EGGE – EC’s Expert Group on Gender and Employment

Assessment of the National Action Plans on Social Inclusion from a Gender Perspective

Greece

2003

EWERC, Manchester School of Management, UMIST

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European Commission Experts Group on Gender and Employment

ASSESSMENT FROM A GENDER PERSPECTIVE
OF THE GREEK NAP SOCIAL INCLUSION 2003-2005

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September 2003
Grid One: gender mainstreaming and gender issues raised by the Member states under the various objectives

<table>
<thead>
<tr>
<th>NAP outline -</th>
<th>Gender mainstreaming</th>
<th>Specific gender issues / specific measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>1- Major trends and challenges – “including indicators broken down by sex + showing gender characteristics”</td>
<td>Major trends and challenges (description and analysis)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Achieving Lisbon’s target of the female employment rate is identified as a major challenge of the policy to combat social exclusion among families with children living in Greek cities.</td>
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<tr>
<td></td>
<td>▪ Reference in the statistical appendix to the fact that the gender gap in the risk of poverty is lower in Greece than in western European countries.</td>
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<td></td>
<td>Indicators</td>
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<tr>
<td></td>
<td>▪ Laeken indicators broken down by sex presented and commented in the statistical appendix: L.1.4a Poverty rate by gender; L.5 Regional cohesion – employment rates by gender; L.6 Long term unemployment rate and share and very long term unemployment rate by gender; L.8 Early school leavers not in education or training by gender; L.9 Life expectancy at birth by gender</td>
<td></td>
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<tr>
<td></td>
<td>▪ Supplementary indicator broken down by sex presented and commented in the statistical appendix: poverty rate of all employed by gender.</td>
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<tr>
<td></td>
<td>▪ No gender breakdown of data referring to the following Laeken indicators: poverty rates by age group and by most frequent activity status, the persistent poverty rate and the relative poverty gap, the poverty rate before transfers and the low educational attainment rate. The Indicators Report, adopted by the European Council, requires a</td>
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<tr>
<td></td>
<td>▪ Elderly women in urban areas do not often have own retirement pension entitlement. In contrast, all elderly women in rural areas have an individual entitlement.</td>
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<tr>
<td></td>
<td>▪ A comment in the statistical appendix points to the low rate of women early school leavers in Greece, which is among the lowest in the cohesion countries.</td>
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<tr>
<td></td>
<td>▪ In the statistical appendix it is mentioned that the risk of poverty of elderly women living on survivors pensions is among the highest, if compared with those of other groups of elderly people.</td>
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<tr>
<td></td>
<td>▪ The problem of regional cohesion in Greece – measured by regional differences in employment rates – is concentrated among women, while men’s performance is among the best in the EU.</td>
<td></td>
</tr>
</tbody>
</table>
### 2- Review of progress during 2001/2003

- Progress is summarised in the statistical appendix where reference is made to gender gaps in the risk of poverty “Women continue to face problems. The extent of differences between men and women appears to be dwindling over time”.
- No reference to changes in policies
- No statement of new policy initiatives relating to GM in this chapter of the report. However, in chapter 4 of the NAP, it is stated that the General Secretariat for Gender equality “has drawn up a ‘Manual to the Application of Gender Equality Policies’ in the 3rd CSF projects. It provides a tool for evaluating the degree of mainstreaming of equality in the Operational Programmes”.
- “… efforts to combat unemployment among women have not been so successful”.
- Amendment of the Greek Constitution in 2001 and endorsement of a proactive approach to positive action: ‘It shall not constitute discrimination on grounds of gender when the State shall take positive measures to promote equality between men and women. The State shall take the necessary measures to end those inequalities existing in practice, especially those suffered by women.’
- No statement of new policy initiatives

### 3 – Strategic approach, main objectives and key targets

- One of the four objectives of the strategic approach is promoting access to employment. Women are identified as the first out of five population groups whose access to employment is key for the achievement of the objective.
- None of the 10 national targets adopted is disaggregated by sex.
- Meeting child care needs of all working mothers by 2008 is the sixth of the 10 national targets.
- Special actions for women under the Community Support Framework are also stated as measures to promote women’s access to employment.

### 4 – Policy measures

<table>
<thead>
<tr>
<th>4.1.1 facilitating participation in employment</th>
<th>4.1.2 Facilitating access to resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) social protection</td>
<td>a) Women’s problems in old age: widows’ pensions, interrupted insurance life</td>
</tr>
<tr>
<td>b) housing and basic services</td>
<td>Relevant measures are listed under 4.1.1, 4.1.2 and 4.2</td>
</tr>
<tr>
<td>c) healthcare</td>
<td>4.1.1 Main text of the NAP inclusion</td>
</tr>
<tr>
<td>d) education, justice, other</td>
<td>“Encouragement for tourist and light manufacturing activities (in rural areas), with emphasis on women’s employment (430 projects)”.</td>
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<tr>
<td></td>
<td>“entrepreneurship support programmes for vulnerable groups and women, play a central part in the CSF”.</td>
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<tr>
<td></td>
<td>Development of structures for the reconciliation of work and family life: help at home, child-care centres</td>
</tr>
</tbody>
</table>
services

