

Panteion University of Social and Political Sciences

WP4 Case studies

D4.2 Evaluation report on each case study

Case Study: *“Promotion and Strengthening of Women’s
Participation in Trade Unions and their Representation Bodies”*

Authors: Alexandra Koronaiou, Giorgos Alexias, Alexandros
Sakellariou

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Executive Summary

This report presents the findings of the evaluation of the programme “Promotion and Strengthening of Women’s Participation in Trade Unions and their Representation Bodies”, (2011-2015) and belongs to the broader policy area of gender equality in the labour market. The programme was financed from the National Strategic Reference Framework (NSRF 2007-2013) and implemented on a national level by the Labour Institute (INE) of the General Confederation of Workers in Greece (GSEE). From the moment the programme ended in 2015 our evaluation was of a summative character. However, in case a follow-up programme in the same stream of gender equality in the labour market and trade unions is conducted in the future, this evaluation could function at least as a tool in order to surpass difficulties and obstacles that were documented during this programme.

The programme we attempted to evaluate was considered as innovative for two main reasons, which came out from our analysis. First of all, because women and their participation in trade unions were never before the target population/ the population in need in previous programmes; and secondly because of the implementation of non-traditional training material that was used during the workshops and the seminars that took place throughout the duration of the programme. This innovative material included and asked for the interactive participation of the beneficiaries contrary to the classic lecture style seminars usually implemented. This means that it was not based on the passive transmission of knowledge (from a transmitter to a receiver), but primarily on women’s personal involvement and empowerment in order to become more active in their everyday life (e.g. in their work, family, social life).

The PUA team collaborated closely with its impact partner (INE/GSEE) during this evaluation process in order to collect all the existing and available documents and data regarding the programme. Furthermore, we had a close collaboration with our impact partner in order to conduct the adequate interviews and focus groups in Athens and other Greek cities that were necessary for our evaluation process. Regarding the selection of our sample we

faced no serious obstacles and the stakeholder staff assisted us without hesitation. The evaluation undertaken was of a qualitative character, but existing quantitative data were also used, e.g. from the internal evaluation conducted by INE/GSEE at the closure of the programme or from other documents wherever it was necessary.

In our effort to conduct our evaluation one critical problem was that the programme ended officially in 2015, while more particularly the seminars and workshops in which women participated ended in 2014. This made it difficult to conduct mainly our process (implementation) evaluation, because apart from the available documents it was not easy for our interviewees (stakeholder staff and beneficiaries) to remember in detail issues raised, changes, positive and negative aspects, obstacles, etc. during the implementation of the programme.

Another crucial problem was related with the impact evaluation, because as it came out the programme lacked the provision of using a tool in order to somehow count the impact, after its completion. No indicators were included in the initial bid to measure the impact and this was something that the PUA evaluation team had to deal with. However, our stakeholder interviewees disputed the fact that this was the major programme's deficiency, following a reasonable argumentation. According to this, it was argued that this was not the programme's drawback, because of its different nature, structure and goals, which were almost exclusively qualitative and of its interactive character. This kind of argumentation was something that we had to take under serious consideration, but it doesn't mean that this wasn't a crucial gap and it doesn't explain why an alternative qualitative indicator was not provisioned. The more serious problems due to the lack of impact data and indicators were caused on our economic evaluation, where it turned out that we could not implement anyone from the suggested evaluation tools (cost-benefit, cost-effectiveness, SROI).

Despite the above problems faced in our evaluation process the conclusion we reached was that the programme "Promotion and Strengthening

of Women's Participation in Trade Unions and their Representation Bodies" was a very successful one in terms of women's participation and also in terms of the interest they showed in getting involved in a future continuation or follow-up. It could also be argued that the programme in that sense had an impact on women, strengthening and empowering them not only within trade unions, but also in their workplaces and in the wider societal environment. Finally, from the moment our purpose was to evaluate this programme any gaps, lacks, dysfunctions, etc. (e.g. lack of impact indicators or follow-up analysis) found during our effort, could be considered as important findings that should be taken into serious consideration not only by future evaluators, but mainly by future programme organisers and designers in order to submit complete and sustainable proposals that would be strong both in the beginning and implementation parts, but also in the impact part.

1. Introduction

1.1 The programme "Promotion and Strengthening of Women's Participation in Trade Unions and their Representation Bodies"

The programme "Promotion and Strengthening of Women's Participation in Trade Unions and their Representation Bodies" started in 2011 and ended in 2015 and the broader policy area that fits in is that of gender equality in the labour market. The framework of this programme was mainly based on the legislative framework of the foundation and functioning of trade union organisations (Kazakos, 2011; Koukiadis, 1997; Leventis, 2007). The basic characteristic of the trade union organisations is the special goal of the protection and upgrade of the employees' labour, financial, and social security interests. The autonomy and freedom of the trade union organisations is protected by the Greek Constitution (articles 12, 22, 23, 25), by the international labour conventions that Greece has signed and which have become part of the national legislation (laws 4204/1961 and 4205/1961), and finally, by the law 1264/ 1982 regarding trade unions.

Additionally, the functioning and activity of the trade unions is protected by the Greek Civil Code, while some issues are being addressed by the law 1767/1988 regarding employees' councils. As it comes out from the above the legislative framework of the programme was based on two main axes. The first one regarding the organisation and function of trade unions and the second one regarding women's participation in equal terms in trade unions and labour organisations. However, as it is going to be discussed in the following section (literature review) broader issues of gender equality, especially during the economic crisis that erupted in 2010 and today runs its sixth year, are also important in order for someone to understand the theoretical, conceptual and legislative framework the programme was based on. Based on the law 1264 (1982) a trade union organisation can function as a Legal Entity (as an association) of which foundation at least twenty employees/ workers are necessary. The existing legislation regulates the minimum required conditions for the legitimate functioning of a union. Unions are free to define their special characteristics and the terms of their activity through their own statutes. Trade union organisations are free to prepare their statutes, organise their function as they want within this framework and elect their representatives. The legislative framework is discussed in detail in the relevant section of the literature review.

The programme was financed by EU funds within the National Strategic Reference Framework (2007-2013) through the Ministry of Interior and the General Secretariat of Gender Equality. The main stakeholder of the programme was the Labour Institute (INE) of the General Confederation of Workers (GSEE). INE has structures in thirteen districts around Greece¹ and the programme was implemented through these departments and in collaboration with the local working centres of the trade unions. The main innovation of the programme was the educational material which was very interactive and different from the typical lecture style educational tools usually used in previous programmes. The workshops and seminars asked for women's active participation and express of

¹ Rodos, Chios, Tripoli, Syros, Lamia, Xanthi, Veroia, Larissa, Patra, Preveza, Thessaloniki, Irakleio, Kozani.

personal experiences, something that was not very usual in previous interventions. Through this innovative process the purpose was to empower women in order to become more active and claim their rights in every aspect of their life, e.g. in the labour market and family, as well as to become more active and start engaging in socio-political activities.

1.2 The context

The programme was implemented on a national level. Twelve action plans of second degree trade union organisations were developed. These action plans were implemented in the eight working centres (Crete, Western Greece, Central Greece, Thessaly, Central Macedonia, Western Macedonia, Eastern Macedonia/Thrace) of the eight administrative districts and in four Federations of private sector employees (of Bank employees, of Private Employees, of Tourism and of Private Education Employees). According to the proposal the selection criteria were defined as follows:

- Maximum possible inter-district workers' representation covering eight geographical districts;
- Maximum possible professional/ union representation taking under consideration the number of women's participation (e.g. sectors of banks, tourism, private education, commerce);
- Viability of the structure and/or its function after the end of the programme;
- Range and number of beneficiaries represented in the second degree trade union;
- The composition of the administrative board of the second degree trade union in terms of women's representation;
- The intensity, complexity and nature of the problems women face in every sector (e.g. work flexibility-flexicurity, lay-offs, uninsured employment, geographical isolation; seasonal employment, etc.)

That way the programme covered a wide range of areas from Northern Greece to Southern Greece and the Islands. There were no particular local variations apart from some problems that were raised during the implementation process, but these are analytically discussed in the relevant section. In our evaluation we tried to form a representative sample as well and that is why we included interviews and focus groups from Athens, Crete, Lamia, Patra and Ioannina.

1.3 Selection of the “Promotion and Strengthening of Women’s Participation in Trade Unions and their Representation Bodies”

Trade unions have made a huge effort during the last years in order to improve the promotion of workers’ claims on the essential issue of gender equality; the achievement on the protection of workers’ rights on the basis of equal opportunities and equal treatment between men and women; and the effort to eliminate discrimination in the work place. However, there is still a gap regarding the active participation of women in trade unions, their presence in the trade unions’ boards and in general in the decision making centres. Furthermore, during the last decades the quantitative presence of women in trade unions does not correspond with the growing place they take in employment. In Greece there were no specific data regarding women’s participation in trade unions and their role in the trade union movement and one of the initial goals of the programme was to fill this gap through the undertaking of a separate study.

The programme took under consideration the general situation in Greece and also the current framework on the gender relations. From the moment trade unions are part of the society it is possible - and this is the case for Greece - that discrimination and inequalities that exist among men and women in other social places and mainly in the labour market will be also present within the trade unions. These inequalities are reproduced in the trade unions directly or indirectly and there are a series of reasons regarding the limited presence and participation of women. According to the conducted programme’s initial study (Varchalama, Boukouvalas, Papageorgiou, 2015) one of the main reasons is that women after their entrance in the work place and after deciding to have a family

they don't have much free time to get involved in trade unions' activities. This unequal allocation of family responsibilities for the working women is considered one of the principal obstacles for participation. This means that the traditional place of women in the family has not changed much while the role of the extended family that used to help women has been minimised if not totally eliminated compared to the past. Another crucial reason is that trade unions do not attract women because they are mainly related to and dominated by men. As a consequence, trade unions are seen as a place for men, like politics, and this is another obstacle for women to take the necessary step and decide to participate actively (Varchalama, Boukouvalas, Papageorgiou, 2015).

Having all the above in mind the selection of such a programme was considered of importance for two reasons: First, because such an intervention has never been implemented in the past; and secondly, because women are still facing serious problems within the labour market, trade unions and society in general. More details on the background and the rationale for the selection of the programme are described in the Needs Assessment section.

1.4 Structure of the report

The structure of the report is based on the InnoSi guidelines. However, based on the available data additional sub-sections are included when appropriate. In general an effort was made to implement the given structure, but this was not always an easy path to follow (e.g. in the economic evaluation section). After the introduction the literature review section follows. In this section we discuss and analyse the programme, its legislative framework and the academic literature that the programme was based on. The section includes also a brief analysis of an existing internal evaluation and an account of what this has to offer in our own evaluation process. The third section discusses the needs assessment and more particularly the target population, the population in need, and the evaluation of previous needs assessment and the new needs assessment undertaken. The fourth section discusses the theories of change (ToC) and examines if a ToC was included in the programme and then the development of our own ToC based on the available data. The fifth section presents the findings from our process

evaluation, methodology and outcomes. All the steps of the programme are described and evaluated based on the available material and the interviews and focus groups we conducted with stakeholder staff and beneficiaries. In the sixth section the impact the programme had on the participating women is examined and the major problems we faced are described and analysed based again on the available documents, interviews and focus groups with stakeholder staff and beneficiaries. Finally, in the seventh section, on the economic evaluation, we basically present a brief analysis of the existing economic data and we explain the obstacles and the lack of data that would help conduct a well-grounded economic evaluation according to the initial guidelines.

2. Literature review

2.1 Policy analysis

2.1.1 Development of the policy

There were not many documents available in order to give us an idea of how the decision was made regarding the plan and implementation of the programme or about possible discussions in the wider society before its submission. This was verified by the stakeholder staff during the informal discussions we had on our evaluation framework. From the existing material the assumption is that the programme was initiated in order to confront gender inequality in trade unions. The causes behind the decision and the discussions that took place were revealed during the interviews we conducted with programme staff and particularly with those involved in the planning and organisation of the programme. According to them one of the crucial reasons was the lack of official detailed data about the participation of women in trade unions. Despite this lack of evidence it was an undeniable fact that women were under-represented in trade unions and that trade-unionism was male dominated. Furthermore, they mentioned that they all have discussed one way or another, the importance of this problem in trade unions and that a programme confronting this situation should be implemented.

