. 3581/01-07-2022/ΑΔΑ:6ΘΣΩΟΞΤΒ-N92)
- Clarifications regarding the price increase and problems in the supply chain (ref.no.2040/13-04-2022/ ΑΔΑ: Ψ9Γ5ΟΞΤΤΒΣΤΕ)
- Specific Communication from the European Commission on procurement related to the response to the COVID-19 coronavirus - Latest clarifications (ref. 1867/01-04-2020/ID: 9HATMOXTB-MLD)
- Clarification from the European Commission on the procurement of contracts related to COVID-19 coronavirus (ref. 1722/20-03-2020/ΑΔΑ: ΨΡΗ000ΞΤΤΒ-ΓΦΟ).

Within the framework of its competence to issue templates or model contract documents, HSPPA has standardised an integrity clause to be included in the agreement signed with the contractor of each contract, supply and service agreement with an attached integrity clause. This integrity clause has been formulated in cooperation with Transparency International-Greece. The signing of a detailed integrity statement by the economic operators who sign them is an important proactive step in enhancing transparency in the field of public procurement, since integrity commitments and pledges are promoted at European and international level as tools to increase transparency and accountability, enhance citizen engagement and trust in public institutions, save costs, improve competition and promote awareness and a better understanding of the public procurement system.

Within the framework of the Action Plan of the National Public Procurement Strategy 2021-2025 (Pillar A "Institutional Framework for Public Procurement") actions have also been planned, in particular:

**Strategic axis A1:** "Continuous monitoring and simplification of the institutional framework" and in the context of A1.1 "Evaluation of the existing institutional framework at regular intervals and formulation of recommendations for its further simplification" the following actions:

- Set up and cooperation within a working group (WG) for the ongoing evaluation of the public procurement regulatory framework and the preparation of a six-monthly evaluation report and of proposals for revision
- Establishment of an ongoing consultation tool on the regulatory framework for public procurement
- Issue circulars on public procurement procedures, model documents and implementing proposals
- Establishment of a WG to assess the parallel implementation of Law 4412/2016 and Law 4270/2014 with a deliverable on proposals for simplification within the framework of a memorandum of cooperation between HSPPA and the Ministry of Finance.

- Conducting a study to measure the administrative burden of the procedures for awarding and executing public contracts to make structured decisions for further simplification of the institutional framework.

An OECD study (June 2020) captured the immediate policy measures, initiatives, and specific actions taken by Greece in the initial phase of the pandemic, providing data on the institutional arrangements and monitoring rules put in place for emergency procurement and the support provided to contracting authorities (See also: [http://www.oecd.org/coronavirus/policy-responses/\\_stocktaking-report-on-immediate-public-procurement-and-infrastructure-responses-to-covid-19-248d0646/](http://www.oecd.org/coronavirus/policy-responses/_stocktaking-report-on-immediate-public-procurement-and-infrastructure-responses-to-covid-19-248d0646/)).

3. Please highlight 2-3 good practices and challenges faced when developing, implementing and/or monitoring the measures you have identified in question 2.

One of the challenges (*and a good practice at the same time*) met during the design phase of NACAP 2022 – 2025 was to include all the stakeholders early in the process, communicating NACAP's aim and structure and consulting them in defining the actions to be included. NTA has collected focal points from all the stakeholders informed with regards to the monitoring process, through meetings and perhaps webinars. The NACAP was designed through an **extensive consultation process** and more than **44 meetings took place, between May and November 2021**, with the participation of the main authorities for the design and implementation of related public policies, as well as organisations from the Private sector and the Civil Society. In addition, and in order to maximize outreach, ensure ownership and stakeholders commitment a Central Coordinating Committee was established for the coordination of the consultation process whereas the Greek Cabinet has a strategic/ supervisory role in the approval of the final draft of the Action Plan and any major upcoming revision (GG A/163/24.03.2022). Simultaneously, the development of a monitoring and evaluation mechanism and its ongoing simplification with the introduction of digital tools and the introduction of new actors, for the enhancement of engagement and ownership (Central Coordinating Committee and the Ministerial Cabinet).

4. Were internal audit systems, real-time audit mechanisms and/or other mechanisms used to help monitor and oversee the management of public resources during times of emergencies and crisis response and recovery? If so, please describe. Please provide any information on good practices and/or lessons learned.

NTA provides expertise and advisory services on the establishment and full operationalization of internal audit units across the PA as well as expertise on the development of a corruption and fraud risk management methodology through the development of applied tools such as guidelines, assessment of existing procedures, etc. NTA also undertakes joint action for the establishment of an Independent Integrity Advisor Office and its staffing, in accordance with the provisions of law 4795/2021 and develops in co-operation with competent authorities integrated sectoral anti-corruption strategies in high-risk sectors i.e. health, public procurement, sports, environment, public revenues – AADE/NACAP action etc.

NTA, in the context of the development and monitoring of the implementation of the National Internal Audit System:

- has issued (in March 2022) the Handbook/Manual on the "Mapping and recording of procedures with financial impact in Municipalities", prepared in cooperation with the Ministry of Interior, the Central Union of Municipalities of Greece (KEDE) and the Hellenic Agency for Local Development and Local Government as an important publication for the implementation of the Internal Control System to the Municipalities, meeting the requirements of the new institutional framework and also the needs of the LGEs and the society.
- successfully completed (in February 2022) an innovative report, entitled "Maturity Assessment of the Internal Control System for Financial Management ", reflecting the current status of the Internal Control System for Financial Management in line with Ministries. These efforts are attributed significantly to the cooperation between NTA and the Service (Permanent) Secretaries of the Ministries, who demonstrated their

- willingness to participate in the interviews but also to complete a questionnaire and provide relevant documentation, know-how and experience.
  - has issued (in May 2022) the manual "Recording of Procedures with Fiscal Impact of First Level Local Authorities" as a useful tool for municipalities to adopt the provisions of Law 4795/2021 and the Decision no. FG8/55081/2020 of the Plenary of the Court of Auditors (B' 4938). The manual sets out twenty (20) basic procedures with a financial impact, applied by the first-degree Organisations of Local Government. Each procedure is analysed and the legal framework is further described. Potential risks and control mechanisms are also identified per stage, along with the responsible person within the organisational structure of the municipality.
  - has prepared (in January 2021) a prototype model for recording eleven (11) key processes of the Financial Management System of the Central Administration, with the corresponding flow charts based on the current regulatory framework, in order to support public bodies in the development and implementation of an integrated Internal Control System for Financial Management.
5. Please describe what measures or initiatives could be used/have been used to help ensure transparency in the allocation, use, distribution and management of the national budget during times of emergencies and crisis response and recovery. These may include dedicated budget lines, measures to present budget items, public hearings or rendering such information accessible to the public.

#### **Inter-institutional coordination at the national level**

6. Please outline measures which could be taken or have been taken to enhance coordination among institutions at the national level involved in response and recovery efforts, such as Memorandums of Understanding, data sharing agreements, standard operating procedures or other formal and informal mechanisms that enable institutions to share information and respond in a coordinated manner to corruption risks in the context of emergencies.

NTA chairs the National Coordination Body for Control and Accountability (ESOEL), a multilateral body composed of fifteen audit and investigation agencies. Parallel to promoting P2P learning, ESOEL is competent for conducting joint field missions including audits, inspections and preliminary examinations.

With regard to MoUs, several MoUs (*15 MoUs for 2021*) have been signed between NTA and other public Authorities and bodies in order to promote inter-agency co-operation and build synergies across the PA in the field of anti-corruption as well as to identify fields of potential co-operation between the National Transparency Authority (N.T.A.) and other public institutions and prioritize targeted actions. In the framework of these MoUs, the NTA develops methodologies and practices, and provides a list of tools, such as:

- Standard Code of Conduct, Standard Code of Ethics, conflict of interest methodologies, internal reporting channel systems, internal reporting procedure protocols, anti-bribing and other anti-corruption tools.
- Provision of expertise for the design of a methodological framework for corruption risk management.
- Support in drafting sectoral anti-corruption strategies, integrated specific policies or targeted actions to strengthen integrity and anti-corruption policy.
- Risk Assessment Methodology and Practices, Audit Manuals, Project Report Templates, Code of Ethics & Professional Conduct for Internal Auditors, Guidelines for Conducting Interviews, Guidelines for Sampling, Maturity Models and Self-assessment tools using international best practices and on-the-job training. In addition, the NTA organizes training meetings, carries out training / awareness-raising activities and has created a Network of Internal Auditors of Public Administration, an active platform providing access to a wide range of resources and information relating to both the Internal Control System and Internal Audit activities.

Further centralization of health sector procurement with the designation of Central Purchasing Authorities at regional level (the Health Regions as Central Purchasing Authorities for the procurement of medical equipment for hospitals and health regional centres) and active involvement of the National Central Health Procurement Authority.

### **Transparency measures, including access to information**

7. Does the government have specific measures in place to identify individuals who may be involved in, or who help facilitate, corrupt acts? Such measures may include requirements to disclose beneficial ownership information and requirements to make such information accessible to law enforcement or other authorities. For example, information contained in beneficial ownership registries or information contained in open tender portals may be used by supreme audit institutions and other oversight bodies to audit, and inform, response and recovery measures.

The Greek company law follows a traditional approach in terms of the types of companies/options offered, while no trusts and similar legal arrangements are allowed. In this respect, our company law is strict and fundamentally different from that prevailing in other jurisdictions operating as financial centers and favoring business introducers, off-shore structures, nominee shareholders etc.

The framework for entities has been recently revised and is fully compliant to EU Directives and Regulations while the regulatory framework for listed companies is strict and very transparent and fully compliant with EU Legislation too.

In terms of legal ownership/basic information legal entities are obliged to register and present publicly available information to the General Electronic Commercial Registry (GEMI) ([www.businessregistry.gr](http://www.businessregistry.gr)). This information for legal persons is publicly available and accessible online, free of charge and all competent authorities have access.

In terms of beneficial ownership, the establishment of a central beneficial ownership registry, as described in the provisions of the AML/CFT Law (articles 20 & 21, law 4557/2018) accelerates access to beneficial ownership information by the competent authorities. Access to the BO registry have, without any restriction and without prior notice to the person concerned, the FIU, the competent prosecuting or other authorities with investigative or supervisory powers in the area of money laundering, predicate offences and terrorist financing, the competent AML supervisory authorities in the exercise of supervision and the AML obliged persons exclusively in the context of due diligence measure implementation. Corporate and other legal entities that either have a permanent establishment, in accordance with the provisions of Article 6 of Law 4172/2013 and are required to file an income tax return or are based in Greece, are required to collect and store in a special register at their registered office or permanent establishment, adequate, accurate and up-to-date information about their beneficial owners. This special register is kept adequately documented and updated under the responsibility of the legal representative or a specially authorized person by decision of the competent corporate statutory body. The data of this register are registered in the Central Register of Beneficial Owners, a web-based electronic application, which is linked electronically to the TIN number of each legal entity and for which the Independent Public Revenue Authority (IARP) has the necessary data from the tax register.

Tax Authorities keep a fully updated tax registry and with the use of an IT system can proceed to combined surveys upon request and automatically assessment by the use of risk analysis criteria.

Particular emphasis should also be made to the important measures undertaken by Greece within the financial crisis in order to tackle tax evasion.

It should be highlighted that the risk of misuse of legal persons according to bearer shares has already been mitigated as the law 4548/2018 abolished the possibility of issuing bearer shares from 13 June 2018. On that context, there will be only registered shares and additionally until the 1<sup>st</sup> July of 2019 the entities made publicly available this information through GEMI. All entities ought to finalize these actions to Business Register (GEMI) until 1<sup>st</sup> January 2020.

We'd like to emphasize that since 6/12/13 (par.1 article 60 I. 4170/2013) we have a fully

operational registry system of bank accounts, which is an extremely useful tool for the **automated lifting of business and banking secrecy** against all competent authorities while other EU member states had to implement the relevant provisions by 2020-2021 (requirement arises from the 5<sup>th</sup> AMLD and the Directive 2019/1153).

The Regulation (EU) 2021/241, establishing the Recovery and Resilience Mechanism, and in particular the provisions of Article 22.2.d.iii (thereof) provide for the collection of data on the beneficial owner of the recipient of EU funds or the contractor, as defined in Article 3(6) of the Directive (EU) 2015/849 of the European Parliament and of the Council. For this purpose and in the context of assisting the work of the actors involved, the EYSTA's manual of procedures envisages a specific Procedure (D20) on the collection and proper documentation of such data, to be used by all actors accordingly.

*See also above (question 2) for existing platforms generally used for data cross-checking and for confirming that no cases of fraud/corruption and conflict of interest are existed (such as, but not limited to, the KMPD, KIMDES, GEMI, Arachne, ERGORAMA, etc.)*

8. How does the government ensure that emergency measures are limited in duration and scope? Please describe any measures taken to mitigate the use of broad emergency executive authority, such as legislative oversight, regular reports to committees, and review and monitoring mechanisms.

The Regulation (EU) 2021/241, establishing the Recovery and Resilience Mechanism, and in particular the provisions of Article 22.2.d.iii (thereof) provides for the collection of data on the beneficial owner of the recipient of EU funds or the contractor, as defined in Article 3(6) of the Directive (EU) 2015/849 of the European Parliament and of the Council. For this purpose and in the context of assisting the work of the actors involved, the EYSTA's manual of procedures envisages a specific Procedure (D20) on the collection and proper documentation of such data, to be used by all actors accordingly.

*See also above (question 2) for existing platforms generally used for data cross-checking and for confirming that no cases of fraud/corruption and conflict of interest exist (such as, but not limited to, the KMPD, KIMDES, GEMI, Arachne, ERGORAMA, etc.)*

9. Have your authorities applied or strengthened whistle-blower protection or reporting systems, including those that afford opportunities for confidential and/or anonymous reports, and how to address such reports?

Greece has established a special legal drafting committee with a mandate to transpose EU Directive 2019/1937 into the Greek legal framework. The committee has already prepared the draft law which will soon be submitted to public consultation.

Within the framework of the European Project WIDELY EXPANDING ANONYMOUS TIPPING TECHNOLOGY DEPLOYMENT, OPERATION, AND TRUSTWORTHINESS TO COMBAT CORRUPTION IN EASTERN AND SOUTHERN EUROPE (EAT), with the support of Transparency International Greece and Hermes Center for Transparency and Human and Digital Rights, HSPPA has adopted (since January 2021) the whistleblower (anonymous complaints) platform, which meets the implementation requirements of the European Directive 2019/1937, thus providing a secure tool for filing anonymous complaints. The main features of this reporting mode are the following:

- The report is made by filling in a questionnaire, which is sent anonymously if the person submitting the report wishes so. Anonymous reports will only be taken into account if they are sufficiently detailed.
- The report shall be forwarded to the responsible official/department to handle it (*maintaining confidentiality as regards the person making the report*).
- When the report is sent, the reporter shall receive a 16-digit numerical code, which shall be kept in order to maintain access to the report, to verify the response of the competent HSPPA

staff member or department and to contact the recipient of the report in response to requests for clarification or further information.

- The report can be made from any digital device (personal computer, tablet, smart phone). Confidentiality is safeguarded in all cases.

### **Use of information and communication technology tools**

10. Has the government used information and communication technology tools to build, implement and/or maintain resilient emergency response systems? If yes, please explain what types of tools have been used and include relevant links, if possible.

- Integrated Management Systems for Recovery and Resilience Fund (RRF) and for National Strategic Reference Framework (OPS ESPA)
- *(See also above answer to question 1)*

11. If possible, please describe the benefits and challenges of using the tools identified in 10?

- Better monitoring
- Traceability of actions

12. Has the government used information and communication technology to help manage and oversee public procurement during times of emergencies? If yes, please explain the particular tool, its benefits and challenges and include relevant links, if possible.

Law 4727/2020 (Chapter IA', Digital Transparency – Diavgeia program) modernizes the regulatory framework of the "Diavgeia Program" on strengthening transparency through the mandatory posting of laws and acts of governmental, administrative and self-governing bodies on the internet.

On the portal are posted laws, presidential decrees of a regulatory nature, other acts of a regulatory nature, interpretative circulars and circulars for the implementation of the legislation the budgets, accounts, balance sheets of the entities falling within the scope of this Law, the decision of approval of expenditures, Acts of appointment of unilateral bodies and the establishment of collective administrative bodies of public bodies, acceptance of resignation, replacement or termination of General Secretaries of Ministries and Regions, Special Secretaries of Ministries, acts of setting up committees, working groups, task forces, project groups, acts determining the remuneration and allowances of members of unilateral and collective management bodies, members of committees, working parties, task forces and similar bodies, whether or not they are remunerated, calls for positions by competition or by selection, lists of successful candidates, summaries of acts of appointment, transfer, availability, acceptance of resignation, termination of employment etc.

Through the years of its operation, Diavgeia has proved to be a good practice example in ensuring transparency and accountability in the public sector.

See also above about KHMDHS configuration.

<https://cerpp.eprocurement.gov.gr/kimds2/unprotected/searchAuctions.htm?execution=e6s1>

13. Has the government used information and communication technology to promote transparency in the management of public finances during times of emergencies and crisis response and recovery? If yes, please explain the particular tool, its benefits and challenges and include relevant links, if possible.

See also above section II.2

### **Engagement of actors outside the public sector**

14. If possible, please provide an overview of how the government has partnered with, or encouraged the participation of, actors outside the public sector to help monitor and support oversight of government actions during times of emergencies and crisis response and

recovery. Please also include any future initiatives planned.

By Law (4915/2022) the National Strategic Plan for Combating Corruption (hereinafter referred to as NACAP) is the country's national strategy that includes a coherent framework of actions, interventions and projects aimed at preventing and fighting corruption, strengthening transparency, integrity and accountability. With the cooperation of all relevant bodies, NTA is the responsible Authority for monitoring the progress of the implementation of the actions as well as for its evaluation and update. In order to better coordinate the process of drafting and updating the NACAP, a Central Coordination Committee has been established.

The Council of Ministers has approved NACAP 2022-2025 (GG138A/13.7.2022) and will also monitor its implementation on an annual basis. In this context, at the April meeting of the Planning and Evaluation Cabinet, NTA is invited to present a report on the progress of the NACAP.

NACAP includes actions that make up the National Integrity System (NIS), which includes, in particular, actions and projects relating to public administration and focusing on strengthening public integrity and accountability in public sector bodies. By decision of the Minister of Interior, on the opinion of NTA's Governor, the NIS is established, updated and redesigned.

By decisions of the NTA Governor, the procedures for the preparation, monitoring, evaluation, and redesign of NACAP may be determined. Any changes concerning the structure, strategic or specific objectives of NACAP shall be approved by the Council of Ministers in accordance with a similar procedure while changes concerning the content and planning of NACAP actions shall be approved by the Central Coordination Committee.

15. Are there any policies or initiatives that particularly facilitated the engagement of actors outside the public sector in these contexts? If yes, please describe.

### **III. Responding to corruption during times of emergencies and crisis response and recovery, including through international cooperation**

1. If possible, please provide examples of detected or suspected instances of domestic or transnational corruption and how these were identified in your country. If the information is sensitive, please describe the typology or give anonymized examples.
2. How did the government respond? Has your country taken any steps to identify, investigate or prosecute corruption in emergency and crisis responses and recovery? Examples may include an interagency cooperation taskforce among anti-corruption authorities, analysis of suspicious transaction or financial disclosure reports, greater cooperation across international borders, strengthening investigation and prosecution capacity, etc.
3. In its response, did your authorities find it necessary to seek or request international cooperation (e.g. mutual legal assistance or direct law enforcement cooperation)? Please provide details and examples. How effective do you believe the cooperation was, and what were the main challenges? Was the assistance provided, were there any obstacles?
4. Has your government received any requests for international cooperation from other countries seeking to identify, investigate or prosecute corruption during times of emergencies and crisis response and recovery? Please provide details and examples. How effective do you believe your authorities cooperated, and what were the main challenges? Was the assistance provided, were there any obstacles?

### **IV. Mechanisms to respond to corruption during times of emergencies and crisis response and recovery through international cooperation**

1. Have your authorities had any practical experience in sharing information, including spontaneously, with authorities in other countries concerning suspected corruption in the context of emergency or crisis responses?
2. Has your government used electronic communication channels or networks, including those of INTERPOL or the GlobE Network, that enable the prompt exchange of information for the investigation and prosecution of corruption offences in the context of emergency and crisis responses?
3. Are you aware of any examples of joint or parallel investigations or the bilateral sharing of capacity and expertise on investigating and prosecuting corruption in this context?
4. Have you taken additional measures to analyse asset declarations, financial disclosures and/or suspicious transaction reports during times of emergencies or crisis response and recovery?
5. Have you experienced challenges in accessing adequate, accurate and up-to-date information on the beneficial ownership and control of legal persons in other jurisdictions? In your view, what may be improved to enable effective, timely access to such information?
6. Have you experienced challenges in verifying assets beneficially owned by public officials abroad? In your view, what may be improved to enable effective, timely access to such information?
7. Have there been any efforts to support anti-corruption practitioners and law enforcement authorities in your country, including human resources management and opportunities for capacity-building and peer-learning on methods, tools and technologies for countering corruption in the context of emergency and crisis responses?
8. In your view, are there any unique aspects of requesting or providing international cooperation in emergency and crises responses as opposed to regular cases?
9. Does your government have any experience in receiving or providing international financial assistance (such as donor funding or technical assistance) to address emergency situations? In your view, what are effective mechanisms to strengthen integrity and prevent corruption in the provision of emergency relief funds? What should be improved?

**V. Effectiveness of international frameworks to respond to corruption during times of emergencies and crisis response and recovery, including through international cooperation**

1. Are there any longer-term trends related to addressing corruption in emergency and crisis responses that require a new or improved anti-corruption approach in the future? Or that require greater international cooperation or new ways of working together? Please explain.
2. Are there any measures or processes that you would consider good practices to facilitate international cooperation and rapid exchange of information in emergency and crisis situations?

Examples could include measures to accept electronic copies of mutual legal assistance requests and prioritize requests concerning corruption during times of emergencies and crisis response and recovery. Has your country had any experience in this regard?

3. How should countries strengthen collaboration to address corruption risks arising in emergency and crisis situations, with respect to international cooperation? Please list up to three measures countries could apply that would strengthen international cooperation in this regard.
4. Have there been any efforts by your government to enhance cooperation with multilateral, international or regional bodies to address corruption and other forms of crime during times of emergencies and crisis response and recovery?

## **VI. Data collection**

1. Have your authorities collected data or statistics to track and analyse trends concerning international cooperation to further prevent, identify, investigate and prosecute corruption during times of emergencies and crisis response and recovery. Are these publicly available?
2. Have your authorities collected data or statistics to track and analyse trends and links between corruption and other forms of crime? Are these publicly available?

*Please outline actions required to ensure or improve the implementation of the commitments contained in paragraph 23 of resolution 9/1, as well as any challenges faced or technical assistance required.*

**Please describe (cite and summarize) measures/steps your country has taken, if any (or is planning to take, together with the related appropriate time frame) to explore and enhance knowledge of the links between corruption and other forms of crime, in particular organized crime and economic crime, including money-laundering, including during times of emergencies and crisis response.**

States parties are invited to respond to the following questions:

### **I. Analyses and assessments to explore and enhance knowledge of the links between corruption and other forms of crime**

1. Has your government undertaken any analyses or assessments to better understand the links between corruption and other forms of crime, including typologies of crime and how corruption may be used to facilitate and enable organized crime?
2. Has your government taken any measures to strengthen legal, regulatory and policy frameworks that recognize how corruption and other forms of crime may be linked and that call for coordinated anti-corruption action?

- The steady progress of Greece in fighting corruption is highlighted in ESM Reports and the following relevant surveys : «Greece's anti-corruption efforts are bearing fruit and Greece's scoring in the control of corruption has improved» (OECD Economic Surveys, Greece, July 2020, p. 57, available at <https://www.oecd.org/economy/surveys/Greece-2020-OECD-economic-survey-Overview.pdf>).

Greece embarked on a wide range of anti-corruption reforms in the past years and continues implementing a comprehensive national anti-corruption plan. Efforts have been made to streamline the institutional framework and improve coordination of various agencies and bodies tasked with fighting corruption. (Commission Staff Working Document, 2020 Rule of

Law Report, Country Chapter on the rule of law situation in Greece, 30.09.2020, p. 1 and 5, available at <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020SC0307&from=EN>)

In the last eight years Greece has significantly improved its CPI score. Since 2012 Greece increased its score by 12 points. (Transparency International, Corruption Perceptions Index, Report 2019, p. 8 and 22, available at: [https://images.transparencycdn.org/images/2019\\_CPI\\_Report\\_EN\\_200331\\_141425.pdf](https://images.transparencycdn.org/images/2019_CPI_Report_EN_200331_141425.pdf) ).

Examples of policy frameworks on the issue are noted:

A. The establishment of a National Transparency Authority in 2019 which incorporated the General Secretariat Against Corruption (established in 2015).

B. The Governor of the National Transparency Authority is member of the Strategy Committee for addressing money laundering and terrorist financing and the financing of the proliferation of weapons of mass destruction. The Strategy Committee (art.8 Law 4557/2018) plays a significant role in effective co-operation and co-ordination at the national policymaking levels in Greece. The Committee closely monitors the progress of the implementation of the Action Plan and exercises the necessary pressure to ensure its timely completion, while involving participants from all relevant Authorities, and representatives of the private sector. The Strategy Committee along with the Central Coordination Unit/MoF (art.7 Law 4557/2018) constitute the country's competent mechanism for identification, assessment, understanding and mitigating of ML/TF/PF risks.

- Law 4816/2021 Prevention and suppression of money laundering and financing of terrorism Amendment of Law No. 4557/2018 Incorporation of Directive (EU) 2018/1673 of the European Parliament and of the Council of 23 October 2018 on combating money laundering through criminal law, accelerating the administration of justice and other urgent provisions.
  - Law 4557/2018 for the Prevention and suppression of money laundering and terrorist financing (incorporation of Directive 2015/849/EU) and other provisions
3. Does your country's national risk assessment or other policy framework to prevent and combat money-laundering recognize and address the risk of laundering of proceeds of corruption and other economic crime?

The Strategy Committee is currently working on the update of the National Risk Assessment under the coordination of the Ministry of Finance, which, as in the case of the NRA of 2018, aims to bring together the public authorities, the competent supervisory authorities and all the relevant stakeholders. The new modules on NPOs and legal persons and arrangements are included in the updated methodology of the World Bank that will be used for the NRA so as to mitigate relevant identified risks. Our goal is to provide updated information on the results of the risk assessment to all the relevant competent authorities, financial institutions, and DNFBPs. Following the results of the NRA, we plan to put in place specific actions to mitigate the identified risks.

## **II. Specific mitigation measures to address corruption and other forms of crime during times of emergencies and crisis response and recovery**

1. Have your country's authorities undertaken any investigations into unfair commercial practices, such as price-gouging and the manipulation of prices of essential goods and services, or bids, or abuse in the allocation, distribution, use and management of relief and recovery funds? Have your country's authorities undertaken any investigations into corruption during times of emergencies and crisis response and recovery, such as bribery of procurement or other public officials, embezzlement of profits, diversion of resources and conflicts of interest? Have any measures been applied to freeze and seize related proceeds of crime?

*Please outline actions required to ensure or improve the implementation of the commitments contained in paragraph 22 of resolution 9/1, as well as any challenges faced or technical assistance required.*

Within the framework of the project “Strengthening the National Framework for integrity in the public sector (EEA GRANTS 2014-2020)” several activities and outputs are planned. In particular activities and output are planned as follows:

Activity	Output
Mapping of national legal framework and international practices on how to identify, disclose, address, prevent, detect and manage present and potential conflict of interest situations	One (1) report on mapping national and international practices on how to identify, disclose, address, prevent, detect and manage present and potential conflict of interest situations.
Preparing Proposals for Greece to consider possible legislative changes and reforms leading to a coherent policy, as well as international good practices and tools concerning the management of conflicts of interest	One (1) report with proposals for Greece to consider possible legislative changes, good practices and tools concerning the management of conflicts of interest.
Creation of a web-based training tool to enhance public officials’ skills and critical thinking	One (1) web-based training tool with 16-video webinar for public officials
Design and conduct of a survey for public servants measuring the implementation and the impact of integrity policies.	One (1) survey for public servants to measure the implementation and the impact of integrity policies
Organising in cooperation with the NTA a multi-stakeholder conference to communicate project results and impacts	One (1) Conference for the communication of project outputs and results

The main outcome anticipated by the implementation of the Activity “Mapping and Gap Analysis of the national legal framework and international practices on how to identify, disclose, address, prevent, detect and manage present and potential conflict of interest situations” is the identification of existing gaps in the national legislative framework and the presentation of good practices applied in other OECD members and EU member states concerning Conflicts of Interest. The output (report) will contribute to the enhancement of the Greek legal and institutional framework for the prevention and the confrontation of conflict of interests in public sector, as the Col regulation consists a national priority but also a matter of concern highlighted in the country’s international evaluations.

Based on the findings of Output 1 (mapping & gap analysis report), OECD experts in the frame of the second Activity “Preparing Proposals for Greece to consider possible legislative changes and reforms leading to a coherent policy, as well as international good practices and tools concerning the management of conflicts of interest” will provide the NTA with a set of detailed policy recommendations tailored to the Greek reality, including:

- Draft proposals on how to address the identified legislative gaps
- Practical ways on how to improve of the existing implementation mechanisms
- Applied tools to improve the effectiveness of the existing framework



# PARTICIPATION OF WOMEN IN POLITICAL LIFE AT THE LOCAL LEVEL IN GREECE

## Study and Policy Advice

Strasbourg, 28 May 2021

CEGGPAD(2021)5

### STUDY AND POLICY ADVICE

This Study and Policy Advice focuses on the key findings of the study on participation of women in political life at the local level in Greece, and the related recommendations

Council of Europe  
Centre of Expertise  
for Good Governance

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CONSEIL DE L'EUROPE

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# Participation of Women in Political Life at the Local Level in Greece Study and Policy Advice

Strasbourg, 28 May 2021

CEGGPAD(2021)5

COUNCIL OF EUROPE

CENTRE OF EXPERTISE FOR GOOD GOVERNANCE

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CENTRE OF EXPERTISE  
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## LIST OF ACRONYMS USED

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CEDAW – Convention on the Elimination of All Forms of Discrimination against Women
DG REFORM – Directorate General for Structural Reform Support, European Commission
EETAA – Hellenic Agency for Local Development and Local Government
EIGE – European Institute for Gender Equality
EKDDA – National Centre for Public Administration and Local Government
ENPE – Association of Regions
EU – European Union
GPSHRR – Greek Public Sector Human Resources Register
GSDFPGE – General Secretariat for Demography and Family Policy and Gender Equality
IMC – Inter-Municipal Cooperation
KEDE – Central Union of Municipalities of Greece
KETHI – Research Centre for Gender Equality
NAPGE – National Action Plan for Gender Equality (2016-2020)
NGOs – Non-governmental Organisations
OSCE – Organization for Security and Cooperation in Europe
OSCE/ODIHR - OSCE Office for Democratic Institutions and Human Rights

# 1 INTRODUCTION

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## 1.1 BACKGROUND INFORMATION

The Centre of Expertise for Good Governance of the Council of Europe is implementing the “Technical Assistance Project on Delivering Good Governance in Greece – Part II: Provide Support for the Development of Inter-Municipal Cooperation” upon request of the Greek Ministry of Interior. The project is co-funded by the DG REFORM of the European Commission, and its aim is to strengthen the capacity of local authorities to deliver quality and efficient services in Greece, in particular through Inter-Municipal Cooperation. In September 2020, the Ministry of Interior requested to the Centre of Expertise to conduct a Preliminary Study, in order to provide some insights on the reasons for low participation of women in political life at the local level, and to assess whether there is ground to implement cooperation tools supporting direct or indirect gender mainstreaming policies. The project was subsequently extended, and the Centre of Expertise agreed with the Ministry of Interior to continue analysing the situation: this Study and Policy Advice builds upon the Preliminary Study, integrating it with additional insights and final recommendations.

Creating and improving conditions for a full and active participation of women in political (and public) life has been identified as a crucial element of good governance by the Council of Europe. In 2003, the Committee of Ministers of the Council of Europe adopted the “Recommendation to the member states on balanced participation of women and men in political and public decision-making”, through which the member states committed themselves to promoting a balanced representation of women and men in political life, as a crucial way to strengthen and enrich their democracies. In the following years, the Parliamentary Assembly and the Congress of Local and Regional Authorities also adopted Resolutions and Recommendations, stressing the attention that all the main Council of Europe institutions attach to participation of women in political life, also because it is of great relevance across all Europe. Data collected by the Council of Europe to analyse the participation of women in position of power at all levels have shown that in 2016, women made up on average only 19.4% of the heads of regional governments and only 13,4% of the mayors in the member states<sup>1</sup>.

The importance of participation of women is also reflected in the 12 Principles of Good Governance of the Council of Europe<sup>2</sup>, and in particular in Principle 1 on “Participation, Representation, and Fair Conduct of Elections”, according to which all men and women should have a voice in decision-making, either directly or through legitimate intermediate bodies that represent their interests.

At the same time, good governance is key to achieving gender equality, firstly by acknowledging the different perspectives, needs and concerns of men and women, and secondly by designing and implementing public policies, programmes, services and budgets on a participatory basis, which will bring concrete benefits for all citizens, men and women, equally.

Through this Study and Policy Advice, the Centre of Expertise explored the challenges that women elected officials and in public administration face (in particular, in positions of responsibility) in the local and regional governments in Greece. For that purpose, it engaged with elected men and women who serve as Governors, Mayors, regional and municipal councillors, with men and women who serve as administrative staff in local and regional government bodies, as well as with representatives who work in relevant national

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<sup>1</sup> *Balanced participation of women and men in decision-making: Analytical report - 2016 data*, Gender Equality Commission (GEC) (2017) Council of Europe, Strasbourg: <https://rm.coe.int/analytical-report-data-2016-/1680751a3e>

<sup>2</sup> The 12 Principles are enshrined in the *Strategy on Innovation and Good Governance at local level*, endorsed by a Decision of the Committee of Ministers of the Council of Europe in 2008: [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805d3dc8](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805d3dc8)

institutions. Furthermore, it looked at the institutional and legal frameworks and mechanisms that are currently in place in Greece to promote gender mainstreaming at the local and regional level, and explored how they are implemented and operating. The Centre also analysed how Inter-Municipal Cooperation (IMC) could support promoting gender mainstreaming across the municipal borders with a view to providing better services to men and women living in the respective municipalities and regions.

## 1.2 OBJECTIVES

The present Study and Policy Advice aims at identifying patterns, challenges and opportunities in the participation of women in political life at the local level in Greece. Moreover, it focuses on the potential role of Inter-Municipal Cooperation (IMC) arrangements to promote gender equality and gender mainstreaming policies at local level.

In particular, the Study and Policy Advice aims to contribute to the following objectives:

- Empowering of elected women and women in public administration at the municipal and regional level;
- Increasing the participation of women in political life at the municipal and regional level;
- Exploring the nexus between gender equality and good governance;
- Exploring the potential of IMC in promoting gender mainstreaming.

## 1.3 METHODOLOGICAL NOTE

Both qualitative and quantitative methods were used to collect data for the purpose of this Study and Policy Advice, in order to acquire information related to the experiences of elected women as well as those of women in public administration at the local and regional level, in terms of their participation in political life, including the different challenges and obstacles they face. These were explored also through the eyes of men (elected men and men working in the administration), in order to take into account different gender-based realities. The following research components are part of the Study:

- Non-exhaustive literature review;
- Quantitative analysis of the participation of women in political life at local level;
- Qualitative analysis of the participation of women in political life at local level.

### 1.3.1 Non-exhaustive literature review on participation of women in political life at local level.

In order to contextualise the Study and to design the appropriate research tools, a non-exhaustive literature review was performed during the Preliminary Study. The following types of material were reviewed:

- Global reports on Gender Equality issues, within which information on the Greek national context was provided;
- Legal frameworks, within which information on both international and national legal settings was provided;
- Studies, such as relevant research and scientific articles.

### 1.3.2 Quantitative analysis of the participation of women in political life at local level.

In order to build a “snapshot” of the participation of women in political life at local level, a quantitative analysis was performed on the data retrieved from the Greek Public Sector Human Resources Register

(GPSHRR) of the Ministry of Interior<sup>3</sup>. This analysis can be consulted in the Preliminary Study, which was concluded in December 2020.

### 1.3.3 Qualitative analysis of the participation of women in political life at local level.

In order to deepen the understanding of the main patterns, challenges and opportunities that women face when participating in political life at local level, a qualitative mixed-methods approach was chosen. Such an approach consisted of the following two methods:

- In-depth interviews with qualified respondents;
- Large Survey on participation of women in political life at the local level in Greece.

#### 1.3.3.1 *In-depth interviews with qualified respondents.*

During the last week of October 2020 and then between 26 February and 09 April 2021, 34 persons were interviewed by means of teleconference by the authors of this Study and Policy Advice. Interviews were carried out both in English and in Greek. The full anonymity of the interviewees is ensured. Collected data are used only in aggregate form, in compliance with Council of Europe privacy and ethical policies.

Qualified respondents were selected in cooperation with the Greek counterparts and according to criteria that allowed to collect feedback from a heterogeneous group of interviewees, representing the different levels of government (from central, to regional and municipal level) and at the same time expressing the diversity of the Greek context. At the local level, the respondents were representatives of ten different regions (Central Greece, Central Macedonia, Eastern Macedonia and Thrace, Ionian Islands, Ipiros, Peloponnese, South Aegean, Thessaly, Western Greece, Western Macedonia) and sixteen municipalities (Agios Dimitrios, Agios Efstratios, Athens, Chalkida, Kalamata, Kallithea, Kerkira, Kifissia, Parga, Patmos, Penteli, Tilos, Trikala, Vrillissia, Zacharo, Zakynthos). This allowed to have a view of the situation in different regions and in different municipalities, from those smaller and more marginalised to more central and developed ones. In particular, qualified respondents belonged to the following categories:

- At municipal level:
  - Mayor / Deputy Mayor – 8 women, 1 man
  - Municipal Councillors – 2 women
  - Member of Staff – 4 women, 1 man
- At regional level:
  - Governor / Deputy Governor – 3 women, 3 men
  - Regional Councillors – 3 women, 1 man
  - Member of Staff – 1 woman
- At central level
  - Secretariat General for Family Policy and Gender Equality – 2 women
  - National Centre for Public Administration and Local Government – 2 women
  - National Council for Gender Equality – 2 women
  - Ombudsman – 1 man

The topic guides on the in-depth interviews conducted can be consulted in Annex 7.1 - Interviews' Topic Guide.

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<sup>3</sup> Greek Public Sector Human Resources Register (GPSHRR) of the Ministry of Interior: <http://apografi.gov.gr/mitroo.html> . This registry constitutes an integrated information system which is continuously updated with micro-data for the elected officials and the employees of the Greek Public Administration.

### *1.3.3.2 Large Survey on Participation of Women in Political life at the local level in Greece.*

In the first months of 2021, parallel to the in-depth interviews, an online survey was launched to collect data on the topic from a wider audience. The on-line survey was made accessible via weblink to elected representatives and civil servants in Greece. The link was distributed via email with the support of the Ministry of Interior among regional and municipal elected representatives as well as civil servants across all Greece. The survey was composed of both multiple-choices and open-ended questions. It was implemented on the Council of Europe on-line survey platform (SurveyMonkey based). Data were collected and used only in aggregate form and in full compliance with the Council of Europe privacy and ethics policy, thus preserving anonymity both at data collection and data elaboration phases. The text of the survey is listed in Annex 7.3 - Survey on Participation of women in political life at local level in Greece.

Within the period dedicated to data collection, a number of 1167 responses were collected. The 1167 individual records were downloaded from the Survey Monkey platform; however, following a completeness check, 170 records were discarded as they were completely empty or because respondents abandoned the survey after the indication of socio-personal data. Eventually, the questionnaires that provided (at least in part) answers to the substantial questions were 997 in total. Some of the respondents abandoned the survey at different points of the questionnaire, but it was decided to include their answers in the analysis for the sections they completed; therefore, the total number of respondents changes from section to section of the report. The analysis of data was performed using the SPSS statistical package (i.e., by means of frequencies and crosstabs). Since the sample of respondents is not statistically representative of the population (i.e., the totality of elected officials and civil servants), no significance coefficient has been calculated. The present Study and Policy Advice highlights the main trends that emerge from the processing and analysis of the responses collected, however the statistical results are not to be considered representative of the whole universe under study.