4.2 Prevent risks of exclusion
   4.2.1. knowledge society, ICT
   4.2.2. prevent life crisis
   4.2.3. preserve family solidarity

4.3. help the most vulnerable
   4.3.1. those at risk of persistent poverty
   4.3.2. children
   4.3.3. areas marked by exclusion

b. Women’s problems related to unemployment or low wage employment: reconciliation of work and family life, children day care centres, increased female participation in training programmes

c. Women’s problems in the family: child care facilities, home help for the elderly/disabled.

d. Women’s problems in regions with problems: promotion of women’s entrepreneurship

e. Women’s problems related with disability: help at home

The policy priorities stemming from this approach are the promotion of women’s employment and the reinforcement of reconciliation measures.

and nurseries, all day kindergartens and primary schools, family support centres, children’s camps for holidays, children’s creative activity centres, open care and day care centres for the elderly, institutions for social support and reintegration of individuals with special needs, sheltered accommodation and centres for support and training of individuals with special needs, creative activity centres for children with special needs.

4.1.1 Appendix 3 of the NAP inclusion

- Detailed presentation of all measures under Pillar 4 of the NAP employment aiming at promoting equal opportunities between men and women in employment
- Among the measures of Pillar 4 of the NAP employment, it is worth mentioning the Integrated National Action Programme for seven special groups of women: Rom, muslims, prisoners and ex prisoners, farmers over 45, immigrants, Greek repatriates and single mothers. « The goal of the Integrated National Action Programme is to prevent and moderate disparities, to provide equal opportunities in education and employment, and to prevent and remove social exclusion phenomena, through a series of distinct measures and actions… The priorities of the Integrated National Action Programme are arranged along the following axes: (a) Education, (b) Health, (c) Training, (d) Employment, (e) Culture and Civilisation, and (f) Sports.” It is obvious that the Integrated National Action Programme could be classified among the measures of the third objective of the NAP inclusion,
intended to help the most vulnerable.

4.1.2 Appendix 3 of the NAP inclusion

- Maternity allowance to uninsured mothers and also to working women who are not entitled to such an allowance from their insurance fund.
- Allowance to mothers with a third child under 6 years of age.
- Lifelong pension for mothers of four or more children:
- Special housing programmes for unwed mothers.
- Women who are pregnant or have infants and are in a needy situation are offered “protected accommodation before and after the delivery, medical attention, prenatal education, delivery free of charge, protected accommodation for the infant, counselling and psycho-emotional support, and economic support for survival in the early period of assuming responsibility for the infant’s upbringing”.
- “Mothers who are in a state of crisis for any reason are supported by means of counselling, may request protective accommodation together with their child or for the child alone, for a time period until the acute phase of the crisis is dealt with, and conditions suitable for the baby are established”.

4.2 Main text of the NAP inclusion

- «In the immediate future a legislative initiative will tackle the problem of the social insurance cover of divorced women, who after their divorce are deprived of the insurance cover they were entitled to while married. The package of provisions being promoted seeks to safeguard the participation of divorced
women in the social insurance entitlements of their former husband. This will put an end to the particularly significant social problem which in the past has left women either trapped in unsatisfactory circumstances or facing intractable problems of poverty».

Financial resources

The Greek NAP does not provide information for the budget of each measure. Instead, the authors have drawn a table illustrating the links between the NAP inclusion and financial resources available from the 3rd Community Support Framework for main categories of policy measures. See table 2, page 24 (English version).

| 5 – **Institutional arrangements** relevant bodies, those at risk of exclusion, NGOs | - No mention in the Greek NAP of involvement of Equality bodies, NGOs or other specific organisations
- No mention in the Greek NAP of balanced participation of women and men in committees involved in drafting and implementing the NAPs. |

**Grid two : Assessment of gender mainstreaming (GM)**

| Main NAP fields of assessment | - Importance given to gender issues remains limited.
- Gender issues dealt with are exclusively ‘women’s issues’. Men are invisible as a gender. Gender differences in state and trends are at best mentioned and never explained.
- No evidence of substantial progress since the NAP 2001-2003. |

| Identification of challenges | - There is no explicit reference to GM or to the need to adopt such an approach.
- There is a general problem regarding the identification of challenges, since the relevant section of the NAP is mainly descriptive of crucial problems, which do not lead to explicit conclusions about challenges. The link between problems and challenges is thus implicit and the position of gender issues among the latter is difficult to assess. |
In spite of this deficiency, we may argue that a central argument of the NAP is that women can make a significant contribution to combating poverty among families with children in urban areas, through their increasing involvement in paid employment and the resulting expansion of family money income. Another argument, yet less stressed by the authors of the NAP, is that women’s involvement in paid employment can lead to autonomous entitlement to pensions, which reduces the risk of poverty in old-age in the future.