According to a leaflet describing the programme's action plan, which was made available to us, the basic statutory purposes and principles of the programme were:

1. The coalition of all workers in the country in an autonomous social force aiming at the collective exercise of constitutional rights, especially:

- Trade union freedoms
- The freedom of assembly
- The right to report to the authorities
- The right of free dissemination of ideas and thoughts

Especially in this particularly dire economic and social situation it was more than ever necessary to protect and promote freedom of association and its fundamental rights and principles, aiming at the collective representation of workers and the protection of their interests against any abuse of their rights and acquisitions. The text continues arguing that this would take place through the following:

- The effort to improve the economic and social position of workers, in order to raise their educational and cultural level, to consolidate democracy and to defend the independence of the nation.
- The safeguard of full employment for workers, freedom of choice of work, personal security, comprehensive social security, free negotiation of working conditions to achieve the ideal of social justice, with the ultimate goal of abolishing the exploitation of man by man.
- The freedom of thought, speech, employment, strike, organising in trade unions and the fight against all forms of forced labour.
- The defence of human and democratic rights.
- The development of relations of solidarity and fraternity among the members of the workers' unions, as well as the exposure in public of these relations, for the benefit of society.
- The actions for the elimination of all forms of discrimination based on political ideology or philosophy, race, religion, gender and origin.

2. The promotion of gender equality and the safeguarding of its effective implementation in practice is a permanent goal of the actions of the GSEE (General Confederation of Workers) and its member unions.

3. The goal of equal participation of women in decision-making positions at any level will persist to being meaningless as long as the majority of women remain unemployed, underemployed, uninsured, and charged with multiple roles. Thus, there is a constant need for positive actions in favour of women. The role and the collective action of trade unions in the implementation of targeted actions in favour of women is pivotal, especially in a time when devastating policies are imposed to the workers' rights, also having as a result the intensification of inequalities and discrimination against women.

4. Given the electoral system that governs the composition of the representation bodies of trade unions and their function, which is based on the principles of free and democratic election of representatives, the promotion of the participation of women in the respective representation bodies based on gender quota is chosen not to be implemented as an immediate and compulsory measure. On the contrary, the implementation of this Action Plan, which consists of targeted actions to promote and strengthen the voluntary choice of women to participate in trade unions and their deliberate election in their representation bodies, as well as the elimination of stereotypes against them inside and outside trade unions, is consciously promoted as an effective prior step. The above gives an idea of possible discussions before and during the organisation of the programme, but also of the programme's goals. Though the first discussions and preparations for the submission of the programme took place before the eruption of the crisis it should be mentioned that its implementation started at the beginning of the economic crisis (2011) and lasted until 2015, a period which included fundamental changes within the Greek social, political and economic system. In that sense, the crisis played a crucial role during the development of the programme and this will be supported in the following sections as well.

2.1.2 Legislative framework

The framework of this programme was mainly based on the legislative framework of the foundation and functioning of trade union organisations (Kazakos, 2011; Koukiadis, 1997; Leventis, 2007). The basic characteristic of the trade union organisations is the special goal of the protection and upgrade of the employees' labour, financial, and social security interests. The autonomy and freedom of the trade union organisations is protected by the Greek Constitution (articles 12, 22, 23, 25), by the international labour conventions (no 87-1948 and no 98-1949) that Greece has signed (law 4204/1961 and law 4205/1961), and finally, by the law 1264/ 1982 on trade unions. Additionally, the functioning and activity of the trade unions is protected by the Greek Civil Code, while some issues are being addressed by the law 1767/1988 regarding employees councils.

Based on the law 1264 (1982) a trade union organisation can function as a Legal Entity (as an association) of which foundation at least twenty employees are necessary. The existing legislation regulates the minimum required conditions for the legitimate functioning of the union. Unions are free to define their special characteristics and the terms of their activity through their own statutes. Trade union organisations are free to prepare their statutes, organise their function as they want within this framework and elect their representatives.

A crucial parameter for the unions' free activity is their financial autonomy which is protected by the law. For that purpose the financial resources of the unions are fully described in their statutes and it is forbidden to receive funding from enterprises, political parties or other political organisations. This financial autonomy leads to their independence. Employers are not allowed to prevent their employees to free exercise their right to found and/ or participate in trade unions. Finally, trade unions should not be blocked not only by the employers but by state authorities as well.

According to the law 1264 (1982) trade unions are organised on three different levels (degrees). The first level (degree) includes associations and local divisions founded by at least 20 people, who sign the group's statutes. The

second level (degree) includes federations and labour centres which are composed by two or more associations/ unions. The labour centres are located in various cities around the country. Finally, the third level (degree) includes at least two second level organisations. In Greece the third level trade union organisation is the General Confederation of Workers (GSEE) that represents workers in Greece, except from public servants, who belong to a different confederation. According to the last data from GSEE's official website the confederation includes 80 workers' centres and 73 federations.²

A particular aspect of trade unionism and the focus of this programme was women's participation in trade unions and in the decision making process. Work place has been an important field for gender equality especially in order to confront existing stereotypes regarding women's place in the work force and in society in general (Varchalama, Boukouvalas, Papageorgiou, 2015: 49). A typical example of a systemic intervention into the direction of the inclusion of gender has been the National General Collective Work Contract (EGSSE) because of its institutional role. EGSSE functioned for many years as a protection tool for the minimum work conditions for all workers within the Greek territory. EGSSE's institutional and political importance comes from its legal mandatory character for all existing labour relations in the broader public and the private sectors. EGSSE was very important because it was protecting minimum wage, minimum day salary, and minimum working conditions creating this way a safety net especially for the most vulnerable groups, among which women were also included. During the last years of the economic crisis and following the bail-out agreement the EGSSE became less important and mandatory and lost its institutional influence according to the law 4093 (2012).

However, EGSSE's content is not only financial, since from 1975, but mainly from 1990 onwards, has paid special attention to issues related with the protection of motherhood, the protection of fatherhood and in general the protection of the family. Furthermore, EGSSE has contributed in the promotion

² See <http://www.gsee.gr/domi/meli-gsee/> [20 February 2016].

of the essential gender equality being an important instrument with regulatory settings. Among other issues addressed by the EGSSE were issues related with gender equality regarding wages, reconciliation of family and work life, surrogate motherhood, protection of single-parent families, parents with disability children, etc. (Varchalama, Boukouvalas, Papageorgiou, 2015: 51-52).

The existing quantitative differences between male and female representation within trade unions, according to the limited available data, puts the question of democratic functioning of the trade unions, but also of legitimacy, since the continuation of a situation of a work environment that promotes gender discrimination opposes to the current European and Greek legislation. From 2010 onwards the European Directive 2006/54/EC “On the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast)” has been incorporated into the Greek legal system under the law 3896 (2010). According to this legislation (article 15), every direct or indirect discrimination based on gender or family circumstances regarding member status or participation in unions/ associations of workers or in every professional organisation, including the benefits derived from this participation, is prohibited. On the other hand, the foundation and functioning of a gender organisation is allowed, but only if the main purpose of such a group is the promotion of equal treatment among men and women.

As it comes out from the above the legislative framework of the programme was based on two main axes the first one regarding the organisation and functioning of trade unions and the second one being women’s participation in equal terms in trade unions and labour organisations. However, as it is going to be discussed in the following section broader issues of gender equality, especially during the economic crisis that erupted in 2010 and today runs its sixth year, are also important in order for someone to understand the theoretical and conceptual framework the programme was based on.

2.1.3 Academic analysis

The programme, for its implementation, is primarily taking under consideration the European framework regarding gender equality. Gender equality is one of main principles of the EU and this is clearly described in the European conventions and in EU chart of fundamental rights.³ This is also related to the general principle of the European Legislation regarding the reconciliation of professional and family life.⁴ According to the European conventions gender equality is a fundamental right and a cornerstone of the EU and it is included as an obligation for the member-states. Equal participation of men and women in the political and economic decision making process is typically a priority within the EU and it has been underlined in many European texts as a crucial element for the growth of the true and essential democracy contributing this way in economic growth.⁵ However, despite the above official priorities of the EU, it is recognised that women are under-represented in responsibility positions in all the fields of economy and society, regardless of the significant growth of women's participation in the work place and of their educational and professional level during the last years (Pillinger, 2010).

On the European level the promotion of women's political participation from and in European labour organisations and their encouragement to participate in the administration of these organisations is a proclaimed priority of action (European Social Partners, 2005 and 2009).⁶ These issues have been extensively discussed by the trade unions on a central European level. The European Confederation of trade unions has adopted mandatory action plans that target to the growth of women's participation in trade unions.⁷ These action

³ Articles 7 and 8 of the Function Convention of the EU, articles 2 and 3, paragraph 3 of the EU Convention and articles 21 and 22 of the EU chart of fundamental rights.

⁴ See Article 8 of the European Convention for Human Rights and the directive 2002/73/EC on the reconciliation of professional and family life.

⁵ For example for the European Commission this is one of the four main goals of the Drive Chart on gender equality (2005-2010), but also a critical element of the men and women equality strategy (2010-2015) (European Council 2010). Another important text is the European Covenant on Gender Equality accepted by the European Parliament in 2006.

⁶ According to the EC data base "More Women in Decision Making" women are better represented in employees' organisations compared to employers' organisations (1 in 3 and 1 in 6 respectively).

⁷ For example action plans of 1999 and 2003 (renewed in 2006) but also the Chart on gender equality (2007) include commitments towards the elimination of inequalities in the

plans are being renewed constantly after the decision of the Confederation and are being controlled through data requests by its member-organisations (Pillinger, 2010), in order to have a clear image of what is taking place in every member-state in terms of women's participation in trade unions.

However, apart from the issue of women's participation in trade unions and the decision making process another parameter that was taken under consideration during this programme was the economic crisis Greece started to face from 2010 and the impact that this crisis had on women. A general observation that was made was that there is a lack of analytic statistical data measuring the impact of austerity measures on women (apart from the unemployment rates) regardless of the fact that this has been asked repeatedly by international organisations and it is based on the international conventions Greece has signed (ILO, 2011 & 2012; UN CEDAW, 2013).

An issue of particular interest was the place of women in the labour market and this was also taken under consideration during the programme. According to existing studies gender is still a crucial discrimination factor, since women are traditionally employed in female jobs, which supposedly allow them to fulfil their primary role within the family (Kritikidis, 2011; Gasouka, 2008). This role is still dominant in Greek society and undermines the work ability for women. The amount of work women have to do in the family is incriminating and conflicting with their professional role. This leads inevitably to underemployment; education and training only in traditional areas not connected with modern professional and financial developments; stagnation in labour hierarchy; abandonment of ambition for professional development; less accumulation of work experience; and finally job abandonment.

Another decisive factor regarding women's place in the labour market is the stereotypes and prejudices of their employers both for women candidates for a position or for those already in the workforce. These include arguments based

representation of men and women in the administration of trade unions, the obligatory collection of statistical data regarding the female participation in the administration of trade unions and the adaptation of positive measures for the promotion of women in responsibility positions.

on gender stereotypes, for example that women have limited professional capacities, they lack of professional interest because of their family duties, and they will probably ask for a work break because of pregnancy and afterwards for a maternity leave (Amitsis et al., 2008). More particularly in Greece women's employment is lower than men; they face serious problems of unemployment; women work in areas not well-paid and with low professional status. Furthermore, women employees in Greece are in a worst position compared to men regarding the place they take in an enterprise/ organisation; the contract they sign in this work; and the salaries they get (Galata, 1996; Kritikidis, 2011). According to European Commission's data (EC, 2013) the wage gap between men and women in Greece was 22 per cent. However, these data are from 2010 (for Greece from 2008) and no systematic examination of the wage gap has been conducted during the economic crisis. However, the assumption that is made is that this gap is still stable if not worsened during the crisis.

As it is stated apart from the division of labour and the wage gap the vertical division and the glass ceiling are also responsible for women's place in the workforce. This means that women are facing "invisible" obstacles to evolve in the work hierarchy and as a consequence this has an impact on their wage (Pilinger, 2010). The apparent rise of female employment in Europe before the crisis was an outcome mainly of the rise of flexible forms of employment and did not lead to the decrease of female unemployment. It should also be underlined that apart from the higher unemployment rate women have compared to men, they also have high rates of long-term unemployment and this on a stable basis (Gasouka, 2008). According to the programme (Varchalama, Boukouvalas, Papageorgiou, 2015: 32) all the above issues regarding women's place in the labour market imply that women's representation in trade unions and the claim of their rights through them is a crucial process especially during the economic crisis in order to minimise the impacts of the crisis on women.