## **1.4 STRUCTURE**

The Study and Policy A is structured in the following sections:

- Section 2 - GOOD GOVERNANCE AND GENDER EQUALITY
  - The aim of this section is to explore the possible nexus between good governance and gender equality at the local and regional level in Greece. The section also explores different gender concepts and their embeddedness in the national framework.
- Section 3 - INSTITUTIONAL AND POLICY FRAMEWORK FOR GENDER EQUALITY AT THE LOCAL AND REGIONAL LEVELS IN GREECE: THE KEY STAKEHOLDERS
  - The aim of this section is to look at the existing institutional and policy framework for gender equality at the local and regional level in Greece, and analyse how it impacts participation of women in political life. It also describes the different stakeholders involved in the promotion and implementation of gender equality principles at the local and regional level.
- Section 4 – PARTICIPATION OF WOMEN IN POLITICAL LIFE
  - The aim of this section is to look at where Greece stands/ranks at the moment in the wider European and global context regarding gender inequalities in political and public life, looking at some of the already recognised challenges and obstacles women face in their different roles, and the solutions sought to amend the situation. In addition, this section

provides a thorough description of the key findings of the in-depth interviews and of the Large Survey.

- Section 5 – CONCLUSIONS AND RECOMMENDATIONS
  - The aim of this section is to summarise the findings of the study and, building on them, suggest possible follow up for consideration by the Greek government when further exploring opportunities and possibilities for the promotion and implementation of gender mainstreaming policies at different levels of governance.

## 2 GOOD GOVERNANCE AND GENDER EQUALITY

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Greece has strong constitutional guarantees for equality between men and women<sup>4</sup>. The 1975 Constitution recognises that *“Greek men and women have equal rights and equal obligations”* (Article 4) and its 2001 revision requires the State to undertake positive measures to promote gender equality, including through affirmative actions<sup>5</sup>. Greece has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>6</sup> in 1983, demonstrating the political will to adopt initiatives and measures to promote gender equality. In 2018, it has also ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)<sup>7</sup>. With a view to the promotion of gender equality in Greek society at the local and regional level, there have been some significant changes in the past 10 years along with the recent reforms of the local government system. The 2010 and 2018 reforms of local government, namely the 2010 Kallikratis Programme and 2018 Cleisthenes I Programme, had among others also major impacts, both in terms of increasing the representation of women in decision making at the local and regional level through the amendment of gender quota, and in terms of introducing the gender equality issues and concepts in governance at all levels through legal provisions that among others provided also for the establishment of gender mechanisms at all levels.

Gender was defined in the Greek legislation following the adoption of Law 4531/2018 on *“Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence, and harmonisation of the Greek legislation”*<sup>8</sup>.

*“The term “gender” shall mean the socially constructed roles, behaviours, activities, and attributes that a given society considers appropriate for women and men”.*

The concept of gender mainstreaming has been introduced into the Greek legislation only recently under the framework of the Substantive Gender Equality, Preventing and Combating Gender-Based Violence Law (Law 4604/2019). The law defines gender mainstreaming as:

*“the strategy for implementing substantive gender equality, which includes the incorporation of a gender perspective in the preparation, planning, implementation, monitoring and evaluation of policies, regulatory measures and budgets, with a view to promoting equality between women and men and combating discrimination”*<sup>9</sup>.

The Council of Europe defines *“gender equality”* in the following way:

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<sup>4</sup> *End of mission statement by the UN Working Group on the issue of discrimination against women in law and in practice* (2019): <https://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=24471&LangID=E>. The principle of gender equality, including positive measures in favour of women, where necessary is enshrined in Articles 4, 22, and 116 of the Greek Constitution.

<sup>5</sup> Article 22 notes that *“All employees, regardless of gender or other discrimination, are entitled to equal pay for work of equal value”* and Article 116 proclaims that the *“Adoption of positive measures for promoting equality between men and women does not constitute discrimination on grounds of sex. The State shall take measures for the elimination of inequalities actually existing, in particular to the detriment of women”*.

<sup>6</sup> Law 1342/1983 on Ratification of the Convention on the Elimination of All Forms of Discrimination against Women by Greece.

<sup>7</sup> Law 4531/2018 on Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence, and harmonisation of the Greek legislation.

<sup>8</sup> Article 3 – Definitions, Paragraph c.

<sup>9</sup> <http://www.isotita.gr/en/law-4604-2019-substantive-gender-equality-preventing-combating-gender-based-violence>

*“Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men. It means accepting and valuing equally the differences between women and men and the diverse roles they play in society”<sup>10</sup>.*

The Greek legislation, on the other hand, defines substantive gender equality<sup>11</sup> as:

*“gender equality, through which formal legal equality as well as the protective and corrective or remedial dimensions of gender equality are widened and guaranteed in practice, equal opportunities in every aspect of private and public life are ensured, discrimination and multiple inequalities are eliminated and the living conditions of women or citizens regardless of gender, sexual orientation and gender identity are substantially improved”.*

In order to implement gender mainstreaming in practice, operationalising what substantive gender equality is, and what gender perspective implies, would be without doubt helpful to the local and regional governments. The definition of gender mainstreaming<sup>12</sup> by the European Institute for Gender Equality (EIGE) for example, refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Furthermore, it underlines that equality does not mean that women and men will become the same, but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality also implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. This is in particular relevant when looking at gender mainstreaming in public policies. Thus, introducing gender perspective in the preparation, planning, implementation, monitoring and evaluation of policies, regulatory measures and budgets within the context of the local government would imply making men’s and women’s concerns and experiences an integral dimension of the design, implementation, monitoring of policies, programmes and projects in all political, economic and social spheres as well as assessing the implications for men and women of any planned action, including legislation, policies, programmes or projects, in all areas and at all levels.

The definition of gender mainstreaming developed by the Council of Europe in 1998:

*“The (re)organisation, 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”<sup>13</sup>,*

adds another important dimension, namely the actors (stakeholders) involved in decision making, hence men and women in decision-making roles in public and political life. Thus, delivering good governance and public services to men and women is only possible in cooperation with them.

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<sup>10</sup> Council of Europe Gender Equality Strategy (2018-2023), <https://rm.coe.int/strategy-en-2018-2023/16807b58eb#:~:text=The%20focus%20for%20the%20period,access%20of%20women%20to%20justice>

<sup>11</sup> ibidem

<sup>12</sup> <https://eige.europa.eu/gender-mainstreaming>

<sup>13</sup> *Gender mainstreaming - Conceptual framework, methodology and presentation of good practices* (2004), Council of Europe: <https://rm.coe.int/1680596135>

### 3 INSTITUTIONAL AND POLICY FRAMEWORK FOR GENDER EQUALITY AT THE LOCAL AND REGIONAL LEVELS IN GREECE: THE KEY STAKEHOLDERS

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As stated above, the two recent reforms of the Greek local government system in 2010 with the Kallikratis Programme<sup>14</sup> and in 2018 with the Cleisthenes I Programme<sup>15</sup> had an impact on the participation of women in positions of political responsibility and representation at regional and local level, introducing also important changes in the field of gender equality.

The first one, the Kallikratis Programme, while reorganising the regional and local government structures, reforming the administrative division and redefining the borders of the locally self-administrated units, also modified the electoral procedure and responsibilities related to the governing bodies. Among others, it foresaw the establishment of the Regional Committees on Gender Equality to mainstream gender into all programmes and implement specialised programmes focused on women.

Locally, all competencies in care, social services and welfare – including gender – have become direct responsibility of the new municipalities. The Kallikratis framework empowered the operation of public entities active in supporting vulnerable groups, therefore, it was expected to have a positive effect on the quality of services provided to citizens, especially to women. Gender equality policies became an explicit responsibility of the new municipalities via the creation of service units working on Social Policy and Gender Equality Policy (article 97).

Consequently, municipalities were obliged to set up Units for Social Policy and Gender Equality Policies by the end of 2012. These were to be in charge of preventing and combating violence against women, combating gender stereotypes, increasing the participation of women in employment, reconciling professional and private life, encouraging women’s social and political participation and promoting women in decision-making.

As underlined in the “Resolution 404 (2016) on Women’s Political Participation and Representation at Local and Regional Levels” of the Congress of Local and Regional Authorities of the Council of Europe<sup>16</sup>, *“achieving equality in political representation between men and women - who represent 50% of the world’s population - is vital for the functioning and quality of representative democracy and a prerequisite of fair and equitable political participation”*.

In Greece, the new institutional framework also allowed the municipalities to set up specialised committees, such as Committees for Gender Equality (DEPIS) – advisory bodies which would bring together elected representatives, municipal employees, gender experts and representatives of local NGOs.

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<sup>14</sup> 3852/2010 Law on the “New Architecture of Self-administration and Decentralised Administration”. Among others, it contributed to reducing the number of administrative district number of regions and municipalities (325). Emphasis was put on strengthening the remaining authorities in terms of autonomy of self-governance. At the same time, the programme aimed at reducing local government employees by 50%, from around 50.000 to 25.000 across the country. The law was adopted in May 2010 and was implemented following the November 2010 local elections comprising the constituting regional elections, which among others replaced provincial elections as they were held before in 2002 and 2006.

<sup>15</sup> 2018 Law 4555/2018 “Reform of the institutional framework of Local Government – Strengthening Democracy – Enhancing Participation – Improving Economic and Developmental Functioning”.

<sup>16</sup> <https://rm.coe.int/1680767272>

These changes became both an important incentive and a challenge for the development of gender equality actions at the local and regional level. One of the first issues to be tackled was to increase the participation of women in decision-making. Although the Law provided for quotas for women (one-third of candidates in national, municipal and regional elections), the results of the 2014 municipal and regional elections showed limited progress in this area.

Greece launched in 2010 a national integrated gender mainstreaming strategy within the framework of the National Programme for Substantive Gender Equality (2010–2013). Few years later, based on its foundations, the National Action Plan on Gender Equality (2016-2020) (NAPGE) was launched in 2017. Among others, NAPGE underlines that gender equality is not a «female issue» but a universal principle, as it is formulated by the UN Millennium Development Goals, the declarations and documents of the European Union and other International Organisations. Balanced participation of women in decision-making is one of the six strategic objectives of the NAPGE (2016-2020). The NAPGE draws attention to the limited and reduced presence of women in leading positions, decision-making bodies and all the political, social and economic institutions including the Parliament, the European Parliament, the Government, local and regional government, and so forth. A new NAPGE for the period 2021-2025 is currently being prepared, containing specific targets and indicators.

### 3.1 GENDER MAINSTREAMING AND THE STAKEHOLDERS AT THE LOCAL AND REGIONAL GOVERNMENT

There are many stakeholders involved in promotion and implementation of gender equality in Greece at different levels of governance ranging from decision makers, thus elected men and women, to members of the administration, researchers, gender equality activists, non-governmental organisations (NGOs), in particular those working on women’s empowerment and gender equality issues, media and so on.

For example, the decision makers, men and women politicians at different levels of governance play a crucial role in promoting gender mainstreaming as they define policy priorities and initiate the gender policies, allocate funds and means for gender mainstreaming, and have power to create an enabling environment and conditions for gender mainstreaming. Men and women working in the municipal and regional level are responsible for the implementation of the policies, including gender mainstreaming, and can also play an important role in identifying and defining (gender related) policy issues and in drafting policies. There are often gender mechanisms (i.e., Committees for Gender Equality) established within the administration that have an essential role in the process. Researchers, different think-tanks, etc. are involved in detecting and defining policy issues as well as suggesting ways to solve them, thus helping to shape policies. The NGOs, pressure groups, gender activists, interest groups can identify issues and bring them to the attention of decision makers, but they also have as an important role as watchdog, monitoring and evaluating the implementation of gender mainstreaming in reality. Media can influence and shape the political agenda<sup>17</sup>, putting gender equality on the table, but they can also create, accelerate, disseminate or challenge gender stereotypes and prejudices (Verbole and Gaon, 2018)<sup>18</sup>.

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<sup>17</sup> *Gender mainstreaming - Conceptual framework, methodology and presentation of good practices*, Council of Europe (2004): <https://rm.coe.int/1680596135>

<sup>18</sup> Verbole, A. and I. D. Gaon (2018), *Gender Representation in Media throughout the Electoral Cycle: The Cases of Albania, Bosnia and Herzegovina and Slovenia*. Paper presented at the Gender Differentiation in Media Industries International Conference, Ljubljana: <https://www.fdv.uni-lj.si/docs/default-source/2018/genmed-conference-booklet.pdf?sfvrsn=0>

Below are listed some of the key stakeholders in Greece at various levels of governance.

## 3.2 THE CENTRAL LEVEL

### 3.2.1 General Secretariat for Demography and Family Policy and Gender Equality (GSDFPGE)

The General Secretariat for Demography and Family Policy and Gender Equality<sup>19</sup> is the governmental agency responsible to plan, implement, and monitor policies on equality between women and men in all sectors. It was founded in 1985 as an independent public service and today<sup>20</sup> it belongs to the Ministry of Labour and Social Affairs.

The GS has two Directorates, namely the Directorate of Planning, Standardisation and Policy Monitoring on Gender Equality and the Directorate of Social Protection and Counselling Services, and an Independent Department of European and International Cooperation. The Secretariat also implements co-financed programmes and co-funded actions of the respective Ministry.

It runs an Observatory on gender equality issues (established in 2015) providing a publicly available online platform which tracks and analyses statistical data from different sources on a broad range of policy areas. The Observatory is a useful tool for designing, implementing and evaluating policies concerning gender equality, through detailed gender-segregated data (GDDs) as well as advocacy purposes. Also, the Observatory supports the preparation and writing of Annual Reports on the Progress of Implementation of the National Gender Equality Action Plan (2016-2020) produced by the Secretariat. These Annual Reports take into consideration data gathered from the local government, including the implementation of equality policies in the municipalities<sup>21</sup>.

### 3.2.2 The Research Centre for Gender Equality (KETHI)

The Research Centre for Gender Equality was founded in 1994 as a legal entity of private law and it is supervised by the Secretariat. It coordinates, promotes and conducts research and studies on gender issues and implements the national and European action programmes on women's counselling and their social and employment integration. In July 2019, it was transferred to the Ministry of Labour and Social Affairs. KETHI has in the past engaged in training of women aspirants in cooperation with NGOs.

### 3.2.3 Ombudsman

The Ombudsman is an independent authority established in 1998 (Law 2477/1997). Among others, since 2010 (under its Equal Treatment Department) the Ombudsman deals with the equal treatment of women and men on issues such as access to employment, working conditions, and access to and provision of

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<sup>19</sup> Formerly, the General Secretariat for Gender Equality (GSGE) that was located under the Ministry of Interior.

<sup>20</sup> Pursuant to Article 4 of Presidential Decree 81/2019 (Government Gazette 119/A), the General Secretariat of Gender Equality of the Ministry of Interior, which was set up in accordance with Article 27 of Law 1558/1985 (137/A), was transferred, in terms of responsibilities, positions, staff and supervised bodies, to the Ministry of Labour, Social Insurance and Social Solidarity, which was renamed Ministry of Labour and Social Affairs. The Research Centre for Gender Equality, which was set up in accordance with Article 5 of Law 1835/1989 (76/A), as amended and in force, was also transferred, in terms of responsibilities, positions and staff, under the supervision of the Ministry of Labour and Social Affairs. Pursuant to Article 7 of Presidential Decree 84/2019 (Government Gazette 123/A), a General Secretariat for Family Policy and Gender Equality was established within the Ministry of Labour and Social Affairs. The services, in terms of responsibilities, staff and supervised organisations, of the General Secretariat of Gender Equality, which was set up in accordance with Article 27 of Law 1558/1985, were transferred to the new General Secretariat. The General Secretariat of Gender Equality, which was set up in accordance with Article 27 of Law 1558/1985, as well as the corresponding position of General/Section Secretary, were abolished. Following the Presidential Decree 2/2021 (Government Gazette 2/A), a Vice Minister for Demography and Family Policy was appointed under the Ministry of Labour and Social Affairs, supervising the General Secretariat for Demography and Family Policy and Gender Equality.

<sup>21</sup> The questionnaire explores, among others, gender relevant structures established in municipalities, including gender mechanisms, resources available in a given locality and capacities available for gender mainstreaming. It also monitors the situation as relevant to development of municipal gender equality action plans.

services by public institutions. The Ombudsman also publishes yearly reports on the progress achieved on gender equality. Among others, it also monitors the implementation of gender quota.

### 3.2.4 Ministerial Departments for Gender Equality

Apart from the General Secretariat and KETHI, the national gender mechanism includes also the ministerial departments for gender equality (Article 4 par. 1b of Law 4604/2019). It is worth mentioning the Department of Gender Equality at Work of the Ministry of Labour and Social Affairs, the only such operating department. Since its establishment, in 1984, it has the legislative initiative on the implementation of equal treatment and gender equality at work, in work life balance and in protection of maternity, always in collaboration with the GSDFPGE.

### 3.2.5 The National Council for Gender Equality

The National Council for Gender Equality was established in 2019 under the Law 4604 (Article 9) as an advisory body composed of 11 representatives (representatives from the Ministries of Interior and Justice, from KETHI, two academics specialised in gender studies, the presidents of the Equality Committees of KEDE and ENPE, two representatives of women and/or feminist organisations).<sup>22</sup> It is chaired by the Secretary General of the GSDFPGE. The Council became operational in October 2020. Its members discuss and evaluate existing gender equality policy, as well as propose policies and actions to the General Secretariat for Demography and Family Policy and Gender Equality.

### 3.2.6 The National Centre for Public Administration and Local Government (EKDDA)

The National Centre for Public Administration and Local Government is the strategic agency for the training and education of public servants and local government employees. It was established in 1983, as a Legal Entity of Public Law and is supervised by the Ministry of Interior. Among others, it delivers general training on gender equality (relevant international and national legal framework on gender equality, gender inequalities in work place i.e., gender pay gap, sexual harassment and gender-based violence) on an annual basis, in collaboration with the Secretariat.<sup>23</sup>

### 3.2.7 Hellenic Agency for Local Development and Local Government (EETAA)<sup>24</sup>

EETAA's mission is to reinforce local government institutions so that they become instruments of planning and achieving regional and local development. More specifically, EETAA operates various databases for local governments such as: finances, human resources, public assets, social institutions and initiatives etc., and it has established and expanded cooperation networks for local government aiming at the dissemination of knowledge, experience, good practices and innovative ideas in Greece and across Europe. It also operates as the Intermediate Body of the Operational Programs of the National Strategic Plan for the financing of local development projects, supports innovative projects aiming at social cohesion and economic growth as well as at the development of local economy and employability, and promotes life-long learning. It has been also operating as a certified centre of vocational training aiming to improve and bring up to date the professional skills of municipalities' employees.

### 3.2.8 Parliamentary Committee - Special Permanent Committee on Equality, Youth and Human Rights

It addresses gender equality as a specific topic.

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<sup>22</sup> Representatives change every 3 years in order to ensure the representation of different organisations and experts on gender equality and gender-based violence.

<sup>23</sup> For more information please refer to: <https://www.ekdd.gr/επιμόρφωση/συμμετοχή-στην-επιμόρφωση/αναζήτηση-προγραμμάτων-επιμόρφωσης/>

<sup>24</sup> [https://www.eetaa.gr/en\\_pages/index\\_en.php](https://www.eetaa.gr/en_pages/index_en.php)

### 3.3 THE REGIONAL LEVEL

The Law 4604/2019 also foresees that an Independent Equality Office is established in each Region, the Central Union of Greek Municipalities (KEDE) and the Association of Regions (ENPE), while the Municipal and the Regional Equality Committees in each municipality and region respectively are upgraded.

#### 3.3.1 Independent Offices for Gender Equality in the Central Union of Municipalities of Greece (KEDE) and the Association of Regions (ENPE)

These agencies have the following competencies:

- To inform the Municipal and Regional Councils on the establishment of the Regional and Municipal Committees for Gender Equality, respectively.
- To cooperate with municipalities and regions to identify and implement local and regional projects and activities on gender equality.
- To cooperate with the relevant municipal and regional authorities to draw up Local and Regional Action Plans to promote Gender Equality in Employment.
- To cooperate with elected and candidate women in local authorities for the development of networks of partnerships with local bodies to enhance active participation of women in decision-making in local government, including the exchange of views and good practices regarding the promotion of participation of women in politics.
- To inform women of the activities of the Offices for Gender Equality, the GSDFPGE and other bodies active in the field of gender equality.

Finally, the Offices for Gender Equality of ENPE and KEDE should be staffed with at least two public employees of the regions and municipalities, respectively. The two offices would also play a key role in mainstreaming gender within the structures of their own organisations. Currently, the ENPE has an Equality Committee, while the Gender Equality Office at KEDE is no longer operational (GSDFPGE, 2020).

#### 3.3.2 Regional Independent Equality Offices

The Regional Independent Equality Offices, to be established in each of the 13 regions, are to be responsible for the incorporation of a gender equality perspective in planning development measures at regional level, as well as implementing specialised programmes for women. They are supposed to make proposals to the Regional Councils on measures to promote effective gender equality in all areas of economic, political and social life. By early 2021, one regional Independent Equality Office has been established, but no personnel have been appointed yet.

The Independent Equality Offices are directly subordinated to the Regional Governor, with the following powers:

- To collect and process data on the integration of gender equality into regional policies, actions, and programmes.
- To evaluate the region's policies and actions for the elimination of discrimination and the promotion of equality between men and women, and to draw up a Report to the Regional Governor (issued in December each year to the Regional Council).
- To cooperate with the Regional Committee on Gender Equality.
- To ensure the cooperation of the services of the region with the GSDFPGE, in order to facilitate at regional level the development of the actions and programmes related to the policies of the GSDFPGE and the guidance of the National Action Plan for Gender Equality.

### 3.3.2 Regional Committee for Gender Equality

Article 186, VI of Law v.3852/2010, as amended by Article 7 of Law 4604/2019, provides for the establishment of a Gender Equality Committee in each region. The Committee shall be established by decision of the Regional Council and shall consist of the following nine members:

- The Regional Governor, or an authorised regional adviser, as appointed by the relevant Regional Governor, as Chair.
- A representative of the municipalities of the region designated by the relevant Regional Union of Municipalities and a member of the Municipal Equality Committee of the municipality in question.
- An employee of the existing Service Unit for Social and Gender Equality Policies or of the Independent Gender Equality Office or the Directorate for the Internal Organisation and Operation or for Public Health and Social Care or for the Planning of the region concerned.
- A joint representative of the professional chambers of the concerned region.
- A representative of the Regional Education Directorate, based in the headquarters of the region.
- A common representative of higher education institutions in the region concerned.
- A common representative of the bar associations of the region concerned.
- A representative of a women/feminist organisation or non-governmental organisation acting on gender issues in the area designated by it.
- A representative of the GSDFPGE designated by the Secretary General for Gender Equality.

The responsibilities of the Committee are to:

- Consider the policies of the General Secretariat for Demography and Family Policy and Gender Equality and the National Action Plan on Gender Equality with a view to mainstreaming gender equality into the policies of the region.
- Recommend and participate in the drawing up of a regional gender equality plan.
- Make proposals to the competent bodies of the region on the necessary measures to promote effective gender equality in all areas of economic, political, and social life.
- Cooperate with the Municipal Equality Committees, the competent departments of the region, the Independent Office for Equality of the Region and other structures and associations active in the field of promotion of gender equality and women's rights.
- Propose to the Regional Council the inclusion of projects in the Collective Project Decisions of the Region (SAEP) which promote the above measures and the relevant information and information measures for the public.
- Cooperate with the structures of the Network of GSDFPGE for preventing and combating violence against women, in the region, as well as with civil society actors.
- Seek to ensure and promote gender equality and eliminate gender stereotypes through communication and awareness-raising activities in the region.

By early 2021, 7 out of 13 regions have set up Committees.

## 3.4 THE MUNICIPAL LEVEL

### 3.4.1 Municipal Gender Equality Committee

Article 5 of Law v.4604/2019 (GG I 50) added to the competences of the social protection and solidarity area of municipalities also the competence to design, organise, coordinate and implement gender equality programmes, in accordance with the policies of the GSDFPGE and the National Action Plan for Gender Equality, as well as initiatives to promote gender equality within their administrative boundaries.

In addition, the implementation of the “European Charter for Equality of Women and Men in Local Life” (also known as “European Charter for Gender Equality in Local Life”) within the administrative boundaries of the municipalities has also been introduced<sup>25</sup>.

In this context, with a view to mainstreaming the gender perspective in all the policies of municipalities falling within their remit, the Municipal Equality Committee was established in each municipality, as an advisory body to the Municipal Council. At the same time, this institution is also the junction of the General Secretariat for Demography and Family Policy and Gender Equality with the Administration, in order to implement equality policies, but with exclusive competences, which are listed below:

- In cooperation with the competent departments of the municipality, it participates in and supports the inclusion of gender equality in the municipality’s policies, recommends and participates in the preparation of Gender Equality Action Plans at Local Level.
- Makes proposals and recommendations to the competent bodies of the municipality to take the necessary measures to promote effective gender equality in all areas of economic, political and social life.
- It cooperates with the Regional Committee on Gender Equality, the competent local authorities, as appropriate, and with structures and associations active in the field of promoting gender equality and women’s rights at local level.
- It cooperates with the structures of the GSDFPGE Network for preventing and combating violence against women, as well as with civil society actors.

The Municipal Equality Committee shall be established by decision of the Municipal Council and shall consist of the following members:

- A Deputy Mayor or representative office or district/adviser as the Chair.
- A municipal councillor of the other groupings of the Municipal Council.
- An employee of the Social Service or the Unit for Social Policy and Gender Equality Policies of the municipality.
- A representative of the Parents’ Associations of the municipality.
- A representative of the local professional/trade association or cooperative organisation.
- A representative of local female/feminist association or non-governmental organisation involved on gender issues.
- Two gender-equality experts.

By March 2021, 263 out of the 332 municipalities (about 79,2%) have set up the Committee for Gender Equality (GSDFPGE, 2021).

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<sup>25</sup> Based on the latest data of the GSDFPGE, 214 out of 332 municipalities had signed the Charter (64,5%).

## 4 PARTICIPATION OF WOMEN IN POLITICAL LIFE

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### 4.1 GENERAL CONSIDERATIONS

According to data from the Hellenic Statistical Authority<sup>26</sup>, women in Greece in 2020 represented the 51,34% of the total population. In addition, women represented more than two thirds of the total population who attended no school or did not complete primary education, and among the population holding the highest educational level (Master/PhD), only 41.5% were women.

In 2018, the employment rate of women was 49% (the EU average was 67.4%), while that of men was 70.1%, and only one in four managers was a woman. In all occupations, women were paid less than men, with a gender pay gap of 10.4%. Greece had also the widest household and childcare gaps in the EU: 95% of women, compared with 53% of men, take care of children on a daily basis and the gap is even larger for domestic chores - 85% of women compared with 16% of men take care of the household tasks (Kloka, 2019). In general, gender stereotypes<sup>27</sup> and traditional gender roles<sup>28 29</sup> as well as patriarchal attitudes seem to be still much present in Greek society<sup>30 31</sup>.

Following the recent presidential election in January 2020, the Greek Parliament elected the first woman President of the Republic. At the same time, following the recent 2019 national, regional and local elections, there are only 2 women ministers in the new government (Minister of Culture and Sport and Minister of Education), 56 women (18,7%) in the Parliament<sup>32</sup>, 19 women Mayors (representing 5,7% of all elected mayors) and one woman Governor (representing 7,7% of all Governors). Women represent 21,4% of regional and 19,2% of municipal councillors.

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<sup>26</sup> *Labour Force Survey – Yearly time series since 1981: Population, Education, Employment Status (1981-2020)* (2020), Hellenic Statistical Authority, <https://www.statistics.gr/en/statistics/-/publication/SJO03/->

<sup>27</sup> Gender stereotyping presents a serious obstacle to the achievement of real gender equality and feeds into gender discrimination. Gender stereotypes are preconceived ideas whereby males and females are arbitrarily assigned characteristics and roles determined and limited by their sex. Gender stereotyping can limit the development of the natural talents and abilities of boys and girls, women and men, their educational and professional experiences as well as life opportunities in general. Stereotypes about women both result from and are the cause of deeply ingrained attitudes, values, norms and prejudices against women. They are used to justify and maintain the historical relations of power of men over women as well as sexist attitudes which are holding back the advancement of women (*Gender Equality Glossary* (2016) Council of Europe, Strasbourg).

<sup>28</sup> Gender roles refer to social and behavioural norms which, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. Collectively, gender roles often determine the traditional responsibilities and tasks assigned to women, men, girls and boys (see gender division of labour). Gender-specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, occurrence of conflict or disaster, and other locally relevant factors such as ecological conditions. Like gender itself, gender roles can evolve over time, in particular through the empowerment of women and transformation of masculinities. (EIGE) <https://eige.europa.eu/thesaurus/terms/1209>

<sup>29</sup> Meier, P., Lombardo, E., Bustelo M., Pantelidou Maloutas M. (2005), *Women in political decision-making and gender mainstreaming: obvious partners?*, *The Greek Review of Social Research*, 117, 2005, pp. 35-61: <https://ejournals.epublishing.ekt.gr/index.php/ekke/article/viewFile/9556/9743.pdf>

<sup>30</sup> *Concluding observations on the seventh periodic report of Greece adopted by the CEDAW Committee at its fifty fourth session* (2013), CEDAW/C/GRC/CO/7: <http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2FPpRiCAqhKb7yhslDcR0IUTvLRFDjh6%2Fx1pWCT%2BNJKQB%2BECovrawUqlXuTO%2BAvPXlbccbOj2ZfuplkLOZ77Vj2QxpNZqRbHA7Mh1aw933FUzcf9mPklCt7Fss2>

<sup>31</sup> *GREECE: Comprehensive national review report Beijing+25* (2020), General Secretariat for Family Policy and Gender Equality, [https://unece.org/fileadmin/DAM/Gender/Beijing\\_20/Greece.pdf](https://unece.org/fileadmin/DAM/Gender/Beijing_20/Greece.pdf)

<sup>32</sup> OSCE/ODIHR noted that gender equality was a marginal campaign topic within the framework of the 2019 parliamentary elections, and that ODIHR EAM interlocutors remarked that women candidates were not actively promoted by political parties and received less media attention. Despite the increased 40 per cent requirement for gender representation on party lists, the requirement was not consistently enforced, and its impact was limited. <https://www.osce.org/files/f/documents/d/f/442168.pdf>

Overall, this is far from the balanced participation of women and men indicated in the 2003 Recommendation of the Committee of Ministers of the Council of Europe<sup>33</sup>, which states that “*the representation of either women or men in any decision-making body in political or public life should not fall below 40%.*”

In addition to seeing the percentage of elected women versus elected men, it is also interesting to see how many men and women run as candidates and how many then get elected. Data<sup>34</sup> show that in 2019, about 10,5% of all women candidates for the position of mayor got elected, representing 5,7% of all elected mayors. 8,3% of all women candidates for the position of Governor was elected, representing 7,7% of all elected Governors. At regional level, 42,1% of all candidates running for the position of regional councillors were women<sup>35</sup>, but the percentages of the elected ones is reduced to 21,4%.

It should be mentioned that there is a gender quota that has been in place since 2001 for the local and regional election<sup>36</sup> (amended in 2018) and a quota for the national elections (since 2008<sup>37</sup> and amended in 2019)<sup>38</sup>.

In 2018, under the Reform of the Local Government institutional Framework (Kleisthenis I Program (Government Gazette 133/A/19.07.2018) the 40% gender quota was enacted for municipal (art. 14, par. 4, pass. c), community (art. 16, par. 5) and regional elections (art. 120, par. 5, pass. c). A year later, the 40% gender quota was enacted also for the candidates of the European elections with the law 4604/2019 (art. 15, par. 2 of the “Substantive Gender Equality, Preventing and Combating Gender-Based Violence” law). This modified the previous Article 34 of Presidential Decree 26/2012 which stated that at least one-third of political parties’ candidate lists, both for national and constituency lists, must be filled with candidates of each sex:

*“For the approval of the electoral lists of candidates of political parties, or the coalition of cooperating parties, the number of candidates from each sex must be at least equal to 40% of the total number of their candidates, respectively”.*

According to the OSCE/ODIHR 2019 Report, the 2019 amendment of the Electoral Code increased the requirement from one-third nationwide to 40 per cent in each constituency for parliamentary elections. It should be noted that in single-mandate and three-mandate constituencies, as well as in the case of repeated elections, gender quota is not applied. There are no legal provisions for the placement/ranking order of the candidates on the lists, which often leaves women in disadvantaged positions. There is no gender quota for Mayors nor Governors.

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<sup>33</sup> Recommendation Rec(2003)3 of the Committee of Ministers to member states on balanced participation of women and men in political and public decision making (2003), Committee of Ministers of the Council of Europe, Strasbourg [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805e0848](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805e0848)

<sup>34</sup> *The gender aspect of the results of Municipal, Regional and European Elections in Greece 2019, 21st E-Bulletin* (2019), General Secretariat for Gender Equality (G.S.G.E.), Ministry of Interior, Observatory for Gender Equality: <https://www.isotita.gr/wp-content/uploads/2019/10/Observatory-21st-e-bulletin-The-gender-aspect-of-the-results-of-the-Municipal-Regional-and-European-Elections-in-Greece-in-2019.pdf>

<sup>35</sup> ibidem

<sup>36</sup> Law 2910/2001, Art. 75, § 1 requiring at least one third of candidates from each sex in the party ballots for local and regional elections. The sanction was non-registration of the party candidates’ list. Anagnostou D. (2014), *Fact Sheet on Greece*: <https://blogs.eui.eu/genderquotas/wp-content/uploads/sites/24/2015/04/Executive-summary-Greece-Anagnostou.pdf>

<sup>37</sup> In 2008, Law 3636/2008, Art. 3., was adopted for the national elections, providing for at least one third of each party’s candidates across the country, thereby diluting further the possibility for female candidates to be elected.

<sup>38</sup> In the European Elections in May 2014 the percentage was 30%, since 2018 the provision has been increased to 40%.

Recently, there has been a legislative proposal, under the framework of the amendment of the Electoral Law of the Local Government, to decrease gender quota to 33%, which was not finally accepted. At the time of concluding this study the bill, which kept gender quota to 40% (both for municipal and regional elections), was to be discussed in the parliament.

Concerning women in administration, a bill voted in 2000 introduced a one third minimum of women to official advisory boards of state and local government. Data from the Regional Development Institute of Panteion University analysed for the purpose of this study shows a trend of masculinisation of public administration among the younger staff (20-30 years old) in public administration with more men than women employed in that age group, with the same pattern occurring among the staff above 60 years old. Within 40-50 years and 50-60 years old staff groups the percentage of men and women employed in the administration is about the same.

In spite of the measures and efforts mentioned above, there is still room for improvement. According to the latest *World Economic Forum Global Gender Gap Report (2021)*<sup>39</sup>, that allows to track progress on relative gaps between women and men on health, education, economy and politics, in 2020 Greece was ranked 98<sup>th</sup> among the 156 countries examined in the Report in the overall assessment of the *Gender Gap Index* – it should be noted that in 2006, when the Report was first launched, the country ranked 69<sup>th</sup> out of 115 countries<sup>40</sup>. In addition, in 2020 Greece ranked 115<sup>th</sup> in terms of women’s political empowerment (in 2006 it ranked 87<sup>th</sup>).

With 52.2 out of 100 points, in 2018 Greece ranked last in the EU on the *Gender Equality Index*<sup>41</sup>. Gender inequalities are most pronounced in the domain of power, even though the score in this domain improved since 2010<sup>42</sup> (data reflected in the first edition of the Index of 2013).

Why is this so? The recent research by KETHI (2019) *“The right to elect and be elected: Studying and reporting perceptions on the participation and representation of women in political decision making”* showed that interest among women to engage in politics is very low. The Study also identified some of the main obstacles for women not engaging in politics, starting from being treated with mistrust because of their gender, politics being male dominated, women facing difficulties in balancing work and family life, because of lack of support from the political party and limited or no resources to run for elections<sup>43</sup>.

Interestingly, 47.3% of women and 40.7% of men that have participated in the research have identified the unsupportive family environment as a basic inhibitory factor as regards women’s political participation and representation (ibid). Also, the OSCE/ODIHR 2019 parliamentary elections report notes the ODIHR EAM interlocutors remarking that women candidates were not actively promoted by political parties and received less media attention than male candidates.<sup>44</sup> This reconfirms the presence of gender stereotypes

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<sup>39</sup> <https://www.weforum.org/reports/global-gender-gap-report-2021/in-full/gggr2-benchmarking-gender-gaps-findings-from-the-global-gender-gap-index-2021>

<sup>40</sup> <https://www.weforum.org/reports/global-gender-gap-report-2006>

<sup>41</sup> <https://eige.europa.eu/publications/gender-equality-index-2020-greece>

<sup>42</sup> [https://eige.europa.eu/sites/all/modules/custom/eige\\_gei/app/content/downloads/gender-equality-index-2013-2015-2017-2019-2020.xlsx](https://eige.europa.eu/sites/all/modules/custom/eige_gei/app/content/downloads/gender-equality-index-2013-2015-2017-2019-2020.xlsx)

<sup>43</sup> [https://www.unece.org/fileadmin/DAM/Gender/Beijing\\_20/Greece.pdf](https://www.unece.org/fileadmin/DAM/Gender/Beijing_20/Greece.pdf)

<sup>44</sup> <https://www.osce.org/files/f/documents/d/f/442168.pdf>

and persistence of traditional gender roles in political domain. It should be also kept in mind that political parties are one of the key gate-keepers as regards women's participation in politics<sup>45</sup>.

## 4.2 MAIN FINDINGS

### 4.2.1 Key findings from the descriptive analysis

A statistical analysis of the data retrieved from the Greek Public Sector Human Resources Register (GPSHRR) of the Ministry of Interior in August 2020 was performed in the Preliminary Study, and can be consulted there.

### 4.2.2 Key findings from the in-depth interviews

The aim of the in-depth interviews was to cross-check and follow up on some of the issues identified during the desk study and the 2020 Preliminary Study. Among others, these included women's and men's personal experiences in political life in their different positions, their reflections on gender stereotypes and gender roles, gender related challenges they face in political and public life, their attitudes towards and knowledge of gender equality issues and gender mainstreaming in the local governance and similar. In-depth interviews also allowed to gain more insights in the role and responsibilities of some of the key stakeholders at all levels of governance as relevant to gender mainstreaming in governance, as well as for the further exploration of the gender mechanisms and their functioning, the enforcement of other obligations under the relevant gender legislation and related challenges.

Respondents were identified with the view to ensure that the study encompassed different municipalities and regions across the country, led by a man or a woman, in order to allow for comparison. To get insights into functioning of the regions and municipalities the interviews targeted men and women mayors and governors or their deputies, men and women regional and municipal councillors and men and women working in administration in municipalities or regions.

#### 4.2.2.1 *Personal aspirations and experiences in political life*

##### Getting into politics

Why women decide to go into politics? The interviewed elected women (and men) ended up into politics because of their personal motives and aspirations to change things, to improve the quality of life in their communities and create a nice place to live in for themselves and their families. Pride in their place of origin was also an important motivating factor. Many interviewed women have started their political career quite young, often with the support of their peers. Most of them have been candidates on political parties' lists, but some have also run independently as they did not want to be associated with any political party.

*"I did not want to be labelled by the political party", Interviewee J*

Women who run independently have pointed out that the reason for that was the negative perceptions of public towards politics (*it is a dirty job*) and political parties. On the other hand, interviewed women that run with the political parties had different experiences in their political parties from being perceived as "a threat" and "a red flag" by men in the party and encountering the segregation along the lines "us" and "that woman". Overall, the interviews showed that women are interested in politics and that they can make it, but their "success" depends a lot on their self-determination, persistence, resilience, assertiveness and seizing the opportunities as well as their approach and attitudes towards dealing with encountered obstacles and challenges.

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<sup>45</sup> *Compilation of Venice Commission opinions and reports concerning gender equality* (2021), European Commission for Democracy through Law (Venice Commission) CDL-PI(2021)002, Strasbourg.