**Statistics and indicators**
- The NAP provides separate data for men and women only for seven out of the thirteen Laeken indicators that are broken down by sex.
- Statistics and indicators insufficiently cover the gender issues.
- Gender analysis is superficial and consists of brief comments on the values of Laeken indicators. Almost all data for men and women are commented separately and not in comparison. This reflects the fact that policy makers are at best concerned by distinct male and female performances and not by gender differences.
- Minimal gender analysis in the first two chapters of the NAP is perfectly compatible with the inadequate treatment of gender issues in the “identification of challenges” (see above).

**Strategic approach and targets**
- GM in the NAP inclusion is limited to actions included in the NAP employment.
- Gender issues are taken on board by only one of the ten national targets, referring to coverage of working mothers’ child care needs. However, child care facilities and family support are presented in the NAP as policies in favour of women only (women’s issue) and not as policies enabling parents of both sexes to reconcile work and family life (gender issue).
- The target of covering the needs of all working women in child care facilities by 2008 is consistent with the challenge of meeting Lisbon’s target on employment rates, which is mentioned in the NAP.
| Design of policies and measures | No attention has been given to GM in the design of policies and measures; with the exception of some measures promoting employability and entrepreneurship included in Pillar 4 of the NAP employment, which is integrated into the NAP inclusion.  
Specific measures are the main tools for tackling women’s problems regarding poverty and social exclusion.  
Specific measures are intended (a) to promote women’s employment (those of NAP employment) (b) to allow access to sufficient resources, rights, goods and services of vulnerable categories of mothers (uninsured, unwed, with four or more children, in a needy situation etc.) (c) to prevent social exclusion of unprotected categories of women (divorced without social insurance, muslim, Rom, repatriates, single mothers, immigrants, prisoners and ex prisoners etc.)  
Gender is not mainstreamed in measures for vulnerable groups.  
Gender is mainstreamed only in some measures promoting access to employment. |
| Implementation of policies and measures |  |
| Monitoring and assessment of policies | There is no evidence of assessment of the implications for men and women of any of the general policy actions proposed or implemented.  
Gender impact assessment is not among the preoccupations and priorities of policy makers. |
| "mobilisation of relevant stakeholders" | Stakeholders for gender issues have not been involved into the preparation of the NAP. |
| Overall assessment | Gender has not been mainstreamed consistently across the NAP.  
GM has been limited to (a) the “identification of the challenge” of promoting women’s employment as a means to combat exclusion of families with children in urban areas (b) mainstreamed actions of the NAP employment.  
The approach to the gender dimension of social exclusion through the identification of ‘women’s problems’ is a progress compared to the previous NAP, but remains excessively centred to employment issues and ignores ‘men’s problems’ and gender differences. On the other hand, the NAP 2001-2003 stressed more than the current NAP the implications for women’s poverty of family dissolution and changes in family structure.  
As far as policy measures are concerned, GM is limited to the gender mainstreamed actions of the NAP employment, while the gender related policy measures included in the rest of the NAP inclusion consist of specific measures aiming at attenuating poverty and  |
preventing social exclusion among the least protected categories of women and mothers. It seems that there is no progress since the previous NAP as regards the balance between GM and special measures.

- An innovation of the current NAP inclusion is the Integrated National Action Programme for seven special groups of women (see above), which was elaborated by the General Secretariat for Equality. It is the first attempt to mainstream gender equality in policy against social exclusion, overcome fragmentation of social assistance measures to vulnerable groups and cover a wide range of socially disadvantaged groups. However, this measure is integrated in the NAP inclusion as part of the NAP employment.

### Grid three: gender proofing in good practice presented by Member States

<table>
<thead>
<tr>
<th>Good practices mentioned</th>
<th>Q 1 Gender dimension</th>
<th>Q 2 gender proofing</th>
<th>Q 3: positive impact on gender equality</th>
<th>Q 4 : negative impact on gender equality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Development and Social Policy: The Municipality of Arkhanes</td>
<td>Marginal reference to gender in the NAP</td>
<td>No gender proofing</td>
<td>Strong positive impact on women’s employment resulting from the very wide range of measures aiming at the improvement of care infrastructure and services.</td>
<td>No anticipation of negative impact.</td>
</tr>
<tr>
<td>Citizens Service Centres: Public access to the public administration</td>
<td>No reference to gender in the NAP</td>
<td>No gender proofing</td>
<td>Need for gender impact assessment to identify positive impact for different groups of women and men, according to their differential reference and access to public administration and citizens centres.</td>
<td>No anticipation of negative impact</td>
</tr>
<tr>
<td>Investing in services: The Help at Home programme</td>
<td>No reference to gender in the NAP</td>
<td>No gender proofing</td>
<td>Strong positive impact on women’s employment by relieving women from part of caring tasks. Disproportionate positive impact on the well-being of elderly women, since women live longer than men and may thus take advantage more than the latter of home services.</td>
<td>No anticipation of negative impact.</td>
</tr>
</tbody>
</table>