The international agencies that are responsible for the implementation of the international conventions Greece has signed, which are mandatory, have underlined (ILO, 2012; UN CEDAW, 2013) that the austerity measures in

combination with the deregulation of the protective framework of the labour market have led to the violation of the principle of equality in men and women employment and to the rise of direct but mainly indirect discrimination against women regarding their wages and work conditions (Karamesini and Rubery, 2015). However, women's precariousness regarding their work conditions and their placement in part-time jobs or low-paid jobs is observed on a European level (ETUC, 2011).

According to a report conducted by the Greek Ombudsman (2011) austerity measures have influenced the already problematic place of women in the labour market. In the time the programme was prepared and in its initial steps, female unemployment was very high. In 2011 the unemployment rate for women was one and a half time more the one of men (Kritikidis, 2011) while in 2012 the rate of women in labour force was reduced in the 2005 level reaching 42.7 per cent (Kritikidis, 2012). As a consequence of all these, the unemployment rate of women in 2012 was 30.1 per cent while in 2009 was 12.5 per cent with young women aged 16-24 influenced more (62.1 per cent). In 2015 the unemployment rate for women was 29.3 per cent while for men was 20.8 per cent (ELSTAT 2016a). In addition, according to the Manpower Employment Organisation (OAED) in January 2016 more women are registered (55.34 per cent) compared to men (44.66 per cent) (OAED 2016). According to the latest data for the second semester of the year (September 2016) female unemployment is still high (27.6 per cent) while that of men is 19.4 per cent (ELSTAT 2016b).

Another aspect of the crisis that has a negative impact on women is the cuts of public expenditure. Women are influenced more than men in the fields of education, health, and housing (Greek Ombudsman, 2011; Walby, 2009). Women faced the double impact of these austerity measures and cuts since female employees were those particularly benefited by public expenditures (Crowley, 2011), for example funding of kindergartens that will help women in their effort to participate in the labour market as equal to men. The European Trade Union Confederation (ETUC, 2011) has highlighted that cuts of the welfare state are

very dangerous for vulnerable and precarious social groups in the workplace, especially women.

As it is understood a programme that is related to the participation of women in trade unions and in the decision making process has to take under consideration various aspects in the gender equality field. Particularly in Greece where the crisis runs its sixth year issues like female unemployment or under-employment, wage gap, the rise of stereotypical behaviour in the work place and probably sexual harassment or violence against women should not be neglected. The programme was primarily based on the existing literature both national and international on gender equality and inequality issues and additionally on European Union decisions, international conventions, etc. regarding the promotion of gender equality. A point of criticism might be that despite the fact that women have been extremely influenced by the economic crisis there is no reference to the fact that according to some studies men are equally or sometimes more influenced by the crisis, because women had already high rates of unemployment and faced difficulties in their work place. On the other hand the data suggest that during the economic crisis more men lost their job compared to women (Newpost 2015).

2.2 Previous evaluations

2.2.1 Search strategy

The programme “Promoting and reinforcing women’s membership and leadership in trade unions’ representative bodies” has not been evaluated on the whole. There is only one evaluation (internal) available, which was focused on one of the most basic parameters of the programme, i.e. the seminars conducted towards the education and empowerment of the participating women. This evaluation took place after the completion of the seminars by a team member of the Labour’s Institute (INE). In order to find existing evaluations we first contacted our impact partner (INE/GSEE) who was responsible for the implementation of the programme. We asked people who were involved in the establishment and the implementation of the programme and they provided us with this particular evaluation. Furthermore, we searched the website of the

Labour's Institute (INE/GSEE <http://www.inegsee.gr/>) and particularly the webpage regarding the programme (<http://www.inegsee.gr/domes-isotitas/>), but also the Facebook page established for this purpose (<https://www.facebook.com/domesIsotitasIneGsee>). Our research gave no results on any additional evaluations. We also searched on the web for any possible existing evaluations or articles about the programme that INE was not aware of using as key-terms the title of the programme and/ or the name of the Institute and/ or the words 'evaluation', 'women/gender and trade unions'. This research gave also no results. Finally, we searched a collective database of University and academic libraries of Greece (<http://www.unioncatalog.gr/>) and databases at the National Centre for Social Research (EKKE) website (<http://www.ekke.gr/>) using the same key-words but again we got zero results.

2.2.2 What do previous evaluations tell us?

The existing evaluation focuses on the seminars organised and implemented during the programme. It took the form of a descriptive statistical analysis based on questionnaires filled by the participating women in 34 seminars. Apart from the demographic characteristics four axes were evaluated: 1) The organisation of the programme, 2) The thematic sessions, 3) The collaboration with the educators and 4) The fulfilment of the participants' goals. Based on the above categories the main findings of this evaluation were the following.

Regarding the organisation of the programme the vast majority (61.1per cent) of the participants said that it was good, very good and excellent. However, despite the fact that from the above data it comes out that there was a well-organised plan for the implementation of these seminars, there are some points mentioned that could be taken under consideration for improvement in a future programme. These comments had to do with the time the seminars were conducted (e.g. need for less hours, more breaks); with the infrastructure (e.g. improvement of P/C infrastructure, improvement of audio-visual infrastructure); with the educational material (e.g. sometimes the material was not taught to its entirety, need for additional material in electronic form, more bibliographical references, etc.); with the educational techniques and tools (e.g. the upload of the

presentations during the seminars on a portal so that it will be available) and with the dissemination of the seminars (e.g. additional dissemination of the seminars, more information through the Internet, the usage of posters in stores and workplaces about the seminars). The above mentioned comments came through the open questions included in the questionnaire distributed to the participants and not from the predetermined questions.

Another part of the evaluation was about the thematic sessions taught during the seminars. The participants argued that such seminars are very useful and should be organised on a more regular basis and not once in a time. They also said that more seminars are needed and that they should last more time. According to the views expressed by the participants the seminars covered their basic knowledge gaps and they offered them a crucial gnostic and ideological background which they thought useful for their empowerment and the effective accomplishment of their role within the trade unions. The participants suggested some additional thematic sessions that could be included in future seminars, e.g. confronting sexual harassment in the workplace, persuasion techniques for employees, negotiation techniques, unemployment, etc.

The educators of the programme were evaluated positively by the vast majority of the participants (94.4 per cent). As it was stated they were very collaborative, well-informed, they had an open and positive attitude during the seminars and they tried to help participants to develop their personal skills. Based on the evidence that came out from the evaluation it is argued that the selection of the educators was very successful. This proves how important is for such programmes to select the appropriate educators especially when it comes to the implementation of inter-active workshops and seminars.

Another outcome of the evaluation was that the majority of the participants were satisfied by the programme on the whole. 78 per cent of them argued that they were very satisfied by the collaboration among the colleagues and 80 per cent was very satisfied by the programme on the whole. Some of the most positive aspects of the programme were the following: They obtained

important knowledge on various issues, e.g. trade union issues, legal issues, labour issues and negotiation strategies; the exchange of experiences, views, knowledge and problems with colleagues from the same or different work fields; the collectivity, solidarity, team work, and respect that were developed during the seminars; information, personal contact and social networking; knowledge on issues of gender equality; the awakening of the collectivity between women; understanding what anxiety is, how it may influence people and learning techniques to confront it; and their empowerment on both a gnostic and sentimental level.

The negative aspects that were mentioned during the evaluation of the seminars were related on the one hand with the available infrastructure, and on the other with the implementation of traditional methods of teaching (lecturing and lack of dialogue, lack of examples, lack of visual material and digital information). Another negative parameter mentioned was the small participation in some cases of female trade union members and some suggestions were made, for example that the seminars should be attended also by women non-members of the trade unions and be open to the wider public. In a more general level the suggestions that came from the open questions of the questionnaire were the following: the implementation of more seminars covering wider and new thematic sections; the need to fund trade union educational activities; knowledge and familiarisation with the new aspects and new ways of action of the trade unions; need for more education and empowerment; need for life-long learning; the need that the educators are familiar with the adult education principles and implement them during the seminars; and the need for a powerful and continuous trade union education which will be officially supported. However, all these comments were less compared to the positive outcome that the vast majority mentioned and they were added as a stimulus for further improvement in a future programme.

This was an internal evaluation conducted by an employee of INE/GSEE. The evaluation of the seminars of the programme took place at the end of the seminars (summative evaluation) through a paper questionnaire which was

distributed and completed by 494 participants. Based on the text of the evaluation we have (Katopodi, n.d.: 74-78, 117) it seems that the questionnaire was prepared by the project coordinators and the evaluator just analysed the data collected. This might be an issue of criticism, since the evaluator should at least participate in the preparation of the evaluation process. The evaluator, however, has made some comments regarding the structure and content of the questionnaire that could be useful for future evaluation of future programmes.

3. Needs assessment

3.1 Introduction

Needs assessment was a main part of the programme and was included in the study which was conducted before its start (Varchalama, Boukouvalas, Papageorgiou 2015) in order to map the field, to describe the population in need, and explain the necessity for the implementation of such an intervention. Needs assessment was organised and executed by the stakeholder's staff and it was based on the existing data about the participation of women in trade unions but also on the situation of women in the work place in general. As it is going to be presented in a following section of this part, due to a lack of data in some cases additional research took place in order to examine if and to what extent women actually did or did not participate in trade unions.

Our evaluation was based on the programme's existing needs assessment supplemented by interviews with staff members of the stakeholder and interviews and focus groups with women who participated in the programme.⁸ The main questions that we will try to answer are the following:

- Why this specific programme was designed and implemented?
- What was the social problem the programme wanted to address?
- What was the target population?
- Which were the programme's goals? Did the programme achieve them?

⁸ Because of the fact that the programme has now ended it was difficult to find and conduct interviews and focus groups with beneficiaries.

- Was the programme supported by local societies and/ or by the state authorities? How?
- Were there any structural, legal, political changes after the programme's completion?

3.2 Existing needs assessment

Before the programme's official start and already in its proposal there was a provision to conduct a study on the social problem addressed and the population in need. This needs assessment included both a quantitative and a qualitative study with women participating in trade unions and was based in the existing data (Varchalama, Boukouvalas, Papageorgiou, 2015), but in some cases where data were not available new research took place in order to document the problem of the participation of women in trade unions, like in the case of the Greek Federation of private sector employees.

3.2.1 Target population

In the programme's initial proposal the target population was clearly described. According to this description all the actions that were included in the programme were targeting the following groups:

- The elected population, women and men, in every degree of the trade unions.
- Women already elected in every degree of the trade unions.
- Women not elected, but having active participation as candidates in previous electoral procedures and willing to continue their trade union activity and promote their participation in trade unions in the future.
- Women not elected in trade unions but actively participating in trade union organisations and willing to continue their trade union activity and promote their participation in trade unions in the future.
- Women in the labour market who have no participation but would like to be more active and participate in the future.

3.2.2 Population need

The population in need was clearly described in the study conducted during the first steps of the programme. As it was stated, despite the improvement that has

taken place from the part of the trade unions regarding the collective promotion of claims on the essential issue of gender equality, the achievement on the protection of workers' rights on the basis of equal opportunities and equal treatment between men and women and the effort to eliminate discrimination in the work place, there is still a challenge for the active participation of women in trade unions, their presence in the trade unions' boards and in the decision making centres. Furthermore, as it is argued, (Palaialogos 2006) the quantitative presence of women in trade unions does not correspond with the growing place they take in employment. In Greece there were no specific analytical data regarding women's participation in trade unions and their role in the trade union movement and one of the initial goals of the programme was to fill this gap through the undertaking of a separate study (Varchalama, Boukouvalas, Papageorgiou, 2015: 53).

The study took under consideration the general situation in Greece and also the current framework on the gender relations. From the moment trade unions are part of the society it is possible - and this is the case for Greece - that discrimination and inequalities that exist among men and women in other social places and mainly in the labour market will be also present within the trade unions. These inequalities are reproduced in the trade unions directly or indirectly (Kaltsogia-Tournaviti, 2007) and there are a series of reasons regarding the limited presence and participation of women. According to this study, one of the main reasons is that women after their entrance in the work place and after deciding to have a family they don't have much free time to get involved in trade unions' activities. This unequal allocation of family responsibilities for the working women is considered one of the principal obstacles for participation (Palaialogos, 2006; KETHI, 2006; Arvanitaki, 2004; Papagiannopoulou, 2013). This means that the traditional place of women in the family has not changed much, while the role of the extended family that used to help women has been minimised, if not totally eliminated. Another crucial reason is that trade unions do not attract women because they are mainly related to and dominated by men (Palaialogos, 2006). As a consequence, trade unions are seen

as a place for men, like politics and this is another obstacle for women to take the necessary step and decide to participate actively. This is a finding that was verified from our interviews both with stakeholder staff and the beneficiaries. Women take responsibility roles only in the case they dominate a union in terms of numbers. For example, in the union of the cleaners, which is primarily consisted of women, they dominate the administrative boards, but again due to their family responsibilities it is difficult to find women willing and able to participate in trade unions.