*“Women have to be pushier than men”, Interviewee A*

*“If a man has to make an effort, a woman elected must give much more to achieve the same position/thing”, Interviewees J, C3*

*“If you really want it, you can get it”, Interviewees B, G*

*“I was ready to challenge the established mentality, but this was not well received as the status quo has worked for the ‘old mentality’”, Interviewee I*

And the men’s point of view:

*“Women are harder workers than men. They have to show that they are good, and better than men. They get elected not because they want glory, but because they want to do things”, Interviewee C1*

*“Our society is a traditional one with traditional norms. There are expectations for women to perform domestic duties, regardless of their education level/status, professional career”, Interviewee C5*

*“In order for women to run for the office they must first solve their financial and time management related problems”, Interviewee K*

It was pointed out on several occasions that women’s political aspirations are hampered by gender (we do not want a woman mayor) and age-related stereotypes and prejudices (she is too young for such an important position of responsibility), the lack of an enabling environment (nurseries, day care centres for children under the age of two) as well as their own insecurities and fears of not being able to hold up to the “standards” (not saying the right things).

*“I had to take a break from politics when I had small kids, but I came back”, Interviewee H*

*“Women always have to face mistrust and stereotypical judgment, but they can prove their professionalism and capacity. This is what helps most in overcoming the initial prejudices”, Interviewee D*

It seems that political parties have no strategy on creating a pool of potential women candidates, or even less to invest in their capacity building.

*“Often, they come to women shortly before elections to ask them whether they would be willing to run on their lists (usually to meet the quota requirements). Many women are feeling disrespected by such approach”, Interviewee B*

*“Men put their mothers and wives on the lists to fulfil the gender quota”, Interviewee K*

*“Women had to be reassured that they will not be elected”, Interviewee K*

Gender quota as a measure aimed at accelerating the achievement of gender-balanced participation and representation was in most cases perceived as a positive measure towards providing women with equal opportunities to be nominated, and possibly elected. Many elected women have changed their views towards gender quota once realising that there is a need for a tool that will ensure equal opportunities for men and women to enter in politics.

*“I was young, and I thought that the sky is the limit to my aspirations and ambitions. I thought that I was the only woman among the men in the Board of my party, because I was the best among all the women. But soon I have realised I was misguided. Not all the male members were equally fantastic. And I knew many women out there that were much more capable than some of the men sitting in the Board. Before realising this, I was against gender quota, but this experience has changed my mind. We have to persuade women that quota is a positive thing”, Interviewee H*

*“When I was young, I was against gender quota, as I have not faced any discrimination myself. I have considered it artificial and not honorary for women. However, I have changed my mind as I have realised that incentives are needed to increase the number of women in politics”, Interviewee J*

In the discussion, it was also pointed out that there is a need to introduce a gender quota for the Mayors, Deputy Mayors and public services (e.g. health centres, schools, etc.).

The interviewed men, and also a few women, expressed the opinion that gender quota is diminishing and humiliating for women or that there is no need for women quota. The criticism that gender quota are an anathema to meritocratic principles is quite common. A research in Sweden<sup>46</sup>, for example, showed that the opposite can be true: quotas actually increased the competence of politicians. As per the research: “[...] mediocre men, whether candidates or leaders, were replaced with women.”

#### Being a politician

Many of the interviewed elected women were not new to the political life. Several of them have been holding two or three mandates. Some shared a similar political path starting as engaged and/or concerned citizens, whereas others were involved with interest groups, then being elected in the position of municipal councillors and advancing over the years to the position of mayor or similar. Women working in public administration had experiences also as elected councillors and/or have been part of public administration for quite some time, over 20 years advancing in their role of responsibility.

Once elected, women once again face different challenges including stereotypes and prejudices.

*“They told me I was elected accidentally and not to stay”, Interviewee C*

*“If I was a man my ‘political life’ would be much easier and less stressful”, Interviewee C*

*“Politics is full of stereotypes. For example, if a woman speaks in the meeting of the Municipal Council, men will say nothing against it, but they will think that she should not talk. It is very important to empower women to talk regardless of their political affiliation”, Interviewee H*

A couple of interviewees felt that being a woman mayor is easier in the communities that have already had a woman mayor. It is also interesting how women in positions of power establish themselves and “defend their turf”. For instance, some elected women mayors build alliances and networks across the municipal borders in order to strengthen their positions and reach out to their male colleagues seeking their advice

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<sup>46</sup> Besley T., Folke O., Persson T., Rickne J., (2017), *Gender Quotas and the Crisis of the Mediocre Man: Theory and Evidence from Sweden*, American Economic Review 2017, 107(8): 2204–2242: <https://pubs.aeaweb.org/doi/pdfplus/10.1257/aer.20160080>

and support or building partnerships with them while others build strong support teams around them in public administration.

*“Once in a position, having support of like-minded people (councillors and staff, peers) is crucial to ensure the delivery of services to the citizens”, Interviewees A and B*

*“I have entered politics at the point when the political personnel (Municipal Councillors) changed, which made it possible for me to introduce a new way of working and thinking, a more participatory approach to governance”, Interviewee B*

Many interviewees stressed the importance of gaining the trust of their fellow citizens. Once this is gained, it is very likely that women will get re-elected. Also, in smaller communities “knowing each other” has been perceived as a positive factor contributing to the participation of women in politics. However, it was also mentioned that women often consider other women as competitors rather than allies.

All women faced challenges in their daily lives in positions of power and have learnt to deal with them.

*“Finding a balance between work and private life is no different for a woman politician, like for any other working woman. It is important to create boundaries”, Interviewee A*

Also, some elected women have experienced not only harsh criticism, and discrimination (both by men and women), but also sexual harassment and violence.

*“I have been severely criticised and looked down upon by men in recent years, but there was nothing I could not deal with. I have faced even bullying and sexual harassment and discrimination. There was nothing I could do to prevent it”, Interviewee C6*

*“I have been told I should stay home. ‘We men know everything, we can do it, we don’t need women’, they told me”, Interviewee P*

*“One of the biggest challenges were women who were not supportive of my choice. They advised me to focus on my family”, Interviewee V*

It should be recalled here that the gender quota requires 40% candidates of each gender on the lists, but the present gender quota formula does not guarantee women to get elected.

Most interviewees agreed that women in local council are very active, especially when they “feel safe” (confident).

*“Women are active in the Municipal Council, they bring new energy. Their increased participation in politics has improved quality of life in our small community”, Interviewees C and G*

However, one interviewee made a reference to a research that showed that many women do not talk in the meetings as they are afraid of making mistakes, of not saying the right thing, pointing out that this may not always be the case. In relation to that, several interviewees stressed how important it is for women councillors to be familiar with procedures in the Municipal Council.

*“Women have the possibility to contribute, but they do not use their position often”, Interviewee G*

It was also pointed out that both male and female councillors need training on how to be municipal/regional councillors, in addition to gender training.

#### 4.2.2.2 *Identifying and addressing gender issues/gender mainstreaming in the local governance*

The Preliminary Study already showed that the local environments were not really enabling the empowerment of women and enhancing their participation in political and public life at the local level.

Overall, only few interviewees understood what gender is, what gender equality implies and how gender equality is or could be relevant to the local governance and Inter-Municipal Cooperation. Few interlocutors were gender blind, ignoring or failing to address the gender dimension of local governance.

On the other hand, some have had very good grasp of gender equality issues, either thanks to the training they have received or their educational background.

*“We can see major gender inequalities in the labour market, in the unfair promotion in the work place, in gender pay gap, in unbalanced sharing of responsibilities in the domestic domain (the burden of household chores and children upbringings is usually on women’s shoulders) and women’s efforts to balance work and private life (women are expected to take care of that). And there are still gender stereotypes”, Interviewees G and D*

*“I totally agree with the findings of the Preliminary Study. Girls in our community still face greater restrictions than boys”, Interviewee O*

Many interviewees underlined the importance of creating an enabling environment for women to be able to “get out of the house”, get out of their traditional gender roles (as mothers, care takers), educate themselves, get active in public as well as political life of their communities.

*“Gender quota is not enough. Compensation should be introduced, since women’s role in society is multifaceted”, Interviewee J*

*“The most important priority should be the enhancement of social services. I believe that by taking off women’s shoulders the burden of care for children and elderly, their involvement in the market place in general and in the political life specifically would increase. These are often financed by the EU, but after the termination of the funding they are not absorbed by the local administration”, Interviewee K*

*“Unemployment affects women more than men and an unemployed woman will not participate in political life. Employers should be addressed since many of them are hesitating to hire women due to a possible future pregnancy. Financial relief, coverage of the insurance contributions of the employer or some form of tax deduction in order to hire women could be offered to promote women’s participation”, Interviewee W*

*“Women in our community have no training, no education and are not activated”, Interviewee A*

*“Awareness must be raised among men. They must be sensitised”, Interviewee I*

Low representation of women in political life has been also identified as one of gender inequalities. Gender-based violence, violence against women and domestic violence were identified as a big concern as well as the feminisation of poverty. Some also felt that the policies are gender blind.

*“There are no policies designed taking into account women’s needs and interests”, Interviewee G*

Youth were identified as important stakeholders, and several interviewees stressed the importance of engaging young people in the local communities’ affairs under the framework of promotion of active citizenship. Also, a need for role models was pointed out.

*“We need role models like Melina Mercouri and Margaret Papandreou at all levels”, Interviewee G*

*“Visibility (in media) gives women self-confidence and it helps them to achieve their goals”, Interviewee I*

The issue of information, regarding its lack or necessity, came up in many interviews. In particular, as lack of dissemination of information from the central government to the local authorities; or as a need for awareness raising campaigns targeted to the local population (including children at schools).

*“Better dissemination of information and closer cooperation among stakeholders is much needed”, Interviewee Q.*

*In order to raise awareness among children, we organised a competition among students for the design of the new logo of the Regional Committee for Gender Equality. More actions in school should be initiated, in that way the next generation would face less stereotypes”, Interviewee T*

The discussion evolved also around the issue of women as “citizens” participating in public consultations. It was observed that they are interested more in practical issues, i.e. when neighbourhood affairs are discussed (design of squares and schools and similar), while they are less interested in political issues (i.e., discussion on democracy).

Several interviewees felt that municipalities should support the establishment and work of women’s association (NGOs) that assist women to become active citizens and also contribute to raising their awareness about the many possible roles that women can play in the local community.

*“Through participation in women’s associations, women can build their capacity and that could lead to their active involvement in politics”, Interviewee D*

#### **4.2.2.3 Institutional and legal framework to mainstream gender: Gender Action Plan(s) and gender mechanisms**

The interviewees, except for a few, agreed that gender inequalities exist and persist, and characterise the society they live in. Both at the regional and municipal level attempts are being made to address inequalities, however not necessarily as gender inequalities per se, but rather as issues that are being part of a greater marginalisation/underdevelopment problem, except for one or two cases. Also, it seems that in general there is little discussion on gender equality going on in municipalities and regions. Only in one of the municipalities involved in the interviews, gender equality is often discussed and is seen as a priority for the local government.

*“No, people are not interested”, Interviewee I*

*“There is a lot of hypocrisy regarding social issues”. Interviewee J*

*“It is the first time that the issue of gender equality is addressed in our Municipality”, Interviewee O*

Among gender issues, violence against women, sexual harassment and gender inequalities in the employment sector (including entrepreneurship and business) are most widely recognised by the interviewees as an issue. A few interviewees also mentioned women’s underrepresentation in politics, and a couple of others thought of gender inequalities as related to the provision of services by the municipalities and regions to its citizens, thus men and women.

Regarding the gender mechanisms at the local and regional level, awareness among the interlocutors varied. Some understood the concept of gender mechanisms and were able to identify them, while others have mixed them with service units. In some of the municipalities, Gender Equality Committees have been recently established, in many cases as a result of a strong “push” from the GSDFPGE. In most cases these newly established Committees are not operational yet and many interlocutors mentioned the difficulty in assembling them caused by the pandemic. In one of the municipalities, however, the recently established Committee has been very proactive, already drafting the municipal gender equality action plan, and another municipal council started to identify possible topics for discussion in the Municipal Committee. In one of the municipalities, they were not aware of the mandatory legal obligations under Kallikratis law.

*“We tried to establish the Municipal Committee for Gender Equality, however there was too much resistance from some councillors”, Interviewee G*

*“The role of the Committee for Gender Equality is diminished by colleagues in the Municipality. This Committee, while it may seem strange to our society, is absolutely necessary. Men do not like to hear about equality”, Interviewee Z*

The 2018 monitoring report by the GSDFPGE concluded that the *“municipalities’ replies suggest that the functioning of the DEPIS often depends on facts and issues of a timely and urgent nature, and that there is no systematic commitment on the part of the political leadership to plan and implement gender-specific actions”*. The report recommended to further explore the *“question whether differences in the frequency of meetings of the different DEPIS are linked to the degree of commitment of the political leadership to equality issues or to other operational reasons”*. On a positive note, the report observed that *“regular meetings of the DEPIS facilitate the introduction of a gender perspective into the functioning of the municipality”*. Relations between different elected stakeholders may also influence the work of the Committees. In some other areas, the Municipal Committee that is chaired by the Deputy Mayor does not get much support from the Mayor.

Most of the municipalities and regions involved in the interviews by the study have not yet developed a gender action plan. In addition to the lack of expertise on gender equality issues which would allow for development of local and regional equality action plans and its implementation, thus gender mainstreaming, lack of funds was also identified as a challenge, and the fact that there are no funds foreseen for gender mainstreaming at the local level. Some municipalities were able to access EU funding or funds at the national level. It was also observed that some region and /or municipalities are not aware of their obligations under the law as relevant to gender mainstreaming in the local governance.

*“The Region does not have its own gender action plan. It follows a general framework provided by the State. Gender Equality policies are a matter of the central State – there is not a decentralisation of policy in order to implement tailored local policies. Regions and municipalities have limited powers and they do not have the right to implement specific policy. They just have the power to inform and to establish the council, reporting directly to the central State”, Interviewee C3*

Quite a number of municipalities, as mentioned earlier, has signed the European Charter for Equality of Women and Men in Local Life<sup>47</sup> that formally commits Europe’s local and regional governments to the principle of equality of women and men. The signatories are expected to draw up an Equality Action Plan that sets out priorities, actions and resources allocated to implement municipality’s/region’s commitments. However, neither the regions nor the municipalities have developed a regional or municipal gender action plan (all 13 regions have signed the Charter). Some have started the process, hired a consultant to assist them with the drafting of the document and tried to make it as participatory as possible. However, they claim a lack of support from the gender mechanisms at the national level, human resources and funds.

*“It is a difficult process, we got some academics involved, the Secretariat is absent in this process. Before they (the General Secretariat) were much more present as well as KETHI. We are left to ourselves, there are no gender awareness campaigns, no conferences, nothing”, Interviewee C*

In terms of cooperation with stakeholders at municipality/region level and cooperation with institutions at the national level as relevant to gender mainstreaming, the experience of interviewees varied from not existing to cooperation with neighbouring municipalities, academic institutions, NGOs, different ministries, commercial chambers, various associations.

With regards to the contributions of KEDE, ENPE and the Secretariat to gender mainstreaming in local governance the interviewees provided diverse feedback. From no cooperation to a satisfactory one, in particular with the Secretariat, the interlocutors expressed either the need for central coordination on the implementation of gender equality policies, or their satisfaction with the existing cooperation.

Some municipalities and regions cooperate very closely with the Secretariat, and there seem to be developments at the regional level:

*“All Regional Committees have decided to have a joint meeting with the Secretary General once a month, in order to exchange good practices and ideas”, Interviewee Q*

One of the regions mentioned the following positive experience:

*“An initiative that aims to guarantee a gender-neutral language<sup>48</sup> in public administration and public documents. A gender-neutral approach in official documents is highly important. Even more so, such initiatives should target also ‘daily’ life and language so to efficiently counteract the traditional*

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<sup>47</sup> The Charter proposes concrete methods by which equality of women and men can be pursued in different fields of competences: political participation, employment, public services, urban planning, etc. [https://www.ccre.org/docs/charte\\_egalite\\_en.pdf](https://www.ccre.org/docs/charte_egalite_en.pdf)

<sup>48</sup> Words that do not identify a gender, in opposition to words that are gendered (like “policeman”, they have “man” in them). Gender-specific terms fail to recognise the women who are in these very occupations.

*stereotypes around gender roles (e.g., men are the providers, while women are housewives)”, Interviewee C1*

Most of the interviewees saw Inter-Municipal Cooperation (IMC) as providing huge opportunities to organise joint gender trainings for different target groups from elected officials to administration as well as citizens and other stakeholders:

*“Collaboration between municipalities would be most helpful, we lack human resources and fund for trainings, we see huge possibilities through the IMC”, Interviewee D*

*“We are interested to join a programmatic agreement of gender equality, but only after an analysis identifying common issues and interest is carried out to ensure that the exercise is worth the efforts. I want to know what we will work on and with whom will I work”, Interviewee A*

*“We have been identifying problem and prioritising issues in our municipality with the view to the possible Inter-Municipal Cooperation, but gender equality always ends up at the bottom of the list. I do not know whether the councillors believe that all gender inequalities are resolved or they do not understand what great opportunity is to cooperate with other municipalities”, Interviewee C*

*“Cooperation with the regional level, in the past, has proven useful specifically when training on gender equality issues were offered not only to the public administration employees but to all citizens. These trainings and workshops were a great opportunity for many women to become aware of the gender equality issues”, Interviewee G*

*“It is an excellent idea, brining municipalities together to carry out gender awareness raising programs, and there are also the EU funds available for that”, Interviewee H*

*“An Inter-Municipal Committee on gender equality could be established. It would communicate with the Regional Committees”, Interviewee N*

*“An Inter-Municipal Network on gender equality issues should be established”, Interviewee P*

On the other hand, a need for “centralised guidance” was mentioned among the interlocutors:

*“Proposals and actions should derive from a central level (the Ministry) - if a scaled adoption of them is needed, the regions could coordinate the municipalities, as it is for example for matters of Civil Protection”, Interviewee B1*

*“The Gender Equality Committee of the Union of Municipalities should inform and coordinate the Municipal Committees for Gender Equality”, Interviewee K*

*“The Ministry of Interior, the Ministry of Labour and the General Secretariat for Gender Equality should implement a strategy in order to create facilities such as the one funded by our Region, a project for the training of trainers*

*for the empowerment of women who want to fund and organise a business of their own”, Interviewee I*

### 4.2.3 Key findings from the Survey

#### The respondents

977 respondents filled in (at least in part) the online questionnaire. Out of these, 722 (72,4%) declare to operate at the municipal level and 275 (27,6%) at the regional level.

With reference to the position, 294 respondents are elected officials (i.e., 254 at the municipal level, 40 at the regional level) and 703 respondents work as civil servants (i.e., 468 at the municipal and 235 at the regional level).

The following table illustrates the distribution of respondents by position (i.e., elected official, civil servant) and by administration level in which they operate (i.e., municipal level, regional level).

*Table 1 - Respondents by institution and position*

Institution	Position		Total
	Elected official	Civil servant	
Municipal level/administration	254	468	722
	86,4%	66,6%	72,4%
Regional level/administration	40	235	275
	13,6%	33,4%	27,6%
Total	294	703	997
	100,0%	100,0%	100,0%

For what concerns the socio-personal description of the respondents that are elected officials: 49% are women, 54,1% are more than 50 years old, 74,8% have a higher education degree. A total of 57,7% of respondents who are elected representatives declare to be serving their first mandate, while 7,7% are beyond their third term. The majority (62,8%) of elected representatives served for a period between 1 and 5 years. The covered roles declared by respondents who are elected representatives are as follows:

- Governor/deputy governor 8 (2,7%)
- Regional councillor 32 (10,9%)
- Mayor/deputy mayor 53 (18,0%)
- Municipal councillor 201 (68,4%)

Most of the elected officials (55,7%) reached their position being elected as independent candidates and about one third (27,9%) declared to have been supported by a political party. About half of the remaining respondents (i.e., 20 out of 47) mention their inclusion in, and the support of, independent municipal lists or combination of lists.

For what concerns the socio-personal description of the respondents that are civil servants: 75,2% are women, 42,2% are more than 50 years old, 83,8% have a higher education degree. A total of 17% of respondents who are civil servants declare to be in service for more than 20 years and 12,2% for less than 1 year. The covered roles declared by respondents who are civil servants are as follows:

- Senior Civil servant at regional level 81 (11,5%)
- Junior Civil servant at regional level 124 (17,6%)
- Employee with a fixed/indefinite contract at regional level 33 (4,7%)
- Senior Civil servant at municipal level 198 (28,2%)

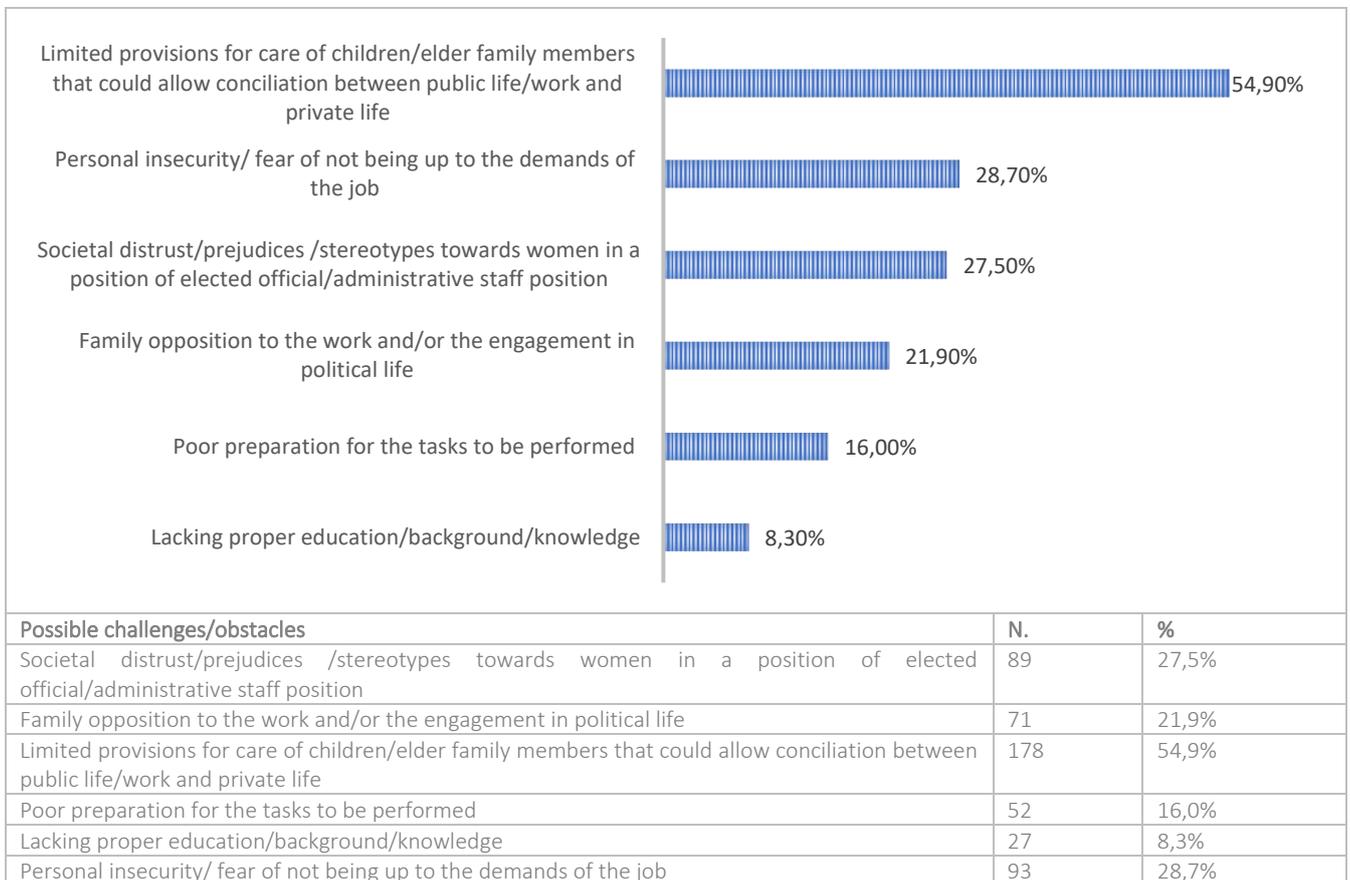
- Junior Civil servant at municipal level 146 (20,8%)
- Employee with a fixed/indefinite contract at municipal level 121 (17,2%)

For what concerns the placement in the current position, 42,8% of civil servant respondents declare to have passed an exam /competition, while 18,3% cover the current position due to a promotion. 8,8% declare that the current placement was due to an ad hoc opening. The remaining 30% of respondents who are civil servants mention different courses of action such as decisions from the mayors, successful applications, court decisions, confirmation after a fixed term; some of them (about 20) mention specific programs/initiatives (e.g. an OAED Program, etc.) through which they achieved the position.

#### Opinions on challenges/obstacles to be faced by women

All male respondents to the survey (i.e., n = 324) were requested to express their opinion about the possibility that a woman in their own professional position may face some suggested challenges and obstacles. The following table illustrates the replies, as follows:

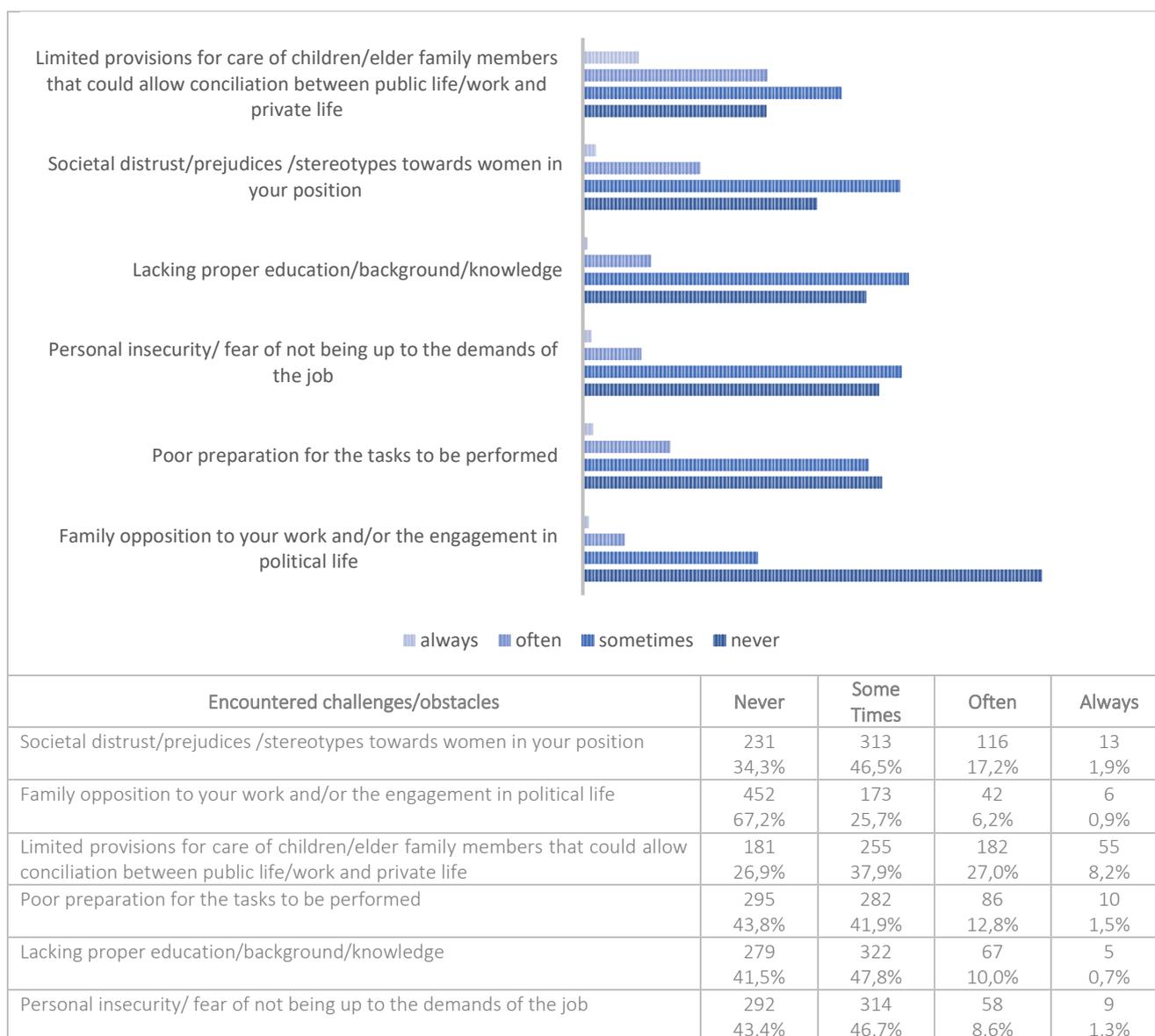
Figure 1 - Men's opinions on the Challenges/Obstacles to be faced by women



More than half of the respondents recognise as a real obstacle the lack of provisions for family members in need of care. For what concerns obstacles related to prejudices, stereotypes, and family opposition, they are envisaged by less than a quarter of the male respondents as being significantly challenging. The remaining proposed challenges are perceived by a minority of the respondents.

All women respondents in the sample (i.e., n = 673) were requested to report how often (i.e., never, sometimes, often, always) they personally encountered the same challenges and obstacles. The following table reports on the provided answers:

Figure 2 - Women's opinions on the Challenges/Obstacles faced



By analysing the two sets of answers (i.e., perceived challenges/obstacles by male respondents and reported experiences with challenges/obstacles by women respondents), it appears that women experiences with the challenges/obstacles are in general less frequent than what men expect. It may be argued that men tend to resort to biased ideas and prejudices in expressing themselves about the challenges women face in work and socio-political participation (i.e., the analysis may suggest that men tend to declare what is perceived to be “politically correct” in identifying the problems faced by women).

On the other side, it is possible to advance the hypothesis that women underrate their own negative experiences, because they do not want to present themselves as "victims", and this is once again a yielding to the “political correctness” which prescribes describing women as "strong" and "prepared" for all extra-family tasks.

## Women in local government

The respondents were requested to refer to the local government unit – municipal or regional – where they are serving and to share their estimation with reference to role performances of elected women, their self-confidence, and their contribution to the overall performances of the Councils.

For what concerns the behaviours associated with the role, the assessment was targeted to the frequency of attendance to the Council's meeting, of taking the floor and of proposing topics for the agendas.

The regular attendance at Council meetings is considered as “normal”, since more than 90% of the respondents, both at the municipal and regional level, see elected women frequently or very frequently present.

The following table illustrates the estimation of the role-related performance of women at both levels of administration under focus (i.e., municipal, and regional), as follows:

Table 2 - Role behaviours of elected women

	Respondents' institution level		
	Municipal	Regional	Total
Elected women are present <i>frequently or very frequently</i> during the Council's meetings	93,1%	93,9%	93,3%
Elected women take the floor <i>frequently or very frequently</i> during the Council's meetings	73,1%	83,7%	76,0%
Elected women propose topics <i>frequently or very frequently</i> for the agenda of the Council's meetings	55,1%	65,9%	58,0%

For what concerns the frequency with which women take the floor during the meetings, on the contrary, is perceived as less frequent: 76% of the respondents say this happens frequently or very frequently, but 83,7% at the regional level and just 73,1% at the municipal level.

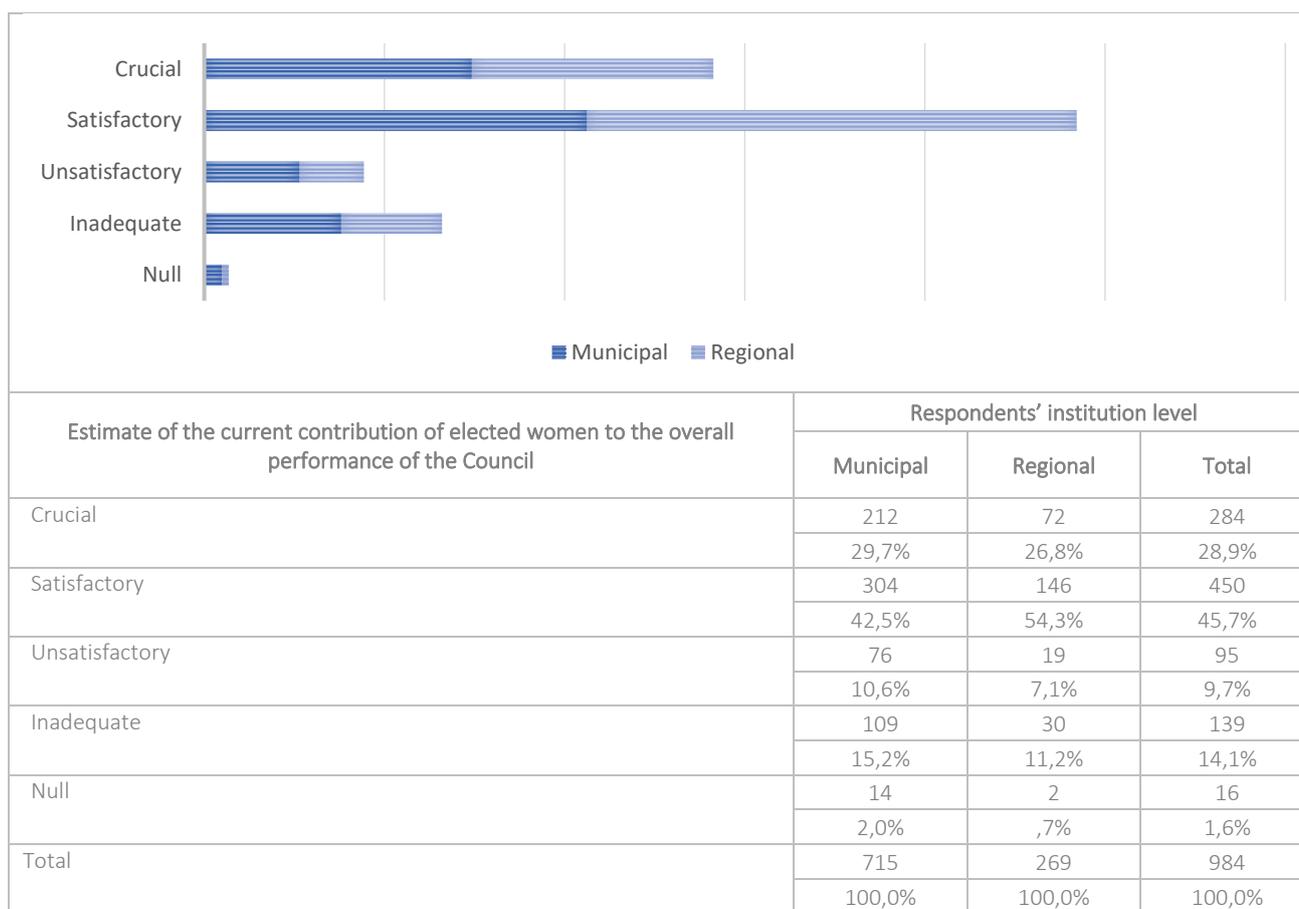
The perceived contribution of proposals offered by elected women to the Council's agendas appears to be lower: just 58% of the respondents perceive proposals as frequent or very frequent, but only 55% at the municipal and 65,9% at the regional level.

In general, it seems that the performances of elected women in the regions are more appreciated by those serving there, compared to the judgment directed to women elected in the municipal Councils by those serving at that level.

This impression is confirmed when respondents are requested to evaluate the women's contribution to the overall performances of the representative bodies.

The contribution of elected women to the Councils' performances is generally highly appreciated: 74,6% of the respondents evaluate this contribution as “satisfactory” or even “crucial”. Once more, the appreciation is slightly higher (i.e., 81,1 %) for respondents serving at the regional level and evaluating the contribution to the regional Councils, than the opinion of respondents operating at the municipal level and evaluating the performances of the local Councils (72,2%). The following table illustrates the distribution of answers regarding the perceived contribution of women to the council, for both institutional levels under focus (i.e., municipal, and regional), as follows:

Figure 3 - Perceptions on contribution of elected women to the Councils at municipal and regional level



The analysis suggests that women respondents are less “laudatory” than men in recognising women’s contribution: in fact, just 70,7% of them subscribe the judgement of “satisfactory” or “crucial”, compared to the 82,6% of men in the sample.

Elected women are generally perceived as self-confident and feeling comfortable in their role. On a rating scale ranging from 1 (i.e., feeling not comfortable) to 5 (i.e., feeling very comfortable), the average rate is around 4, for all the respondent “categories”: serving at the regional level vs. serving at the municipal level, men vs. women.

However, examining the frequencies of the answers, we can note that the rates “4” and “5” are slightly less frequent among women than among men. The following table illustrates the distribution of answers according to the gender of respondents, for what concerns the perceived (self-)confidence with the role of women elected representatives, as follows:

Table 3 - Perceived (self-)confidence with the role of women elected representatives

	Gender		Total
	Female	Male	
1 (not comfortable)	3	5	8
	,5%	1,6%	,8%
2	19	8	27
	3,0%	2,5%	2,9%
3	156	56	212

	24,7%	17,7%	22,4%
4	244	129	373
	38,7%	40,8%	39,4%
5 (very comfortable)	209	118	327
	33,1%	37,3%	34,5%
Total	631	316	947
	100,0%	100,0%	100,0%

For what concerns the active role of women in different Committees operating within self-government units, respondents perceive women as active in (more or less) all Committees. It is worth noting that negative answers do not necessarily mean that women are inactive or absent, but sometimes mean that the mentioned Committee is not present in the relevant self-government unit.

For what concerns the assessment provided by the two types of respondents (i.e., elected representatives and civil servants), it seems that elected officials give a higher estimate of women contribution inside the areas “traditionally” considered as a female expertise field, while civil servants, more than elected officials, recognise women active in the “technical” areas usually considered “male domains”. The following table illustrates the distribution according to the position of respondents, as follows:

Figure 4 - Committees in self-government units where women are active by Gender and Institutional level

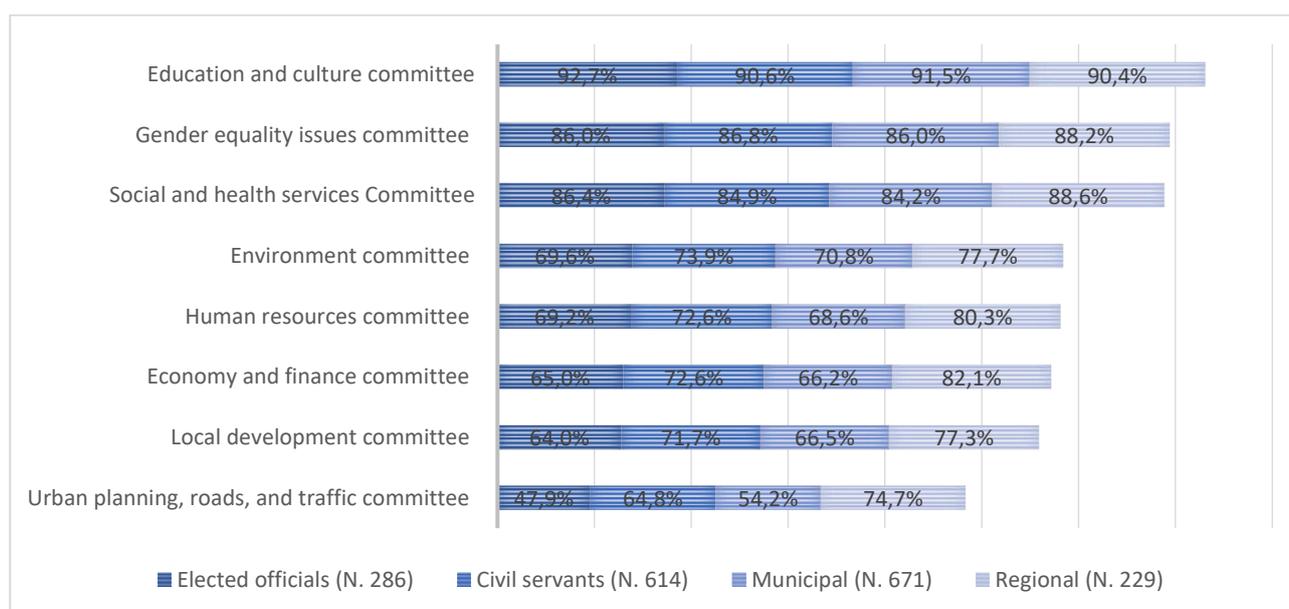


Table 4 - Committees in self-government units where women are active by Position

	Position		Total
	Elected official (n=286)	Civil servant (n=614)	
Social and health services Committee	247	521	768
	86,4%	84,9%	85,3%
Education and culture committee	265	556	821
	92,7%	90,6%	91,2%
Gender equality issues committee	246	533	779
	86,0%	86,8%	86,6%

Economy and finance committee	186	446	632
	65,0%	72,6%	70,2%
Local development committee	183	440	623
	64,0%	71,7%	69,2%
Environment committee	199	454	653
	69,6%	73,9%	72,6%
Urban planning, roads, and traffic committee	137	398	535
	47,9%	64,8%	59,4%
Human resources committee	198	446	644
	69,2%	72,6%	71,6%

Analysing the answers in a comparative perspective according to the institutional level of respondents (i.e., municipal, or regional), it can be noted that respondents acting at the municipal level recognise women active in the “Education and culture committee” in a proportion slightly higher than people working at the regional level. On the contrary, respondents operating at the municipal level perceive a lower level of women’s activity in all the remaining committees. The difference between the two institutional areas (i.e., municipal, and regional) is especially notable for the domains of “urban planning”, “economy and finances”, “human resources” and “local development”. However, as already mentioned above, it may be that such distribution is due to the absence of such Committees at the level of municipal administrations, rather than an actual lower presence of women within Committees.

The following table illustrates the distribution of answers according to the administration/institutional level of respondents (i.e., municipal, regional):

*Table 5 - Committees in the self-government units where women are active by Institutional level*

	Institutional level		Difference Municipal-Regional
	Municipal (n=671)	Regional (n=229)	
Social and Health Services Committee	565	203	-4,4%
	84,2%	88,6%	
Education and culture committee	614	207	1,1%
	91,5%	90,4%	
Gender equality issues committee	577	202	-2,2%
	86,0%	88,2%	
Economy and finance committee	444	188	-15,9%
	66,2%	82,1%	
Local development committee	446	177	-10,8%
	66,5%	77,3%	
Environment committee	475	178	-6,9%
	70,8%	77,7%	
Urban planning, roads, and traffic committee	364	171	-20,4%
	54,2%	74,7%	
Human resources committee	460	184	-11,8%
	68,6%	80,3%	

Analysing the answers distributed according to the institutional level of respondents’ activity, some interesting points can be noticed, as follows:

- Committees dealing with more “technical” issues (i.e., finance, local development, environment, urban planning) seem less interested in gender issues, or at least less able to produce outputs relevant for the socio-economic status of women.
- Generally speaking, the end results of the Committees’ work are not evaluated as relevant for the socio-economic status of women: decisions from the “gender issues” Committee are positively appreciated by around 48% of the total sample, but for all the other Committees the appreciation is definitely lower.
- Respondents operating at the regional level and evaluating the operations of regional Committees tend to be more “moderate” in their evaluations: the percentages of those assessing the Committees’ outputs as “always” or “never” relevant for gender issues are systematically lower than the percentages at the municipal level and, obviously, the percentages of “not always” are systematically higher.

The insights are illustrated within the following table:

*Table 6 - Decisions relevant for the status of women from Committees*

	Option	Institutional level		Difference Municipal-Regional
		Municipal (n=631)	Regional (n=211)	
Social and Health Services Committee	Yes	173	52	2,8%
		27,4%	24,6%	
	Not always	383	142	-6,6%
		60,7%	67,3%	
	Never	75	17	3,8%
		11,9%	8,1%	
Education and culture committee	Yes	229	67	4,5%
		36,3%	31,8%	
	Not always	323	127	-9,0%
		51,2%	60,2%	
	Never	79	17	4,5%
		12,5%	8,1%	
Gender equality issues committee	Yes	307	97	2,7%
		48,7%	46,0%	
	Not always	251	97	-6,2%
		39,8%	46,0%	
	Never	73	17	3,5%
		11,6%	8,1%	
Economy and finance committee	Yes	137	51	-2,5%
		21,7%	24,2%	
	Not always	362	135	-6,6%
		57,4%	64,0%	
	Never	132	25	9,1%
		20,9%	11,8%	
Local development committee	Yes	157	57	-2,1%
		24,9%	27,0%	
	Not always	345	129	-6,5%
		54,7%	61,1%	
	Never	129	25	8,6%
		20,4%	11,8%	
Environment committee	Yes	167	53	1,3%

		26,5%	25,1%	
	Not always	331	124	-6,3%
		52,5%	58,8%	
	Never	133	34	5,0%
		21,1%	16,1%	
Urban planning, roads and traffic committee	Yes	126	47	-2,3%
		20,0%	22,3%	
	Not always	327	126	-7,9%
		51,8%	59,7%	
Never	178	38	10,2%	
	28,2%	18,0%		
Human resources committee	Yes	166	57	-0,7%
		26,3%	27,0%	
	Not always	343	131	-7,7%
		54,4%	62,1%	
Never	122	23	8,4%	
	19,3%	10,9%		

Regardless of the activity of the women elected in the representative bodies, also the general participation of women in the overall political life is better evaluated for the regional than for the municipal level: 66,8% of the respondents serving at the first level evaluate the women's political participation "definitely adequate" or "satisfactory", compared with 58,4% of respondents serving at the second level, as shown by the following table:

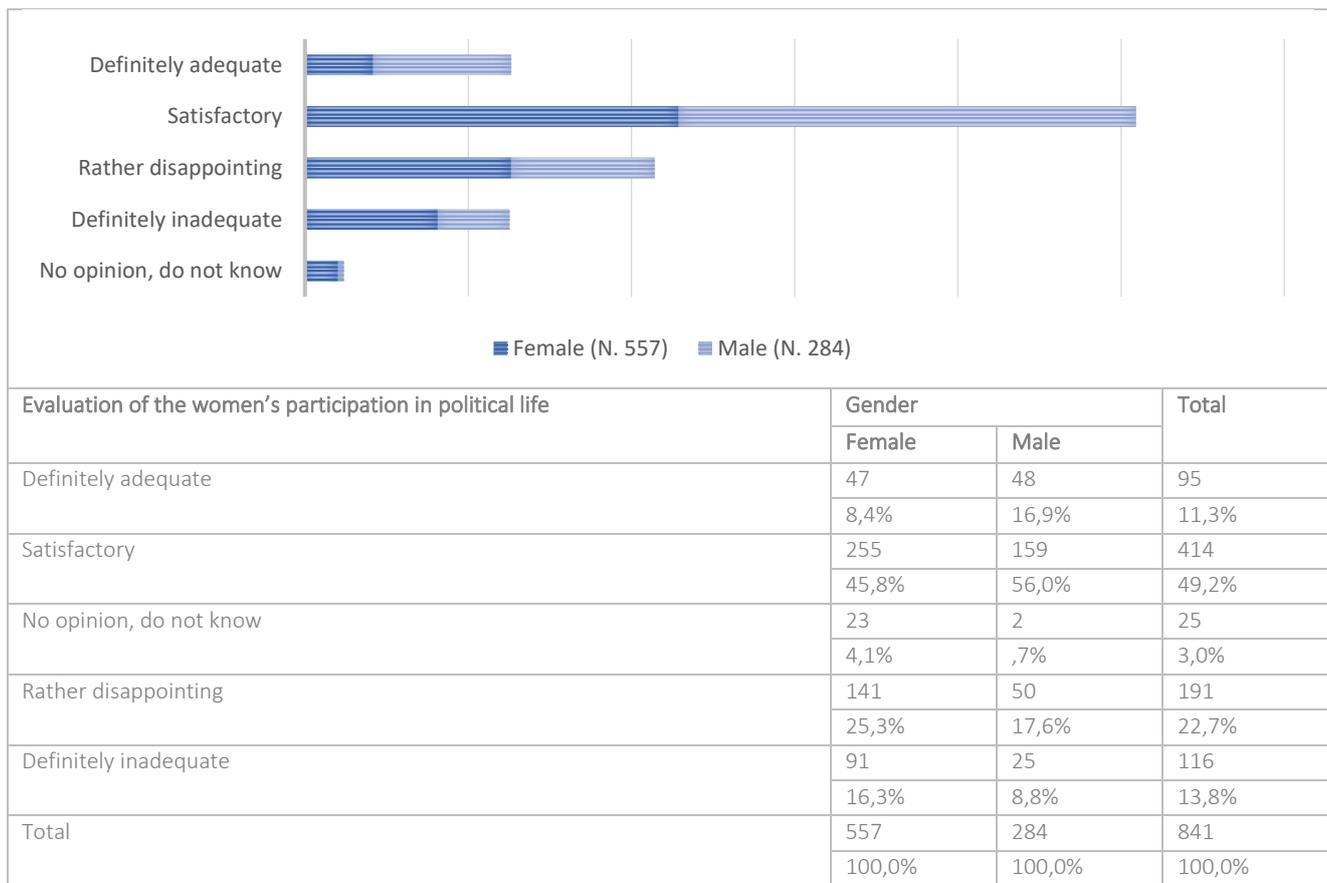
*Table 7 - Evaluation of the women's participation in political life*

	Respondents' institution level		Total
	Municipal	Regional	
Definitely adequate	68	27	95
	10,8%	12,8%	11,3%
Satisfactory	300	114	414
	47,6%	54,0%	49,2%
No opinion, don't know	18	7	25
	2,9%	3,3%	3,0%
Rather disappointing	154	37	191
	24,4%	17,5%	22,7%
Definitely inadequate	90	26	116
	14,3%	12,3%	13,8%
Total	630	211	841
	100,0%	100,0%	100,0%

It must be stressed that women respondents tend to be more critical than men in evaluating the participation of women in political life.

Around 73% of male respondents give an appreciation of "definitely adequate" or at least "satisfactory", while just about 54% of female respondents express the same evaluation, as highlighted by the following table:

Figure 5 - Evaluation of women's participation in political life by gender



Regardless of the assessment on the current level of political participation of women, some actions can be implemented to improve the current situation. Respondents were presented with potential actions and were asked to select the ones they perceive as most efficient in terms of increasing the presence and representation of women in political life.

Analysing the answers with reference to the institutional level where respondents operate, the order of endorsement is the same for the two institutional levels, even if the percentages are slightly different. The actions perceived to be most efficient, in order of choice, are:

- Availability of services to help the balance between family tasks and political life.
- Education and training on political participation and engagement.
- Education/training on procedures and bureaucratic formalities in the political/professional activities.
- Strategy in political parties on creating a pool of potential women candidates.

It must be said that all the proposed actions receive a high acceptance: the lower percentage of positive answers is 64,5%, at the regional level, for gender quotas in the Councils. The following table illustrates the distribution of the actions deemed to increase the presence and representation of women in political life, according to the institution level in which the respondents operate (i.e., municipal or regional):

Table 8 - Actions that could increase women presence and representation in political life by Institutional level

	Respondents' institution level <sup>49</sup>		Total
	Municipal	Regional	
Gender quotas in candidate lists	440	137	577
	72,8%	67,5%	
Gender quotas in elected Councils	440	131	571
	72,8%	64,5%	
Strategy in political parties on creating a pool of potential women candidates	488	172	660
	80,8%	84,7%	
Availability of services to help the balance between family tasks and political life	560	189	749
	92,7%	93,1%	
Education/training on political participation and engagement	564	179	743
	93,0%	88,0%	
Education/training on procedures and bureaucratic formalities in the political/professional activities	529	175	704
	87,6%	86,2%	
Support to the establishment and work of women's Associations	472	148	620
	78,1%	72,9%	
Improvement of the expertise on gender equality issues	519	177	696
	83,4%	85,1%	
Respondents Total	604	203	807

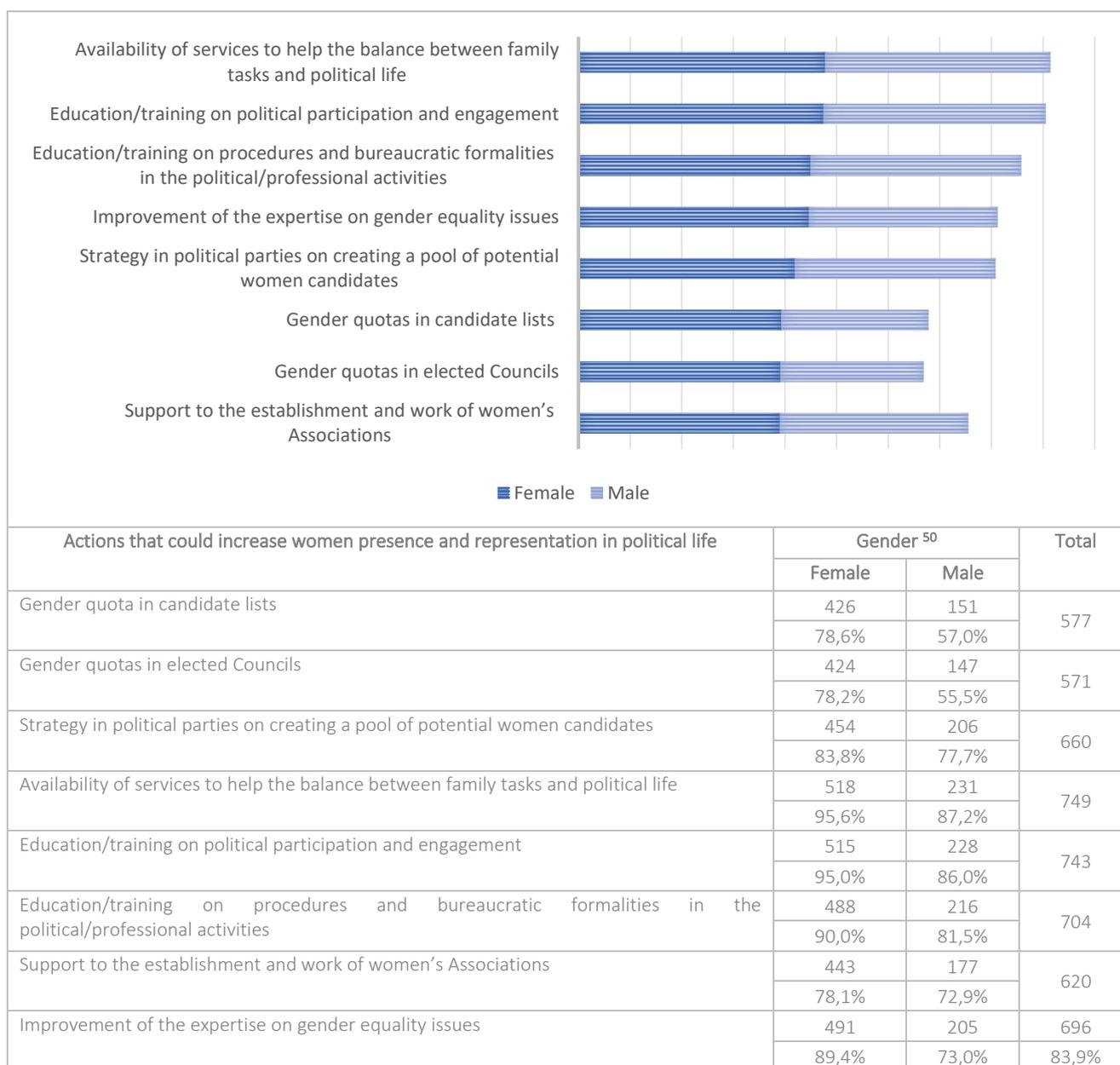
Moreover, analysing the answers according to the gender distribution of respondents, suggests that men tend to be less “confident” in the positive effects of all the suggested actions. In this sense it is worth noting that the differences between women and men answers are around 10% for each action, with women showing a higher acceptance for all the proposals.

The pattern of male opinions mirrors, in some way, the pattern of opinion they expressed when describing the possible challenges and obstacles to be faced by women in their professional and political life. It is worth mentioning that “gender quotas” are the less subscribed actions, receiving slightly more than 50% of the positive answers.

Women, on the contrary, in addition to the obvious request for services “to help the balance between family tasks and political life”, claim for actions that can provide a sound basis for an effective engagement, such as “education and training initiatives” (i.e., both for political life and for professional tasks), which collect more than 90% of endorsements/preferences and “expertise in gender equality issues”, which reach 89,4% of approvals. Gender quotas and support to women’s associations show the lowest level of acceptance, which in any case goes over 70% of the women’s answers. This is in line with what was identified through the in-depth interviews. The following table illustrates the distribution of answers around potential action to increase women participation and representation in political life, according to the gender of respondents:

<sup>49</sup> Percentages are calculated on the respondents’ totals.

Figure 6 - Actions that could increase women presence and representation in political life by Gender



### Knowledge of gender issues in local governance

The term “gender” refers to either of the two sexes (male and female), when considered with reference to social and cultural differences rather than biological ones.

Two possible definitions of “gender” were proposed to the interviewees, asking them to indicate their level of agreement with each of the two. Theoretically, the first proposed definition (i.e., “Gender” describes the biological differences between men and women, which are universal and determined at birth) is not accurate, while the second proposed definition is considered to be embracing of the complexity of the concept and reflecting international standards and values on the matter (i.e., “Gender” refers to the roles and responsibilities of men and women that are socially constructed in our families, our societies, and our cultures).

<sup>50</sup> Percentages are calculated on the respondents’ totals.

The analysis of the answers show an unexpected high level of agreement with the first statement (“totally agree” and “agree” come from the 75% of the respondents) and an equally unexpected low level of agreement with the second statement (“totally agree” and “agree” sum up to 38,4% of the respondents).

Almost paradoxically, men seem to share the correct definition (43% agree) more than women (36,1% agree), as illustrated in the following table:

Table 9 - On gender definitions

“Gender” describes the biological differences between men and women, which are universal and determined at birth	Respondents’ gender		Total	“Gender” refers to the roles and responsibilities of men and women that are socially constructed in our families, our societies, and our cultures	Respondents’ gender		Total
	Female	Male			Female	Male	
Totally agree	132	92	224	Totally agree	36	36	72
	24,4%	33,2%	27,4%		6,7%	13,0%	8,8%
Agree	266	123	389	Agree	159	83	242
	49,2%	44,4%	47,6%		29,4%	30,0%	29,6%
Disagree	99	33	132	Disagree	197	88	285
	18,3%	11,9%	16,1%		36,4%	31,8%	34,8%
Totally disagree	44	29	73	Totally disagree	149	70	219
	8,1%	10,5%	8,9%		27,5%	25,3%	26,8%
Total	541	277	818	Total	541	277	818
	100,0%	100,0%	100,0%		100,0%	100,0%	100,0%

It is interesting to know that the age variable (i.e., age cluster of the respondents) seems more relevant in shaping the opinion about the meaning of “gender” as 54,6% of the respondents who are over 60 years old agree with the “socially constructed” content of the definition and 37,7% of the same age group reject the “biological differences” content. All younger age groups recorded lower percentages for both the cases: this sounds once more a little paradoxical, since the hypothesis would had been that younger respondents could be more aware of the socially accepted definition.

Given the above level of information, it is not surprising that about half of the sample does not know whether a “gender equality action plan” is operational, but this percentage goes up to 64,1% among respondents that provided answers for the regional level, while 37,2% of respondents referring to the municipal level answer that such a plan does not exist at their territorial/institutional level. The following table illustrates the answers regarding the existence of an action plan, according to the institutional level of respondents:

Table 10 - “Gender equality action plan” in place in the municipality/region where you are serving/you are active

	Respondents’ Institutional level		Total
	Municipal (n=611)	Regional (n=206)	
Yes	150	34	184
	24,5%	16,5%	22,5%
I do not know	234	132	366
	38,3%	64,1%	44,8%
No	227	40	267
	37,2%	19,4%	32,7%

Here, the respondents' gender does not differentiate the level of information, while the younger age groups sound more informed, since the "do not know" answers are lower in the age groups from 20 to 40 years of age. Of course, there is no way to ascertain whether the answers correspond to factual reality, as there is no information on the residence of the respondents. Again, this result is aligned with the findings of the in-depth interviews.

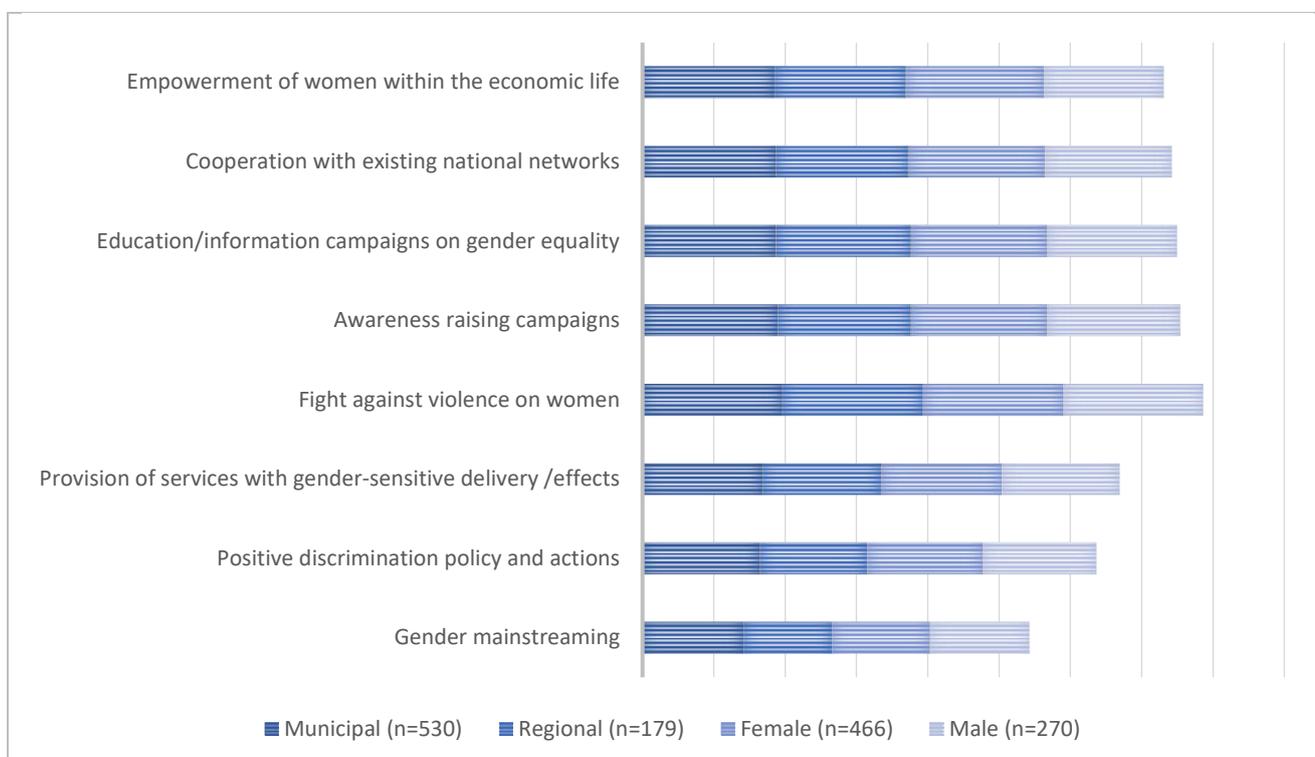
Table 11 - "Gender equality action plan" in place in the municipality/region where you are serving/you are active

	Age group					Total
	20-30 years	30-40 years	40-50 years	50-60 years	more than 60 years	
Yes	3	26	68	67	20	184
	13,0%	25,7%	21,6%	22,3%	26,0%	22,5%
I don't know	7	32	160	134	33	366
	30,4%	31,7%	50,8%	44,5%	42,9%	44,8%
No	13	43	87	100	24	267
	56,5%	42,6%	27,6%	33,2%	31,2%	32,7%
Total	23	101	315	301	77	817
	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Local administrations, both at the regional and the municipality institutional level, can implement a range of actions, within or outside a specific plan, to promote and foster gender equality.

Every action has a different level of effectiveness, and the respondents were requested to evaluate the utility of some actions that could be implemented by the self-government unit they are operating in, as illustrated by the following table:

Figure 7 - Possible actions to promote and foster gender equality<sup>51</sup>



<sup>51</sup> The graph reports on the Definitely useful / useful answers

Possible actions	Opinions	Respondents' Institutional level	
		Municipal (n=530)	Regional (n=179)
Gender mainstreaming	Definitely useful /useful	71,0%	62,0%
	Useless/ definitely useless	28,8%	38,0%
Positive discrimination policy and actions	Definitely useful /useful	82,6%	74,9%
	Useless/ definitely useless	17,3%	25,1%
Provision of services with gender-sensitive delivery /effects	Definitely useful /useful	84,3%	82,9%
	Useless/ definitely useless	15,7%	17,1%
Fight against violence on women	Definitely useful /useful	98,1%	98,5%
	Useless/ definitely useless	1,8%	1,5%
Awareness raising campaigns	Definitely useful /useful	94,9%	93,5%
	Useless/ definitely useless	5,2%	6,5%
Education/information campaigns on gender equality	Definitely useful /useful	93,5%	94,9%
	Useless/ definitely useless	6,5%	5,0%
Cooperation with existing national networks	Definitely useful /useful	93,8%	92,5%
	Useless/ definitely useless	6,1%	7,5%
Empowerment of women within the economic life	Definitely useful /useful	92,7%	92,0%
	Useless/ definitely useless	7,4%	8,0%

According to the respondents, all actions are useful to achieve gender equality, with a very slightly lower appreciation from people operating at the regional level.

Comparing the actions, the most useful – and highly likely the most needed one - seems to be the fight against the violence on women: unfortunately, everywhere in the world this seems to be the most serious problem that women face. Consistently, the other useful actions point to awareness raising and to education/information, that is to contents that can change attitudes and behaviours among the overall population/ at society level.

It is interesting to know that "gender mainstreaming" receives the lowest utility rating (which in any case is still higher than 68% in the total sample). It may be suggested that such answer depends on the difficulty to identify concrete situations and choices at institutional level that might activate a gender mainstreaming path / process.

Analysing the answers in a comparative way, according to the respondents' gender, the order of "priorities" does not change, but what stands out is the fact that women systematically evaluate all actions "more useful" than men do (apart for the "gender mainstreaming" actions, whose low rating likely depends on what was already mentioned above).

Particularly striking is the difference between male and female opinion about the usefulness of empowerment of women within the economic life, stressing the awareness and resentment of women for the wages gap and the discriminations in the professional careers, as shown in the following table:

*Table 12 - Possible actions to promote and foster gender equality by gender*

	Opinions	Respondents' gender	
		Female (n=466)	Male (n=270)
Gender mainstreaming	Definitely useful /useful	68,5%	69,7%

	Useless/ definitely useless	31,5%	30,4%
Positive discrimination policy and actions	Definitely useful /useful	81,4%	79,3%
	Useless/ definitely useless	18,6%	20,8%
Provision of services with gender-sensitive delivery /effects	Definitely useful /useful	84,6%	82,6%
	Useless/ definitely useless	15,3%	17,4%
Fight against violence on women	Definitely useful /useful	98,5%	97,8%
	Useless/ definitely useless	1,5%	2,2%
Awareness raising campaigns	Definitely useful /useful	95,5%	93,0%
	Useless/ definitely useless	4,7%	7,0%
Education/information campaigns on gender equality	Definitely useful /useful	95,5%	90,7%
	Useless/ definitely useless	4,5%	9,3%
Cooperation with existing national networks	Definitely useful /useful	95,8%	88,9%
	Useless/ definitely useless	5,1%	11,1%
Empowerment of women within the economic life	Definitely useful /useful	97,0%	83,7%
	Useless/ definitely useless	3,0%	16,3%

To implement actions toward the gender equality, the national legal framework provides for a set of institutions that have such actions as their responsibility. It must be stressed that, since there is no information on the residence of the respondents (i.e., in order to ensure compliance with privacy-related issues), there is no way to ascertain whether the answers about the presence of those institutions correspond to factual reality. Nevertheless, the replies represent an important indicator of the perception among respondents of the institutions that are considered an ‘authority’ in terms of gender mainstreaming. It is however possible to draw some interesting indications by selecting the answers about specific structures according to the territorial level of activity of the respondents.

Our respondents are either elected officials or civil servants in municipal or regional administrations, and they are supposed to be informed about the structures/institutions operating in their self-government unit. Nonetheless, the relatively high proportion of people, at both institutional levels, who declare that they do not know if the indicated structures are actually present is striking.

*Table 13 - Structure in place*

<b>Structure in place (respondents operating at regional level, n=199)</b>	<b>Yes</b>	<b>I do not know</b>
Regional Independent Office for Gender Equality	13,1%	64,8%
Regional Committee for Gender Equality	30,7%	53,3%
<b>Structure in place (respondents operating at municipal level, n=590)</b>		
Municipal Committee for Gender Equality	40,3%	31,0%
Unit on Social Policy and Gender Equality	22,40%	63,9%
Gender Focal Point	36,4%	36,1%
Union of Municipalities	29,5%	55,8%
Association of Regions	23,2%	63,7%

Actions aimed at achieving gender mainstreaming must contrast social situations, beliefs and attitudes that constitute important challenges against the goal.

According to respondents across both institutional levels under focus (i.e., municipal, and regional), the most challenging issues are related to “traditional” attitudes and rather established gender stereotypes,

that channel most of the responsibilities of domestic life/caregiving activities on the female components of the family/household.

On the opposite side, both groups see the “gender blindness” of the policies as a minor challenge, if compared with the other. Generally, the features of societal organisation (i.e., labour market, professional stands, political legal frameworks, service systems) are considered less "heavy" in hindering gender mainstreaming than stereotyped attitudes and beliefs.

It can be stressed here what appears to be yet another paradoxical stance: although the fight against the violence on women was proposed as the most useful action toward achieving gender equality, in this section the violence is not perceived as the main challenge against gender mainstreaming, as illustrated by the following table:

*Table 14 - Challenges to mainstreaming by Institutional level*

	Respondents' institutional level	
	Municipal (n=611)	Regional (n=206)
Women often consider other women as competitors rather than allies	300	107
	49,1%	51,9%
The present election system does not give equal opportunities to women to get elected, despite the gender quota for the candidate lists	183	61
	30,0%	29,6
Gender stereotypes	314	116
	51,4%	56,3
“Gender blindness” of the policies	178	59
	29,1%	28,6
Gender inequalities in labour market, promotion in workplaces, pay gap	237	87
	38,8%	42,2
Unbalanced/Lack of sharing of responsibilities between men and women in the domestic/private domain	325	113
	53,2%	54,9
Gender-based violence, violence against women, domestic violence	262	94
	42,9%	45,6
Lack of services with gender-sensitive delivery and /or effects	201	73
	32,9%	35,4

Looking at the differences in opinions according to the respondents' gender, it may be noticed that, in general, women stress more than men the challenging character of all the proposed possible difficulties: no instance collects less than 40% of female answers, while the minimum male designations reach 17,8% (for gender blindness of policies) and 18,9% (for unfairness of the electoral system).

As for the order of importance, women single out in the first place “traditional attitudes” (i.e., unfair responsibility burden and stereotypes) more than men, who in turn “blame” women as competitors rather than allies of their “sisters”.

This attitude is recognised also by women, but gets the third place for importance, while in the fourth position women place the gender-based violence, as illustrated by the following table:

*Table 15 - Challenges to mainstreaming by Gender*

	Respondents' gender	
	Female (n=466)	Male (n=270)
Women often consider other women as competitors rather than allies	264	143
	56,7%	53,0%

The present election system does not give equal opportunities to women to get elected, despite the gender quota for the candidate lists	193	51
	41,4%	18,9%
Gender stereotypes	306	124
	65,7%	45,9%
“Gender blindness” of the policies	189	48
	40,6%	17,8%
Gender inequalities in labour market, promotion in workplaces, pay gap	239	85
	51,3%	31,5%
Unbalanced/Lack of sharing of responsibilities between men and women in the domestic/private domain	319	119
	68,5%	44,1%
Gender-based violence, violence against women, domestic violence	257	99
	55,2%	36,7%
Lack of services with gender-sensitive delivery and /or effects	197	77
	42,3%	28,5%

The number of those who state the non-existence of challenges or who honestly declare that they do not understand what is being discussed is very low.

Equally low is the number of those who received some gender training: 79 women (16,5% out of the 479 who filled in the questionnaire up to this point) and 19 men (7,9% out of 242).

#### Reflecting on cooperation

Coming to evaluate the implementation of the gender mainstreaming approach in policymaking, the perceived performance of the local administrations does not seem particularly satisfying: among the total number of those who filled in the questionnaire also for this last section, less than 20% perceive the policymaking activities as fully implementing a gender mainstreaming approach.

Female respondents tend to be more critical toward the local policymaking, since about a quarter of them do not see any gender mainstreaming implementation.

Respondents operating at the regional level are slightly more “optimistic” toward a partial implementation, while the share of those who resort to the “not implemented” option is higher at the municipal level. The table below illustrates the expressed opinions regarding the implementation of gender mainstreaming policymaking, according to the institutional level of respondents and of their gender:

*Table 16 - Option that best describes the situation with regards to gender mainstreaming in policymaking*

	Respondents' Institution level		Respondents' Gender		Total
	Municipal (n=576)	Regional (n=194)	Female (n=507)	Male (n=263)	
Gender mainstreaming is fully implemented	112	38	78	72	150
	19,4%	19,6%	15,4%	27,4%	19,5%
Gender mainstreaming is partially implemented	323	122	307	138	445
	56,1%	62,9%	60,6%	52,5%	57,8%
Gender mainstreaming is not implemented	141	34	122	53	175
	24,5%	17,5%	24,1%	20,2%	22,7%

To those who consider gender mainstreaming “not implemented”, suggestions were requested on the usefulness of possible cooperation choices so as to allow to better organise actions towards this goal.

Total autonomy of the local organisation (either municipal or regional) is the less accepted option, even if subscribed by about three quarters of the respondents.

On the other side, national institutions are generally considered to be the better partnership choice, particularly by the respondents operating at the municipal level and even more by female respondents.

Possible contributions from civil society organisations gain more trust than municipal and/or regional administrations and, not surprisingly, that trust is expressed more by women than by men. The table below illustrates the distribution of answers regarding the usefulness of cooperation for gender mainstreaming, according to institutional level and gender of respondents:

*Table 17 - Usefulness of cooperation patterns*

	Respondents' institutional level		Respondents' Gender		Total
	Municipal (n=139)	Regional (n=34)	Female (n=121)	Male (n=52)	
Gender mainstreaming should be implemented within the municipality/region in autonomy	101	25	88	38	126
	72,7%	73,5%	72,7%	73,1%	72,8%
Gender mainstreaming should be implemented in cooperation with national institutions	127	30	112	45	157
	91,4%	88,2%	92,6%	86,5%	90,8%
Gender mainstreaming should be implemented in cooperation with other municipalities/regions	114	24	100	38	138
	82,0%	70,6%	82,6%	73,1%	79,8%
Gender mainstreaming should be implemented in cooperation with civil society organisations	125	28	109	44	153
	89,9%	82,4%	90,1%	84,6%	88,4%

Considering the instances of implemented gender mainstreaming policies, respondents were requested to indicate which choice of cooperation has been put into practice (at their institutional level/within their institution).

Autonomous implementation seems to be the dominant model, both at the municipal and at the regional level; women and men respondents share this same observation.

The second most frequent option, at the regional level, is the cooperation with national institutions, while at the municipal level the civil society organisations contribute the most to policymaking in the domain of gender mainstreaming.

Cooperation between municipalities and/or regions is the least “popular” choice, but in any case, covers about half of the cases, as shown by the table below:

*Table 18 - Implemented cooperation patterns*

	Respondents' institutional level		Respondents' Gender		Total
	Municipal (n=428)	Regional (n=152)	Female (n=375)	Male (n=205)	
Gender mainstreaming is implemented within the municipality/region in autonomy	291	97	249	139	388
	68,0%	63,8%	66,4%	67,8%	66,9%
Gender mainstreaming is implemented in cooperation with national institutions	248	87	208	127	335
	57,9%	57,2%	55,5%	62,0%	57,8%
Gender mainstreaming is implemented in cooperation	199	77	177	99	276

with other municipalities/regions	46,5%	50,7%	47,2%	48,3%	47,6%
Gender mainstreaming is implemented in cooperation with civil society organisations	267	83	222	128	350
	62,4%	54,6%	59,2%	62,4%	60,3%

The cooperation between different stakeholders gets a positive evaluation (excellent or satisfactory) from about the 40% of respondents, even if about the same proportion delivers a negative assessment (insufficient or poor).

The municipal level is more critical than the regional one, which in turn present the highest share of respondents who do not feel like expressing an opinion.

Analysing the expressed evaluations according to the respondents' gender, we find women definitely more unsatisfied than men, as shown in the table below:

*Table 19 - Assessment of the present cooperation between different stakeholders in the municipality/region*

	Respondents' institutional level		Respondents' Gender		Total (n=753)
	Municipal (n=567)	Regional (n=186)	Female (n=496)	Male (n=257)	
Excellent	20	8	8	20	28
	3,5%	4,3%	1,6%	7,8%	3,7%
Satisfactory	209	66	158	117	275
	36,9%	35,5%	31,9%	45,5%	36,5%
I do not know	110	51	120	41	161
	19,4%	27,4%	24,2%	16,0%	21,4%
Insufficient	165	39	159	45	204
	29,1%	21,0%	32,1%	17,5%	27,1%
Poor	63	22	51	34	85
	11,1%	11,8%	10,3%	13,2%	11,3%

Apart from the institutional cooperation, the success of gender mainstreaming depends on a series of factors connected with the institutional structure and with the population's attitudes.

A list of possible obstacles to gender mainstreaming was proposed to respondents, which were requested to evaluate the respective "heaviness" using a five-point scale, where 1 means "not an obstacle at all" and 5 means "full obstacle".

Among the full sample of those who filled in the questionnaire up to the last questions, the share of those that consider each factor not hindering the gender mainstreaming approach is roughly the same and includes slightly more than a third of the respondents.

In general, features of the institutional structure and societal attitudes are weighted as (not) having the same effect in hampering gender mainstreaming.

*Table 20 - Obstacles to gender mainstreaming*

NOT AN OBSTACLE AT ALL (level 1)	Respondents Institutional level		Respondents' Gender		Total
	Municipal (n=558)	Regional (n=184)	Female (n=487)	Male (n=255)	
Lack of knowledge/acknowledgment of gender issues	193	62	162	93	255
	34,6%	33,7%	33,3%	36,5%	34,4%
Lack of relevant legal framework	210	58	166	102	268

	37,6%	31,5%	34,1%	40,0%	36,1%
Lack of relevant procedures	209	64	169	104	273
	37,5%	34,8%	34,7%	40,8%	36,8%
Lack of competence/ competent staff	195	63	156	102	258
	34,9%	34,2%	32,0%	40,0%	34,8%
Lack of time/resources	188	74	162	100	262
	33,7%	40,2%	33,3%	39,2%	35,3%
Lack of relevant application areas (i.e. not relevant for the functions the municipality /region performs)	200	74	177	97	274
	35,8%	40,2%	36,3%	38,0%	36,9%
Lack of interest/participation from the citizens	179	61	158	82	240
	32,1%	33,2%	32,4%	32,2%	32,3%
Lack of cooperation between institutions /administrations	207	64	174	97	271
	37,1%	34,8%	35,7%	38,0%	36,5%

On the opposite side, considering the assessment of the factors that, according to the opinion of the sample, obstruct the most the gender mainstreaming approach, all proposed instances get a rate of “5 – full obstacle” from a sample share around or above 20%, with no significant difference between genders and between institutional levels.

*Table 21 - Obstacles to gender mainstreaming*

A FULL OBSTACLE (level 5)	Respondents Institutional level		Respondents' Gender		Total
	Municipal (n=558)	Regional (n=184)	Female (n=487)	Male	
Lack of knowledge/acknowledgment of gender issues	120	39	123	36	159
	21,5%	21,2%	25,3%	14,1%	21,4%
Lack of relevant legal framework	78	25	80	23	103
	14,0%	13,6%	16,4%	9,0%	13,9%
Lack of relevant procedures	82	30	85	27	112
	14,7%	16,3%	17,5%	10,6%	15,1%
Lack of competence/ competent staff	82	28	76	34	110
	14,7%	15,2%	15,6%	13,3%	14,8%
Lack of time/resources	82	28	77	33	110
	14,7%	15,2%	15,8%	12,9%	14,8%
Lack of relevant application areas (i.e. not relevant for the functions the municipality /region performs)	56	21	53	24	77
	10,0%	11,4%	10,9%	9,4%	10,4%
Lack of interest/participation from the citizens	96	40	90	46	136
	17,2%	21,7%	18,5%	18,0%	18,3%
Lack of cooperation between institutions /administrations	95	36	93	38	131
	17,0%	19,6%	19,1%	14,9%	17,7%

The resulting assessment pattern does not highlight among the respondents any factor to be considered hindering of the gender mainstreaming but, in a sense, reinforces the already expressed belief that the notion of “gender mainstreaming” is not well understood by the population.

Another finding strengthens this interpretation: comparing the average assessment per item, allows to observe that the means are comprised between 3.00 and 3.45, i.e. they are around the middle point of the scale and the standard deviation is around 1.