Another group of reasons are social and psychological ones. Stereotypes women face in their everyday lives within the family and the work place are usually internalised and discourage women from participating in trade unions. Women's stance against trade unionism is influenced from their socialisation and the social roles they have within a predominantly male society. These social roles are structured on gender discrimination to a large degree, since women are considered to belong mainly to the private and not the public sphere. They avoid being competitive to men not only in order to claim places of leadership in trade unions, but also in participating in trade union processes and membership in general. It has been observed that women compared to men have less self-esteem about their skills especially when it comes in taking leadership roles. When this happens they tend to have high expectations from their selves, they put strict criteria of self-evaluation and they are prone to negative criticism that usually is cultivated from their environment. Women are not easily familiarised with power mechanisms and competitive psychology and they accept more easily secondary roles. As a consequence, and compared to men, they have not developed these particular qualities connected with the trade unionist "model" but they are also not attracted by it (Arvanitaki, 2004).

This lack of interest from the part of women is at the same time the reason and the outcome of the lack of knowledge women have regarding the responsibilities, the obligations and the results of the trade union activity. One of the main problems is that women are not aware of how trade unions could help them to deal with their work problems and that is why they tend to abstain from

participation. Apart from that, women need to be trained and empowered in order to be able to actively claim their rights in the work place. This means that there is a need for training and information regarding the organisational and structural elements of the trade union movement, for example the collective bodies of representation and how these bodies function. In addition, there is a need for the empowerment of women on the level of skills and attitudes, because through those women could acquire the necessary skills in order to access decision making positions and leadership roles. However, the issue of women's access to trade unions is not due – neither could be overcome – only through information and an attitude change of women.

One last group of reasons why women are less participating in trade unions is the so-called institutional obstacles. This has to do for example with the time and duration of the trade union meetings which are deterring for those women (and men) with family responsibilities. These meetings are usually called in times that women can't participate, they are not well organised, they don't start on the exact time set, and they usually last for a long time. This kind of functioning demands that trade union executives are available all the time and should participate within a framework that doesn't take under consideration family responsibilities.

In some cases in order to take a responsibility position previous experience at a lower level of trade unions is required and since women are not trusted to represent workers on this lower level this becomes another obstacle for their participation in higher positions. Informal social networks within the trade unions are also reproducing the stereotypes about women and their capability to take leadership roles, and that way they act as an exclusion mechanism. As a consequence, women are limited to lower places within trade unions and they have less opportunities to take higher positions, meaning that trade union structures are indirectly and perhaps subconsciously reproduce the inferior and disadvantageous position of women in the work place (KETHI, 2006; ETUC, 2011b).

From the above it comes out that a male model of the trade unionist is established, dominating trade unions, and if and when women manage to get a responsibility position, they are usually confronted with suspicion and are subject to criticism based on their gender and not on their views and ideas like their male counterparts (KETHI, 2006). This fact does not allow women that achieved to take a higher position to act as role models in order to attract more women to participate in trade union activism. Furthermore, these trade unionists in order to survive within these circumstances are called to adjust to the male trade unionist model and that is why they have limited leeway to develop a trade union activism based on their gender (Arvanitaki, 2004). Dominant stereotypes prevent the support of such initiatives but also the adoption of a policy in order for women to take responsibility places and participate actively in trade unions.

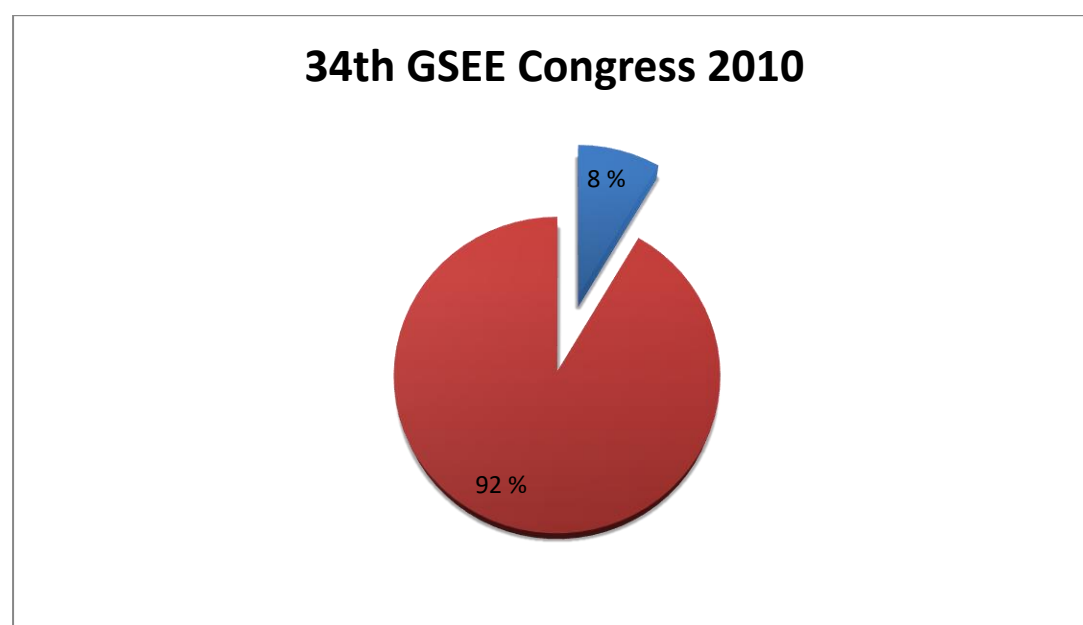
In order to attract women in trade unions and women to see themselves in those, it is very important that trade unions put demands, strategies and priorities of their own interest. That was the conclusion of a worldwide study about the obstacles women face in order to participate in trade unions and these were a lack of approach, sensitivity and response to their needs (ICFTU & GUF, 2003), while similar findings came out from another study (ETUC, 2010) which argued that trade unions are masculine dominated and that there is a lack of policies in order to promote women's participation.

Since the programme had to deal with a wider social problem and population from around Greece and not one limited in a particular area, city, or village concepts like incidence and prevalence were not actually used. However, as it is going to be presented in the following section it could be argued that prevalence is used, though not explicitly stated, in the needs assessment since the quantitative data on women's participation in trade unions make a clear reference to the total problem regarding the General Confederation of Workers and the Greek Federation of private sector employees.

3.2.3 Evaluation of previous needs assessment

The introductory study of the programme gave a good and complete overview of the problems and obstacles women face in their participation in trade unions

using data and references from European and national sources. Through this analysis the framework was set in order to present and explain the reasons behind women's low participation in trade unions, but also describe the needs for a programme like the one undertaken in order to confront the existing problems and lack of policies. After that, the study tried to examine and present the exact size of the problem conducting a quantitative study regarding women's participation in trade unions and presenting these findings in order to support the argument for the need of such a programme. Trying to support the argument about the need to strengthen women's participation in trade unions a quantitative study took place at the beginning of the programme in order to map the number of women in trade unions in every trade union degree.⁹ One of the first findings came out from the 34th congress of the General Confederation of Workers in Greece (GSSE) in 2010 (the programme started in 2011). According to this study from the 484 representatives in the congress only 41 were women (8 per cent, see graph below).

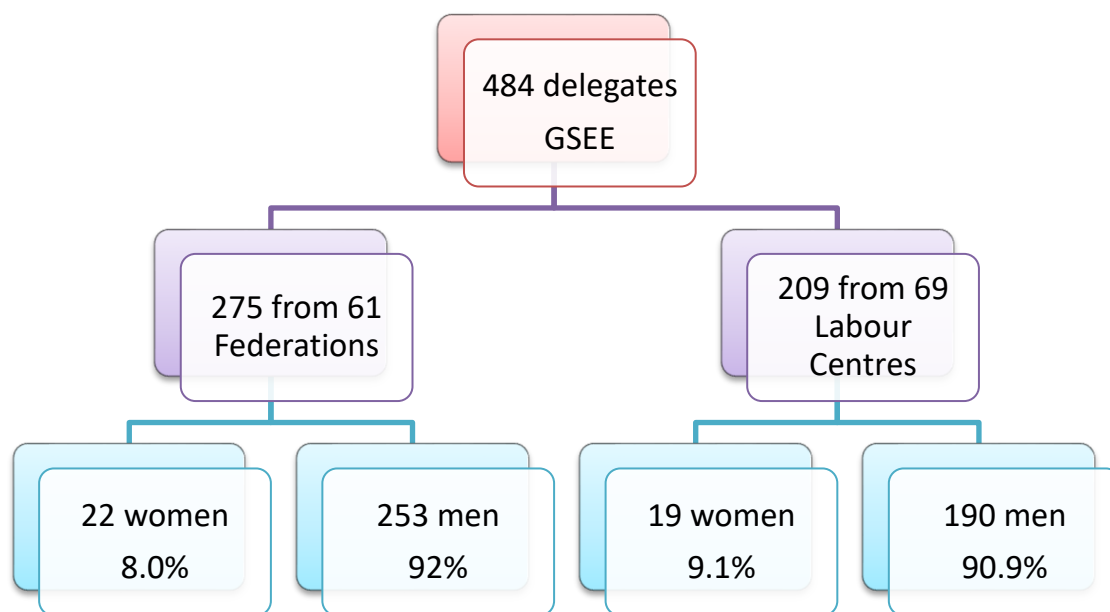


Graph 1: Men and women representatives in the 34th GSEE congress

In this congress 275 delegates were elected from the 61 federations. Among these 22 were women from 14 federations and 253 were men from all the 61

⁹ For the trade union degrees (levels) see this report pp.13-14.

federations. 209 delegates were elected from 69 Labour Centres around Greece. From those 19 were women from 16 Centres and 190 men from all the 69 centres. The outcome of the elections that took place in the 34th congress of the GSEE was the following: From the new 45 board members 39 were men and only 6 were women, 4 coming from federations and 2 from labour centres. From these 45 board members 15 were elected as the executive committee and only one of them was a woman and from the 15 members of the auditing committee only 2 women were elected.



Graph 2: Analytical representation of men and women in GSEE's congress

Finally, in the 25 member of the General Council of GSEE no woman was elected. Having in mind the data since 1976 regarding the women elected in the 45 member board it could be argued that the presence of women is almost stable because in 1976 only 1 woman was elected, but 6 women were also elected in 1989, 1992 and 2004. This shows the continuous need for women participation in trade unions, especially in higher positions. It also proves that despite all those years that passed nothing has changed into that direction, even though the place of women within the society and the work place has been improved.

The programme team prepared a questionnaire that was sent to all the federations and labour centres in order to map the participation of women on a lower level of trade unions since as it came out from the above analysis of the GSEE congress (2010) women face serious obstacles in their effort to reach the upper levels of the trade union hierarchy (glass ceiling phenomenon). In this study 58 federations out of a total of 73 and 77 labour centres out of a total of 81 participated. According to the data sent from the federations the ratio regarding the representatives is approximately 1 woman to 4 men and in numbers from a total of 6,321 representatives only 1,186 are women (18.77 per cent) and 5,135 are men (81.23 per cent). In the various boards and committees within the federations the ratio was even worse and varied from 2 to 5 up to 1 to 12. Furthermore, according to the information provided by 41 federations women also don't take responsibility positions and if they participate within the federation they are mostly simple members of the administrative boards (50.88 per cent) and not president (3.51 per cent), vice/ deputy president (9.65 per cent), general secretary (2.63 per cent), deputy general secretary (7.89 per cent), treasurer (7.89 per cent). Of course, as it was expected there are some federations that women are more active and score higher numbers of participation varying from 42 to 58 per cent, while in some others their participation is limited to numbers from 0.4 to 4.84 per cent. However, this is related to the nature of the employment since for example there are not many women working as metal workers, track drivers for transfers or construction workers. The study, though, came to the conclusion that in jobs where female presence is very high, for example teachers in the private sector or hotel employees, women still have low numbers of participation and representation especially in the higher levels of their unions.