Table 22 - Average assessment per item

	N	Mean	Std. Deviation
lack of relevant application areas (i.e. not relevant for the functions the municipality/region performs)	742	3,00	1,156
lack of relevant legal framework	742	3,10	1,167
lack of competence/ competent staff	742	3,12	1,207
lack of time/resources	742	3,15	1,184
lack of relevant procedures	742	3,35	1,077
lack of cooperation between institutions/administrations	742	3,37	1,102
lack of interest/participation from the citizens	742	3,40	1,119
lack of knowledge/acknowledgment of gender issues	742	3,45	1,151

If the concept implies the integration of a gender perspective into all the policies, measures and programmes, an assessment of “full obstacles” assigned to items such as the “lack of interest from the citizens” or “lack of acknowledgement of gender issues”, would be expected, since these are attitudes that prevent to adopt the gender mainstreaming approach. On the other side, an assessment of “not an obstacle at all” assigned to items such as “lack of relevant legal framework”, “lack of relevant areas” or “lack of relevant procedures”, would be as well expected, since all the areas of institutional activity, as well as all the legal framework provisions and established procedures can be approached (theoretically) pursuing the purpose of promoting/achieving equality between women and men and contrasting gender discrimination.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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The Study and Policy Advice aimed at identifying patterns, challenges and opportunities in the participation of women in political life at local level in Greece, focusing also on the potential role of Inter-Municipal Cooperation (IMC) arrangements to promote gender equality and gender mainstreaming at local level. The following paragraphs summarise the main findings of the Study and Policy Advice, which corroborate the analysis already made through the Preliminary Study in 2020.

Greece has strong constitutional guarantees for equality between men and women as well as a relevant legal framework promoting gender equality. However, there is still room for improvement, in particular with respect to the implementation of legal provisions promoting gender mainstreaming in local governance, including greater involvement of women in political life. This is particularly relevant also in light of Principle 1 on “Fair Conduct of Elections, Representation and Participation” of the 12 Principles of Good Governance of the Council of Europe<sup>52</sup>, according to which all men and women should have a voice in decision-making, either directly or through legitimate intermediate bodies that represent their interests.

The number of women in political life in Greece is slowly increasing. Women participate in political life in municipalities and regions both as elected officials (i.e., Governors, Mayors, regional and municipal councillors) as well as staff in the public administration, at different levels of responsibility.

Their interests and reasons for engaging in and with politics differ, as do their experiences concerning their involvement in the municipal and regional governments. They all face obstacles and challenges that are usually stemming from gender and age stereotypes, including society’s traditional views on gender roles. This may impact their self-perception, attitudes, aspirations, and self-assertiveness as well as society’s perceptions of the role of women in politics.

Women, and men may not recognise gender stereotypes and inequalities as such, due to a limited understanding of gender issues, and they might face and address them in different ways and with different levels of success. Women and men also differ in terms of identifying the possible obstacles hindering the involvement of women in politics. In general, women often miss the skills, knowledge and self-confidence relevant to local governance.

At the same time, there is lack of an enabling environment which would contribute to creating conditions for the empowerment of women and enhancement of their participation in political and public life, including a properly formulated gender quota. Among the numerous stakeholders involved in promotion, implementation and enforcement of gender equality, political parties are one of the key gate-keepers to women’s political participation.

The legislation has introduced compulsory institutional mechanisms for gender equality at all levels of governance, in order to mainstream a gender equality perspective in the work and activities of regions and municipalities. However, in about one third of municipalities and half of the regions these mechanisms have not yet been established. In many cases where Gender Equality Committees and Independent Equality Offices were established, it was noted that they lack guidance, political support, gender expertise, and funds to carry out their tasks - which include, among others, the drafting of gender action plans aiming to address gender inequalities and their implementation.

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<sup>52</sup> Decision of the Committee of Ministers of the Council of Europe (2008), [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805d3dc8](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805d3dc8)

The gender inequalities in society reflect on the participation of women in politics, and low participation of women in governance reflect on the quality of life in the communities.

To conclude:

- Gender differences and inequalities persist both as regards the representation of women in the elected positions as well as in posts within the public administration. This is particularly true in terms of participation of women at all levels of decision-making.
- Greece has established a strong legal and institutional framework for advancing gender equality, however there is still room for improvement. **The implementation of the legal provisions can be further enhanced.**
- There are different stakeholders involved in the promotion, implementation and enforcement of gender equality in Greece at different levels of governance. They may have a varying degree of understanding of gender equality issues in local governance, as well as different levels of knowledge of gender relevant legislation and its implications for local government. **Cooperation among stakeholders should be further improved.**
- Municipalities and regions do not have a clear vision on how to mainstream gender in political and public life in practice, nor the necessary capacities and resources to design it and later on implement it. Furthermore, men and women within municipalities and regions normally have differing views on what are the main obstacles and what could be the possible solutions.
- Different regional and municipal gender mechanisms are still not in place and therefore **there is a need to strengthen political will, build capacities and provide resources to set them in motion.**
- **The available gender equality training (addressing both men and women) might need to be revised, updated and further disseminated.** This can be a tool to enhance the role of women in political and public sphere. It is important to stress that men and women are partners and allies in mainstreaming gender in local governance as well as society as whole.
- **Learning, strengthening, and developing skills and capacities are crucial** to women's empowerment and enhancement of their participation in political and public life.

Based on the findings described above, some recommendations are formulated here below. They can be considered by the relevant bodies within the Greek government, in particular when further exploring opportunities and possibilities for the promotion and implementation of gender mainstreaming at different levels of governance, in order to strengthen the participation of women in political life.

Concrete actions could include:

- The creation of **an inter-institutional mechanism to register and monitor the gender distribution of elected representatives** at municipal and regional level after each electoral process.
- The **simplification and operationalisation of gender terminology** in the relevant national legislation.

- **Continued support** from the General Secretariat for Demography and Family Policy and Gender Equality to **municipalities and regions** in order to establish and keep operative their **Gender Equality Committees**.
- Conducting a periodical **countrywide assessment of the socio-economic situation of women and their engagement in political and public life** at the local and regional level. This should also include:
  - A mapping of the existing knowledge of gender issues of different relevant stakeholders;
  - A mapping of the challenges men and women face in receiving quality public services responding to their needs (gender analysis).
- Use of a **dual-track approach to gender equality at all levels**: this consists in combining the promotion, co-ordination, monitoring and evaluation of **gender mainstreaming in all policies and programmes**, with **specific actions** to improve the participation of men and women at local (i.e., municipal and regional) level in general and in the decision-making process in particular. To this purpose, the indications included in the publication *Achieving gender mainstreaming in all policies and measures*<sup>53</sup> and the *Civil Participation in Decision-Making Toolkit*<sup>54</sup> of the Council of Europe could be helpful.
- **Set clear priorities and objectives** aiming at encouraging the participation of women in political life and creating a gender-sensitive culture across the public administration. This should also include the **identification of adequate funding resources**.
- Ensure that appropriate and accountable **mechanisms to monitor and evaluate (M&E) the implementation of gender mainstreaming policies** are in place, including the development of tools for M&E of the implementation of the National Action Plan on Gender Equality (NAPGE) at all levels (in particular for the NAPGE 2021-2025 which is currently being finalised).
- Identify the most suitable actions to **reinforce gender mainstreaming with targeted, women-specific policies and programmes** in order to reach the set priorities. As an indication, these could include:
  - assessment of the effectiveness of existing measures (e.g. formulation of the gender quota) to promote participation of women in political and public life;
  - analysis of alternative measures to ensure that women have realistic chances of being elected (possibly also opening a discourse with political parties to advance women's political participation);
  - identification of best practices in Greece and in Europe;
  - promotion of role models;
  - provision of training at local level<sup>55</sup> (e.g. these could focus on: gender mainstreaming; drafting of a gender action plan; relevant institutional and legal framework; etc.);
  - organisation of awareness raising campaigns at central level, in order to engage more men and women in the process of gender mainstreaming country-wide (e.g. in schools).

<sup>53</sup> *Achieving gender mainstreaming in all policies and measures*, Council of Europe, 2016: <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168064379a>

<sup>54</sup> *Civil Participation in Decision-Making Toolkit*, Council of Europe, 2020: <https://rm.coe.int/civil-participation-in-decision-making-toolkit-/168075c1a5>

<sup>55</sup> For a useful reference, Chapter 4 of the *Toolkit on Modern and Effective Human Resources Management* of the Council of Europe: <https://rm.coe.int/hrm-modern-and-effective-human-resources-management/1680746cb9>

- Use **Inter-Municipal Cooperation**<sup>56</sup> and/or other **cooperation tools in order to support municipalities with limited resources** (financial and human resources, gender expertise, etc.). These tools could be tailored in order to allow municipalities to work jointly on different activities, such as:
  - developing joint gender-sensitive policies;
  - developing joint facilities and services that could indirectly boost participation of women in public and political domain (i.e., care for children and elderly and similar);
  - promoting gender mainstreaming activities, including training;
  - organising awareness raising activities (e.g. in schools, in order to address stereotypes related to civil participation);
  - enhancing the collaboration of women councillors and women working in public administration across municipal boundaries (e.g., creating regional networks of “gender champion women councillors”, or creating women’s caucuses in the municipalities bringing together women across the political spectrum to promote gender equality);
  - sharing good practices and expertise among the municipalities and regions on implementing gender equality policies and cooperation between different stakeholders;
  - develop joint proposals to secure funding from the national level, the EU or other donors;
  - strengthening the cooperation with local civil society organisations which promote gender equality and women’s empowerment.

The Centre of Expertise for Good Governance is available to provide any further assistance.

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<sup>56</sup> *Toolkit Manual on Inter-Municipal Cooperation*, Council of Europe, 2010: <https://rm.coe.int/1680746ec3>; *Handbook on Inter-Municipal Cooperation in Greece*, Council of Europe, 2020: <https://www.ypes.gr/politikes-kai-draseis/diadimotiki-synergasia>

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## 7 ANNEXES

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### 7.1 INTERVIEWS' TOPIC GUIDE – PRELIMINARY STUDY

#### A – ON INTERVIEWEE'S PROFILE AND BACKGROUND

---

- Age
- Profession
- Position
- Years of service

#### B – ON PERSONAL EXPERIENCES IN THE COMMUNITY COUNCIL/CITY COUNCIL /REGIONAL COUNCIL

---

- Career path up to the present position
- Personal achievements
- Personal challenges
  - Challenges and opportunities faced by women in such positions
- Women's participation at Council meetings (i.e. challenges and opportunities for participation)
- Women's participation in specific Committees, Commissions, Taskforces
- Women's participation in policymaking
  - Focus on gender-specific policies

#### C – ON AWARENESS OF GENDER ISSUES IN LOCAL GOVERNANCE AND ON GENDER EQUALITY ISSUES

---

- Impact of local governance on men and women daily life
  - Focus on strategies/policies/actions
- Identifying gender equality issues at local/regional level
- Inclusion of gender issues in local/regional policy agenda
- Gender mainstreaming
  - Focus on strategies/policies/actions
- Implementing gender mainstreaming
  - Local/regional Gender Plan
  - Local/regional Programmes and Bodies directly dealing with gender issues
- Assessment of gender mainstreaming strategies/policies/actions implemented

#### D – ON COOPERATION WITH OTHER INSTITUTIONS AND INTER-MUNICIPAL COOPERATION (IMC)

---

- Assessment of overall level of cooperation
  - Focus on cooperation among "same level" cooperation (i.e. municipality-municipality, region-region)
  - Focus on inter-institutional cooperation (i.e. municipality-region; municipality/region-national authorities)
  - Focus on cooperation within municipalities/regions associations
- On opportunities and challenges of (inter-municipal) cooperation on gender issues
- On cooperation on gender issues and gender mainstreaming

#### E – ON PERSONAL EXPERIENCE ON GENDER ISSUES

---

- Specific training
  - Focus on participation and/or delivery

- Personal skills/capacities
- Views on gender equality/inequalities
  - Personal experiences
- Suggestions/insights on mainstreaming gender in policy making at municipal/regional level

## 7.2 INTERVIEWS' TOPIC GUIDE – FINAL STUDY

### NATIONAL LEVEL

#### A – ON INTERVIEWEE'S PROFILE AND BACKGROUND

---

- Institution/Position
- Years of service

#### B – ON PERSONAL THOUGHTS ABOUT PARTICIPATION OF WOMEN IN POLITICAL LIFE

---

- Assessment of the current level of participation of women
- Identifying approaches to continue increasing representation of women, including from the interviewee's institution
- Addressing gender stereotypes and traditional views
- Importance of training: personal views, focus on topics and methodology, how to implement it

#### C – ON AWARENESS OF GENDER EQUALITY ISSUES IN LOCAL GOVERNANCE

---

- Focus on limited understanding of gender issues at municipal/regional level: possible actions to address this
- Regional/Municipal Committees on Gender Equality not established in many regions and municipalities: reasons and how the institutional vacuum is dealt with

#### D – ON COOPERATION BETWEEN MUNICIPALITIES

---

- IMC as a tool to support municipalities
  - Possible steps/actions at the level of engagement of the interviewee
- 

#### E – CONCLUSIONS

---

- Questions or additional remarks from the interviewee

## REGIONAL AND MUNICIPAL LEVEL

### A – ON INTERVIEWEE’S PROFILE AND BACKGROUND

---

- Institution/Position
- Years of service

### B – ON PERSONAL THOUGHTS ABOUT PARTICIPATION OF WOMEN IN POLITICAL LIFE

---

- Career path up to the present position
  - Personal achievements
  - Personal challenges
- Challenges and opportunities faced by women in such positions
- Women’s participation at Council meetings (i.e. challenges and opportunities for participation)
- Women’s participation in specific Committees, Commissions, Taskforces
- Addressing gender stereotypes and traditional views

### C – ON AWARENESS OF GENDER EQUALITY ISSUES IN LOCAL GOVERNANCE

---

- Identifying gender equality issues at municipal/regional level
- Inclusion of gender issues in municipal/regional policy agenda
- Gender mechanisms at municipal/regional level
- Implementing gender mainstreaming: vision, funding
  - Municipal/Regional Gender Plan
  - Local/regional Programmes and Bodies directly dealing with gender issues
- Assessment of provision of gender-sensitive services provided to citizens at local level

### D – ON COOPERATION BETWEEN MUNICIPALITIES

---

- IMC as a tool to support municipalities
  - Cooperation among different stakeholders at municipal/regional level
  - Cooperation with other institutions providing support to gender mainstreaming
  - Possible steps/actions at the level of engagement of the interviewee

### E – TRAINING

---

- Available training on gender issues

### E – CONCLUSIONS

---

- Questions or additional remarks from the interviewee

## 7.3 SURVEY ON PARTICIPATION OF WOMEN IN POLITICAL LIFE AT LOCAL LEVEL IN GREECE

### A – RESPONDENT INFORMATION

---

#### Age

- < 20 years
- 20 – 30 years
- 30 – 40 years
- 40 – 50 years
- 50 – 60 years
- 60 years

#### Education

- Mandatory Education
- Secondary Education
- Technical Education
- Higher Education

#### Institution

- Regional level/administration
- Municipal level/administration

#### Position

##### *Elected official:*

- Governor/Deputy Governor
- Mayor/Deputy Mayor
- Regional Councillor
- Municipal Councillor

##### *Civil servant:*

- Senior civil servant at regional level
- Junior civil servant at regional level
- Temporary contract at regional level
- Senior civil servant at municipal level
- Junior civil servant at municipal level
- Temporary contract at municipal level

#### How long have you been in your present position?

- Indicate number of years:

(FOR ELECTED OFFICIALS ONLY)

#### Is this your first mandate?

- Yes
- No
  - If not, which one is it:

#### How did you get in your current position?

(FOR ELECTED OFFICIALS ONLY)

- Political party support
- Independent candidate
- Other (please specify)

(FOR CIVIL SERVANTS ONLY)

- Exams - Competition
- Ad hoc opening
- Promotion
- Other (please specify)

#### Gender

- Male
- Female

(FOR WOMEN ONLY)

#### As a woman in your position, how often do you encounter/are subject to the following challenges or obstacles? (NEVER; SOMETIMES; OFTEN; ALWAYS)

- Societal distrust/prejudices/stereotypes toward women in your position
- Family opposition to your work and/or the engagement in political life
- Limited provisions for care of children/elder family members that would allow conciliation between public life/work and private life
- Poor preparation for the tasks to be performed
- Lacking proper education / background / knowledge
- Personal insecurity/ fear of not being up to the demands of the job
- Other (please specify)

(FOR MEN ONLY)

#### Thinking about a woman occupying your job position, how likely do you think she is to encounter/would be subject to the following challenges or obstacles: (YES/NO)

- Societal distrust/prejudices /stereotypes towards women in a position of elected official/admin staff position
- Family opposition to the work and/or the engagement in political life
- Limited provisions for care of children/elder family members that could allow conciliation between public life/work and private life
- Poor preparation for the tasks to be performed
- Lacking proper education / background / knowledge
- Personal insecurity/ fear of not being up to the demands of the job
- Other (please specify)

### **WOMEN IN LOCAL GOVERNMENT**

**Please reply to the following questions by referring to your direct knowledge of the local self-government unit where you are serving/you are active: EITHER Municipal OR Regional**

**How would you estimate the current contribution of elected women to the overall performance of the Council?**

- Crucial
- Satisfactory
- Inadequate
- Unsatisfactory
- Null

**Are elected women present during the Council's meetings?**

- Very frequently
- Frequently
- From time to time
- Rarely
- Never or almost never

**Do elected women take the floor during the Council's meetings?**

- Very frequently
- Frequently
- From time to time
- Rarely
- Never or almost never

**Do elected women propose topics for the agenda of the Council's meetings?**

- Very frequently
- Frequently
- From time to time
- Rarely
- Never or almost never

**Do elected women seem comfortable in their role?**

- (1: not comfortable – 5: very comfortable)

**Are elected women active in committees, such as: (YES/NO)**

- Social and health services committee
- Education and culture committee
- Gender equality issues committee
- Economy and finance committee
- Local development committee
- Environment committee
- Urban planning, roads and traffic committee
- Human resources committee
- Other (please specify)

**Have the committees' decisions been relevant to the socio-economic status of women? (YES/NOT ALWAYS/NEVER)**

- Social and health services committee
- Education and culture committee
- Gender equality issues committee
- Economy and finance committee
- Local development committee
- Environment committee
- Urban planning, roads and traffic committee
- Human resources committee
- Other (please specify)

**How would you rate the level of women participation in political life at the local level you represent/in which you are active (i.e. municipal or regional)**

- Definitely adequate
- Satisfactory
- No opinion, do not know

- Rather disappointing
- Definitely inadequate

**In your opinion, would the following actions increase the presence and representation of women in political life? (YES/NO)**

- Gender quotas in candidate lists
- Gender quotas in elected Councils
- Strategy in political parties on creating a pool of Potential women candidates
- Availability of services to help the balance between family tasks and political life
- Education / training on political participation and engagement
- Education / training on procedures and bureaucratic formalities in the political / professional activities
- Support to the establishment and work of women's Associations
- Improvement of the expertise on gender equality issues
- Other (please specify)

#### **KNOWLEDGE OF GENDER IN LOCAL GOVERNANCE**

**Please reply to the following questions, considering the following definition:**

**GENDER EQUALITY means an equal visibility, empowerment, and participation of both sexes in all spheres of public and private life (Council of Europe)**

**Please provide your level of agreement with the following definitions of "gender": (Totally Disagree, Disagree, Agree, Totally Agree).**

- "Gender" describes the biological differences between men and women, which are universal and determined at birth"
- "Gender" refers to the roles and responsibilities of men and women that are socially constructed in our families, our societies, and our cultures"

**Is there a gender equality action plan in place in the municipality/region where you are serving/you are active?**

- Yes

- No
- I do not know

**In your opinion, how would you evaluate the efficiency of the following actions that your local government unit could implement for promoting gender equality? (Definitely Useless, Useless, Useful, Definitely Useful)**

- Gender mainstreaming
- Positive discrimination policy and actions
- Provision of gender-sensitive services / effects
- Fight against violence on women
- Awareness raising campaigns
- Education/information campaigns on gender equality
- Cooperation with existing national networks
- Economic Empowerment of women

**Are the following structures active in your local government unit to mainstream gender equality? (Yes/No/I do not know)**

- Regional Independent Office for Gender Equality
- Regional Committee for Gender Equality
- Municipal Committee for Gender Equality
- Unit on Social Policy and Gender Equality
- Gender Focal Point
- Union of Municipalities
- Association of Regions
- Others: please name them
- There are no such structures

**What are, in your opinion the main challenges related to gender mainstreaming at the level of local government in which you serve/you are active?**

- Women often consider other women as competitors rather than allies
- The present election system does not give equal opportunities to women to get elected, despite the gender quota for the candidate lists
- Gender stereotypes
- "Gender blindness" of the policies
- Gender inequalities in labour market, promotion in workplaces, pay gap

- Unbalanced/Lack of sharing of responsibilities between men and women in the domestic/private domain
- Gender-based violence, violence against women, domestic violence
- Lack of gender-sensitive services and /or its impact
- I do not understand what this means
- There are no challenges
- Other (please specify)

**Have you received any gender training?**

- Yes: by whom/which institution
- No

**REFLECTING ON COOPERATION**

Please reply to the following questions, considering the following definition:

- **GENDER MAINSTREAMING** is “the (re)organisation, improvement, development, and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making.” (Council of Europe)

Which of the following options best describe the situation in your local government unit with regards to gender mainstreaming in policy making?

1. Gender mainstreaming is not implemented
2. Gender mainstreaming is partially implemented
3. Gender mainstreaming is fully implemented

If the 1) option is selected: Would the following options be useful in your local self-government unit? (YES/NO)

- Gender mainstreaming should be implemented within the municipality / region in autonomy
- Gender mainstreaming should be implemented in cooperation with national institutions
- Gender mainstreaming should be implemented in cooperation with other municipalities / regions

- Gender mainstreaming should be implemented in cooperation with civil society organisations
- Other (please specify)

If the 2) or 3) option is selected: Are the following options used? (YES/NO)

- Gender mainstreaming is implemented within the municipality/region in autonomy
- Gender mainstreaming is implemented in cooperation with national institutions
- Gender mainstreaming is implemented in cooperation with other municipalities/regions
- Gender mainstreaming is implemented in cooperation with civil society organisation
- Other (please specify)

How would you assess the present cooperation between different stakeholders that are responsible for promoting, enforcing, and implementing gender mainstreaming in your municipality/region?

- Insufficient
- Poor
- Satisfactory
- Excellent
- I do not know

In your experience, how much does each of the following factors represent an obstacle to gender mainstreaming? (from 1: not at all – to 5: fully)

- lack of knowledge/acknowledgment of gender issues
- lack of relevant legal framework
- lack of relevant procedures
- lack of competence/ competent staff
- lack of time/resources
- lack of relevant application areas (i.e. not relevant for the functions the municipality/region performs)
- lack of interest/participation from the citizens
- lack of cooperation between institutions/administrations

- Other (please specify)

**Is there something you would like to share with us concerning the topics we proposed in this questionnaire, that was not touched upon in the questions above?**

# PARTICIPATION OF WOMEN IN POLITICAL LIFE AT THE LOCAL LEVEL IN GREECE

## Preliminary study

### PRELIMINARY STUDY

This report focuses on the key findings of the preliminary study on participation of women in political life at the local level in Greece.

Council of Europe  
Centre of Expertise  
for Good Governance

2020

Funded  
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EUROPEAN UNION

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Implemented  
by the Council of Europe

# Participation of women in political life at the local level in Greece Preliminary Study

COUNCIL OF EUROPE  
CENTRE OF EXPERTISE FOR GOOD  
GOVERNANCE

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CENTRE OF EXPERTISE  
FOR GOOD GOVERNANCE



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## **CENTRE OF EXPERTISE FOR GOOD GOVERNANCE**

Since its inception, the [Centre of Expertise for Good Governance](#) has operated in a rapidly evolving context of decentralisation and local government reforms: the transfer of functions from the national to the local and/or regional levels has advanced in most Council of Europe member states, and decentralisation policies have captured increasing attention. The tools and methods of the Centre have developed over the course of its mandate to reflect these changes and emerging issues.

In this context, the Centre's capacity building programmes and legal assistance activities support the ongoing process of reform of local government but are increasingly aimed not only at local but also at regional and central authorities. The Centre is now in a position to offer cutting-edge expertise on multi-level governance to its partners and beneficiaries.

The practical and impact-oriented "specific projects" are implemented in cooperation with local, regional, national and international stakeholders and are aimed both at improving the legislation and at strengthening the institutional capacity of all tiers of government.

The Centre is uniquely placed to balance the needs of central authorities and municipalities to support multi-level governance. While maintaining an approach that focuses on understanding the needs of local governance actors, the Centre's connection to the Council of Europe's intergovernmental Committee on Democracy and Governance (CDDG) offers it ready access to high-level government officials from the 47 member states of the Council of Europe with a reservoir of knowledge and expertise in governance reforms.

Today, the Centre of Expertise aims to promote the relevant European standards such as the [European Charter for Local Self-Government](#), and the [12 Principles of Good Democratic Governance](#) through legal and policy advice, and through implementation of benchmarks, evaluation instruments and innovative methodologies ("tools").

## **EUROPEAN COMMISSION'S DIRECTORATE GENERAL FOR STRUCTURAL REFORM SUPPORT (DG REFORM)**

The Directorate-General for Structural Reform Support (DG REFORM) helps EU member states carry out reforms to support job creation and sustainable growth. In particular, DG REFORM coordinates and provides tailor-made technical support to EU member states, in cooperation with the relevant Commission services. The objective is to help EU member states build more effective institutions, stronger governance frameworks and efficient public administrations. The work includes helping EU member states to:

- design and effectively implement structural reforms
- apply EU law (otherwise known as the Community *acquis*) in a timely manner
- use EU funds efficiently and effectively

[The support is available to all EU member states, upon request and is notably provided through the Structural Reform Support Programme \(SRSP\)](#). Support may be provided in particular – but not exclusively – in the context of EU economic governance processes. SRSP support for reform starts with a request for assistance from an EU member state and it is tailor-made to address the country's needs. It provides a unique combination of expertise (from the European Commission, EU countries, international organisations and/or the private sector) in order to strengthen the capacity of an EU member state to design and implement reforms.

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## **LIST OF ACRONYMS USED**

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CEDAW – Convention on the Elimination of All Forms of Discrimination against Women
COE – Council of Europe
DG REFORM – Directorate General for Structural Reform Support, European Commission
EETAA – Hellenic Agency for Local Development and Local Government
EIGE – European Institute for Gender Equality
EKDDA – National Centre for Public Administration and Local Government
ENPE – Association of Regions
EU – European Union
GPSHRR – Greek Public Sector Human Resources Register
GSFPGE – General Secretariat for Family Policy and Gender Equality
IMC – Inter-Municipal Cooperation
KEDE – Central Union of Municipalities of Greece
KETHI – Research Centre for Gender Equality
NAPGE – National Action Plan for Gender Equality (2016-2020)
NGOs – Non-governmental Organisations
OSCE – Organization for Security and Cooperation in Europe
OSCE/ODIHR - OSCE Office for Democratic Institutions and Human Rights

# 1 INTRODUCTION

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## 1.1 BACKGROUND INFORMATION

The Centre of Expertise for Good Governance of the Council of Europe is implementing the “Technical Assistance Project on Delivering Good Governance in Greece – Part II: Provide Support for the Development of Inter-Municipal Cooperation” upon request of the Greek Ministry of Interior. The project is co-funded by the DG REFORM of the European Commission, and its aim is to strengthen the capacity of local authorities to deliver quality and efficient services in Greece, in particular through inter-municipal cooperation. In September 2020, the Ministry of Interior requested to the Centre of Expertise to conduct a preliminary study, which should provide some insights on the reasons for low participation of women in political life at the local level, and whether there is ground to implement cooperation tools supporting direct or indirect gender mainstreaming policies.

Creating and improving conditions for a full and active participation of women in political (and public) life has been identified as a crucial element of good governance by the Council of Europe. In 2003, the Council of Europe Committee of Ministers adopted the “Recommendation to the member states on balanced participation of women and men in political and public decision-making”, through which the member states committed themselves to promoting a balanced representation of women and men in political life, as a crucial way to strengthen and enrich their democracies. In the following years, the Parliamentary Assembly and the Congress of Local and Regional Authorities also adopted Resolutions and Recommendations, stressing the attention that all the main Council of Europe institutions attach to women’s participation in political life, also because it is of great relevance across all Europe. Data collected by the Council of Europe to analyse the participation of women in position of power at all levels have shown that in 2016, women made up on average only 19.4% of the heads of regional governments and only 13,4% of the mayors in the member states<sup>1</sup>.

At the same time, good governance is key to delivering gender equality by firstly acknowledging the different perspectives, needs and concerns of men and women, and secondly by designing and implementing public policies, programmes, services and budgets on participatory basis that will bring concrete benefits for all citizens, men and women, equally.

The preliminary study explored the challenges elected women and women in public administration face (in particular, in positions of responsibility) in the local and regional governments in Greece. For that purpose, it engaged with elected men and women who serve as Governors, Mayors, regional and municipal councillors as well as the men and women who serve as administrative staff in local and regional government bodies. Further, it looked at the institutional and legal frameworks and mechanisms that are in currently in place in Greece to promote gender mainstreaming at the local and regional level and explored how they are implemented and operating. Finally, the study explored how inter-municipal cooperation (IMC) could support promoting gender mainstreaming across the municipal borders with a view to providing better services to men and women living in the respective municipalities and regions.

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<sup>1</sup> Balanced participation of women and men in decision-making: Analytical report - 2016 data Gender Equality Commission (GEC) (2017) Council of Europe (CoE), Strasbourg: <https://rm.coe.int/analytical-report-data-2016-/1680751a3e>

## 1.2 OBJECTIVES

The present study is intended as a preliminary work aiming at identifying patterns, challenges and opportunities in the participation of women in political life at local level in Greece. Moreover, it focuses on the potential role of Inter-Municipal Cooperation (IMC) arrangements to promote gender equality and gender mainstreaming policies at local level.

The objectives the preliminary study aims to contribute to are:

- Empowering of elected women and women in public administration at the municipal and regional level.
- Increasing participation of women in political life at the municipal and regional level.
- Exploring nexus between gender equality and good governance.
- Exploring the potential of IMC in promoting gender mainstreaming.

## 1.3 METHODOLOGICAL NOTE

Both qualitative and quantitative methods were used to collect data for the purpose of this preliminary study, to get insights into the elected women's experiences as well as those of women in public administration at the local and regional level as relevant to their participation in political life, including different challenges and obstacles they face. These were explored also through the men's eyes (elected men and men working in the administration) to account for different gender-based realities. Respondents were selected in cooperation with the Greek counterparts from two Regions (Ionian Islands and Western Greece) and four municipalities (Agios Dimitrios, Kallithea, Patmos and Tilos) in order to allow for a view of the situation in different municipalities, from those smaller and more marginalised to more central and developed ones.

The following research components are part of the Study:

- Non-exhaustive literature review
- Quantitative analysis of the participation of women in political life at local level
- Qualitative analysis of the participation of women in political life at local level.

### 1.3.1 Non-exhaustive literature review on participation of women in political life at local level.

In order to contextualise the study and to design the appropriate research tools, a non-exhaustive literature review was performed at study's onset. The following types of material were reviewed:

- Global reports on Gender Equality issues, within which information on the Greek national context were provided.
- Legal frameworks, within which information on both international and national legal settings were provided.
- Studies, such as relevant research and scientific articles.

### 1.3.2 Quantitative analysis of the participation of women in political life at local level.

In order to build a "snapshot" of the participation of women in political life at local level, a quantitative analysis was performed on the data retrieved from the Greek Public Sector Human Resources Register (GPSHRR) of the Ministry of Interior<sup>2</sup>.

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<sup>2</sup> Greek Public Sector Human Resources Register (GPSHRR) of the Ministry of Interior: <http://apografi.gov.gr/mitroo.html> . This registry constitutes an integrated information system which is continuously updated with micro-data for the elected officials and the employees of the Greek Public Administration.

This dataset has been tailored to support the project regarding the Gender Issues in Local Government. The micro-data that are included in the dataset amount to 90,434 entries (each entry corresponds to 1 person). The data for this analysis were extracted on 31/8/2020. Data have been transferred to the research team from the Ministry of Interior, are not publicly available, and can be used for the purposes of this research only.

The dataset (Census Dataset) provides very detailed information that capture important attributes for the elected official and employees in Local Government. Information that has been included refers to the following attributes:

- sex and gender balance
- educational level
- age structure
- employment relationship
- field of work
- specialisation
- position of responsibility (place in the administrative hierarchy/climax).

Data include information for both tiers of local government, namely the Regions and the Municipalities.

In addition, the dataset provides information regarding the type/category of Municipality. According to the Greek administrative system (Law 4555/2018) Municipalities have been divided into six groups:

- Metropolitan Centres Municipalities
- Large Mainland Municipalities and Municipalities/ Prefecture Capitals
- Medium Mainland Municipalities
- Small Mainland and Small Mountainous Municipalities
- Large and Medium Island Municipalities
- Small Island Municipalities

The analysis of statistical data has placed specific emphasis to gender issues in local government. However, gender issues have been examined along with other attributes of Local Government personnel such as employment and age structures, educational level and positions in the functioning of Local Government. The statistical analysis focuses on the cross-tab tables. Tables that form the analysis are grouped and presented in the Annex 7.3.

### 1.3.3 Qualitative analysis of the participation of women in political life at local level.

In order to deepen the understanding of the main patterns, challenges and opportunities that women face in participating to political life at local level, a qualitative mixed-methods approach was chosen. Such an approach consisted of the following two:

- In-depth interviews with qualified respondents;
- Survey on Participation of Women in Political life at the local level in Greece.

#### 1.3.3.1 *In-depth interviews with qualified respondents.*

During the last week of October 2020, 8 persons were interviewed by means of teleconference by the authors of this study. Interviews were carried out with simultaneous interpretation. The full anonymity of the interviewees is ensured. Collected data are used only in aggregate form, in compliance with Council of Europe privacy and ethical policies.

Qualified respondents were selected according to the following criteria: a representative from the General Secretariat for Family Policy and Gender Equality; two representatives from Regional Authorities (Ionian Islands and Western Greece); a representative from the Central Union of Municipalities of Greece (KEDE); four representatives from Municipalities (two island municipalities: Patmos and Tilos); and two municipalities in the Region of Attica (Agios Dimitrios and Kallithea). The aim was to collect feedback from a heterogeneous group of interviewees, which could represent the different levels of government (from central, to regional and municipal level) and at the same time express the diversity of the Greek context, composed by small, isolated municipalities as well as larger ones in metropolitan areas. The two municipalities of Patmos and Tilos are also already involved in the project implemented by the Council of Europe, as part of the Inter-Municipal Cooperation Network of the Dodecanese – Aegaeis.

Qualified respondents belonged to the following categories:

- At municipal level:
  - Mayor – 1, woman
  - Deputy Mayor – 1, woman
  - Member of Staff – 2, women
- At regional level:
  - Deputy Governor – 1, man
  - Member of Staff – 1, woman
- At central level
  - Secretary General for Family Policy and Gender Equality– 1, woman
  - Member of the KEDE Gender Equality Committee – 1, woman

The topic guide on the in-depth interview is listed in Annex 7.1 - Interviews' Topic Guide

#### *1.3.3.2 Survey on Participation of Women in Political life at the local level in Greece.*

During the last week of October 2020, parallel to the in-depth interviews, an online survey was launched to collect data on the topic from a wider audience. The on-line survey was made accessible via weblink to elected representatives and civil servants in Greece. The link was distributed via email to 27 participants, selected with the support of the Ministry of Interior among regional and municipal councillors as well as civil servants of the regions and municipalities involved in the interviews.

The survey was composed of both multiple-choices and open-ended questions. It was implemented on the Council of Europe on-line survey platform (SurveyMonkey based). Data were collected and used only in aggregate form and in full compliance with the Council of Europe privacy and ethics policy, thus preserving anonymity both at data collection and data elaboration phases.

Ultimately, 13 people participated to the survey (8 elected officials and 5 civil servants)

The survey is listed in Annex 7.2 - Survey on Participation of women in political life at local level.

## **1.4 REPORT STRUCTURE**

The report is structured in the following sections:

- Section 2 - GOOD GOVERNANCE AND GENDER EQUALITY.
  - The aim of this section is to explore the possible nexus between good governance and gender equality at the local and regional level in Greece. The section also explores different gender concepts and its embeddedness in the national framework.

- Section 3 - INSTITUTIONAL AND POLICY FRAMEWORK FOR GENDER EQUALITY AT THE LOCAL AND REGIONAL LEVELS IN GREECE.
  - The aim of this section is to look at the existing institutional and policy framework for gender equality at the local and regional levels in Greece, and analyse how it impacts participation of women in political life as well as different stakeholders involved in the promotion and implementation of gender equality principles at the local and regional level.
- Section 4 - GENDER EQUALITY AND/OR GENDER INEQUALITIES.
  - The aim of this section is to look at where Greece stands/ranks at the moment in the wider European and global context regarding gender inequalities in political and public life, look at some of the already recognised challenges and obstacles women face in their different roles and solutions sought to amend the situation.
- Section 5 - CONCLUSIONS.
  - The aim of this section is to summarise the preliminary findings of the study and, based on them, suggest possible follow up for the consideration by the Greek government when further exploring opportunities and possibilities for the promotion and implementation of gender mainstreaming at different levels of governance.

Finally, in the report's annexes, the qualitative and quantitative data collection tools used are presented as well as the graphs and tables elaborated on the data contained in the GPSHRR.

## 2 GOOD GOVERNANCE AND GENDER EQUALITY

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Greece has strong constitutional guarantees for equality between men and women<sup>3</sup>. The 1975 Constitution recognises that “Greek men and women have equal rights and equal obligations (Article 4) and its 2001 revision requires the State to undertake positive measures to promote gender equality, including through affirmative actions<sup>4</sup>. Greece has in 1983 ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>5</sup> demonstrating the political will to adopt initiatives and measures to promote gender equality. In 2018, it has also ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)<sup>6</sup>.

With a view to the promotion of gender equality in Greek society at the local and regional level, there have been some significant changes in the past 10 years along with the recent reforms of the local government system. The 2010 and 2018 reforms of local government, namely the 2010 Kallikratis Programme and 2018 Cleisthenes I Programme, had among others also major impacts, both in terms of increasing the representation of women in decision making at the local and regional level through the amendment of gender quota, and in terms of introducing the gender equality issues and concepts in governance at all levels through legal provisions that among others provided also for the establishment of gender mechanisms at all levels.

The definition gender was “introduced” into the Greek legislation with the adoption of Law 4531/2018 on “Ratification of the Council of Europe (CoE) Convention on preventing and combating violence against women and domestic violence, and harmonisation of the Greek legislation”<sup>7</sup>.

*The term “gender” shall mean the socially constructed roles, behaviours, activities, and attributes that a given society considers appropriate for women and men.*

There is no legally established definition of “gender equality” in Greece<sup>8</sup>. Other than that, Greece too is using definitions given by international organisations, such as the Council of Europe:

*Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men. It means accepting and valuing equally the differences between women and men and the diverse roles they play in society<sup>9</sup>.*

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<sup>3</sup> UN Working Group on the issue of discrimination against women in law and in practice (2019). The principle of gender equality, including positive measures in favour of women, where necessary is enshrined in Articles 4, 22, and 116 of the Greek Constitution.

<sup>4</sup> Article 22 notes that ‘All employees, regardless of gender or other discrimination, are entitled to equal pay for work of equal value’ and Article 116 proclaims that ‘There is no discrimination on grounds of gender, if positive measures are taken to promote equality between men and women The State shall ensure that the inequalities which exist in practice, particularly against women, are removed’.

<sup>5</sup> Law 1342/1983 on Ratification of the Convention on the Elimination of All Forms of Discrimination against Women by Greece.

<sup>6</sup> Law 4531/2018 on Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence, and harmonisation of the Greek legislation.

<sup>7</sup> Article 3 – Definitions, Paragraph c.

<sup>8</sup> Materials prepared by the GSFPE, October 2020.

<sup>9</sup> CoE Gender Equality Strategy (2018-2023)

The concept of gender mainstreaming has been introduced into the Greek legislation only recently under the framework of the Substantive Gender Equality, Preventing and Combating Gender-Based Violence Law (Law 4604/2019). The law defines gender mainstreaming as:

*“the strategy for implementing substantive gender equality, which includes the incorporation of a gender perspective in the preparation, planning, implementation, monitoring and evaluation of policies, regulatory measures and budgets, with a view to promoting equality between women and men and combating discrimination”<sup>10</sup>.*

Substantive gender equality<sup>11</sup> is defined as:

*“gender equality, through which formal legal equality as well as the protective and corrective or remedial dimensions of gender equality are widened and guaranteed in practice, equal opportunities in every aspect of private and public life are ensured, discrimination and multiple inequalities are eliminated and the living conditions of women or citizens regardless of gender, sexual orientation and gender identity are substantially improved”.*

With the view to implementing gender mainstreaming in practice, operationalizing what substantive gender equality is and what gender perspective implies would be without doubt helpful to the local and regional governments.

The definition of gender mainstreaming<sup>12</sup> by the European Institute for Gender Equality (EIGE) for example, refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Further it underlines that equality does not mean that women and men will become the same, but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality also implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men.

This is in particular relevant when looking at gender mainstreaming in the public policies. Thus, “translating” gender perspective in the preparation, planning, implementation, monitoring and evaluation of policies, regulatory measures and budgets within the context of the local government would imply making men’s and women’s concerns and experiences an integral dimension of the design, implementation, monitoring of policies, programmes and projects in all political, economic and social spheres as well as assessing the implications for men and women of any planned action, including legislation, policies, programmes or projects, in all areas and at all levels.

The definition of gender mainstreaming developed by the Council of Europe in 1998:

*“The (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies*

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<https://rm.coe.int/strategy-en-2018-2023/16807b58eb#:~:text=The%20focus%20for%20the%20period,access%20of%20women%20to%20justice>

<sup>10</sup> <http://www.isotita.gr/en/law-4604-2019-substantive-gender-equality-preventing-combating-gender-based-violence>

<sup>11</sup> Definition as per the Law 4604/2019

<sup>12</sup> <https://eige.europa.eu/gender-mainstreaming>

*at all levels and at all stages, by the actors normally involved in policy-making*<sup>13</sup>,

adds another important dimension, namely the actors (stakeholders) involved in decision making, so men and women in their different decision-making roles in public and political life. Thus, delivering good governance and public services to men and women is only possible in cooperation with them.

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<sup>13</sup> Gender mainstreaming - Conceptual framework, methodology and presentation of good practices (2004), CoE, <https://rm.coe.int/1680596135>

### 3 INSTITUTIONAL AND POLICY FRAMEWORK FOR GENDER EQUALITY AT THE LOCAL AND REGIONAL LEVELS IN GREECE AND THE KEY STAKEHOLDERS

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As said earlier, the two recent reforms of the Greek local government system 2010 Kallikratis Programme<sup>14</sup> and 2018 Cleisthenes I Programme<sup>15</sup> had an impact on the participation of women in positions of political responsibility and representation at regional and local level introducing also important changes in the field of gender equality.

The first one, the Kallikratis Programme, while reorganising the regional and local government structures, reforming the administrative division, redefining the borders of the locally self-administrated units, also modified the electoral procedure and responsibilities related to the governing bodies. Among others it foresaw the establishment of the Regional Committees on Gender Equality that have been created to mainstream gender into all programmes and implement specialised programmes focused on women.

Locally, all competencies in care, social services and welfare – including gender – have become direct responsibility of the new municipalities. The Kallikratis framework empowered the operation of public entities active in supporting vulnerable groups, therefore, it was expected to have a positive effect on the quality of services provided to citizens, especially to women. Gender equality policies became an explicit responsibility of the new Municipalities via the creation of service units working on Social Policy and Gender Equality Policy.

By the end of 2012, all municipalities were obliged to set up Units for Social Policy and Gender Equality Policies. These were to be in charge of preventing and combating violence against women, combating gender stereotypes, increasing the participation of women in employment, reconciling professional and private life, encouraging women’s social and political participation and promoting women in decision-making.

As underlined in the 2003 recommendation of the Council of Europe Committee of Ministers<sup>16</sup> “achieving equality in political representation between men and women - who represent 50% of the world’s population - is vital for the functioning and quality of representative democracy and a prerequisite of fair and equitable political participation”.

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<sup>14</sup> 3852/2010 Law on the “New Architecture of Self-administration and Decentralised Administration” . Among others it contributed to reducing the number of administrative district number of regions, and municipalities (325) emphasis was put on strengthening the remaining authorities in terms of autonomy of self-governance, At the same time, the programme aimed at reducing local government employees by 50%, from around 50.000 to 25.000 across the country. The law was adopted in May 2010 and was implemented following the November 2010 local elections comprising the constituting regional elections, which among others replaced provincial elections as they were held before in 2002 and 2006.

<sup>15</sup> 2018 Law 4555/2018 “Reform of the institutional framework of Local Government – Strengthening Democracy – Enhancing Participation – Improving Economic and Developmental Functioning.

<sup>16</sup> Women’s political participation and representation at local and regional levels CoE CM Recommendation 390(2016)1 <https://rm.coe.int/1680767272>

In Greece, the new institutional framework also allowed the municipalities to set up specialised committees, such as Committees for Gender Equality which would bring together elected representatives, municipal employees, gender experts and representatives of local NGOs.

These changes became both an important incentive and a challenge for the development of gender equality actions at the local and regional level. One of the first issues to be tackled was to increase the participation of women in decision-making. Although the Law provided for quotas for women (one-third of candidates in national, municipal and regional elections), the results of the 2014 municipal and regional elections showed limited progress in this area.

Greece launched in 2010 a national integrated gender mainstreaming strategy within the framework of the National Programme for Substantive Gender Equality (2010–2013). Few years later, based on its foundations, the National Action Plan on Gender Equality (2016-2020) (NAPGE) was launched in 2017. Among others, NAPGE underlines that gender equality is not a «female issue» but as a universal principle, as it is formulated by the UN Millennium Development Goals, the declarations and documents of the European Union and other International Organisations.

Balanced participation of women in decision-making is one of the six strategic objectives of the NAPGE (2016-2020). The NAPGE calls attention to the limited and reduced presence of women in leading positions, decision-making bodies, and all the political, social and economic institutions including the Parliament, the European Parliament, the Government, local and regional government, and so forth. There are no specific targets or indicators identified for the assessment of its goals.

### 3.1 GENDER MAINSTREAMING AND THE STAKEHOLDERS AT THE LOCAL AND REGIONAL GOVERNMENT

There are many stakeholders involved in promotion and implementation of gender equality in Greece at different levels of governance ranging from decision makers, thus elected men and women to members of the administration, researchers, gender equality activists, non-governmental organisations (NGOs), in particular those working on women' empowerment and gender equality issues, media and so on.

For example, the decision makers, male and female politicians at different levels of governance play a crucial role in promoting gender mainstreaming as they define policy priorities and initiate the gender policies, allocate funds and means for gender mainstreaming, thus have power to create an enabling environment and conditions for gender mainstreaming. Men and women working in the municipal and regional level are responsible for the implementation of the policies, including gender mainstreaming, and can also play an important role in identifying and defining (gender related) policy issues and in drafting policies. There is often gender machinery established within the administration that has an essential role in the process. Researchers, different think tanks, etc. are involved in detecting and defining policy issues as well as suggesting ways to solve them, thus helping to shape policies. The NGOs, pressure groups, gender activists, interest groups can identify issues and bring it to the attention of decision makers and similar, but they also have as watchdog an important monitoring and evaluating the implementation of gender mainstreaming in reality. Media can influence and shape the political agenda<sup>17</sup>, putting gender equality on the table, but they

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<sup>17</sup> Gender mainstreaming - Conceptual framework, methodology and presentation of good practices (2004) CoE <https://rm.coe.int/1680596135>

can also create, accelerate, disseminate or challenge gender stereotypes and prejudices (Verbole and Gaon, 2018)<sup>18</sup>.

Below are listed some of the key stakeholders in Greece at various levels of governance.

## 3.2 THE CENTRAL LEVEL

### 3.2.1 General Secretariat for Family Policy and Gender Equality (GSFPGE)

The General Secretariat for Family Policy and Gender Equality<sup>19</sup> is the governmental agency responsible to plan, implement, and monitor policies on equality between women and men in all sectors. It was founded in 1985 as an independent public service and today<sup>20</sup> belongs to the Ministry of Labour and Social Affairs.

The GSFPGE has two Directorates, namely the Directorate of Planning, Standardisation and Monitoring of Gender Equality Policies and the Directorate of Social Protection and Counselling Services, and an Independent Department of European and International Cooperation. The Secretariat also implements co-financed programmes and actions for co-funded actions of the respective Ministry.

It runs an Observatory on gender equality issues (established in 2015) providing a publicly available online platform which tracks and analyses statistical data from different sources on a broad range of policy areas. The Observatory is a useful tool for designing, implementing and evaluating policies concerning gender equality, through detailed gender-segregated data (GDDs) as well as advocacy purposes. Also, the Observatory supports the preparation and writing of Annual Reports on the Progress of Implementation of Gender Equality Policies produced by the GSFPGE. The Annual Reports take into consideration data gathered from the central, local and regional government.

### 3.2.2 The Research Centre for Gender Equality (KETHI)

The Research Centre for Gender Equality was founded in 1994 as a legal entity of private law and it is supervised by the GSFPGE. It coordinates, promotes and conducts research and studies on gender issues and implements the national and European action programmes on women's counselling and their social and employment integration. In July 2019, it was transferred to the Ministry of Labour and Social Affairs.

### 3.2.3 Ombudsman

The Ombudsman is an independent authority established in 1998 (Law 2477/1997). Among others, since 2010 (under its Equal Treatment Department) the Ombudsman deals also with the equal treatment of women and men on issues such as access to employment, working conditions, and access to and provision

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<sup>18</sup> Alenka Verbole, Igor Davor Gaon Gender Representation in Media throughout the Electoral Cycle: The Cases of Albania, Bosnia and Herzegovina and Slovenia (2018). Paper presented at the Gender Differentiation in Media Industries International Conference, Ljubljana June 14–15, 2018

<sup>19</sup> Formerly, the General Secretariat for Gender Equality (GSGE) that was located under the Ministry of Interior.

<sup>20</sup> Pursuant to Article 4 of Presidential Decree 81/2019 (Government Gazette 119/A), the Ministry of Interior General Secretariat of Gender Equality, which was set up in accordance with Article 27 of Law 1558/1985 (137/A), was transferred, in terms of responsibilities, positions, staff and supervised bodies, to the Ministry of Labour, Social Insurance and Social Solidarity, which was renamed Ministry of Labour and Social Affairs. The Centre of Research on Equality Issues, which was set up in accordance with Article 5 of Law 1835/1989 (76/A), as amended and in force, was also transferred, in terms of responsibilities, positions and staff, under the supervision of the Ministry of Labour and Social Affairs.

Pursuant to Article 7 of Presidential Decree 84/2019 (Government Gazette 123/A), a General Secretariat for Family Policy and Gender Equality was established within the Ministry of Labour and Social Affairs. The services, in terms of responsibilities, staff and supervised organisations, of the General Secretariat of Gender Equality, which was set up in accordance with Article 27 of Law 1558/1985, were transferred to the new General Secretariat. The General Secretariat of Gender Equality, which was set up in accordance with Article 27 of Law 1558/1985, as well as the corresponding position of General/Section Secretary, were abolished.

of services by public institutions. The Greek Ombudsman also publishes yearly reports on the progress achieved on gender equality.

#### 3.2.4 Ministerial Department for Gender Equality

Article 4 par. 1b of Law 4606/2019 foresees that “at the central level, the national mechanism includes [...] the departments of the Ministries for Gender Equality. Therefore, it is worth mentioning the Department of Gender Equality at Work of the Ministry of Labour and Social Affairs. Operating since 1984, it has the legislative initiative on the implementation of equal treatment and gender equality at work, in work life balance, in protection of maternity and always in collaboration with the GSFPGE.

#### 3.2.5 The National Council for Gender Equality

The National Council for Gender Equality was established in 2019 under the Law 4604 (Article 9) as an advisory body composed of the most representative women's and feminist organisations (two representatives of women or feminist organisations, movements and social actors in the public and private sectors, and representatives of local governments and independent authorities). The Council discusses and evaluates existing gender equality policy, as well as proposes policies and actions to the General Secretariat for Family Policy and Gender Equality.

#### 3.2.6 The National Centre for Public Administration and Local Government (EKDDA)

The National Centre for Public Administration and Local Government is the strategic agency for the training and education of public servants and local government employees. It was established in 1983, as a Legal Entity of Public Law and is supervised by the Minister of Interior. Among others, it delivers training on gender equality on an annual basis, in collaboration with the GSFPGE<sup>21</sup>.

#### 3.2.7 Parliamentary Committee - Special Permanent Committee on Equality, Youth and Human Rights

They address gender equality as a specific topic.

### 3.3 THE REGIONAL LEVEL

The Law 4604/2019 also provides that an Independent Equality Office is established in each Region, the Central Union of Greek Municipalities and the Union of Greek Regions, while the Municipal and the Regional Equality Committees in the municipalities and every region respectively, are upgraded.

#### 3.3.1 Independent Offices for Gender Equality in the Central Union of Municipalities of Greece (KEDE) and the Association of Regions (ENPE)

These agencies have the following competencies:

- To inform the Municipal and Regional Councils on the establishment of the Regional and Municipal Committees for Gender Equality, respectively.
- To cooperate with Municipalities and Regions to identify and implement local and regional projects and activities on gender equality.
- To cooperate with the relevant Municipal and Regional authorities to draw up Local and Regional Action Plans to promote Gender Equality in Employment.
- To cooperate with elected and candidate women in local authorities for the development of networks of partnerships with local bodies to enhance active participation of women in decision-making in local government.

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<sup>21</sup> For more information please refer to: <https://www.ekdd.gr/επιμόρφωση/συμμετοχή-στην-επιμόρφωση/αναζήτηση-προγραμμάτων-επιμόρφωσης/>

- To inform women of the activities of the Offices for Gender Equality, the GSGE and other bodies active in the field of gender equality.

Finally, The Offices for Gender Equality of ENPE and KEDE should be staffed with at least two public employees of the Regions and Municipalities, respectively. Currently, the ENPE has an Equality Committee, while the Gender Equality Office at KEDE is no longer operational (info by the GSFPGE, 2020). Only one of the Regions has established the Independent Office.

### 3.3.2 Regional Independent Equality Office

The Regional Independent Equality Office, to be established in each of the 13 regions, is responsible for incorporation of a gender equality perspective in planning development measures at regional level, as well as implementing specialised programmes for women. They make proposals to the Regional Councils on measures to promote effective gender equality in all areas of economic, political and social life.

The Independent Equality Offices are directly subordinated to the Regional Governor, with the following powers:

- To collect and process data on the integration of gender equality into regional policies, actions, and programmes.
- To evaluate the Region's policies and actions for the elimination of discrimination and the promotion of equality between men and women, and to draw up a Report to the Regional Governor (issued in December each year to the Regional Council).
- To cooperate with the Regional Committee on Gender Equality.
- To ensure the cooperation of the services of the Region with the GSFPGE, in order to facilitate at regional level, the development of the actions and programmes related to the policies of the GSFPGE and the guidance of the National Action Plan for Gender Equality.

### 3.3.3 Regional Committee for Gender Equality

Article 186,VI of Law v.3852/2010, as amended by Article 7 of Law 4604/2019, provides for the establishment of a gender equality committee in each region. The Committee shall be established by decision of the Regional Council and shall consist of the following nine members:

- The Regional Governor, or an authorised regional adviser, as Chair, as appointed by the relevant Regional Governor.
- A representative of the municipalities of the Region designated by the relevant Municipal Union of Municipalities and a member of the Municipal Equality Committee of the Municipality in question.
- An employee of the existing Service Unit for Social and Gender Equality Policies or of the Independent Gender Equality Office or the Directorate for the Internal Organisation and Operation or for Public Health and Social Care or for the Planning of the Region concerned.
- A joint representative of the professional chambers of the concerned region.
- A representative of the Regional Education Directorate, based in the headquarters of the Region,
- A common representative of higher education institutions in the region concerned.
- A common representative of the bar associations, of the region concerned.
- A representative of a women/feminist organisation or non-governmental organisation acting on gender issues in the area designated by it.
- A representative of the GSFPGE designated by the Secretary General for Gender Equality.

The responsibilities of the Committee are to:

- Consider the policies of the General Secretariat for Gender Equality and the National Action Plan on Gender Equality with a view to mainstreaming gender equality into the policies of the Region.
- Recommend and participate in the drawing up of a regional gender equality plan.
- Make proposals to the competent bodies of the Region the necessary measures to promote effective gender equality in all areas of economic, political, and social life.
- Cooperate with the Municipal Equality Committees, the competent departments of the Region, the Independent Office for Equality of the Region and other structures and associations active in the field of promotion of gender equality and women’s rights.
- Propose to the Regional Council the inclusion of projects in the Collective Project Decisions of the Region (SAEP) which promote the above measures and the relevant information and information measures for the public.
- Cooperate with the structures of the Network of GSFPGE for preventing and combating violence against women, in the region, as well as with civil society actors.
- Seek to ensure and promote gender equality and eliminate gender stereotypes through communication and awareness-raising activities in the Region.

So far, 6 out of 13 Regions have set up Committees.

### 3.4 THE MUNICIPAL LEVEL

#### 3.4.1 Municipal Equality Committee

Article 5 of Law v.4604/2019 (GG I 50) added to the competences of the social protection and solidarity area of Municipalities, also the competence to design, organise, coordinate and implement gender equality programmes, in accordance with the policies of the GSFPGE and the National Action Plan for Gender Equality and initiatives to promote gender equality within their administrative boundaries.

In addition, the implementation of the “European Charter for Gender Equality in Local Life” has also been introduced, within the administrative boundaries of the municipalities<sup>22</sup>.

In this context, with a view to mainstreaming the gender perspective in all the policies of municipalities falling within their remit, the Municipal Equality Committee was established in each Municipality, as an advisory body to the City Council. At the same time, this institution is also the junction of the General Secretariat for Family Policy and Gender Equality with the Administration, in order to implement equality policies, but with exclusive competences, which are listed below:

- In cooperation with the competent departments of the Municipality participates in and supports the inclusion of gender equality in the municipality’s policies, recommends and participates in the preparation of Gender Equality Action Plans at Local Level.
- Makes proposals and recommendations to the competent bodies of the Municipality to take the necessary measures to promote effective gender equality in all areas of economic, political and social life.
- It cooperates with the Regional Committee on Gender Equality, the competent local authorities, as appropriate, and with structures and associations active in the field of promoting gender equality and women’s rights at local level.
- It cooperates with the structures of the GSFPGE Network for preventing and combating violence against women, as well as with civil society actors.

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<sup>22</sup> Based on 2017 data, out of 325 Municipalities 211 had signed the Charter (<https://www.isotita.gr/δήμοι-που-έχουν-υπογράψει-την-ευρωπαϊ/>).

The Municipal Equality Committee shall be established by decision of the City Council and shall consist of the following members:

- A Deputy Mayor or representative office or district/adviser as the Chair.
- A municipal/or other councillor of the other groupings of the Municipal Council.
- An employee of the Social Service or the Unit for Social Policy and Gender Equality Policies of the Municipality.
- A representative of the Parents' Associations of the Municipality of Greece.
- A representative of the local professional/trade association or cooperative organisation.
- A representative of local female/feminist association or non-governmental organisation with action on gender issues.
- Two gender-equality experts.

By October 2020, 193 out of the 332 municipalities (about 60%) have set up the Committee for Gender Equality (GSFPGE, 2020).

## 4 GENDER EQUALITY AND/OR GENDER INEQUALITIES

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### 4.1 PARTICIPATION OF WOMEN IN POLITICAL LIFE

According to the General Secretariat for Gender Equality (GSCE) data, women in Greece in 2018 represented the majority of the population (52%). They also represented more than two thirds of the total illiterate population. 34.70% of women have obtained the highest educational level (PhD) in comparison with 65.30% of the men. The employment rate of women was 49% (EU average is 67.4%), while that of men was 70.1%. One in four managers was a woman. In all occupations, women were paid less than men, with a gender pay gap of 12.5%. Greece had also the widest household and childcare gaps in the EU: 95% of women, compared with 53% of men, take care of children on a daily basis and the gap is even larger for domestic chores - 85% of women compared with 16% of men take care of the household tasks (Kloka, 2019). In general, gender stereotypes<sup>23</sup> and traditional gender roles<sup>24</sup> as well as patriarchal attitudes seem to be still much present in Greek society<sup>25</sup>.

Following the recent presidential election in January 2020, the Greek Parliament elected the first woman president. At the same time following the recent 2019 national, regional and local elections there are only 2 women ministers in the new government (Minister of Culture and Sport and Minister of Education), 56 women (18,7%) in the Parliament<sup>26</sup>, 19 women Mayors (representing 5,7% of all elected mayors) and one woman Governor (representing 7,7% of all Governors). Women represent 42,1% of regional councillors.

Overall, this is far from the balanced participation of women and men indicated in the 2003 Recommendation of the Committee of Ministers of the Council of Europe<sup>27</sup>, which states “that the representation of either women or men in any decision-making body in political or public life should not fall below 40%.”

In addition to seeing the percentage of elected women versus elected men, it is also interesting to see how many men and women run as candidates and how many then get elected. Data show that in 2019, about 10,5% of all women candidates for the position of mayor got elected, representing 5,7% of all elected mayors. 8,3 % of all women candidates for the position of Governor was elected, representing 7,7% of all elected Governors.

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<sup>23</sup> Gender stereotyping presents a serious obstacle to the achievement of real gender equality and feeds into gender discrimination. Gender stereotypes are preconceived ideas whereby males and females are arbitrarily assigned characteristics and roles determined and limited by their sex. Gender stereotyping can limit the development of the natural talents and abilities of boys and girls, women and men, their educational and professional experiences as well as life opportunities in general. Stereotypes about women both result from and are the cause of deeply ingrained attitudes, values, norms and prejudices against women. They are used to justify and maintain the historical relations of power of men over women as well as sexist attitudes which are holding back the advancement of women (CoE Gender Glossary, 2016).

<sup>24</sup> Gender roles refer to social and behavioural norms which, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. Collectively, gender roles often determine the traditional responsibilities and tasks assigned to women, men, girls and boys (see gender division of labour). Gender-specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, occurrence of conflict or disaster, and other locally relevant factors such as ecological conditions. Like gender itself, gender roles can evolve over time, in particular through the empowerment of women and transformation of masculinities. (EIGE) <https://eige.europa.eu/thesaurus/terms/1209>

<sup>25</sup> <https://www.goethe.de/ins/nz/en/kul/sup/fem/21269245.html>

<sup>26</sup> OSCE/ODIHR noted that gender equality was a marginal campaign topic within the framework of the 2019 parliamentary elections, and that ODIHR EAM interlocutors remarked that women candidates were not actively promoted by political parties and received less media attention. Despite the increased 40 per cent requirement for gender representation on party lists, the requirement was not consistently enforced, and its impact was limited. <https://www.osce.org/files/f/documents/d/f/442168.pdf>

<sup>27</sup> Council of Europe Committee of Ministers Recommendation Rec(2003)3 of the Committee of Ministers to member states on balanced participation of women and men in political and public decision making (2003) Council of Europe, Strasbourg [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805e0848](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805e0848)

It should be mentioned that there is a gender quota that has been in place since 2001 for the local and regional election<sup>28</sup> (amended in 2018) and a quota for the national elections (since 2008<sup>29</sup> and amended in 2019)<sup>30</sup>.

Namely, in 2018, under the Reform of the Local Government institutional Framework (Kleisthenis I Program (Government Gazette 133/A/19.07.2018) the 40% gender quota was enacted for municipal (art. 14, par. 4, pass. c), community (art. 16, par. 5) and regional elections (art. 120, par. 5, pass. c). A year later, also the 40% gender quota was enacted for the candidates of the European elections with the law 4604/2019 (art. 15, par. 2 of the “Substantive Gender Equality, Preventing and Combating Gender-Based Violence” law. This modified the previous Article 34 of Presidential Decree 26/2012 which stated that, at least, one-third of political parties’ candidate lists, both for national and constituency lists, must be filled with candidates of each sex.

*“For the approval of the electoral lists of candidates of political parties, of a coalition of cooperating parties and independent candidates, the number of candidates from each sex must be at least equal to 40% of the total number of their candidates, respectively, per electoral district”.*

According to the OSCE/ODIHR 2019 Report, the 2019 amendment of the Electoral Code increased the requirement from one-third nationwide to 40 per cent in each constituency for parliamentary elections. It should be noted that in single-mandate and three-mandate constituencies, as well as in the case of repeated elections, gender quota is not applied. There are also no legal provisions for the placement/ranking order of the candidates on the lists, which often leaves women in disadvantaged positions. There is no gender quota for Mayors nor Governors.

Concerning women in administration, a bill had been voted in 2000, that introduced a one third minimum of women to official advisory boards of state and local government. Data from the Regional Development Institute of Panteion University analysed for the purpose of this study shows a trend of masculinisation of public administration among the younger staff (20-30 years old) in public administration with more men than women employed in that age group, with the same pattern occurring among the staff above 60 years old. Within 40-50 years and 50-60 years old staff groups the percentage of men and women employed in the administration is about the same.

In spite of the measures and efforts mentioned above, there is still room for improvement. According to the latest *World Economic Forum Global Gender Gap Report (2020)*<sup>31</sup>, that allows to track progress on relative gaps between women and men on health, education, economy and politics, Greece was ranked 84<sup>th</sup> among the 163 countries examined in the Report, (in 2014, 108<sup>th</sup> among 142 countries) in the overall assessment of the *Gender Gap Index*. In addition, the country ranked 87<sup>th</sup> among 162 countries examined in the Report (in 2014 it ranked 68<sup>th</sup> out of 142) in terms of women’s political empowerment.

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<sup>28</sup> Law 2910/2001, Art. 75, § 1 requiring at least one third of candidates from each sex in the party ballots for local and regional elections. The sanction was non-registration of the party candidates’ list. FACT SHEET ON GREECE <https://blogs.eui.eu/genderquotas/wp-content/uploads/sites/24/2015/04/Executive-summary-Greece-Anagnostou.pdf>

<sup>29</sup> In 2008, Law 3636/2008, Art. 3., was adopted for the national elections, providing for at least one third of each party’s candidates across the country, thereby diluting further the possibility for female candidates to be elected.

<sup>30</sup> In the European Elections in May 2014 the percentage was 30%, since 2018 the provision has been increased to 40%.

<sup>31</sup> <https://www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality>

With 51.2 out of 100 points, Greece ranks last in the EU on the *Gender Equality Index*<sup>32</sup> (EIGE, 2019). Gender inequalities are most pronounced in the domain of power, even though the score in this domain improved since 2005.

Why is this so? The recent research by KETHI (2019) “*The right to elect and be elected: Studying and reporting perceptions on the participation and representation of women in political decision making*”, for example, showed that interest among women to engage in politics is very low. Study also identified some of the main obstacles for women not engaging in politics, starting from being treated with mistrust because of their gender, politics being male dominated, women facing difficulties in balancing work and family life, because of lack of support from the political party and limited or no resources to run for elections<sup>33</sup>.

Interestingly, 47.3% of women and 40.7% of men that have participated in the research have identified the unsupportive family environment as a basic inhibitory factor as regards women’s political participation and representation (ibid). Also, the OSCE/ODIHR 2019 parliamentary elections report notes the ODIHR EAM interlocutors remarking that women candidates were not actively promoted by political parties and received less media attention than male candidates.<sup>34</sup> This reconfirms the presence of gender stereotypes and persistence of traditional gender roles<sup>35</sup> in political domain.

## 4.2 WOMEN’S PARTICIPATION IN POLITICAL LIFE: INSIGHTS FROM THE FIELD

### 4.2.1 Key findings from the descriptive analysis

The analysis of statistical data has placed specific emphasis to gender issues in local government.

The descriptive analysis, which deals with employment, age structure and high rank positions, for employees (non-elected officials) and elected officials has provided some very interesting findings.

#### 4.2.1.1 *Employment in local government*

##### Employees

The total number of employees that have been included in the analysis amounts to 78.316, of which 11.487 (14.7%) belong to the regions and 66.829 (85.3%) to the municipalities. This shows that the largest number of employees in local government is employed in municipalities (Table 1, Annex 7.3).

As regards the gender balance in the total number of employees for the two tiers, there are slightly more men than women working in local government; of the total number of 66.829 employees, 36.445 (54.5%) are men and 30.384 (45.5%) women.

However, there are some interesting differences regarding the gender balance of employees between the regions and the municipalities. More precisely, while the percentage of men working in municipalities (54.5%) is higher than that of women (45.5%), the percentage of women working in the regions (50.9%) is slightly higher than that of men (49.1%) (Table 2, Annex 7.3).

Furthermore, the analysis shows that the educational level of women is higher than that of men for both the regions and the municipalities. More precisely, the 61.5% of the employees with higher education

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<sup>32</sup> <https://eige.europa.eu/gender-equality-index/2019/EL>

<sup>33</sup> [https://www.unece.org/fileadmin/DAM/Gender/Beijing\\_20/Greece.pdf](https://www.unece.org/fileadmin/DAM/Gender/Beijing_20/Greece.pdf)

<sup>34</sup> <https://www.osce.org/files/f/documents/d/f/442168.pdf>

<sup>35</sup> See also <https://www.npr.org/sections/parallels/2015/02/18/387091215/even-as-progressives-take-lead-in-greece-women-remain-out-of-power>.

qualification in municipalities are women. The 54.1% of employees with higher education in the regions are also women. This also applies to the employees holding a technical education degree. On the other hand, the percentage of men with mandatory or secondary education degrees is higher than that of women. As a result, women in local government are more educated than men (Table 3 and Table 4, Annex 7.3).

#### Elected officials

As regards the gender participation in local government for the elected officials, the results are completely different from the previous ones. More precisely, out of the 11.209 elected officials, 9.839 (87.8%) are men and only 1.370 (12.2%) are women (Table 5 and Table 6, Annex 7.3).

Furthermore, this gender imbalance becomes even worst for the municipalities. More precisely, comparing the two tiers of local government, while the participation of women in regions is relatively higher - 78.2% men and 21.8% women - the participation of men in municipalities represents 88.4%, whereas for women it is only 11.6%. This problem is more intense in medium and small mainland municipalities, where the balance is 90.1% and 90.6% for men versus 9.9% and 9.4% for women, respectively (Table 7, Annex 7.3).

The very small percentage of elected women in municipalities reveals that there is a very high gender unbalance in the functioning of local government. This very small percentage of women among elected officials of municipalities requires careful attention and consideration regarding the causes, consequences and policy actions.

#### 4.2.1.2 Analysis of age structure

Age structure of non-elected and elected officials constitutes an important issue for local government. This analysis provides the differences in age structure for the regions and municipalities. In addition, it provides differences in age structure between men and women.

#### Employees

Statistical analysis shows that a percentage of 44.2% of non-elected employees belong to the age group 50-60 years old. This percentage amounts to 44.8% for municipalities and 40.1% for the regions (Table 8, Table 9 and Table 10, Annex 7.3).

As regards the gender balance, the percentage of women is higher in the ages between 40-50 years old comparing to the men both for regions and municipalities. In all the other age groups, the percentage of men is higher than the percentage of women.

#### Elected officials

As regards the age of the elected officials, this is much higher than that of the non-elected ones. The age structure of the elected officials is very different from the previous one.

In the age group above sixty years old, the percentage of men elected officials is 92.4%, compared to 7.6% for women. In the age group fifty to sixty years old the percentage for men is 87.6%, compared to women which stands for 12.4%. These percentages are even worst for the municipalities (Table 11 and Table 13, Annex 7.3).

The women that are involved in local government are much younger than the men.

As a result, the non-elected members of the local government are usually men with relatively higher age comparing to the age and gender structure of the non-elected ones.

#### 4.2.1.3 *Employment position*

##### Employees

In terms of employment position, women employees hold important posts in local government. In particular, women holding positions of responsibility in municipalities amount to 54.2% compared to men (45.8%) (Table 14 and Table 17, Annex 7.3).

##### Elected officials

As regards the elected officials among region and municipalities, men hold the majority of key posts (86.2%) compared to women (13.8%) (Table 18 and Table 19, Annex 7.3).

Summing up, statistical analysis shows that there are important gender issues in local government. The most important issue is related with the elected rather than non-elected female participation in local government. However, women are more educated, hold important posts in the administration in local government, constitute the majority of non-elected personnel in the age group 40-50, and are much younger than men when participate in elected positions.

#### 4.2.2 *Key findings from the in depth interviews*

The aim of the in-depth interviews was to cross/check and follow up on some of the issues identified during the desk study as relevant to this survey. Among others, these included women's and men's personal experiences in political life in their different positions, their reflections on gender stereotypes and gender roles, challenges they faced, their attitudes towards and knowledge of gender equality issues and gender mainstreaming in the local governance etc.

Respondents were identified with the view to ensure that the study encompasses different municipalities and regions across the country, led by a man or a woman, in order to allow for comparison. To get insights into functioning of the regions and municipalities the interviews would target mayors and governors, male and female municipal councillors and men and women working in administration within each respective municipality or region. Originally two regions (Ionian Islands, and Western Greece) and four municipalities (Agios Dimitrios, Kallithea, Patmos and Tilos) were selected. Due to the time constraints and unavailability, eight semi-structured interviews were conducted.

Two interviewees were interviewed as representatives of regional governments (Western Greece – woman, administration and Ionian Islands – man, elected official). Four, all women, came from municipalities (2 mayors, one deputy mayor and one head of administration). Two interviewees came from two key institutions involved with promotion and implementation of gender mainstreaming at different levels of governance, namely the General Secretariat for Family Policy and Gender Equality, and the Central Union of Municipalities (KEDE). The latter serves also as a mayor but was interviewed primarily in her role as a member of KEDE. It should be mentioned that some of the interviewees hold several different positions, e.g. as elected officials but at the same time being also members of different institutions promoting and implementing gender mainstreaming at different levels of governance.

##### 4.2.2.1 *Personal aspirations and experiences in political life*

###### Getting into politics

Overall, the interviews showed that women are interested in politics and that they can make it, but their "success" depends a lot on their self-determination, assertiveness and seizing the opportunities.

*"Women have to be pushier than men". Interviewee A*

*"If you really want it, you can get it". Interviewees B, G*

It was pointed out on several occasions that women's political aspirations are hampered by gender (we do not want a woman mayor) and age-related (she is too young for such an important position of responsibility) stereotypes, the lack of an enabling environment (nurseries, day care centres for children under the age of two) as well as their own insecurities and fears of not being able to hold up to the "standards" (not saying the right things).

*"I had to take a break from politics when I had small kids, but I came back"*  
Interviewee H

*"Women always have to face mistrust and stereotypical judgment, but they can prove their professionalism and capacity. This is what helps most in overcoming the initial prejudices".* Interviewee D

Gender quota was in most cases perceived as a positive measure towards providing women with equal opportunities to be nominated, and possibly elected. Many elected women have changed their views towards gender quota once realizing that there is a need for a tool that will ensure equal opportunities for men and women to enter in politics.

*" I was young, and I thought the sky is the limit to my aspirations and ambitions. I thought I was the only woman among the men in the Board of my party, because I was the best among all the women. But soon I have realised I was misguided. Not all the male members were equally fantastic. And I knew many women out there that were much more capable than some of the men sitting in the Board. Before realizing this, I was against gender quota, but this experience has changed my mind. We have to persuade women quota is a positive thing".* Interviewee H

In the discussion, it was also pointed out that there is a need to impose gender quota for public services.

Why women decided to go into politics? The interviewed elected women (and man) ended up into politics because of their personal motives and aspirations to change things, to improve the quality of life in their communities and create a nice place to live in for themselves and their families, and pride in their place of origin. Many interviewed women have started their political career quite young with the support of their peers. All have been candidates on political parties' lists.

It seems that political parties have no strategy on creating a pool of potential women candidates, or even less to invest in their capacity building.

*"Often, they come to women shortly before elections to ask them whether they would be willing to run on their lists (usually to meet the quota requirements). Many women are feeling disrespected by such approach"*  
Interviewee B

Most of the interviewed elected women were not new to the political life. Several of them have been holding two or three mandates. Some shared a similar political path starting as engaged and/or concerned citizens, whereas others were involved with interest groups, then being elected in the position of municipal councillors and over the years advancing to the position of mayor or similar. Women working in public administration had experiences also as elected councillors and/or have been part of public administration for quite some time, over 20 years advancing in their role of responsibility.

## Being a politician

Once elected, women face different challenges including stereotypes and prejudices.

*“They told me I was elected accidentally and not to stay”. Interviewee C*

*“If I was a man my “political life” would be much easier and less stressful”.  
Interviewee C*

*“Politics is full of stereotypes. For example, if a woman speaks in the meeting of the Municipal Council, men will say nothing against it, but they will think that she should not talk. It is very important to empower women to talk regardless of their political affiliation” Interviewee H*

A couple of interviewees felt that being a woman mayor is easier in the communities that have already had a woman mayor. It is also interesting how women in positions of power establish themselves and “defend their turf”. For instance, some elected women mayors build alliances and networks across the municipal borders in order to strengthen their positions and reach out to their male colleagues seeking their advice and support or building partnerships with them while others build strong support teams around them in public administration.

*“Once in a position, having support of like-minded people (councillors and staff, peers) is crucial to ensure the delivery of services to the citizens”.  
Interviewees A and B*

*“I have entered politics at the point when the political personnel (municipal councillors) changed, which made it possible for me to introduce a new way of working and thinking, a more participatory approach to governance”  
Interviewee B*

Many interviewees stressed the importance of gaining the trust of their fellow citizens. Once this is gained, it is very likely that women will get re-elected. Also, in smaller communities “knowing each other” has been perceived as a positive factor contributing to women’s participation in politics. However, it was also mentioned that women often consider other women as competition rather than allies.

All women face challenges in their daily lives in the positions of power and have learnt to deal with them.

*“Finding a balance between work and private life is no different for a woman politician, like for any other working woman. It is important to create boundaries” Interviewee A*

In the municipalities and regions included in the interviews, the number of women in the Municipal Councils (MC) ranges from 22% to 50%, and in regional council women represent 12% of all councillors. It should be recalled here that the gender quota requires 40% candidates of each gender on the lists, but the present formula does not guarantee women to get elected.

Most interviewees agreed that women in local council are very active, especially when they “feel safe” (confident).

*“Women are active in the MC, they bring new energy. Their increased participation in politics has improved quality of life in our small community.  
Interviewees C and G*

However, one interviewee made a reference to a research that showed that many women do not talk in the meetings as they are afraid of making mistakes, of not saying the right thing pointing out that this may not always be the case. In relation to that, several interviewees stressed how important it is for women councillors to be familiar with procedures in the Municipal Council.

*“Women have the possibility to contribute, but they do not use their position often” Interviewee G*

It was also pointed out that both male and female councillors need training on how to be municipal/regional councillors, as well as gender training.

#### **4.2.2.2 Identifying and addressing gender issues/gender mainstreaming in the local governance**

All interviewees recognised that their work as elected officials or members of public administration impacts men and women that live in their municipalities or region but had different capacities to describe how and few were able to appreciate that the interests and needs of men and women are different. Overall, only few interviewees understood what gender is, and what gender equality implies. On the other hand, some have had very good grasp of the gender equality issues either thanks to the training they have received or their educational background.

*“We can see major gender inequalities in labour market, unfair promotion in work place and gender pay gap, in unbalanced sharing of responsibilities in domestic domain (the burden of household chores and children upbringings is usually on women’s shoulders) and women’s efforts to balance work and private life (women are expected to take care of that). And there are still gender stereotypes” Interviewees G and D*

Many interviewees underlined the importance of creating an enabling environment for women to be able to “get out of the house”, get out of their traditional gender roles ( as mothers, care takers), educate themselves, get active in public as well as political life of their communities.

*“Women in our community have no training, no education and are not activated” Interviewee A*

Low representation of women in political life has been also identified as one of gender inequalities. Gender-based violence, violence against women and domestic violence were identified as a big concern as well as the feminisation of poverty. Some also felt that the policies are gender blind.

*“There are no policies designed taking into account women’s needs and interests” Interviewee G*

Youth were identified as important stakeholders, and several interviewees stressed the importance of engaging young people in the local communities’ affairs under the framework of promotion of active citizenship. Also a need for role models was pointed out.