The situation is similar when it comes to the data derived from the 77 labour centres that participated in the study. From their replies came out that from a total number of 8,911 representatives only 1,680 were women (18.85 per cent) and 7,231 were men (81.15 per cent). Also in this case women are less represented compared to men in the different boards and committees within the

centres with the ratio varying between 1 to 4 and 1 to 8. Respectively low are the numbers regarding women's participation in responsibility positions in these boards, since most of them are simple members (43.3 per cent). The study found that only 7.22 per cent were elected as president, 5.15 per cent as vice/ deputy president, 5.15 per cent as general secretary, 12.37 per cent as deputy general secretary and 18.56 per cent as treasurer. As in the case of federations again some labour centres have more women compared to others while in some centres a complete lack of women was found. However, this is also related with the labour market in each region, because in some areas of Greece there are more women working in a field, for example tobacco workers in Edessa, northern Greece.

Despite the caution needed when presenting and commenting the data the programme team collected through this study, the clear outcome is that women are less participating in trade unions either as members or as candidates for a higher position. From the conducted study the existing problem is clearly described and this leads to a well-structured framework that takes under consideration every aspect of the problem not reaching hasting conclusions. It is also worth mentioning that such a deep study regarding the participation of women in all the degrees and types of trade unionism in Greece hadn't take place and that in some cases of large federations there were no data at all, like for example, in the Greek Federation of the private sector employees, one of the larger ones in Greece.

In that case the programme staff undertook the relevant study during the first steps of the programme and before the implementation of the seminars and workshops, in order to have a full image regarding the presence and representation of women in the federation. This was the first time that such a study took place within the Federation and what was interesting was that the staff member who undertook it had to have access to the Federation's archives under the presence of a Federation's member and do all the work by hand since there were no electronic data bases (Ntina). The interesting finding from this additional study, that was not included in the initial proposal, was that women

are participating more than men. For example 145 unions out of a total of 227 within the Federation, are dominated by women, though as one goes up to the hierarchy finds less women. However, in the administrative boards, women are more (54.81 per cent) compared to men (45.19 per cent).

The above study helped to fill a gap in the field and confirmed what many of the staff member knew, but on an unofficial level. As all the programme staff mentioned in our interviews and informal discussions, they already knew that women are less participating and less represented in trade unions through their personal contacts with the federations and the labour centres around Greece. However, there wasn't an official study to map the depth of the problem and give the stimulus to design and implement such a project. This suggests that programme staff acknowledged the limitations in the existing knowledge about this problem. A point of criticism might be that there was not a provision within the programme proposal for a follow-up study at the end of the intervention in the next conference of the General Federation (GSEE) in 2013 or in other federations and labour centres in order to examine if and to what extent the programme had an effect on women's participation.

Apart from the quantitative study regarding women's participation a qualitative study through one focus group discussion took place with 9 women that were elected in second degree organisations. The main outcomes of this discussion with these women, according to the study produced by the programme staff, were the following. First of all, all of them knew that women are less participating in trade unions since they had a close and personal experience of that. They also argued that in this time of economic crisis it is probably very important that women get involved in trade unions and claim their rights. The main motives they mentioned in order to become active in trade unions had to do with work problems, for example too many hours of additional work and exhaustive schedule, the lack of the right to express their opinion on issues directly related to them, the impossibility for a woman to leave her work, which makes it difficult when she is sick or if she wants to have a baby, work insecurity, the lack of the right to go on strike and the intimidation of the

employer, and the placement in work positions not compatible with their qualification.

The main obstacles described were first of all the dominant stereotype that wants men to participate in trade unions and dominate the field, while in Greece women are supposed to be responsible mainly for the family and not get involved in the public sphere. As a consequence, it is difficult to combine one's work, with the care of the family and trade union participation. Additionally, it was argued that the inferior place of women in the labour market is also reproduced in the trade unions and the glass ceiling is still powerful preventing women from taking high level positions.

Women's needs in order to participate in trade unions were highlighted by those who participated in the group discussion as a crucial fact that should be taken under consideration. On the first level, practical parameters were mentioned. For example, a mentality and practical change within the household from women and men alike, meaning that men should help more in the household, in order for those women willing to participate to have more time to do that. Into that direction trade unions should take under consideration that women are mainly responsible for the household and should re-organise their functioning so that women can participate. Finally, the strengthening of support structures, for example, kindergartens so that women are able to have more free time, was also considered crucial for women's participation in trade unions.

On the second level, education was the factor that was primarily mentioned. As it was argued, women who participate in trade unions spend their time studying about their role in the union and on various issues, for example on the social security system, their labour rights, etc. and this is something that should be dealt in the future because it is time consuming. At the same time the confrontation of stereotypes and prejudices about women is of high importance and education is the main tool to do that according to their opinion. This includes the need for the empowerment of women in order to surpass the main obstacles

they face either within their family and close environment or in their work environment.

Women's needs and suggestions were taken seriously under consideration in the action plan of the programme, especially those related to educational issues and the empowerment of women. The programme would try to cover the demands and needs of women by organising and keeping an archive based on all trade union organisations regarding women's participation in order to map the changes within time and make the necessary interventions. However, this particular plan was never implemented. At the same time an effort took place to map the social, professional and family profile of women participating in trade unions and of the factors that influence positively or negatively their participation and of course their needs. Educative initiatives were also included in the action plan through the implementation of seminars on various issues from trade union activity parameters and the promotion of gender equality to issues of social security system, labour rights, psychological support, etc. Women's empowerment was another aspect taken under consideration in order to make women participate, claim and negotiate their rights in the labour market. Through these seminars an analysis of women's needs would take place, as well as a development of methods and tools of the empowerment and negotiation abilities of women, the exchange of experiences and good practices, the growth of the number of women in places of the higher ranking of trade unions, and the reinstatement within the trade unions of demands related to the protection of motherhood, family and the reconciliation of private and professional life. In general, this study helped in the organisation and preparation of the implementation of the programme because it was based on the needs women expressed. The ideal would be to conduct this kind of study before the submission of the proposal in order to better prepare the programme. Probably due to lack of funding this had to take place afterwards. This seemed to have caused no problems, because the programme had the flexibility to make changes wherever it was necessary during the implementation.

According to the programme study all the above should be approached through the gender dimension and this means that actions towards the collaboration and solidarity among genders should take place in the fields of personal, labour and social life of the employed women, because of the multiple roles women have in contemporary societies and more particularly in times of a severe social and financial crisis. Such an activity includes and focuses on finding and supporting local authorities, networks and services, both public and private that can support women on a personal, work and social level. Furthermore, there is a need to find a way to create networking, collaboration and coordination mechanisms of the abovementioned services, authorities and networks that could allow a complete approach and documentation of women's needs, the facilitation of the collective expression of their demands, and the possibility through collective negotiation, to create a more positive environment in order to search and implement solutions to social problems women face.

Finally, as it was mentioned, there is a need to support and empower staff members of the Gender Equality Structures within trade unions but also staff from the collaborative services/sectors so they can participate effectively in the formation and assertion of demands of more general interest, but also in participating where appropriate, in finding solutions to these demands. However, what is important and underlined in this initial study is the fact that as long as the majority of women is unemployed, underemployed, without social security, and tasked with multiple roles, the participation of women in equal terms in trade unions will remain a difficult task. This leads to the conclusion that a continuous need for action in support of women is needed. Into that direction the role and collective activity of trade unions in the implementation of targeted activities in favor of women is crucial, especially in a time period in which fundamental changes are taking place in the labour market and these have as an outcome the rise of discrimination and inequalities against women. As a consequence, it could be argued that all the possible interpretations of the needs of the population were recognised and taken under consideration during the preparation and implementation of the programme. It seems that the

programme team conducted a satisfying needs assessment covering almost all the aspects of the issue and placing it in the broader social framework.

3.3 New needs assessment

As mentioned above, in the beginning of the programme the team conducted a full needs assessment taking under consideration the current situation in Greece, collecting data about the population in need and their needs and examining the existing literature not only regarding the participation of women in trade unions but also about gender relations and gender roles within the broader society. The PUA Innosi team decided to proceed with an evaluation of the existing needs assessment and conduct a partial new one in order to verify the conclusions of the one that was conducted by the programme team during its first stages. This was decided in order to include in the needs assessment the views of the stakeholder staff from different structures around Greece through the interviews we conducted. Since this was not included in the programme's needs assessment the PUA team thought that it would be useful and that we should benefit from the contacts we managed to build in order to confirm or reject the initial needs assessment. Furthermore, we had the opportunity to use additional documents relevant for the needs assessment.

3.3.1 Methodology

The methodology used for this partial needs assessment was based on the documentary analysis of different sources that were available to us by the programme staff and included the preliminary study with a full description of the population in need and its particular needs; the initial proposal of the programme and any following amendments; additional data that were collected during the first steps of the programme by staff members regarding women's participation in trade unions; and finally nine semi-structured interviews with staff members involved in the implementation of the programme as organisers, educators, and scientifically responsible in local offices. The interviewees were from Athens (6) and three regions of Greece that the programme was implemented (Ioannina, Lamia and Patra). The interviews were conducted either

face-to-face (8) or via Skype (1) and their average duration was approximately one hour (from 29 minutes to 1 hour and 15 minutes).

3.3.2 Target population

From our analysis it came out that the target population was clearly described from the very first steps of the programme and the whole implementation was based on this description (see section 3.2.1). However, what came out from the conducted interviews was that there was a small change in the target population included in the proposal. Since the programme started in the beginning of the economic crisis it came out that there was a huge interest among women on such a programme which included special information on worker's rights, legal support, social security knowledge and of course seminars and workshops for the empowerment of women. The outcome was that many women expressed their interest in this programme and not only women participating in trade unions, but also women not participating or not willing to participate and also unemployed women. As it was mentioned during the interviews we conducted, the programme staff decided not to reject such applications and included every woman who expressed an interest in the programme, wherever this was not causing organisational and structural problems, changing this way to some point the initial target population. This flexibility was of high importance because it made women understand that this programme was not exclusively for some of them but could expand to broader gender issues, which of course are indirectly but clearly related to women's participation in trade unions and to their place in the labour market.

3.3.3 Population needs

This change regarding the target population had a small impact on the needs of the population as it was mentioned by the staff members during our interviews. For example, many women especially those who were unemployed or those in cities outside of Athens, in the islands or in villages, had different needs than those in trade unions. They needed someone to discuss problems at home with their husbands, financial problems, in a word they needed social and psychological support and this was something that was part of the programme. However, because of the economic crisis, this was a crucial aspect and

sometimes, as staff members mentioned, additional meetings and discussions on such issues took place in the local offices, without being included in the initial programme's description. This whole issue was not of course out of the scope of the programme which had also to do with women's empowerment and their understanding of their role in the family, the workplace and society, but it came out that it was a fundamental aspect that should not be neglected and that it is the first step before a woman proceeds and decides to participate more actively in trade unions. This also proves that the programme moved to the right direction in addressing the issue of women's participation in trade unions not narrowly but using a broader framework putting it in the field of women's empowerment and gender relations.

Another important aspect that came out of the interviews conducted was that women – participating or not in trade unions – despite any initial hesitation to attend the programme they expressed very positive attitudes and considered it as a great experience. As one of the participants mentioned “this was like a school for me. It was the first time I was attending something like that”. This was also reported by the staff members who mentioned that after the end of the programme they are still receiving e-mails and phone calls from participants who want to know if another programme of the same content or similar will follow in the near future. This could be interpreted both ways: That the programme managed to achieve its goals and that actually targeted the population and its needs, but also that it probably should last longer or include a provision for a follow-up programme into the same more or less direction. Furthermore, according to the internal evaluation of the programme (Katopodi, n.d.) women found their participation as very interesting, useful and productive and they would like to take part in another programme in the same field. This interest and the need for a follow-up are also explained by the fact that a programme of this kind was never before implemented and this might be considered as an innovation. These aspects will be analytically discussed in the following sections and mainly in the process and impact evaluation parts of this report.

4. Theories of change

4.1 Introduction

Theory of Change (ToC) is considered a crucial aspect of the evaluation process especially for projects implemented in order to achieve a social change regarding a particular social group or the wider society. As it has been argued, ToC is the description of a sequence of events expected to lead to a particular desired outcome. In that sense ToC is an ongoing process of reflection to explore change and how it happens and what that means for a particular sector or group of people and within a particular context (Vogel, 2012: 9).

Usually, evaluators need different information from a theory of change process. The focus is to understand issues of effectiveness and wider change for people intended to benefit and in our case for the women who decided to participate in this programme. Theories of change for evaluation purposes tend to drill down into the detail of theories about cause-effect, the different pathways, actors and mechanisms the programme has influenced or could have influenced, as well as significant contextual conditions that had an influence. Differences between the design-stage theory of change and implementation model are also examined in depth (Vogel, 2012: 18). This is a rapidly developing technical area of evaluation literature (Stern et al., 2012; White and Phillips, 2012).

According to the Innosi research template, in this part of the evaluation report the main focus is on any existing ToC developed by the stakeholders of the programme “Promotion and Strengthening of Women’s Participation in Trade Unions and their Representation Bodies” and on a second level on the PUA research team attempt to develop a ToC that will assist in the evaluation process of the programme.

4.2. Existing theories of change

After conducting the first contacts with the stakeholder of the programme “Promotion and Strengthening of Women’s Participation in Trade Unions and their Representation Bodies” it came out that there was no ToC developed during

the preparation and implementation of the project. While the stakeholder staff understood the concept and the need for a ToC, both for the programme itself and for the evaluation process, they have never heard of that and they mentioned that they have not used it so far. As a consequence, this has some implications regarding the programme itself but also for our evaluation process.

It should be acknowledged that every programme targets to some kind of change that will follow its implementation and will have an impact. In the Innosi case study template (p. 9) we had two options regarding the ToC, either to present the existing ToC of the programme and/or elaborate a ToC on our own. Despite the fact that an explicit ToC was not elaborated by the stakeholder, in this section, and before moving to the development of our ToC, we will attempt to present an implicit ToC of the programme. Having discussed with the stakeholder staff we concluded that at least an implicit ToC was lying behind the structure and implementation of the programme. As a consequence, we will first present what we understood as the programme's implicit ToC and then we will proceed with the ToC that we elaborated during our evaluation process.

From the programme's action plan it is evident that the main change that the stakeholder wanted to achieve was the rise of women's participation in trade unions (long-term goal). According to the proposal of the programme and to the action plan the goals of this intervention were: a) The implementation of actions in order to strengthen and broaden the participatory capabilities of working women, b) The upgrade of their knowledge and skills, c) Their personal empowerment and support, so that their active participation in responsibility positions in trade unions of all the degrees and types (first, second, third degree) is promoted and ensured. The project's plan included some indicators regarding the participation of women in the project, i.e. how many participants are needed in order to consider the programme successful, for example, in the project's proposal there was a provision of an indicator of 500 participants in the empowerment and training seminars and 600 participants in the experiential seminars. The problem is that there was no provision of a final indicator, i.e. how the change in women's participation in trade unions was going to be measured

after the completion of the programme. In that sense, there is a technical difficulty to measure the impact of the programme and this is going to be discussed in other sections as well, mainly in the impact and economic evaluation sections, on which it has some implications. Despite the fact that, as mentioned above, we cannot actually talk about an available explicit ToC within the programme, we tried to imagine how the stakeholder staff might have thought of developing a ToC based on the existing information and data we have collected from our research. This has a very simple form and is pictured in the following diagram.

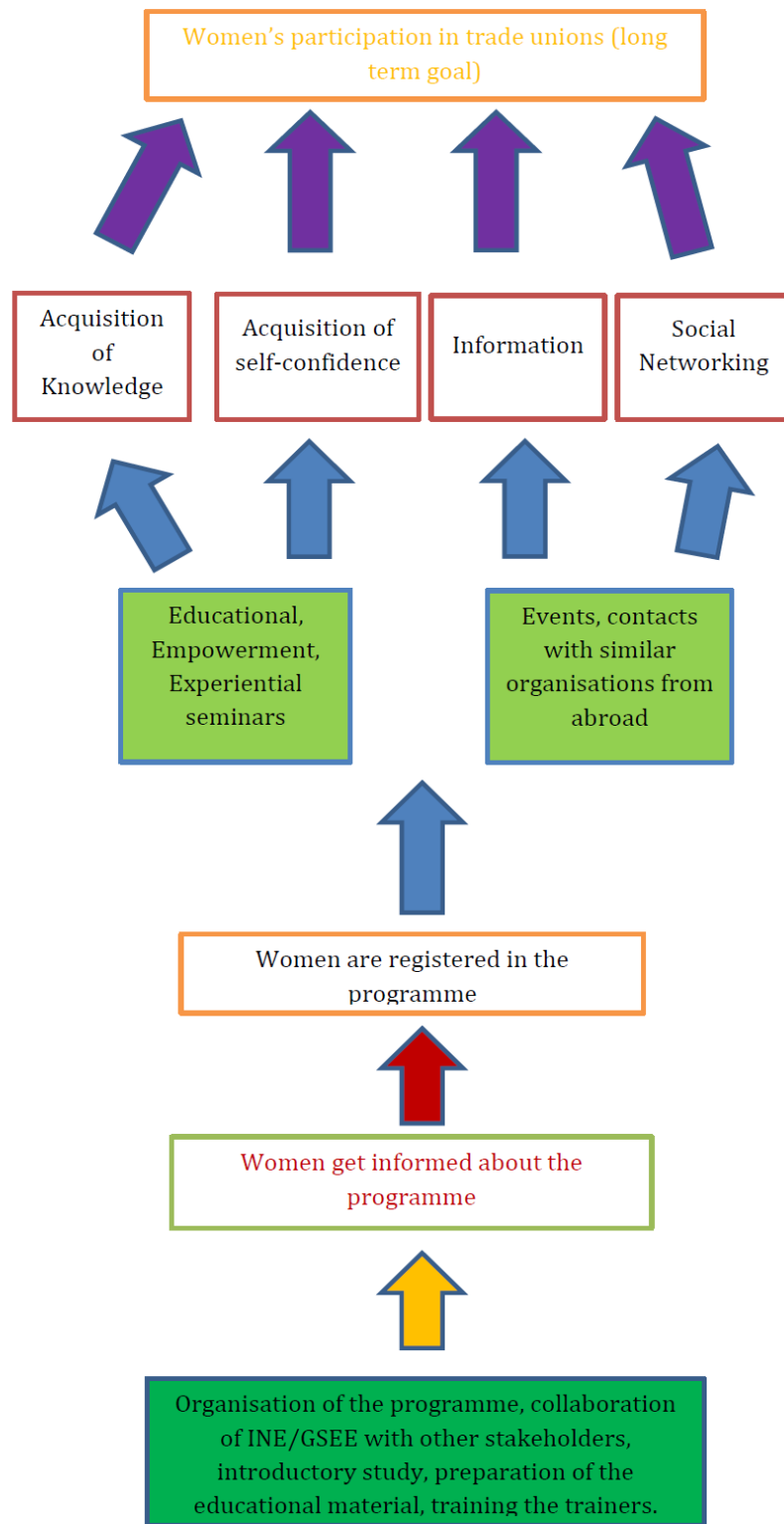


Diagram 1: The initial ToC

The above diagram gives an idea of how the stakeholder considered the development of the programme and the change that will take place, despite the fact that a ToC was not explicitly formulated. This is actually our interpretation of a ToC that might possibly run the programme. Further analysis of this will follow in the next section where an effort to develop a full ToC from our part will be presented.

4.3. New theory of change

4.3.1 Methodology

The elaboration of the ToC that PUA undertook considers elements such as the target group, inputs, activities, outputs, and outcomes. In this process our effort was to find out which factors influenced the programme, if changes took place during the implementation of the programme and why such decisions were made. We also examined what was the social change the programme coordinator wanted to achieve and if there were any indicators that would measure any possible changes. The ToC was discussed with our impact partner that was coordinating the programme and with other staff (e.g. trainers). Since the programme has ended participant observation couldn't be used as a method. More specifically, the first method we used was the in depth study and documentary analysis of some of the main documents of the programme. These included the initial proposal and the following amendments (4 documents, 105 pp.), the action plan that was produced by the stakeholder and included the principles of the programme, its field of implementation, its goals and its general and more particular activities (13 pp.), the technical bulletin describing the steps of the programme (24 pp.), the report on the interstate contacts and communications (14 pp.), the report about the workshops and seminars that took place during the programme (30 pp.), two reports (initial and with amendments) including numbers of participants and thresholds (61 pp.), the internal evaluation report (117 pp.) and the initial study about the participation of women in trade unions (270 pp.).

After the first review we created a draft of a ToC that was presented and discussed in one informal discussion with our impact partner during our meeting in their offices. Despite the fact that they have not explicitly used ToC during the

preparation and implementation of the programme, as mentioned above, they agreed with the graph we presented them (see graph above). As it was described in our evaluation framework we conducted nine interviews with stakeholder staff that was involved in the programme either as organisers and/or as trainers. In some of these interviews we discussed the draft ToC while all of them were useful in framing and evolving our ToC. Following that we had one final discussion with our impact partner in order to review and finalise the ToC. The next and final step was to elaborate on this draft ToC and review the available documents for a second time, a process that helped us to reframe the existing ToC and make some changes that will be presented in the following sections of this part and illustrated in a graph in the final section.

4.3.2 Background

The programme took under consideration the general situation in Greece during the economic crisis, starting in 2010 and also the existing framework on the gender relations before describing the situation regarding women's participation in trade unions. From the moment trade unions are part of the society it is possible - and this is the case for Greece - that discrimination and inequalities that exist among men and women in other social places and mainly in the labour market will be also present within the trade unions. These inequalities are reproduced in the trade unions directly or indirectly and there are a series of reasons regarding the limited presence and participation of women. The population in need was clearly described in the study conducted in the first steps of the programme and also in the bid (Varchalama, Boukouvalas, Papageorgiou, 2015). As it was stated, despite the improvement that has taken place from the part of the trade unions there is still a challenge for the active participation of women in trade unions, their presence in the trade unions' boards and in the decision making centres and there are many steps that need to be taken into that direction. Furthermore, as it was argued, the quantitative presence of women in trade unions does not correspond with the growing place they take in employment and this is an issue to tackle. In Greece there is a lack of data regarding women's participation in trade unions and their role in the trade union movement and one of the initial goals of the programme was to fill this gap

through the undertaking of a separate study (Varchalama, Boukouvalas, Papageorgiou, 2015). More details about the population in need and its particular needs are described in the relevant section on the needs assessment (section 3 of this report).

4.3.3 Long term outcome

As it was mentioned previously, according to the proposal of the programme and to the action plan the goals of this intervention were:

- The implementation of actions in order to strengthen and broaden the participatory capabilities of working women,
- The upgrade of their knowledge and skills,
- Their personal empowerment and support, so that their active participation in responsibility positions in trade unions of all the degrees and types (first, second, third degree) is promoted and ensured.

That means that the impact this programme was trying to achieve was basically the rise in numbers of female participation in trade unions.

However, after the detailed analysis of the programme's documentation but mainly after the interviews we conducted with the stakeholder's staff it came out that the long-term goal or the impact that this programme targeted to was broader. For example, according to one of our interviewees many women came to the office that was established in the Federation of Greek Private Workers not only during the "official" working hours but in many other occasions asking for help or expressing the need to discuss about their problems and the current social and financial situation. In other cases, after the completion of some seminars and workshops, e.g. in Kalamata, a city in Peloponnese, some women that couldn't participate, after meeting randomly the stakeholder staff on the street, they asked if additional seminars would take place in order to attend because they were highly interested. After the official closure of the programme the staff kept receiving calls and emails with the quest for follow-up

interventions into the same direction.¹⁰ Finally, the beneficiaries themselves mentioned that the programme made them understand better their role within the broader society but also in their family and local society, especially from cities and villages around Greece. As one of the stakeholder staff-member mentioned in our interview

“at the end the important thing is not how many women did take the step and participated in the trade unions, but the empowerment of women, the change in their way of thinking about their social roles and their support in order to take more active roles in various fields in their everyday life”. (Ira)

Taking the above under serious thought and consideration it could be argued that the long-term outcome of the programme or the desired outcome was not only the rise of women’s active participation in trade unions, but also the active participation of women in various social activities, their empowerment and self-confidence in order to manage to change at the end the existing gender stereotypes and prejudices that are still placing women at home and capable of working only in specific working areas. The problem is that such a goal is not actually measurable, not to mention that it was actually not explicitly included in the proposal, but it was very clear after the analysis we conducted during the elaboration of our ToC.

4.3.4 Intermediate outcomes

Based on the analysis we conducted for the elaboration of the ToC the intermediate outcomes are the same four presented in the above graph. However, after the change presented in the previous section regarding the long-term goal it could be argued that the intermediate outcomes are five. The first four are: acquisition of knowledge; acquisition of self-confidence; information; social-net-working.