*“We need role models like Melina Mercouri and Margaret Papandreou at all levels” Interviewee G*

Discussion evolved also around the issue of women as “citizens” participating in public consultations. It was observed that they are interested more in practical issues i.e., when neighbourhood affairs are discussed (design of squares and schools and similar), while they are less interested in political issues (i.e., discussion on democracy).

Several interviewees felt that municipalities should support the establishment and work of women's association (NGOs) that assist women to become active citizens and also contribute to raising their awareness about the many possible roles that women can play in the local community.

*“Through participation in women's association, women can build their capacity and that could lead to their active involvement in politics”.*  
Interviewee D

#### 4.2.2.3 Institutional and legal framework to mainstream gender: Gender Action Plan(s) and gender mechanisms

All but one interviewee agreed that gender inequalities exist and persist, and characterise the society they live in. Both at the regional and municipal level attempts are being made to address inequalities, however not necessarily as gender inequalities per se, but rather as issues that are being part of a greater marginalisation/underdevelopment problem, except for one or two cases.

One of the Municipalities has in 2011 signed the European Charter for Equality of Women and Men in Local Life<sup>36</sup> that formally commits Europe's local and regional governments to the principle of equality of women and men. The signatories are expected to draw up an Equality Action Plan that sets out priorities, actions and resources allocated to implement municipality's/region's commitments. However, neither the region (all 13 Regions have signed the Charter) nor the municipalities have developed a regional or municipal gender action plan. Some have started the process, hired a consultant to assist them with the drafting of the document and tried to make it as participatory as possible. However, they miss the support from the gender mechanisms at the national level, human resources and funds.

*“It is a difficult process, we got some academics involved, the GSFPGE is absent in this process. Before they (the General Secretariat) were much more present as well as KETHI. We are left to ourselves, there are no gender awareness campaigns, no conferences, nothing”.* Interviewee C

*“We tried to establish the Municipal Committee for Gender Equality, however there was too much resistance from some councillors.”* Interviewee G

In some other areas, the Municipal Committee that is chaired by the Deputy Mayor does not get much support from the Mayor.

In addition to the lack of expertise on gender equality issues which would allow for development of local and regional equality action plans and its implementation, thus gender mainstreaming, there are also no funds so far foreseen for gender mainstreaming.

Most of the interviewees saw inter-municipal cooperation (IMC) as providing huge opportunities to organise joint gender trainings for different target groups from elected officials to administration as well as citizens and other stakeholders:

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<sup>36</sup> The 2006 European Charter for Equality of Women and Men in Local Life formally commits Europe's local and regional governments to the principle of equality of women and men. Each Charter signatory undertakes to draw up an Equality Action Plan that sets out its priorities, actions and resources allocated to implement their commitments. The Charter proposes concrete methods by which equality of women and men can be pursued in different fields of competences: political participation, employment, public services, urban planning, etc <https://eca.unwomen.org/en/digital-library/publications/2016/08/the-european-charter-for-equality-of-women-and-men-in-local-life>

*-“Collaboration between municipalities would be most helpful, we lack human resources and fund for trainings, we see huge possibilities through The IMC.” Interviewee D*

*“We are interested to join a programmatic agreement of gender equality, but only after an analysis identifying common issues and interest is carried out to ensure that the exercise is worth the efforts. I want to know what we will work on and with whom will I work”. Interviewee A*

*“We have been identifying problem and prioritizing issues in our municipality with the view to the possible inter-municipal cooperation, but gender equality always end up at the bottom of the list. I do not know whether the councillors believe that all gender inequalities are resolved or they do not understand what great opportunity is to cooperate with other municipalities”. Interviewee C*

*“Cooperation with the regional level, in the past, has proven useful specifically when training on gender equality issues were offered not only to the public administration employees but to all citizens. These trainings and workshop were a great opportunity for many women to become aware of the gender equality issues.” Interviewee G*

*“It is an excellent idea, brining municipalities together to carry out gender awareness raising programs, and there are also the EU funds available for that”. Interviewee H*

#### 4.2.3 Key findings from the Survey

13 people responded to the survey; out of them 5 are civil servants (4 females and 1 male) and 8 are elected representatives (4 females and 4 males).

As far as the 5 civil servants are concerned, 4 out of 5 are junior civil servants, with at least 8 years of experience in the post currently occupied. The youngest respondent is at least 30 years and the oldest above 60. 3 out of 5 worked at the Municipal level, 1 at the Regional level and 1 at the Central level.

As far the 8 elected representatives are concerned, 4 are regional councillors, 3 municipal councillors and 1 is a mayor. Only two respondents are in their thirties whereas 6 out of 8 are above 50 years. Half of the respondents are at their first mandate whereas the other can count on 2 or more mandates before the current one.

In terms of educational background, all respondents but 1 have at least a high-school diploma.

Female respondents were asked whether they had faced any challenge or obstacles, as women, in their current position. Half (4) of the female respondents (but only 1 out of 4 civil servants) acknowledged that they did face challenges linked with stereotyping of women (i.e. traditional role within the household limiting her in a professional/political role) and the fact that political life at local level is still highly men dominated.

There seems to be a consensus among respondents that the current contribution of elected women to the overall performance of the municipal or regional councils is positive and characterised by their active participation (i.e. taking the floor, proposing topics for the agenda, projects, etc.) both during council meetings and in any commissions and committee.

Among the elected representative, moreover, there is an even more positive perception and only in one case, a female civil servant from a municipality voiced her concerns stating that elected women “do not participate” to council meetings.

Focusing on the council’s decisions initiated by female councillors, it is worth noting that the reported cases are mostly (but not exclusively) targeting social and health services, education and culture, gender equality issues.

All respondents, but 2 (males) believe that there is still a low level of women participation in political life at municipal or regional levels. When asked how this pattern could be changed - several possible solutions were presented such as education and information campaigns and improvement of social services (to facilitate work/family balance and time-management). The effectiveness of electoral quotas was not equally assessed by all respondents who, however, welcomed the results that quotas can achieve.

Only one elected representative (male, regional councillor) highlighted that in his work he has witnessed a difference between men and women, for instance, in his experience the former were more interested in business initiatives whereas the latter welcomed advocacy initiatives for gender equality.

Respondents were also asked to provide their own definition for a number of key gender concepts.

- On ‘gender’ – only 6 respondents provided a definition (2 civil servants, 4 elected representatives; 4 women, 2 men). Most of the provided definition focused on the difference between biological and social perspectives in differentiating between sex and gender.
- On ‘gender equality’ – all but one respondent (female civil servant) provided a definition. Most inputs focused on equal opportunities, equal rights and obligations, equal access to all sectors of public and private life. One respondent (male elected representative) also introduced the concept of “non-interference of the gender parameter in each stage of an individual's interaction with his(/her) environment”.

Only 3 respondents answered that a Gender Equality Action Plan is in place (at municipal/regional level), however most of them were referring to the National Action Plan rather to the municipal or regional gender action plans.

The following table summarises the information gathered in the 3 cases.

Table 2 - On Gender Equality Action Plans

YEAR of ADOPTION	IMPLEMENTATION RESPONSABILITIES	OBJECTIVES	IDENTIFIED GENDER INEQUALITIES	MONITORING
<b>2007-2013</b>	<ul style="list-style-type: none"> <li>● Pilot Action Plans for 15 (largest) municipalities and 13 regions</li> <li>● Plans prepared by consultants</li> <li>● Municipal and Regional authorities responsible for adopting the plan</li> </ul>	<ul style="list-style-type: none"> <li>● Gender mainstreaming in municipal/regional policy making</li> </ul>	<ul style="list-style-type: none"> <li>● Employment</li> <li>● Active Citizenship</li> <li>● Social services</li> </ul>	<ul style="list-style-type: none"> <li>● Pilot action with no consistent follow up</li> </ul>

<b>2014-2020</b>	<ul style="list-style-type: none"> <li>• Regions and Municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• To implement NAP</li> </ul>	<ul style="list-style-type: none"> <li>• Social Inclusion</li> <li>• Poverty</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant project databases for recording interventions</li> </ul>
<b>2013</b>	<ul style="list-style-type: none"> <li>• Municipal equality committee</li> </ul>	<ul style="list-style-type: none"> <li>• Adoption of the European charter on gender equality in local communities</li> </ul>	<ul style="list-style-type: none"> <li>• Multiple discrimination</li> <li>• Social Inclusion</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring the achievement of annual objectives f</li> </ul>
<b>2020</b>	<ul style="list-style-type: none"> <li>• Deputy Regional Governor</li> </ul>	<ul style="list-style-type: none"> <li>• Female entrepreneurship</li> </ul>	<ul style="list-style-type: none"> <li>• Participation to the economic life</li> </ul>	<ul style="list-style-type: none"> <li>• Regional Committee for Equality</li> </ul>

Almost all respondents (10 out of 13) shared an understanding of the main role that the local/regional government can play in the promotion of gender equality. Several insights were provided ranging from gender mainstreaming to positive discrimination policy and actions, from the fight against violence on women to awareness raising campaigns and education/information campaigns on gender equality. Both the local and regional levels are interpreted as a privileged arena within which to work on gender equality issues because on the one hand they represent the tier of government, which is closer to the citizens and, on the other, they could facilitate the implementation of good national and European practices on the topic.

Regional/Municipal Committees for Gender Equality, Units on Social Policy and Gender Equality and Gender Focal points are mentioned by all respondents as the gender mechanisms put in place to develop and implement gender mainstreaming.

Respondents (9) offered several ideas as well on how the municipality/region could provide more gender-sensitive services to the citizens. Training was highlighted by many respondents as a key activity to be further developed both for civil servants and elected representatives, in order to deepen the understanding of gender equality issues in connection with local government and responsibilities and for citizens in general to break gender stereotyping and promoting a mind-set shift from more traditional views on gender roles in the society. The fight against gender discrimination and violence was also highlighted as an important area in which further work should be advanced by furthering cooperation with existing national networks (i.e., General Secretariat for Gender Equality Network) and by strengthening the role of the Ombudsman. Finally, empowering women within the business community and the economic life of the community was also mentioned as an area in which the municipality/region could provide further services.

Persisting gender stereotypes and social exclusion (due to the economic crises) were highlighted by (8) respondents as the major challenges related to gender mainstreaming at municipal/regional level. Only 1 respondent indicated that there are no challenges at all to be faced.

When asked what made them most proud in their current role with respect to the promotion of gender equality, (11) respondents offered their insights which spanned from the active participation in Municipal/Regional Equality committee to the engagement in dedicated projects and networks at European level, from a personal commitment to enact non-discriminatory behaviours during their mandate to the implementation of gender-sensitive actions.

8 respondents declared to have received some forms of gender training mostly from the Secretary General of Family Policy and Gender Equality and EETAA.

Only 2 respondents, both elected representatives (1 female and 1 male), declared that gender mainstreaming in policy making at municipal/regional level is fully implemented. All other respondents specified that in their cases it was either only partially implemented or not at all. In most cases, gender mainstreaming was not implemented in silos at municipal/regional level, but in cooperation with other tiers of government as well as with Civil Society Organisations. The level of such cooperation initiatives, however, in most cases did not appear to be efficient and sufficient to overcome single institutions' challenges in implementing gender mainstreaming.

Finally, respondents were asked, based on their experience, how much the following factors represent an obstacle to gender mainstreaming:

- lack of knowledge/acknowledgment of gender issues
- lack of relevant legal frameworks
- lack of relevant procedures
- lack of competence/ competent staff
- lack of time/resources
- lack of relevant application areas (i.e., not relevant for the functions the municipality/region performs)
- lack of interest/participation from the citizens

The lack of knowledge/acknowledgment of gender issues is regarded by civil servants and elected representatives alike as one of the most important challenge.

It is interesting to note that civil servants attribute consistently more weight to all the above factors as obstacles than elected representatives. Moreover, civil servants also underlined the lack of interest/participation from citizens as a key challenge.

Finally, respondents were offered the opportunity to share some personal thoughts on the matter; the following statements were given:

*There are three concrete actions to support gender equality (female, civil servant):*

1. *Organizing an awareness campaign for the participation of women in the upcoming Regional elections.*
2. *Targeting, based on the proposal of the General Secretariat for Gender Equality in a quota of 40% and gradual increase to 50% in the participation of women and men in the ballot papers and the elected bodies, in the committees and in the senior administrative positions of the Region.*
3. *Promoting an information and awareness campaign for sexual harassment in the workplace (the action is directly linked to the fight against all forms of violence against women).*

*Due to the excessive degree of women's participation in decision making, consequently men are the weak who need support (male, civil servant)*

*Small participation of women in decision-making centres (female, elected representative)*

*Creation of structures - infrastructures, relevant seminars and advertisements, and most importantly a higher percentage of women participation in the election ballots, not only 30% so that there are enough women to represent us in the Municipal Local, Regional Councils, but also in the Greek - European Parliament (female, elected representative)*

## 5 CONCLUSIONS

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The study is intended as a preliminary work aiming at identifying patterns, challenges and opportunities in the participation of women in political life at local level in Greece, focusing as well on the potential role of IMC arrangements to promote gender equality and gender mainstreaming policies at local level. The following paragraphs summarise the main findings of the study, which are intended as a starting point for further, in-depth analysis, which is foreseen to be implemented in a follow-up more comprehensive study.

The number of women in political life in Greece is slowly increasing. Women participate in the political life at the municipal and regional level in Greece, both as elected officials (i.e. Governors, Mayors, regional and municipal councillors) as well as staff in the public administration at different levels of responsibility.

Their interests and reasons for engaging in and with politics differ, as do their experiences concerning their involvement in the local and regional governments.

They all face obstacles and challenges that are usually stemming out of gender and age stereotypes and society's traditional views on gender roles. This may impact their self-perception, attitudes, aspirations, and self-assertiveness as well as perception of society of women's role in politics.

Women, and men, may not recognise gender stereotypes as such, due to the limited understanding of gender issues, but they will face them and address in different ways and with different levels of success.

At the same time, there is lack of enabling environment which would contribute to creating conditions for women's empowerment and enhancement of their participation in political and public life, including properly formulated gender quota.

Women often lack skills and knowledge relevant to the local governance as well as an attitude.

The gender inequalities in society reflect on women's participation in politics, and low participation of women in governance reflect on the quality of life in the communities.

To conclude:

- Gender differences and inequalities persist both as regards women's representation in the elected posts as well as the posts in the public administration.
- Greece has established a strong legal and institutional framework for advancing gender equality, however there is still room for improvement. The implementation of the legal provisions can be further enhanced.
- Municipalities and Regions do not have a clear vision on how to mainstream gender in the political and public life, nor the necessary capacities and resources to draft it and later on implement it.
- Different regional and municipal gender mechanisms are still not in place and there is need to build capacities and provide resources to set them in motion as well as political will.
- Gender mainstreaming requires that efforts are made to broaden women's equitable participation at all levels of decision-making.
- Gender equality training for men and women as a tool to improve women's role in the political and public sphere might need to be revised, updated and further disseminated. Men and women are partners and allies in mainstreaming gender in local governance as well as society as whole.
- Learning, strengthening, and developing skills and capacities are crucial to women's empowerment and enhancement of their participation in political and public life. Gender differences and

inequalities persist both as regards women's representation in the elected posts as well as the post in the public administration.

Based on the preliminary findings above, some insights are formulated for consideration by the Greek government when further exploring opportunities and possibilities for the promotion and implementation of gender mainstreaming at different levels of governance. Concrete actions could include:

- Improve the participation of men and women at local (i.e. municipal and regional) level in general and in the decision-making process in particular.
- Conduct a countrywide assessment of the socio-economic situation of women and their engagement in political and public life at the local and regional level. This should also include:
  - A mapping of the existing knowledge of gender issues of different relevant stakeholders;
  - A mapping of the challenges men and women face in the provision and quality of public services responding to their needs (gender analysis).
- Set clear priorities and objectives aiming at encouraging the participation of women in political life and creating a gender sensitive culture across the public administration. This should also include monitoring and evaluation mechanisms for the different tools used, as well as the identification of adequate funding resources.
- Identify the most suitable actions to reinforce gender mainstreaming with targeted, women-specific policies and programmes in order to reach the set priorities. As an indication, these could include:
  - identification of best practices;
  - provision of gender mainstreaming training at local level;
  - assessment of the effectiveness of existing measures (e.g. gender quota) to promote participation of women in political and public life and consider further measures to ensure that women have realistic chances of being elected;
- Use Inter-Municipal Cooperation and/or other cooperation tools in order to support municipalities with limited resources (financial and human resources, gender expertise, etc.). These could, for example:
  - develop joint gender-sensitive policies;
  - promote gender mainstreaming activities, including training;
  - enhance the collaboration of women councillors and women working in administration across municipal boundaries (e.g. creating regional networks of “gender champion women councillors” could be established);
  - further strengthen the cooperation with local civil society organisations promoting gender equality and women’s empowerment.

The Centre of Expertise for Good Governance is available to provide any further assistance.

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## 6.4 DATABASES

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## 7 ANNEXES

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### 7.1 INTERVIEWS' TOPIC GUIDE

#### A – ON INTERVIEWEE'S PROFILE AND BACKGROUND

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- Age
- Profession
- Position
- Years of service

#### B – ON PERSONAL EXPERIENCES IN THE COMMUNITY COUNCIL/CITY COUNCIL /REGIONAL COUNCIL

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- Career path up to the present position
- Personal achievements
- Personal challenges
  - Challenges and opportunities faced by women in such positions
- Women's participation at Council meetings (i.e. challenges and opportunities for participation)
- Women's participation in specific Committees, Commissions, Taskforces
- Women's participation in policymaking
  - Focus on gender-specific policies

#### C – ON AWARENESS OF GENDER ISSUES IN LOCAL GOVERNANCE AND ON GENDER EQUALITY ISSUES

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- Impact of local governance on men and women daily life
  - Focus on strategies/policies/actions
- Identifying gender equality issues at local/regional level
- Inclusion of gender issues in local/regional policy agenda
- Gender mainstreaming
  - Focus on strategies/policies/actions
- Implementing gender mainstreaming
  - Local/regional Gender Plan
  - Local/regional Programmes and Bodies directly dealing with gender issues
- Assessment of gender mainstreaming strategies/policies/actions implemented

#### D – ON COOPERATION WITH OTHER INSTITUTIONS AND INTER-MUNICIPAL COOPERATION (IMC)

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- Assessment of overall level of cooperation
  - Focus on cooperation among "same level" cooperation (i.e. municipality-municipality, region-region)
  - Focus on inter-institutional cooperation (i.e. municipality-region; municipality/region-national authorities)
  - Focus on cooperation within municipalities/regions associations
- On opportunities and challenges of (inter-municipal) cooperation on gender issues
- On cooperation on gender issues and gender mainstreaming

#### E – ON PERSONAL EXPERIENCE ON GENDER ISSUES

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- Specific training
  - Focus on participation and/or delivery
- Personal skills/capacities
- Views on gender equality/inequalities
  - Personal experiences
- Suggestions/insights on mainstreaming gender in policy making at municipal/regional level

## 7.2 SURVEY ON PARTICIPATION OF WOMEN IN POLITICAL LIFE AT LOCAL LEVEL IN GREECE

### A – RESPONDENT INFORMATION

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#### Age

- < 20 years
- 20 – 30 years
- 30 – 40 years
- 40 – 50 years
- 50 – 60 years
- 60 years

#### Education

- Mandatory Education
- Secondary Education
- Technical Education
- Higher Education

#### Institution

- National level – government (only for civil servants)
- Region
- Municipality

#### Position

##### *Elected official:*

- Governor
- Mayor
- Regional Councillor
- Municipal Councillor

##### *Civil servant:*

- Senior civil servant
- Junior civil servant
- Temporary contract

#### How long have you been in your present position?

- Indicate number of years:

(FOR ELECTED OFFICIALS ONLY)

#### Is this your first mandate:

- Yes
- No

- If not, which one is it:

#### How did you get in your current position?

(FOR ELECTED OFFICIALS ONLY)

**Political Party Support** - If selected, please indicate which party:

- Communist Party of Greece
- Movement for Change
- New Democracy
- Syriza
- Other (please specify)
- Independent candidate

(FOR CIVIL SERVANTS ONLY)

- Exams - Competition
- Ad hoc opening
- Promotion
- Other (please specify)

#### Gender

- Male
- Female

(FOR WOMEN ONLY)

#### Have you faced any challenge or obstacle as a woman in your position?

- Yes: Please describe them briefly
- No

#### Do you think a man would face the same challenges or obstacles?

- Yes
- No, he would not face any challenge
- I think he would face other challenges or obstacles: Please describe them briefly

(FOR MEN ONLY)

#### Have you faced any challenge or obstacle as a man in your position?

- Yes: Please describe them briefly
- No

(FOR MEN ONLY)

**Do you think a woman would face the same challenges or obstacles?**

- Yes
- No, she would not face any challenge
- I think she would face other challenges or obstacles: Please describe them briefly

## **WOMEN IN LOCAL GOVERNMENT**

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**How would you estimate the current contribution of elected women to the overall performance of your municipal or regional Council?**

- Crucial
- Satisfactory
- Non satisfactory: please comment briefly

**Are elected women present during the Council's meetings?**

- Yes
- No

**Do elected women take the floor during the Council's meetings?**

- Yes: how often does this happen? (very frequently, frequently, from time to time, rarely)
- No

**Do elected women seem comfortable in their role?**

- From 1: not comfortable – to 5: very comfortable

**Are elected women active in municipal/regional committees?**

- Yes: please describe in which ones:
  - If yes, have these decisions been relevant to the socio-economic status of women? Yes / No
- No

**Do you believe there is a low level of women participation in political life at municipal or regional level?**

- Yes
  - If yes: in your opinion, how could the representation of women be

increased? Please provide a brief example

- No
- I do not know

## **KNOWLEDGE OF GENDER IN LOCAL GOVERNANCE**

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(FOR ELECTED OFFICIALS ONLY)

**Do you think your work has a different impact on men and women?**

- Yes
  - If Yes, in which sectors?
  - Why? Please provide a short example:
- No
- I do not know

**Please provide, with your own words, a short definition of "gender"**

- answer
- I do not know how to define it

**Please provide, with your own words, a short definition of "gender equality"**

- answer
- I do not know how to define it

**Is there a municipal / regional gender equality action plan in place?**

- Yes
  - If Yes, in which year it was developed?
  - Who is responsible for its implementation?
  - What are its main objectives? Please describe them briefly
  - Which are the main gender inequalities addressed in it? Please describe them briefly
  - How is the implementation of the action plan monitored and evaluated? Please describe briefly
- No
- I do not know

**What is, in your opinion, the main role of the local / regional government in promoting gender equality? Please describe it briefly**

- answer
- I do not know how to describe it

**Which structures has your municipality / region in place to mainstream gender equality? (more than one answers possible)**

- Regional Independent Office for Gender Equality
- Regional Committee for Gender Equality
- Municipal Committee for Gender Equality
- Unit on Social Policy and Gender Equality
- Gender Focal Point
- Union of Municipalities
- Association of Regions
- Others: please name them
- There are no such structures
- I do not know

**Do you have any ideas on how your municipality/region could provide more gender-sensitive services to the citizens?**

- Yes: please provide a brief example
- No
- I do not understand what this means

**What are, in your opinion the main challenges related to gender mainstreaming at municipal / regional level?**

- Space for the answer
- There are no challenges
- I do not understand what this means

**What made you most proud in your current role with respect to the promotion of gender equality?**

- Space for the answer
- Nothing
- I do not understand what this means

**Have you received any gender training?**

- Yes: please briefly describe when, by which institution, on which topics
- No

## **REFLECTING ON COOPERATION**

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**Which of the following options best describe the situation in your municipality/region with regards to gender mainstreaming in policy making?**

1. Gender mainstreaming is not implemented
2. Gender mainstreaming is partially implemented
3. Gender mainstreaming is fully implemented

*If the 2<sup>nd</sup> or 3<sup>rd</sup> option is selected: which of the following options best describe the process of implementation of gender mainstreaming? (more than one answers possible)*

- Gender mainstreaming is implemented within the municipality/region in autonomy
- Gender mainstreaming is implemented in cooperation with national institutions
- Gender mainstreaming is implemented in cooperation with other municipalities/regions
- Gender mainstreaming is implemented in cooperation with civil society organisation
- Other

**How would you assess the present cooperation between different stakeholders that are responsible for promoting, enforcing, and implementing gender mainstreaming in your municipality/region?**

- Insufficient
- Poor
- Satisfactory
- Excellent
- I do not know

**In your experience, how much do the following factors represent an obstacle to gender mainstreaming? ( from 1: not at all – to 5: fully)**

- lack of knowledge/acknowledgment of gender issues
- lack of relevant legal framework
- lack of relevant procedures
- lack of competence/ competent staff
- lack of time/resources

- lack of relevant application areas (i.e. not relevant for the functions the municipality/region performs)
- lack of interest/participation from the citizens

**Is there something you would like to share with us concerning gender mainstreaming in the local government or women's participation in decision-making that has not been touched upon so far?**

- Answer

### 7.3 QUANTITATIVE ANALYSIS ON WOMEN'S PARTICIPATION IN POLITICAL LIFE AT LOCAL LEVEL: GRAPHS AND TABLES

Table 1. EMPLOYMENT RELATIONSHIP for THE NON-ELECTED STAFF

Distribution of SEX by ORGANISATION CATEGORY

ORGANISATION/	TOTAL (EDUCATIONAL CATEGORY)			TOTAL SUMMARY			
	MEN	WOMEN	SUM	MEN	WOMEN	SUM	
<i>MUNICIPALITIES OF METROPOLITAN CENTRES</i>	14.282	12.424	26.706	14.448	12.543	26.991	98,9%
<i>LARGE MAINLAND MUNICIPALITIES &amp; MUNICIPALITIES/PREFECTURE CAPITALS</i>	15.187	12.733	27.920	15.398	12.865	28.263	98,8%
<i>LARGE &amp; MEDIUM ISLAND MUNICIPALITIES</i>	1.659	990	2.649	1.672	1.003	2.675	99,0%
<i>MEDIUM MAINLAND MUNICIPALITIES</i>	4.333	3.469	7.802	4.414	3.518	7.932	98,4%
<i>SMALL MAINLAND &amp; SMALL MOUNTAINOUS MUNICIPALITIES</i>	642	555	1.197	645	565	1.210	98,9%
<i>SMALL ISLAND MUNICIPALITIES</i>	342	213	555	347	219	566	98,1%
<b>SUBTOTAL MUNICIPALITY</b>	<b>36.445</b>	<b>30.384</b>	<b>66.829</b>	<b>36.924</b>	<b>30.713</b>	<b>67.637</b>	<b>98,8%</b>
<b>REGION</b>	<b>5.641</b>	<b>5.846</b>	<b>11.487</b>	<b>5.691</b>	<b>5.897</b>	<b>11.588</b>	<b>99,1%</b>
<b>TOTAL (ORGANSATION)</b>	<b>42.086</b>	<b>36.230</b>	<b>78.316</b>	<b>42.615</b>	<b>36.610</b>	<b>79.225</b>	<b>98,9%</b>

Table 2. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Share of SEX by ORGANISATION CATEGORY

ORGANISATION	TOTAL SUMMARY		
	MEN	WOMEN	% breakdown of NON ELECTED
<i>MUNICIPALITIES OF METROPOLITAN CENTRES</i>	53,5%	46,5%	34,1%
<i>LARGE MAINLAND MUNICIPALITIES &amp; MUNICIPALITIES/PREFECTURE CAPITALS</i>	54,5%	45,5%	35,7%
<i>LARGE &amp; MEDIUM ISLAND MUNICIPALITIES</i>	62,5%	37,5%	3,4%
<i>MEDIUM MAINLAND MUNICIPALITIES</i>	55,6%	44,4%	10,0%
<i>SMALL MAINLAND &amp; SMALL MOUNTAINOUS MUNICIPALITIES</i>	53,3%	46,7%	1,5%

SMALL ISLAND MUNICIPALITIES	61,3%	38,7%	0,7%
<b>SUBTOTAL MUNICIPALITY</b>	<b>54,6%</b>	<b>45,4%</b>	<b>85,4%</b>
<b>REGION</b>	<b>49,1%</b>	<b>50,9%</b>	<b>14,6%</b>
<b>TOTAL (ORGANSATION)</b>	<b>53,8%</b>	<b>46,2%</b>	<b>100,0%</b>

Table 3. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Distribution of SEX per EDUCATIONAL CATEGORY by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY		MANDATORY EDUCATION (ME)			SECONDARY EDUCATION (SE)			TECHNICAL EDUCATION (TE)			HIGHER EDUCATION (HE)			TOTAL (EDUCATIONAL CATEGORY)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	4.481	4.249	8.730	7.454	4.006	11.460	922	1.665	2.587	1.425	2.504	3.929	14.282	12.424	26.706
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	4.351	4.037	8.388	7.760	3.720	11.480	1.049	1.817	2.866	2.027	3.159	5.186	15.187	12.733	27.920
	LARGE & MEDIUM ISLAND MUNICIPALITIES	598	308	906	795	334	1.129	104	128	232	162	220	382	1.659	990	2.649
	MEDIUM MAINLAND MUNICIPALITIES	1.291	1.148	2.439	2.199	997	3.196	268	471	739	575	853	1.428	4.333	3.469	7.802
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	163	182	345	317	152	469	59	82	141	103	139	242	642	555	1.197
	SMALL ISLAND MUNICIPALITIES	130	50	180	164	91	255	20	38	58	28	34	62	342	213	555
	<b>SUBTOTAL MUNICIPALITY</b>	<b>11.014</b>	<b>9.974</b>	<b>20.988</b>	<b>18.689</b>	<b>9.300</b>	<b>27.989</b>	<b>2.422</b>	<b>4.201</b>	<b>6.623</b>	<b>4.320</b>	<b>6.909</b>	<b>11.229</b>	<b>36.445</b>	<b>30.384</b>	<b>66.829</b>
	<b>REGION</b>	<b>237</b>	<b>185</b>	<b>422</b>	<b>1.893</b>	<b>1.222</b>	<b>3.115</b>	<b>1.079</b>	<b>1.567</b>	<b>2.646</b>	<b>2.432</b>	<b>2.872</b>	<b>5.304</b>	<b>5.641</b>	<b>5.846</b>	<b>11.487</b>
<b>TOTAL (ORGANSATION)</b>		<b>11.251</b>	<b>10.159</b>	<b>21.410</b>	<b>20.582</b>	<b>10.522</b>	<b>31.104</b>	<b>3.501</b>	<b>5.768</b>	<b>9.269</b>	<b>6.752</b>	<b>9.781</b>	<b>16.533</b>	<b>42.086</b>	<b>36.230</b>	<b>78.316</b>

Table 4. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Share of SEX per EDUCATIONAL CATEGORY by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	MANDATORY EDUCATION (ME)			SECONDARY EDUCATION (SE)			TECHNICAL EDUCATION (TE)			HIGHER EDUCATION (HE)			TOTAL (EDUCATIONAL CATEGORY)		
	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% breakdown of NON ELECTED
MUNICIPALITIES OF METROPOLITAN CENTRES	51,3%	48,7%	32,7%	65,0%	35,0%	42,9%	35,6%	64,4%	9,7%	36,3%	63,7%	14,7%	53,5%	46,5%	34,1%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	51,9%	48,1%	30,0%	67,6%	32,4%	41,1%	36,6%	63,4%	10,3%	39,1%	60,9%	18,6%	54,4%	45,6%	35,7%
LARGE & MEDIUM ISLAND MUNICIPALITIES	66,0%	34,0%	34,2%	70,4%	29,6%	42,6%	44,8%	55,2%	8,8%	42,4%	57,6%	14,4%	62,6%	37,4%	3,4%
MEDIUM MAINLAND MUNICIPALITIES	52,9%	47,1%	31,3%	68,8%	31,2%	41,0%	36,3%	63,7%	9,5%	40,3%	59,7%	18,3%	55,5%	44,5%	10,0%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	47,2%	52,8%	28,8%	67,6%	32,4%	39,2%	41,8%	58,2%	11,8%	42,6%	57,4%	20,2%	53,6%	46,4%	1,5%
SMALL ISLAND MUNICIPALITIES	72,2%	27,8%	32,4%	64,3%	35,7%	45,9%	34,5%	65,5%	10,5%	45,2%	54,8%	11,2%	61,6%	38,4%	0,7%
<b>SUBTOTAL MUNICIPALITY</b>	<b>52,5%</b>	<b>47,5%</b>	<b>31,4%</b>	<b>66,8%</b>	<b>33,2%</b>	<b>41,9%</b>	<b>36,6%</b>	<b>63,4%</b>	<b>9,9%</b>	<b>38,5%</b>	<b>61,5%</b>	<b>16,8%</b>	<b>54,5%</b>	<b>45,5%</b>	<b>85,3%</b>
<b>REGION</b>	<b>56,2%</b>	<b>43,8%</b>	<b>3,7%</b>	<b>60,8%</b>	<b>39,2%</b>	<b>27,1%</b>	<b>40,8%</b>	<b>59,2%</b>	<b>23,0%</b>	<b>45,9%</b>	<b>54,1%</b>	<b>46,2%</b>	<b>49,1%</b>	<b>50,9%</b>	<b>14,7%</b>
<b>TOTAL (ORGANSATION)</b>	<b>52,6%</b>	<b>47,4%</b>	<b>27,3%</b>	<b>66,2%</b>	<b>33,8%</b>	<b>39,7%</b>	<b>37,8%</b>	<b>62,2%</b>	<b>11,8%</b>	<b>40,8%</b>	<b>59,2%</b>	<b>21,1%</b>	<b>53,7%</b>	<b>46,3%</b>	<b>100,0%</b>

Table 5. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Share of EDUCATIONAL CATEGORY per SEX by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	MANDATORY EDUCATION (ME)			SECONDARY EDUCATION (SE)			TECHNICAL EDUCATION (TE)			HIGHER EDUCATION (HE)			TOTAL (EDUCATIONAL CATEGORY)		
	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% share of EDUCATION CATEGORY	MEN	WOMEN	% breakdown of NON ELECTED
MUNICIPALITIES OF METROPOLITAN CENTRES	31,4%	34,2%	32,7%	52,2%	32,2%	42,9%	6,5%	13,4%	9,7%	10,0%	20,2%	14,7%	100,0%	100,0%	100,0%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	28,6%	31,7%	30,0%	51,1%	29,2%	41,1%	6,9%	14,3%	10,3%	13,3%	24,8%	18,6%	100,0%	100,0%	100,0%
LARGE & MEDIUM ISLAND MUNICIPALITIES	36,0%	31,1%	34,2%	47,9%	33,7%	42,6%	6,3%	12,9%	8,8%	9,8%	22,2%	14,4%	100,0%	100,0%	100,0%
MEDIUM MAINLAND MUNICIPALITIES	29,8%	33,1%	31,3%	50,8%	28,7%	41,0%	6,2%	13,6%	9,5%	13,3%	24,6%	18,3%	100,0%	100,0%	100,0%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	25,4%	32,8%	28,8%	49,4%	27,4%	39,2%	9,2%	14,8%	11,8%	16,0%	25,0%	20,2%	100,0%	100,0%	100,0%
SMALL ISLAND MUNICIPALITIES	38,0%	23,5%	32,4%	48,0%	42,7%	45,9%	5,8%	17,8%	10,5%	8,2%	16,0%	11,2%	100,0%	100,0%	100,0%
<b>SUBTOTAL MUNICIPALITY</b>	<b>30,2%</b>	<b>32,8%</b>	<b>31,4%</b>	<b>51,3%</b>	<b>30,6%</b>	<b>41,9%</b>	<b>6,6%</b>	<b>13,8%</b>	<b>9,9%</b>	<b>11,9%</b>	<b>22,7%</b>	<b>16,8%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>REGION</b>	<b>4,2%</b>	<b>3,2%</b>	<b>3,7%</b>	<b>33,6%</b>	<b>20,9%</b>	<b>27,1%</b>	<b>19,1%</b>	<b>26,8%</b>	<b>23,0%</b>	<b>43,1%</b>	<b>49,1%</b>	<b>46,2%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>TOTAL (ORGANSATION)</b>	<b>26,7%</b>	<b>28,0%</b>	<b>27,3%</b>	<b>48,9%</b>	<b>29,0%</b>	<b>39,7%</b>	<b>8,3%</b>	<b>15,9%</b>	<b>11,8%</b>	<b>16,0%</b>	<b>27,0%</b>	<b>21,1%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>

Table 6. EMPLOYMENT RELATIONSHIP for ELECTED OFFICIALS

## Distribution of SEX by ORGANISATION CATEGORY

ORGANISATION		SEX		
		MEN	WOMEN	SUMMARY
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	355	132	487
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	3.643	446	4.089
	LARGE & MEDIUM ISLAND MUNICIPALITIES	500	80	580
	MEDIUM MAINLAND MUNICIPALITIES	3.584	396	3.980
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	1.042	108	1.150
	SMALL ISLAND MUNICIPALITIES	172	57	229
	<b>SUBTOTAL MUNICIPALITY</b>	<b>9.296</b>	<b>1.219</b>	<b>10.515</b>
	<b>REGION</b>	<b>543</b>	<b>151</b>	<b>694</b>
<b>TOTAL (ORGANSATION)</b>		<b>9.839</b>	<b>1.370</b>	<b>11.209</b>

Table 7. EMPLOYMENT RELATIONSHIP for ELECTED OFFICIALS

## Share of SEX by ORGANISATION CATEGORY

ORGANISATION		% breakdown of ELECTED OFFICIALS		
		MEN	WOMEN	
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	72,9%	27,1%	4,3%
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	89,1%	10,9%	36,5%
	LARGE & MEDIUM ISLAND MUNICIPALITIES	86,2%	13,8%	5,2%
	MEDIUM MAINLAND MUNICIPALITIES	90,1%	9,9%	35,5%
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	90,6%	9,4%	10,3%
	SMALL ISLAND MUNICIPALITIES	75,1%	24,9%	2,0%
	<b>SUBTOTAL MUNICIPALITY</b>	<b>88,4%</b>	<b>11,6%</b>	<b>93,8%</b>
	<b>REGION</b>	<b>78,2%</b>	<b>21,8%</b>	<b>6,2%</b>
<b>TOTAL (ORGANSATION)</b>		<b>87,8%</b>	<b>12,2%</b>	<b>100,0%</b>

Table 8. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Distribution of SEX per AGE DECADE by ORGANISATION CATEGORY

ORGANISATION/AGE DECADE		20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	57	33	90	1.059	990	2.049	4.725	4.778	9.503	6.666	5.441	12.107	1.921	1.281	3.202	14.428	12.523	26.951
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	45	24	69	1.021	886	1.907	5.206	5.141	10.347	7.167	5.511	12.678	1.930	1.291	3.221	15.369	12.853	28.222
	LARGE & MEDIUM ISLAND MUNICIPALITIES	12	3	15	138	98	236	560	402	962	782	397	1.179	180	101	281	1.672	1.001	2.673
	MEDIUM MAINLAND MUNICIPALITIES	12	6	18	276	223	499	1.488	1.475	2.963	2.130	1.478	3.608	488	322	810	4.394	3.504	7.898
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	2	2	4	39	33	72	253	236	489	276	235	511	75	57	132	645	563	1.208
	SMALL ISLAND MUNICIPALITIES	2	2	4	48	40	88	129	92	221	128	67	195	38	16	54	345	217	562
	<b>SUBTOTAL MUNICIPALITY</b>	<b>130</b>	<b>70</b>	<b>200</b>	<b>2.581</b>	<b>2.270</b>	<b>4.851</b>	<b>12.361</b>	<b>12.124</b>	<b>24.485</b>	<b>17.149</b>	<b>13.129</b>	<b>30.278</b>	<b>4.632</b>	<b>3.068</b>	<b>7.700</b>	<b>36.853</b>	<b>30.661</b>	<b>67.514</b>
	<b>REGION</b>	<b>2</b>	<b>3</b>	<b>5</b>	<b>187</b>	<b>319</b>	<b>506</b>	<b>1.738</b>	<b>2.655</b>	<b>4.393</b>	<b>2.373</b>	<b>2.273</b>	<b>4.646</b>	<b>1.391</b>	<b>647</b>	<b>2.038</b>	<b>5.691</b>	<b>5.897</b>	<b>11.588</b>
<b>TOTAL (ORGANSATION)</b>		<b>132</b>	<b>73</b>	<b>205</b>	<b>2.768</b>	<b>2.589</b>	<b>5.357</b>	<b>14.099</b>	<b>14.779</b>	<b>28.878</b>	<b>19.522</b>	<b>15.402</b>	<b>34.924</b>	<b>6.023</b>	<b>3.715</b>	<b>9.738</b>	<b>42.544</b>	<b>36.558</b>	<b>79.102</b>