¹⁰ It has to be noted that this was a programme that the beneficiaries received no money (e.g. a voucher or any other compensation for their participation) and this was very important, because as it came out, despite that fact and contrary to what usually takes place in other programmes, the lack of a compensation did not reduced the interest women showed during and after the programme’s completion asking for more seminars and workshops.

Knowledge is very important in order for women to decide to take action and participate in trade unions, but also in order to become more socially active. For example, many women didn't know how trade unions work, their function, electoral system, their rights and obligations as members of trade unions. But in order to decide to take this step, women need to be self-confident and not feel inferior to men or that these kinds of active roles are only for their male counterparts. Experiential workshops and seminars helped into that direction. Information about many issues was also important for women especially during the economic crisis. For example, information about the changes that took place in the social security and pension system, about unemployment, job opportunities, etc.

Finally, social net-working was another important intermediate goal that was achieved. Through contacts within Greece but with colleagues from other European countries (inter-state contacts) that were included during the preparation of the programme, women could get in touch, exchange views, ideas and experiences and support one another. These four intermediate goals were all important because they targeted to the empowerment of women and this is related not only with their role within the trade unions but with their social roles in their families and the society at large. That is why we decided to place as a long-term goal not the participation of women in trade unions, but their empowerment and participatory attitude in the wider social environment. However, the problem again was the lack of indicators that would measure these outcomes, since the only measurable aspects of the programme were described in the interventions, e.g. how many women would be likely to participate in the seminars and workshops, but this will be discussed in section 4.3.6.

4.3.5 Assumptions and justifications

Despite the fact that a full and clear ToC was not elaborated by the programme designers, as it came out from our analysis and during the development of the ToC, some basic assumptions that the programme was based on actually existed. First of all, one assumption was that women are not participating in trade unions and that they face serious obstacles in the labour market especially during the

economic crisis that started in 2010. This assumption was based on un-official information due to the lack of data regarding the trade union participation, while for the place of women in the labour market there were various existing studies and analyses. This assumption was crucial because if it was proven that women do participate in trade unions the programme would have no rationale. A following assumption was that women would express an interest in participating in such an initiative in order to strengthen their place in trade unions but also in society in general. This was also a crucial parameter because without women's participation the programme would be a failure. Finally, a third assumption was that women of different backgrounds (social classes, education, ambitions, family, etc.) are able to learn through a variety of initiatives and tools and acquire the necessary skills in order to confront social exclusion, personal problems at work and home, psychological problems based on social inequalities, low income and/or unemployment and manage to get knowledge about issues that are of their interest, for example on the social security system or their rights in the workplace.

The programme was actually based on these three assumptions that were interrelated and they were a fundamental requirement for the programme's success. If any these assumptions were proved invalid then the whole logic of the programme should have been changed and moved to another direction. As a consequence, the scheme of the assumptions could be described in three phrases being: *non-participation in trade unions, interest in the programme and ability to learn*. From the analysis and the interviews the PUA team conducted it came out that all the three assumptions were valid and verified. As it was described in the literature review and needs assessment sections in this report women actually did not participate in trade unions and additionally faced serious problems in their everyday lives (work and home) regarding their roles. Furthermore, they expressed their high interest in participating in the programme despite the initial hesitation and after its closure many of them kept asking for a follow-up or had meetings outside the programme's structures. Finally, as it was stated by many of the beneficiaries and the organisers and as it came out from the

programme's internal evaluation, women learned many things during the implementation of the programme, acquired new skills, got knowledge and information on various social issues and managed to build bonds with each other exchanging views and experiences.¹¹

4.3.6 Interventions and outputs

A complete ToC must describe the types of interventions that would be required to bring about each of the preconditions on the pathway of change. An intervention might be as simple as a single activity or as complex as an entire programme and some crucial questions about the interventions are: Do we have the resources we need to implement this intervention? Is the planned intervention enough to achieve the goal? (Anderson, 2005: 6).

As it was mentioned in the literature review one of the first outcomes of the programme was the documentation of the population in need, meaning a study that would highlight the problem and prove that there is indeed a need for this intervention. This study took place in the first steps of the programme under the title "Women's participation in administrative structures of trade union organisations of the General Confederation of Workers". After that the interventions that were included in the programme were training seminars for women participating in trade unions or women in the labour market on issues of trade unionism and gender equality, social security and of general interest. For these seminars a series of educational material was produced and the manuals used were the following: "Gender equality in social security in Greece", "Crucial concepts of collective organisation and action: Trade union activity and collective negotiations under the gender prism", "A guide for social networking of equality structures of trade union organisations: For equal opportunities for women in personal, social and professional life" and "Crucial concepts of individual labour law under the gender prism". Furthermore, a series of workshops were conducted in order to empower women so that they can participate, claim and negotiate about their rights in their professional and social life. The workshops and seminars were organised in various areas around Greece so that a sample

¹¹ More on these will be discussed in the section on the impact evaluation.

representation would be secured. The establishment of a Help Line was also part of the programme. This Help Line would support women in the labour market and inform them about their work and security rights as well as on other issues through the contact with specialised personnel. Finally, there was a provision for inter-state contacts with trade unions in other countries so that an exchange of views, knowledge and experiences would take place and a network of contacts would be established.

The above described interventions included in the project proposal were supposed to help in achieving the programme's goals on women participation and empowerment and are totally connected with the assumptions mentioned in the previous section.

4.3.7 Inputs

Further inputs that were important for the implementation of the programme were mentioned during our interviews with staff members of the stakeholder. What they argued, almost unanimously, was that at the beginning of the project they faced difficulties in getting contact with the beneficiaries. This happened because of the nature of the programme that was related with trade unions. As a consequence, they had to contact first local working centres, working federations and unions in order to ask for permission to get contact with their members. This resulted to continuous phone calls, emails and visits at the offices before managing to break the ice and get the necessary access.

Having this obstacle surpassed they had to confront the participants' own hesitation about the programme. In the beginning the majority of the beneficiaries were described as hesitant and not very open to participate for various reasons (lack of time, unknown environment, lack of previous experience in similar programmes, etc.). During the development of the programme, though, they started to participate more actively and at the end they became very enthusiastic and asked for additional activities and a follow-up intervention.

Another problem mentioned was related to politics and political parties. This is related to the structure of the General Confederation of Workers (GSEE) where the Labour Institute (INE), that was the stakeholder, belongs to. GSEE is actually consisted of representatives of the Greek political parties and this creates conflicts and disagreements within its organisation. For example the Greek Communist Party was mentioned as a common obstacle in most cases, because generally they are against the current administration of the GSEE and additionally because when they heard that this project was funded by EU funds were reacting negatively. Furthermore, in another case (Ioannina) it was mentioned that because the person responsible from the part of the GSEE in the local equality structure was not accepted by some part of the city's workers, this resulted that a very dynamic group, the union of the cleaners, denied their participation in the programme. This was mentioned during the interview with the person responsible for the programme in the city of Ioannina (Konstantina), who added that despite all her efforts she failed to incorporate them, because of that reason, underlying the fact that she had to miss a very active part of the city's workers.

Finally, another crucial input had to do with the educational material that was used during the seminars on issues like labour law, social security information, social networking, gender issues, etc. In the beginning the material was based on the form of academic lecturing but after a pilot phase in the very first steps of the programme, it came out that it was not effective and had to be changed. That is why it was decided to withdraw it and produce a new one that was more interactive and innovative trying to involve the beneficiaries in the discussion through dialogue, the use of personal experiences and examples, etc. According to our interviewees this was a crucial decision during the beginning of the programme that helped in order to keep the participants and avoid making them bored during these seminars and losing them before proceeding to the following steps that included more interactive and participatory procedures and personal networking.

4.3.8 Programme logic

In section 4.2 a diagram of a ToC was presented based on the analysis of the available documents of the programme, though, the stakeholder staff mentioned that they never actually discussed and developed a ToC. However, after the interviews we conducted with staff members, we came out with a second diagram of a ToC that in our opinion presents a more complete image of the programme's impact, which while is not fundamentally different from the initial one, it is more accurate. Many of our interviewees, reflecting on the programme after its completion, underlined the fact it was not so that the goal was for women to participate more in trade unions and in the decision making process, but rather their empowerment in order to change their place in family, workplace and society in general through the claiming of their rights. Through this process they might also wish to take the next step and become more active in their trade unions. For example, as one beneficiary from the island of Crete mentioned,

After the programme's completion I didn't start to participate in my trade union, but I decided to become more active in a cultural association in which I am a member and accepted to be candidate and elected as its president, because I said, why not? So, I started from that and we'll see in the future. (Popi)

Our final ToC is presented in the following diagram.

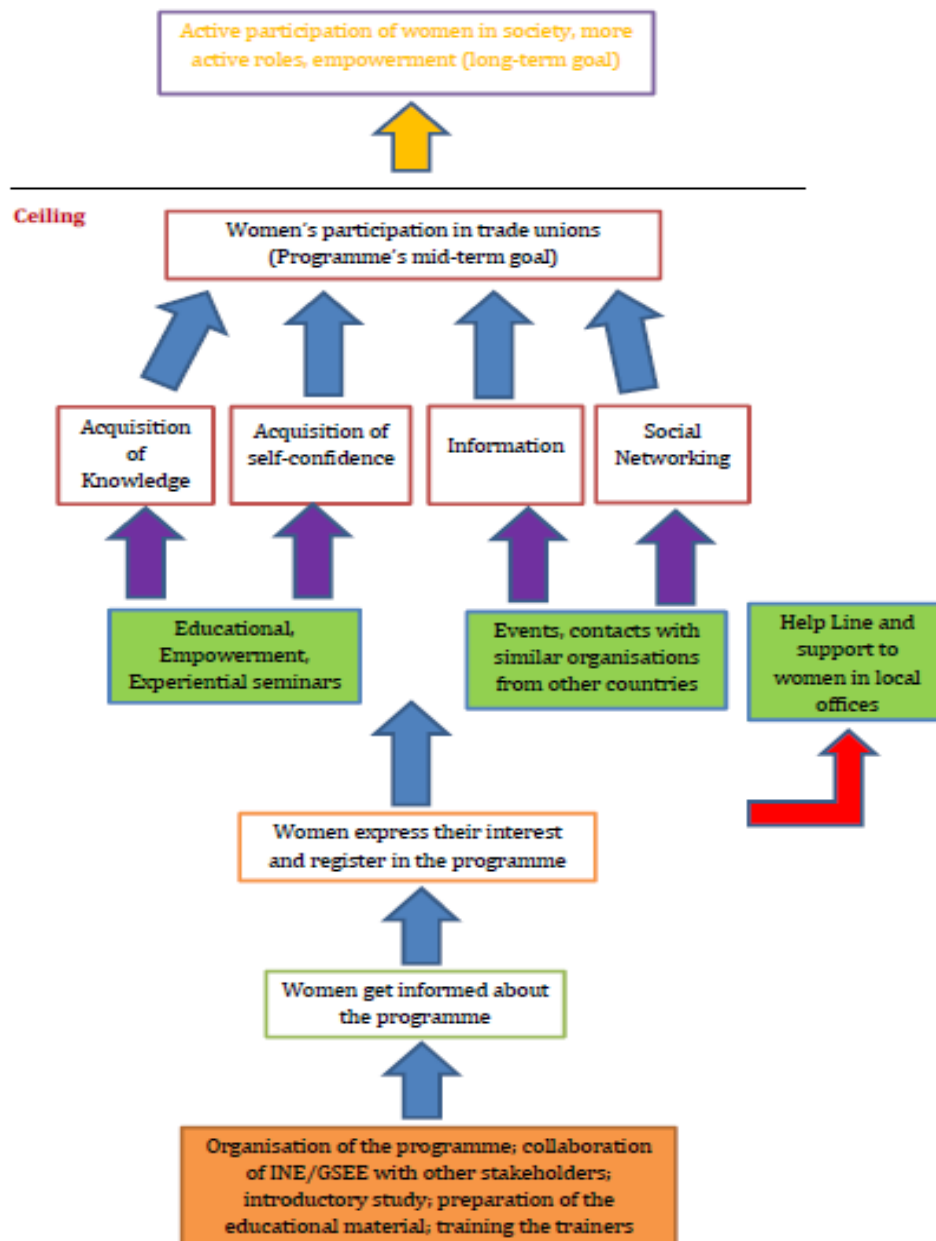


Diagram 2: The final ToC

As a consequence, the logic of the programme is structured as follows: First of all the long term goal of the initiative is that women become more self-confident and empowered in order to be more active in every aspect of their personal and social lives. This long-term goal continues after the completion of the programme, though there is lack of indicators of how this is going to be measured. The ceiling of the ToC is a mid-term goal that was actually included in

the project's proposal and DoW and this is women's participation in trade unions and in high administrative positions. However, again no indicators were included of how this goal will be measured and this was a lack of the programme. But how these two goals are going to be achieved? Through the implementation of four steps which are: acquisition of knowledge; acquisition of self-confidence; information; and social networking. These will help women in their effort to become more active. Practically this leads us to the organisation of activities targeting towards this direction. These included educational, empowering and experiential seminars and workshops, events, contacts with similar organisations from other countries and a help line and face-to-face support in the local offices in order for women to confront personal, family, psychological, work problems, etc.