Table 9. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Share of SEX per AGE DECADE by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% breakdown of NON ELECTED
MUNICIPALITIES OF METROPOLITAN CENTRES	63,3%	36,7%	0,3%	51,7%	48,3%	7,6%	49,7%	50,3%	35,3%	55,1%	44,9%	44,9%	60,0%	40,0%	11,9%	53,5%	46,5%	34,1%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	65,2%	34,8%	0,2%	53,5%	46,5%	6,8%	50,3%	49,7%	36,7%	56,5%	43,5%	44,9%	59,9%	40,1%	11,4%	54,5%	45,5%	35,7%
LARGE & MEDIUM ISLAND MUNICIPALITIES	80,0%	20,0%	0,6%	58,5%	41,5%	8,8%	58,2%	41,8%	36,0%	66,3%	33,7%	44,1%	64,1%	35,9%	10,5%	62,6%	37,4%	3,4%
MEDIUM MAINLAND MUNICIPALITIES	66,7%	33,3%	0,2%	55,3%	44,7%	6,3%	50,2%	49,8%	37,5%	59,0%	41,0%	45,7%	60,2%	39,8%	10,3%	55,6%	44,4%	10,0%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	50,0%	50,0%	0,3%	54,2%	45,8%	6,0%	51,7%	48,3%	40,5%	54,0%	46,0%	42,3%	56,8%	43,2%	10,9%	53,4%	46,6%	1,5%
SMALL ISLAND MUNICIPALITIES	50,0%	50,0%	0,7%	54,5%	45,5%	15,7%	58,4%	41,6%	39,3%	65,6%	34,4%	34,7%	70,4%	29,6%	9,6%	61,4%	38,6%	0,7%
<b>SUBTOTAL MUNICIPALITY</b>	<b>65,0%</b>	<b>35,0%</b>	<b>0,3%</b>	<b>53,2%</b>	<b>46,8%</b>	<b>7,2%</b>	<b>50,5%</b>	<b>49,5%</b>	<b>36,3%</b>	<b>56,6%</b>	<b>43,4%</b>	<b>44,8%</b>	<b>60,2%</b>	<b>39,8%</b>	<b>11,4%</b>	<b>54,6%</b>	<b>45,4%</b>	<b>85,4%</b>
<b>REGION</b>	<b>40,0%</b>	<b>60,0%</b>	<b>0,0%</b>	<b>37,0%</b>	<b>63,0%</b>	<b>4,4%</b>	<b>39,6%</b>	<b>60,4%</b>	<b>37,9%</b>	<b>51,1%</b>	<b>48,9%</b>	<b>40,1%</b>	<b>68,3%</b>	<b>31,7%</b>	<b>17,6%</b>	<b>49,1%</b>	<b>50,9%</b>	<b>14,6%</b>
<b>TOTAL (ORGANSATION)</b>	<b>64,4%</b>	<b>35,6%</b>	<b>0,3%</b>	<b>51,7%</b>	<b>48,3%</b>	<b>6,8%</b>	<b>48,8%</b>	<b>51,2%</b>	<b>36,5%</b>	<b>55,9%</b>	<b>44,1%</b>	<b>44,2%</b>	<b>61,9%</b>	<b>38,1%</b>	<b>12,3%</b>	<b>53,8%</b>	<b>46,2%</b>	<b>100,0%</b>

Table 10. EMPLOYMENT RELATIONSHIP for NON-ELECTED STAFF

Share of AGE DECADE per SEX by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% breakdown of NON ELECTED
MUNICIPALITIES OF METROPOLITAN CENTRES	0,4%	0,3%	0,3%	7,3%	7,9%	7,6%	32,7%	38,2%	35,3%	46,2%	43,4%	44,9%	13,3%	10,2%	11,9%	100,0%	100,0%	100,0%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	0,3%	0,2%	0,2%	6,6%	6,9%	6,8%	33,9%	40,0%	36,7%	46,6%	42,9%	44,9%	12,6%	10,0%	11,4%	100,0%	100,0%	100,0%
LARGE & MEDIUM ISLAND MUNICIPALITIES	0,7%	0,3%	0,6%	8,3%	9,8%	8,8%	33,5%	40,2%	36,0%	46,8%	39,7%	44,1%	10,8%	10,1%	10,5%	100,0%	100,0%	100,0%
MEDIUM MAINLAND MUNICIPALITIES	0,3%	0,2%	0,2%	6,3%	6,4%	6,3%	33,9%	42,1%	37,5%	48,5%	42,2%	45,7%	11,1%	9,2%	10,3%	100,0%	100,0%	100,0%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	0,3%	0,4%	0,3%	6,0%	5,9%	6,0%	39,2%	41,9%	40,5%	42,8%	41,7%	42,3%	11,6%	10,1%	10,9%	100,0%	100,0%	100,0%
SMALL ISLAND MUNICIPALITIES	0,6%	0,9%	0,7%	13,9%	18,4%	15,7%	37,4%	42,4%	39,3%	37,1%	30,9%	34,7%	11,0%	7,4%	9,6%	100,0%	100,0%	100,0%
<b>SUBTOTAL MUNICIPALITY</b>	<b>0,4%</b>	<b>0,2%</b>	<b>0,3%</b>	<b>7,0%</b>	<b>7,4%</b>	<b>7,2%</b>	<b>33,5%</b>	<b>39,5%</b>	<b>36,3%</b>	<b>46,5%</b>	<b>42,8%</b>	<b>44,8%</b>	<b>12,6%</b>	<b>10,0%</b>	<b>11,4%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>REGION</b>	<b>0,0%</b>	<b>0,1%</b>	<b>0,0%</b>	<b>3,3%</b>	<b>5,4%</b>	<b>4,4%</b>	<b>30,5%</b>	<b>45,0%</b>	<b>37,9%</b>	<b>41,7%</b>	<b>38,5%</b>	<b>40,1%</b>	<b>24,4%</b>	<b>11,0%</b>	<b>17,6%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>TOTAL (ORGANSATION)</b>	<b>0,3%</b>	<b>0,2%</b>	<b>0,3%</b>	<b>6,5%</b>	<b>7,1%</b>	<b>6,8%</b>	<b>33,1%</b>	<b>40,4%</b>	<b>36,5%</b>	<b>45,9%</b>	<b>42,1%</b>	<b>44,2%</b>	<b>14,2%</b>	<b>10,2%</b>	<b>12,3%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>

Table 11. EMPLOYMENT RELATIONSHIP for ELECTED OFFICIALS

Distribution of SEX per AGE DECADE by ORGANISATION CATEGORY

ORGANISATION/AGE DECADE		20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	6	3	9	48	19	67	72	26	98	110	47	157	113	33	146	349	128	477
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	78	13	91	403	74	477	878	120	998	1.163	151	1.314	993	73	1.066	3.515	431	3.946
	LARGE & MEDIUM ISLAND MUNICIPALITIES	11	5	16	64	9	73	109	29	138	159	20	179	142	14	156	485	77	562
	MEDIUM MAINLAND MUNICIPALITIES	77	15	92	448	68	516	845	119	964	1.119	123	1.242	944	54	998	3.433	380	3.813
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	17	6	23	124	20	144	220	33	253	293	24	317	354	20	374	1.008	103	1.111
	SMALL ISLAND MUNICIPALITIES	6	2	8	30	13	43	46	18	64	40	18	58	43	5	48	165	56	221
	<b>SUBTOTAL MUNICIPALITY</b>	<b>195</b>	<b>44</b>	<b>239</b>	<b>1.117</b>	<b>203</b>	<b>1.320</b>	<b>2.170</b>	<b>345</b>	<b>2.515</b>	<b>2.884</b>	<b>383</b>	<b>3.267</b>	<b>2.589</b>	<b>199</b>	<b>2.788</b>	<b>8.955</b>	<b>1.175</b>	<b>10.130</b>
	<b>REGION</b>	<b>6</b>	<b>5</b>	<b>11</b>	<b>57</b>	<b>18</b>	<b>75</b>	<b>110</b>	<b>46</b>	<b>156</b>	<b>176</b>	<b>52</b>	<b>228</b>	<b>187</b>	<b>28</b>	<b>215</b>	<b>536</b>	<b>149</b>	<b>685</b>
<b>TOTAL (ORGANSATION)</b>		<b>201</b>	<b>49</b>	<b>250</b>	<b>1.174</b>	<b>221</b>	<b>1.395</b>	<b>2.280</b>	<b>391</b>	<b>2.671</b>	<b>3.060</b>	<b>435</b>	<b>3.495</b>	<b>2.776</b>	<b>227</b>	<b>3.003</b>	<b>9.491</b>	<b>1.324</b>	<b>10.815</b>

Table 12. EMPLOYMENT RELATIONSHIP: ELECTED OFFICIALS

Share of SEX per AGE DECADE by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% breakdown of ELECTED OFFICIALS
MUNICIPALITIES OF METROPOLITAN CENTRES	66,7%	33,3%	1,9%	71,6%	28,4%	14,0%	73,5%	26,5%	20,5%	70,1%	29,9%	32,9%	77,4%	22,6%	30,6%	73,2%	26,8%	4,4%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	85,7%	14,3%	2,3%	84,5%	15,5%	12,1%	88,0%	12,0%	25,3%	88,5%	11,5%	33,3%	93,2%	6,8%	27,0%	89,1%	10,9%	36,5%
LARGE & MEDIUM ISLAND MUNICIPALITIES	68,8%	31,3%	2,8%	87,7%	12,3%	13,0%	79,0%	21,0%	24,6%	88,8%	11,2%	31,9%	91,0%	9,0%	27,8%	86,3%	13,7%	5,2%
MEDIUM MAINLAND MUNICIPALITIES	83,7%	16,3%	2,4%	86,8%	13,2%	13,5%	87,7%	12,3%	25,3%	90,1%	9,9%	32,6%	94,6%	5,4%	26,2%	90,0%	10,0%	35,3%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	73,9%	26,1%	2,1%	86,1%	13,9%	13,0%	87,0%	13,0%	22,8%	92,4%	7,6%	28,5%	94,7%	5,3%	33,7%	90,7%	9,3%	10,3%
SMALL ISLAND MUNICIPALITIES	75,0%	25,0%	3,6%	69,8%	30,2%	19,5%	71,9%	28,1%	29,0%	69,0%	31,0%	26,2%	89,6%	10,4%	21,7%	74,7%	25,3%	2,0%
<b>SUBTOTAL MUNICIPALITY</b>	<b>81,6%</b>	<b>18,4%</b>	<b>2,4%</b>	<b>84,6%</b>	<b>15,4%</b>	<b>13,0%</b>	<b>86,3%</b>	<b>13,7%</b>	<b>24,8%</b>	<b>88,3%</b>	<b>11,7%</b>	<b>32,3%</b>	<b>92,9%</b>	<b>7,1%</b>	<b>27,5%</b>	<b>88,4%</b>	<b>11,6%</b>	<b>93,7%</b>
<b>REGION</b>	<b>54,5%</b>	<b>45,5%</b>	<b>1,6%</b>	<b>76,0%</b>	<b>24,0%</b>	<b>10,9%</b>	<b>70,5%</b>	<b>29,5%</b>	<b>22,8%</b>	<b>77,2%</b>	<b>22,8%</b>	<b>33,3%</b>	<b>87,0%</b>	<b>13,0%</b>	<b>31,4%</b>	<b>78,2%</b>	<b>21,8%</b>	<b>6,3%</b>
<b>TOTAL (ORGANSATION)</b>	<b>80,4%</b>	<b>19,6%</b>	<b>2,3%</b>	<b>84,2%</b>	<b>15,8%</b>	<b>12,9%</b>	<b>85,4%</b>	<b>14,6%</b>	<b>24,7%</b>	<b>87,6%</b>	<b>12,4%</b>	<b>32,3%</b>	<b>92,4%</b>	<b>7,6%</b>	<b>27,8%</b>	<b>87,8%</b>	<b>12,2%</b>	<b>100,0%</b>

Table 13. EMPLOYMENT RELATIONSHIP: ELECTED OFFICIALS

Share of AGE DECADE per SEX by ORGANISATION CATEGORY

ORGANISATION/EDUCATIONAL CATEGORY	20-30 years			30-40 years			40-50 years			50-60 years			60+ years			TOTAL (AGE DECADE)		
	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% share of AGE DECADE	MEN	WOMEN	% breakdown of ELECTED OFFICIALS
MUNICIPALITIES OF METROPOLITAN CENTRES	1,7%	2,3%	1,9%	13,8%	14,8%	14,0%	20,6%	20,3%	20,5%	31,5%	36,7%	32,9%	32,4%	25,8%	30,6%	100,0%	100,0%	100,0%
LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	2,2%	3,0%	2,3%	11,5%	17,2%	12,1%	25,0%	27,8%	25,3%	33,1%	35,0%	33,3%	28,3%	16,9%	27,0%	100,0%	100,0%	100,0%
LARGE & MEDIUM ISLAND MUNICIPALITIES	2,3%	6,5%	2,8%	13,2%	11,7%	13,0%	22,5%	37,7%	24,6%	32,8%	26,0%	31,9%	29,3%	18,2%	27,8%	100,0%	100,0%	100,0%
MEDIUM MAINLAND MUNICIPALITIES	2,2%	3,9%	2,4%	13,0%	17,9%	13,5%	24,6%	31,3%	25,3%	32,6%	32,4%	32,6%	27,5%	14,2%	26,2%	100,0%	100,0%	100,0%
SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	1,7%	5,8%	2,1%	12,3%	19,4%	13,0%	21,8%	32,0%	22,8%	29,1%	23,3%	28,5%	35,1%	19,4%	33,7%	100,0%	100,0%	100,0%
SMALL ISLAND MUNICIPALITIES	3,6%	3,6%	3,6%	18,2%	23,2%	19,5%	27,9%	32,1%	29,0%	24,2%	32,1%	26,2%	26,1%	8,9%	21,7%	100,0%	100,0%	100,0%
<b>SUBTOTAL MUNICIPALITY</b>	<b>2,2%</b>	<b>3,7%</b>	<b>2,4%</b>	<b>12,5%</b>	<b>17,3%</b>	<b>13,0%</b>	<b>24,2%</b>	<b>29,4%</b>	<b>24,8%</b>	<b>32,2%</b>	<b>32,6%</b>	<b>32,3%</b>	<b>28,9%</b>	<b>16,9%</b>	<b>27,5%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>REGION</b>	<b>1,1%</b>	<b>3,4%</b>	<b>1,6%</b>	<b>10,6%</b>	<b>12,1%</b>	<b>10,9%</b>	<b>20,5%</b>	<b>30,9%</b>	<b>22,8%</b>	<b>32,8%</b>	<b>34,9%</b>	<b>33,3%</b>	<b>34,9%</b>	<b>18,8%</b>	<b>31,4%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>TOTAL (ORGANSATION)</b>	<b>2,1%</b>	<b>3,7%</b>	<b>2,3%</b>	<b>12,4%</b>	<b>16,7%</b>	<b>12,9%</b>	<b>24,0%</b>	<b>29,5%</b>	<b>24,7%</b>	<b>32,2%</b>	<b>32,9%</b>	<b>32,3%</b>	<b>29,2%</b>	<b>17,1%</b>	<b>27,8%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>

Table 14. EMPLOYMENT RELATIONSHIP: NON-ELECTED STAFF

Distribution of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	705	1.092	1.797	13.743	11.451	25.194	14.448	12.543	26.991
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	1.247	1.381	2.628	14.151	11.484	25.635	15.398	12.865	28.263
	LARGE & MEDIUM ISLAND MUNICIPALITIES	141	137	278	1.531	866	2.397	1.672	1.003	2.675
	MEDIUM MAINLAND MUNICIPALITIES	443	425	868	3.971	3.093	7.064	4.414	3.518	7.932
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	82	62	144	563	503	1.066	645	565	1.210
	SMALL ISLAND MUNICIPALITIES	20	22	42	327	197	524	347	219	566
	<b>SUBTOTAL MUNICIPALITY</b>	<b>2.638</b>	<b>3.119</b>	<b>5.757</b>	<b>34.286</b>	<b>27.594</b>	<b>61.880</b>	<b>36.924</b>	<b>30.713</b>	<b>67.637</b>
	<b>REGION</b>	<b>1.288</b>	<b>1.250</b>	<b>2.538</b>	<b>4.403</b>	<b>4.647</b>	<b>9.050</b>	<b>5.691</b>	<b>5.897</b>	<b>11.588</b>
<b>TOTAL (ORGANSATION)</b>		<b>3.926</b>	<b>4.369</b>	<b>8.295</b>	<b>38.689</b>	<b>32.241</b>	<b>70.930</b>	<b>42.615</b>	<b>36.610</b>	<b>79.225</b>

Table.15 EMPLOYMENT RELATIONSHIP: NON-ELECTED STAFF

Share of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of NON ELECTED
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	39,2%	60,8%	6,7%	54,5%	45,5%	93,3%	53,5%	46,5%	34,1%
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	47,5%	52,5%	9,3%	55,2%	44,8%	90,7%	54,5%	45,5%	35,7%
	LARGE & MEDIUM ISLAND MUNICIPALITIES	50,7%	49,3%	10,4%	63,9%	36,1%	89,6%	62,5%	37,5%	3,4%
	MEDIUM MAINLAND MUNICIPALITIES	51,0%	49,0%	10,9%	56,2%	43,8%	89,1%	55,6%	44,4%	10,0%
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	56,9%	43,1%	11,9%	52,8%	47,2%	88,1%	53,3%	46,7%	1,5%
	SMALL ISLAND MUNICIPALITIES	47,6%	52,4%	7,4%	62,4%	37,6%	92,6%	61,3%	38,7%	0,7%
	<b>SUBTOTAL MUNICIPALITY</b>	<b>45,8%</b>	<b>54,2%</b>	<b>8,5%</b>	<b>55,4%</b>	<b>44,6%</b>	<b>91,5%</b>	<b>54,6%</b>	<b>45,4%</b>	<b>85,4%</b>
	<b>REGION</b>	<b>50,7%</b>	<b>49,3%</b>	<b>21,9%</b>	<b>48,7%</b>	<b>51,3%</b>	<b>78,1%</b>	<b>49,1%</b>	<b>50,9%</b>	<b>14,6%</b>
<b>TOTAL (ORGANSATION)</b>		<b>47,3%</b>	<b>52,7%</b>	<b>10,5%</b>	<b>54,5%</b>	<b>45,5%</b>	<b>89,5%</b>	<b>53,8%</b>	<b>46,2%</b>	<b>100,0%</b>

Table 16. EMPLOYMENT RELATIONSHIP: NON-ELECTED STAFF

Distribution of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	705	1.092	1.797	13.743	11.451	25.194	14.448	12.543	26.991
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	1.247	1.381	2.628	14.151	11.484	25.635	15.398	12.865	28.263
	LARGE & MEDIUM ISLAND MUNICIPALITIES	141	137	278	1.531	866	2.397	1.672	1.003	2.675
	MEDIUM MAINLAND MUNICIPALITIES	443	425	868	3.971	3.093	7.064	4.414	3.518	7.932
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	82	62	144	563	503	1.066	645	565	1.210
	SMALL ISLAND MUNICIPALITIES	20	22	42	327	197	524	347	219	566
	<b>SUBTOTAL MUNICIPALITY</b>	<b>2.638</b>	<b>3.119</b>	<b>5.757</b>	<b>34.286</b>	<b>27.594</b>	<b>61.880</b>	<b>36.924</b>	<b>30.713</b>	<b>67.637</b>
	<b>REGION</b>	<b>1.288</b>	<b>1.250</b>	<b>2.538</b>	<b>4.403</b>	<b>4.647</b>	<b>9.050</b>	<b>5.691</b>	<b>5.897</b>	<b>11.588</b>
<b>TOTAL (ORGANSATION)</b>		<b>3.926</b>	<b>4.369</b>	<b>8.295</b>	<b>38.689</b>	<b>32.241</b>	<b>70.930</b>	<b>42.615</b>	<b>36.610</b>	<b>79.225</b>

Table 17. EMPLOYMENT RELATIONSHIP: NON-ELECTED STAFF

Share of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of NON ELECTED
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	39,2%	60,8%	6,7%	54,5%	45,5%	93,3%	53,5%	46,5%	34,1%
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	47,5%	52,5%	9,3%	55,2%	44,8%	90,7%	54,5%	45,5%	35,7%
	LARGE & MEDIUM ISLAND MUNICIPALITIES	50,7%	49,3%	10,4%	63,9%	36,1%	89,6%	62,5%	37,5%	3,4%
	MEDIUM MAINLAND MUNICIPALITIES	51,0%	49,0%	10,9%	56,2%	43,8%	89,1%	55,6%	44,4%	10,0%
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	56,9%	43,1%	11,9%	52,8%	47,2%	88,1%	53,3%	46,7%	1,5%
	SMALL ISLAND MUNICIPALITIES	47,6%	52,4%	7,4%	62,4%	37,6%	92,6%	61,3%	38,7%	0,7%
	<b>SUBTOTAL MUNICIPALITY</b>	<b>45,8%</b>	<b>54,2%</b>	<b>8,5%</b>	<b>55,4%</b>	<b>44,6%</b>	<b>91,5%</b>	<b>54,6%</b>	<b>45,4%</b>	<b>85,4%</b>
	<b>REGION</b>	<b>50,7%</b>	<b>49,3%</b>	<b>21,9%</b>	<b>48,7%</b>	<b>51,3%</b>	<b>78,1%</b>	<b>49,1%</b>	<b>50,9%</b>	<b>14,6%</b>
<b>TOTAL (ORGANSATION)</b>		<b>47,3%</b>	<b>52,7%</b>	<b>10,5%</b>	<b>54,5%</b>	<b>45,5%</b>	<b>89,5%</b>	<b>53,8%</b>	<b>46,2%</b>	<b>100,0%</b>

Table 18. EMPLOYMENT RELATIONSHIP: ELECTED OFFICIALS

Distribution of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	SUM	MEN	WOMEN	SUM	MEN	WOMEN	SUM
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	227	59	286	128	73	201	355	132	487
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	541	66	607	3.102	380	3.482	3.643	446	4.089
	LARGE & MEDIUM ISLAND MUNICIPALITIES	98	16	114	402	64	466	500	80	580
	MEDIUM MAINLAND MUNICIPALITIES	403	56	459	3.181	340	3.521	3.584	396	3.980
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	122	17	139	920	91	1.011	1.042	108	1.150
	SMALL ISLAND MUNICIPALITIES	84	18	102	88	39	127	172	57	229
	<b>SUBTOTAL MUNICIPALITY</b>	<b>1.475</b>	<b>232</b>	<b>1.707</b>	<b>7.821</b>	<b>987</b>	<b>8.808</b>	<b>9.296</b>	<b>1.219</b>	<b>10.515</b>
	<b>REGION</b>	<b>84</b>	<b>17</b>	<b>101</b>	<b>459</b>	<b>134</b>	<b>593</b>	<b>543</b>	<b>151</b>	<b>694</b>
<b>TOTAL (ORGANSATION)</b>		<b>1.559</b>	<b>249</b>	<b>1.808</b>	<b>8.280</b>	<b>1.121</b>	<b>9.401</b>	<b>9.839</b>	<b>1.370</b>	<b>11.209</b>

Table 19. EMPLOYMENT RELATIONSHIP: ELECTED OFFICIALS

Share of SEX per POSITION OF RESPONSIBILITY by ORGANISATION CATEGORY

ORGANISATION/POSITION OF RESPONSIBILITY		Yes			No			TOTAL (POSITION OF RESPONSIBILITY)		
		MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of NON ELECTED	MEN	WOMEN	% breakdown of ELECTED OFFICIALS
ORGANISATION CATEGORY	MUNICIPALITIES OF METROPOLITAN CENTRES	79,4%	20,6%	58,7%	63,7%	36,3%	41,3%	72,9%	27,1%	4,3%
	LARGE MAINLAND MUNICIPALITIES & MUNICIPALITIES/PREFECTURE CAPITALS	89,1%	10,9%	14,8%	89,1%	10,9%	85,2%	89,1%	10,9%	36,5%
	LARGE & MEDIUM ISLAND MUNICIPALITIES	86,0%	14,0%	19,7%	86,3%	13,7%	80,3%	86,2%	13,8%	5,2%
	MEDIUM MAINLAND MUNICIPALITIES	87,8%	12,2%	11,5%	90,3%	9,7%	88,5%	90,1%	9,9%	35,5%
	SMALL MAINLAND & SMALL MOUNTAINOUS MUNICIPALITIES	87,8%	12,2%	12,1%	91,0%	9,0%	87,9%	90,6%	9,4%	10,3%
	SMALL ISLAND MUNICIPALITIES	82,4%	17,6%	44,5%	69,3%	30,7%	55,5%	75,1%	24,9%	2,0%
	<b>SUBTOTAL MUNICIPALITY</b>	<b>86,4%</b>	<b>13,6%</b>	<b>16,2%</b>	<b>88,8%</b>	<b>11,2%</b>	<b>83,8%</b>	<b>88,4%</b>	<b>11,6%</b>	<b>93,8%</b>
	<b>REGION</b>	<b>83,2%</b>	<b>16,8%</b>	<b>14,6%</b>	<b>77,4%</b>	<b>22,6%</b>	<b>85,4%</b>	<b>78,2%</b>	<b>21,8%</b>	<b>6,2%</b>
<b>TOTAL (ORGANSATION)</b>		<b>86,2%</b>	<b>13,8%</b>	<b>16,1%</b>	<b>88,1%</b>	<b>11,9%</b>	<b>83,9%</b>	<b>87,8%</b>	<b>12,2%</b>	<b>100,0%</b>



# ANNEX: HOW CAN IMC STRENGTHEN THE PARTICIPATION OF WOMEN IN POLITICAL LIFE?

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In the framework of the EU-CoE Joint “Technical Assistance Project on Delivering Good Governance in Greece”, the Ministry of Interior requested to the Centre of Expertise for Good Governance to conduct between September and October 2020 a preliminary study, in order to attempt a first analysis on the reasons for low participation of women in political life at the local level, and whether there is ground to implement cooperation tools supporting direct or indirect gender mainstreaming policies.

## *1. Introduction*

Creating and improving conditions for a full and active participation of women in political and public life has been identified as a crucial element of good governance by the Council of Europe (CoE). In 2003, the CoE Committee of Ministers adopted the “Recommendation to the member states on balanced participation of women and men in political and public decision-making”, through which the member states committed themselves to promoting a balanced representation of women and men in political life, as a crucial way to strengthen and enrich their democracies. In the following years, the Parliamentary Assembly and the Congress of Local and Regional Authorities also adopted Resolutions and Recommendations, stressing the attention that all the main CoE institutions attach to women’s participation in political life, also because it is of great relevance across all Europe. Data collected by the Council of Europe to analyse the participation of women in positions of power at all levels have shown that in 2016, women made up on average only 19.4% of the heads of regional governments and only 13,4% of the mayors in the member states<sup>1</sup>.

At the same time, good governance is key to delivering gender equality vis-à-vis communities by firstly acknowledging the different perspectives, needs and concerns of men and women, and secondly by designing and implementing public policies, programmes, services and budgets on participatory basis that will bring concrete benefits for all citizens, men and women, equally.

Therefore, the study was intended as a preliminary work aiming at identifying patterns, challenges and opportunities in the participation of women in political life at local level in Greece. Moreover, it focused on the potential role of Inter-Municipal Cooperation (IMC) arrangements to promote gender equality and gender mainstreaming policies at local level.

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<sup>1</sup> Balanced participation of women and men in decision-making: Analytical report - 2016 data Gender Equality Commission (GEC) (2017) Council of Europe (CoE), Strasbourg: <https://rm.coe.int/analytical-report-data-2016-/1680751a3e>

The objectives the preliminary study aimed to contribute to were:

- Empowering of elected women and women in public administration at the municipal and regional level.
- Increasing participation of women in political life at the municipal and regional level.
- Exploring nexus between gender equality and good governance.
- Exploring the potential of IMC in promoting gender mainstreaming.

Both qualitative and quantitative methods were used to collect and analyse. The research included non-exhaustive literature review, quantitative analysis of the participation of women in political life at local level (data by the Greek Public Sector Human Resources Register, Ministry of Interior) and qualitative analysis of the participation of women in political life at local level (In-depth interviews with qualified respondents<sup>2</sup> and an online survey<sup>3</sup>). The study was conducted by experts of the Centre of Expertise for Good Governance, in collaboration with the Regional Development Institute of Panteion University.

## *2. Gender Equality at the local level in Greece*

Greece has strong constitutional guarantees for equality between men and women<sup>4</sup>. The 1975 Constitution recognises that “Greek men and women have equal rights and equal obligations (Article 4) and its 2001 revision requires the State to undertake positive measures to promote gender equality, including through affirmative actions<sup>5</sup>. Greece has in 1983 ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>6</sup> demonstrating the political will to adopt initiatives and measures to promote gender equality. In 2018, it has also ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)<sup>7</sup>.

With a view to the promotion of gender equality in Greek society at the local and regional level, there have been some significant changes in the past 10 years along with the recent

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2 In particular, 8 qualified respondents from municipal, regional and central level were selected according to specific criteria.

3 An online survey was launched to collect data from elected representative and civil servants. The survey was composed of both multiple-choices and open-ended questions. It was implemented on the Council of Europe on-line survey platform (SurveyMonkey based). The link was distributed via email to selected 27 participants, but ultimately, 13 people participated to the survey (8 elected officials and 5 civil servants).

4 UN Working Group on the issue of discrimination against women in law and in practice (2019). The principle of gender equality, including positive measures in favour of women, where necessary is enshrined in Articles 4, 22, and 116 of the Greek Constitution.

5 Article 22 notes that ‘All employees, regardless of gender or other discrimination, are entitled to equal pay for work of equal value’ and Article 116 proclaims that ‘There is no discrimination on grounds of gender, if positive measures are taken to promote equality between men and women, the State shall ensure that the inequalities which exist in practice, particularly against women, are removed’.

6 Law 1342/1983 on Ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) by Greece.

7 Law 4531/2018 on Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence, and harmonisation of the Greek legislation.

reforms of the local government system. The 2010 and 2018 reforms of local government, namely the 2010 Kallikratis Programme and 2018 Cleisthenes I Programme, had major impacts, both in terms of increasing the representation of women in decision making at the local and regional level (through the amendment of gender quota), as well as in terms of introducing the gender equality issues and concepts in governance at all levels through legal provisions, which foresaw also the establishment of gender mechanisms at all levels.

The Kallikratis Programme, for example, foresaw the establishment of the Regional Committees on Gender Equality (although by 2020 only 6 out of 13 Regions have set it up) to mainstream gender into all programmes and implement specialised programmes focused on women. Locally, all competencies in care, social services and welfare – including gender – have become direct responsibility of the new municipalities.

Gender equality policies became an explicit responsibility of the new Municipalities via the creation of service units working on Social Policy and Gender Equality Policy - by the end of 2012, all municipalities were obliged to set them up. These were to be in charge of preventing and combating violence against women, combating gender stereotypes, increasing the participation of women in employment, reconciling professional and private life, encouraging women's social and political participation and promoting women in decision-making positions. In addition, the municipalities could also set up specialised committees, such as Committees for Gender Equality (by October 2020 193 municipalities out of 332 have set them) bringing together elected representatives, municipal employees, gender experts and representatives of local NGOs to take part in the preparation of the local gender equality policies drafting of the local gender equality action plans and similar. The process has been further strengthened by the 2019 Substantive Gender Equality, Preventing and Combating Gender-Based Violence Law (Law 4604/2019) that among others also introduced a definition of gender mainstreaming in the national legal framework<sup>8</sup>. With the view to implementing gender mainstreaming in practice, operationalizing what substantive gender equality is and what gender perspective implies would be without doubt helpful to the local and regional governments.

In 2010, Greece launched a national integrated gender mainstreaming strategy within the framework of the National Programme for Substantive Gender Equality (2010–2013). It was followed by the National Action Plan on Gender Equality (2016–2020) (NAPGE) in 2017. Among others, NAPGE underlines that gender equality is not a «female issue» but a universal principle. Balanced participation of women in decision-making is one of the six strategic objectives of the NAPGE (2016–2020).

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8 The law defines gender mainstreaming as: “the strategy for implementing substantive gender equality, which includes the incorporation of a gender perspective in the preparation, planning, implementation, monitoring and evaluation of policies, regulatory measures and budgets, with a view to promoting equality between women and men and combating discrimination”. Substantive gender equality is defined as: “gender equality, through which formal legal equality as well as the protective and corrective or remedial dimensions of gender equality are widened and guaranteed in practice, equal opportunities in every aspect of private and public life are ensured, discrimination and multiple inequalities are eliminated and the living conditions of women or citizens regardless of gender, sexual orientation and gender identity are substantially improved”.

### 3. Insights from the field

Following the 2019 local elections in Greece, there are now 19 women Mayors out of 332 (5,7% percent of all elected Mayors) and one-woman Governor out of 13 (7,7% of all elected Governors). Women councillors, both in regions and municipalities, in average represent 12,2% of all councillors. At the regional level women represent 21,8% and at the municipal level 11,6% of all elected officials. The study also showed that women involved in local government are much younger than the men.

In public administration (municipal and regional level), 45,5% of employees are women (45,5% in municipalities and 50,9% in regions). The study showed that, on average, women have higher education and that the highest percentage of women employed in the administration is in the age group between 40-50 years old both in the municipalities and regions. In all other age groups, the percentage of men is higher than that of women. The 54,2% of positions of responsibility are held by women.

According to the latest World Economic Forum Global Gender Gap Report (2020)<sup>9</sup>, that allows to track progress on relative gaps between women and men on health, education, economy and politics, Greece was ranked 84<sup>th</sup> among the 163 countries examined (in 2014, 108<sup>th</sup> among 142 countries) in the overall assessment of the Gender Gap Index. In addition, the country ranked 87<sup>th</sup> among 162 countries examined (in 2014 it ranked 68<sup>th</sup> out of 142) in terms of women's political empowerment. Further, with 51,2 out of 100 points, Greece ranks last in the EU on the Gender Equality Index<sup>10</sup> (EIGE, 2019). Gender inequalities are most pronounced in the domain of power, even though the score in this domain improved since 2005.

Why is this so? The preliminary study showed that gender (and age) stereotypes and prejudices and traditional gender roles are still much present and influencing the possibilities of women to follow and realise their political aspirations. Politics are male dominated and women are often afraid to speak up in order not to be judged. Many women may be challenged by trying to balance work and family life. Women also mentioned lack of support from the political party and commented on political parties' recruitment methods as well as the overall lack of an enabling environment (i.e., gender quota, services, etc.).

At the same time, the preliminary study showed that women can and want to do it. Many respondents got re-elected for the second or even third time. Women participating in the study clearly expressed their interest in politics and showed skills, resourcefulness and resilience in engaging in the politics. Many respondents commented that women have the energy, resources and capacities as well as the will to further develop and strengthen their skills and knowledge:

*"Women are active in the Municipal Council, they bring new energy. Their increased participation in politics has improved quality of life in our small community".*

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<sup>9</sup> <https://www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality>

<sup>10</sup> <https://eige.europa.eu/gender-equality-index/2019/EL>

One of the key areas of interests of the study was how elected men and women, as well as men and women working in public administration, see the role that the local and regional governments play and/or can play in promoting gender equality and mainstreaming gender in the local governance.

Almost all respondents shared an understanding that the local/regional government can play a key role in the promotion of gender equality providing examples ranging from gender mainstreaming to positive discrimination policy and actions, from the fight against violence against women to awareness raising campaigns and education/information campaigns on gender equality.

Both the local and regional governance levels were interpreted as a privileged arena with regards to working on gender equality issues as on the one hand they represent the tier of government which is closer to the citizens and, on the other hand, they could facilitate the implementation of good national and European practices on the topic.

Regional/Municipal Committees for Gender Equality, Units on Social Policy and Gender Equality and Gender Focal points were identified by all respondents as the already existing gender mechanisms that were put in place to develop and implement gender mainstreaming.

Only a couple of respondents, both elected representatives, declared that gender mainstreaming in policy making at municipal/regional level is fully implemented. All other respondents specified that in their opinion it was either only partially implemented or not at all:

*"There are no policies designed taking into account women's needs and interests."*

In most cases, gender mainstreaming was not implemented in silos at municipal/regional level, but in cooperation with other tiers of government as well as with Civil Society Organisations. The level of such cooperation initiatives, however, in most cases did not appear to be efficient and sufficient to overcome single institutions' challenges in implementing gender mainstreaming.

Respondents offered several ideas on how the municipalities/regions could provide more gender-sensitive services to the citizens. Training on gender equality issues was highlighted as a key activity to be further developed both for civil servants and elected representatives, in order to deepen their understanding of gender equality issues in connection with local government and its responsibilities, as well as for citizens in general to break gender stereotyping and promoting a mind-set shift from more traditional views on gender roles in the society. The fight against gender discrimination and violence was also highlighted as an important area in which further work should be advanced by improving cooperation with existing national networks (i.e., the General Secretariat for Gender Equality Network) and by strengthening the role of the Ombudsman. Finally, empowering women within the business community and the economic life of the community in general was also mentioned as an area in which the municipality/region could provide further services.

Respondents were asked, based on their experience, how much the following factors represent an obstacle to gender mainstreaming, namely: lack of knowledge/acknowledgment of gender issues, lack of relevant legal frameworks, lack of relevant procedures, lack of competence/competent staff, lack of time/resources and lack of interest/participation from the citizens.

The lack of knowledge/acknowledgment of gender issues was regarded by civil servants and elected representatives alike as one of the most important challenges. It is interesting to note that civil servants attribute consistently more weight to all the above factors as obstacles than elected representatives. Moreover, civil servants also underlined the lack of interest/participation from citizens as a key challenge.

Most of the interviewees saw inter-municipal cooperation (IMC) as providing huge opportunities to organise joint gender trainings for different target groups, from elected officials to administration as well as citizens and other stakeholders. IMC was also described as a powerful tool to jointly implement gender mainstreaming related activities. Below are some "snapshots" of their views and opinions:

*"Collaboration between municipalities would be most helpful, we lack human resources and fund for trainings, we see huge possibilities through the IMC."*

*"We are interested to join a programmatic agreement on gender equality (with other municipalities), but only after an analysis identifying common issues and interest is carried out to ensure that the exercise is worth the efforts. I want to know what we will work on and with whom will I work".*

*"We have been identifying problem and prioritizing issues in our municipality with the view to the possible inter-municipal cooperation, but gender equality always end up at the bottom of the list .I do not know whether the councillors believe that all gender inequalities are resolved or they do not understand what great opportunity is to cooperate with other municipalities".*

*"Cooperation with the regional level, in the past, has proven useful specifically when training on gender equality issues were offered not only to the public administration employees but to all citizens. These trainings and workshop were a great opportunity for many women to become aware of the gender equality issues."*

*"It is an excellent idea, brining municipalities together to carry out gender awareness raising programs, and there are also the EU funds available for that".*

#### **4. Looking forward**

Overall, the preliminary study showed that Greece has a strong legal and institutional framework for advancing gender equality at the local and regional level, however there is still room for improvement. Gender differences and inequalities continue to persist both as

regards the representation of women in elected posts as well as posts in the public administration. Gender mainstreaming requires that efforts are made to broaden and ensure an equitable participation of women at all levels of decision-making.

Municipalities and Regions do not have all a clear vision on how to mainstream gender in the political and public life. Different regional and municipal gender mechanisms are still not in place: there is need to build capacities and provide resources to set them in motion, and political will here is crucial. Gender equality trainings for elected men and women as well as men and women working in public administration as a tool to improve the role of women in the political and public sphere should be re-evaluated, updated and further disseminated. Learning, strengthening, and developing skills and capacities of all relevant stakeholders at all levels of governance are crucial to the empowerment of women and the enhancement of their participation in political and public life.

Among others, the Inter-Municipal Cooperation and/or other cooperation tools could be used in order to support municipalities with limited resources (financial and human resources, gender expertise, etc.). These could, for example, include:

- the development of joint assessment and gender mapping exercises;
- the development of joint gender-sensitive policies;
- the joint delivery of services which can indirectly influence the participation of women, in particular those related to tasks that, due to culture and stereotypes, have been traditionally carried out in an unbalanced manner by women (e.g. children and elderly care);
- the promotion of gender mainstreaming activities, including training;
- the enhancement of the collaboration of women councillors and women working in administration across the municipal boundaries (e.g. creating regional networks of "gender champions");
- the strengthening of the cooperation with local civil society organisations promoting gender equality and women's empowerment.

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