The assumption is that due to the obstacles women face in their everyday lives, particularly during the economic crisis, they are going to be willing to express their interest and register in the programme after being informed by the stakeholder through dissemination activities, public announcements and personal contacts. This leads us to the last step of our ToC which is the organisation of the programme, the conduct of the initial study, the preparation of the educational material, the training of the trainers and the collaboration of the leading stakeholder (INE/GSEE) with other partners and the local offices in Athens and the other cities participating in the programme. The stakeholder staff agreed with this ToC when it was presented to them. The main problem was that we were unable through the ToC to arrive at a measurable description of the change that happened or that will happen after the programme's completion. In brief, it could be argued that the programme's ToC is plausible and doable, but not easily testable. However, as it came out from our interviews and focus groups a preliminary change did happen during the workshops and seminars since women started realising their role in society in general and in the labour market and family in particular, something that will be analytically discussed in the following sections on process and impact evaluation.

5. Process (implementation) evaluation

5.1 Introduction

Process or implementation evaluation is a very crucial part of the evaluation procedure and usually answers the question “how was the policy, programme or project delivered” (HM Treasury, 2013) or the “what is going on” question (Robson, 2011). As it was mentioned in the WP4 case study guidance (Baines et al. 2014: 17, 25-26), a process or implementation evaluation examines whether and how the programme was implemented and run. Even with a plausible theory about how to intervene a programme must still be implemented well to have a reasonable chance of making an impact. As a consequence, the main issues a process evaluation concentrates on are the following: 1) the distribution of the policy; 2) social and managerial roles between public, private and third sectors; 3) evaluation of the legal framework used; 4) and the interaction and complementarity with broader social welfare policies. Process evaluation “verifies what the program is and whether or not it is delivered as intended to the targeted recipients” (Scheirer 1994, cited in Rossi et al., 2004). In addition it considers unintended or wider delivery issues encountered during the programme’s implementation. According to the InnoSI guidance, the process evaluation of WP4 case studies was likely to consider most, if not all of the following questions:

- Has the intervention been implemented as intended?
- Which were the mechanisms by which the programme achieved its goals?
- Has the intervention reached the target population?
- How has the intervention been experienced both by those implementing it and receiving it?
- What contextual factors were critical to effective implementation? In particular, which was the interaction and complementarity with broader social welfare policies?
- Were unintended or wider delivery issues encountered during implementation?

Process evaluations are increasingly concerned not just with whether an intervention is implemented correctly, but the change mechanisms through which the implementation is achieved (Moore et al., 2014). There are many theories describing individual and organisational processes of change. For example, Moore et al. (2014) cite the work of Hawe and colleagues (2009) who describe interventions as events within systems which “either leave a lasting footprint or wash out, depending how well system dynamics are harnessed” (Moore et al., 2014: 38). They also note how theories from sociology and social psychology emphasise the processes through which interventions become a fully integrated part of their setting, using the terms ‘routinisation’ or ‘normalisation’ respectively to describe these.

This is related to what is termed as change and innovation theory driven process evaluation and to some point applies in this case study which focuses on gender issues and more particularly on women’s participation in trade unions. Having the above in mind our intention in this process evaluation was to examine if this programme that was implemented in a very sensitive area, i.e. gender equality especially under a severe economic crisis Greece faces since 2010, managed to leave a lasting footprint or washed out, according to Hawe (2009), and how this can be supported mainly through the qualitative interviews with staff members of the stakeholder and the recipients of the intervention. In this effort, apart from the conducted interviews we also used data derived from the programme’s internal evaluation and from the documents that we collected from the beginning through our impact partner. The only problem was that when we started to conduct our evaluation the programme was practically ended, so we could not attend workshops or seminars and evaluate their implementation on site.

A theory that seems applicable in this case study and in our evaluation is the one on systems and complexity. ‘Systems thinking’ originated in the natural sciences before being applied to social inquiry. As applied to organisations it “suggests that issues, events, forces and incidents should not be viewed as isolated phenomena but seen as interconnected, interdependent components of

a complex entity” (Iles and Sutherland, 2001: 17). Complexity theorists distinguish ‘complex’ interventions from the ‘complicated’ ones. The former are characterised by unpredictability, emergence (complex patterns of behaviour arising out of a combination of relatively simple interactions), and non-linearity of outcomes (Moore et al., 2014). Addressing the challenge of evaluating complex interventions or interventions delivered in a complex context is a key for the development of theories of change (Weiss, 1995; Kubisch et al., 1998). The implication for process evaluation is that it must do more than describe whether an intervention was implemented as intended, but must also generate understanding (theory) about how mechanisms of change operate in the context of complex organisational settings.

In this case-study the programme was designed and initiated during the pick of the economic crisis (2010-2011), a period characterised by high unemployment rates for both women and men and by serious family issues due to the financial problems many families started to face. In this context trying to empower women in order to confront personal issues and in addition to participate in the decision making process in trade unions was a difficult and challenging task. Furthermore, the new and rapid changes in social security and the pension system were additional issues that couldn’t be neglected. The stakeholder needed to take these developments under consideration and be flexible in order to adapt to the continuous changes that influenced women.

An additional aspect of the context that needed to be taken under consideration was the composition of the General Confederation of Workers in Greece (GSEE). In GSEE all the political parties are represented through trade unions and in the Confederation’s administrative board. As a consequence, all the disagreements and conflicts that exist between the political parties in the political field are equally transferred within the trade unions and GSEE. In some cases it was mentioned by some of our interviewees, that the Greek Communist Party, for example, had serious reactions for the implementation of the programme because GSEE was controlled by other political groups (the coalition of the Left-SYRIZA and/or the socialists-PASOK) and also because this was an EU

funded programme and the communist party is by ideology against the EU. All these needed to be confronted by the stakeholder and the implementers of the programme before but also during the implementation.

Another complexity that asked for solution was personal relations between the local structures and the beneficiaries. In each local office one person was placed as politically responsible from the part of GSEE together with another person that was appointed as scientifically responsible for the implementation of the programme. However, in some cases, for example in the city of Ioannina, the person that was appointed as politically responsible was not accepted by a specific and very dynamic union, that of the school cleaning ladies, and this ended to their unwillingness to participate in the programme. As the local trainer (Konstantina) mentioned she tried to overcome this obstacle but since there wasn't an opportunity to select another person as politically in charge, members of this particular trade union didn't participate. As she added, she was not happy with this development because she wished to include them too, but she had to cope and proceed with the implementation of the programme, which despite this obstacle was successful and run well, without other problems afterwards, according to her opinion.

In another case, in Patra, the person appointed as political responsible in the beginning was changed during the course of the programme without any obvious reason as our interviewee (Katerina, scientific responsible person) mentioned in our interview. This had no serious implications for the programme, since the person was replaced immediately. Finally, in Lamia, there was a lack of politically responsible figure during the whole project, since no one was available and/or willing to take this position. In this case the person that was scientifically responsible for the implementation had to take this role as well in order to gain access to trade unions and workers' associations, a job that the political responsible person had to do. As she mentioned during our interview (Ioanna), this situation added additional work to her, since she had to make the contacts without any apparent help. However, she managed to achieve this goal based on the one hand on her personal relations and contacts in trade unions

from previous programmes and on the other on the help that she had from the local labour centre, the President and the General Secretary, who were very supportive of the programme. In our visit in Lamia, we had the opportunity to meet the current President of the labour centre, who at that time was General Secretary in his office and discuss about the programme. He mentioned that such programmes are very useful and important, especially in cities out of Athens, and that there is a need for a follow up, because the main problem of the trade unions are the small participation of young people and women.

Finally, other parameters that prove the complexity of the implementation of the programme had to do with the schedule women had both in their jobs and at home. For example, it was not easy to find a suitable date for the participation in the seminars and workshops because some women who are working for example in tourist facilities or in shopping malls had to work on Saturdays and Sundays or in the afternoon and at night. These practical issues had to be overcome, during the programme, and prove the complexity of the context within which the programme was implemented. In our process evaluation we tried to examine all these complexity issues and evaluate the stakeholder's reaction and its flexibility in dealing with those. An important role for process evaluations is to examine the quantity and quality of what was actually implemented in practice, and why. This may inform implementation of similar interventions elsewhere, and facilitate interpretation of intervention outcomes. While notions of standardisation are central to implementation assessment, the nature of standardisation required in complex interventions is debated (Moore et al., 2014: 101).

As it was mentioned in WP4 Innosi guidance, understanding the contexts in which complex interventions are delivered and received is critical to explaining why they do or do not work, or how we might expect impacts to differ if implemented elsewhere. 'Context' may include any factors which are external to the intervention, but which may impede or strengthen the effects of an intervention. This may include factors which existed prior to the intervention, or factors which emerge during its implementation. While early process evaluation

frameworks emphasised roles of context in shaping implementation, contextual factors may also moderate outcomes. Implementation will often require complex behavioural changes among implementers, and may be influenced by factors such as their circumstances, skills and attitudes.

Similarly, participants do not receive interventions passively but interact with them in ways influenced by their circumstances, attitudes, beliefs, social norms and resources. The causal pathways of problems targeted by an intervention will differ from one time and place to another. Hence, the same intervention may have different consequences if implemented in a different setting, or among different subgroups. Even where an intervention itself is relatively simple, its causal processes and relationship with its context may still be considered complex (Moore et al., 2014: 101-102). Having, in mind the above discussion on the importance of the context and the circumstances during the implementation of this programme it could be argued that process evaluation was indeed a crucial aspect of the whole evaluation process we undertook.

As a consequence, and as it was described in our Evaluation Framework, the main questions connected with process evaluation in this case study are the following:

- Which were the methods/ techniques used for the implementation of the programme?
- Did the educational tools worked?
- Were there any problems/ obstacles? Were they overcome?
- Can this programme be implemented in other groups of people, for example unemployed women or even men?
- Was the programme combined/ supported with other policies on gender equality?

5.2 Methodology

Given the fact that the programme intervention was ended when the PUA team started the evaluation the main methodology used was of a qualitative character, while quantitative data collected were secondary.

5.2.1 Quantitative methods

As it was mentioned in the InnoSI case study paper (Baines et al. 2014: .11) there are some limitations when collecting secondary quantitative data. The key challenge is often that monitoring data, because it is constructed primarily to assist in the management and governance of a programme, may not capture the aspects of implementation that are of most interest to the evaluation. Another common challenge is to ascertain the validity and reliability of the data: How consistently is monitoring data collected? How consistently are the requirements for monitoring data interpreted? What time and resources are given to collecting monitoring?

The secondary monitoring data we collected came from the stakeholder through the documents provided to us. During the implementation of the programme they collected some data about the number of the participants in the seminars and workshops in order to be able to measure participation and the success of the intervention based on the thresholds they have projected in the beginning described in the bid documents and the action plan. The main documents used for the quantitative data were the internal evaluation report, the excel and spss files of the internal evaluation and the official report mentioning the total numbers of the beneficiaries in analytical tables next to the initial goal at the beginning of the programme. We will present and evaluate these data in the following section on the results.

5.2.2 Qualitative methods

As it was mentioned above, the basic methodology used during our evaluation was of a qualitative background. This included semi-structured interviews (9) with stakeholder staff who participated in the preparation of the programme and in the implementation as organisational staff and as trainers during the seminars and workshops. The sample included staff coming from the headquarters in Athens, from Lamia, a city in central Greece, from Patra, a city in Peloponnese and from Ioannina, a city from North-Western Greece. It has to be noted, that this staff apart from the city of its origin visited and participated in other cities as well where they organised seminars and workshops. This gave us the opportunity to collect data and information from other cases as well and form a

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quite satisfactory image of how the programme went in almost the whole country. We also conducted three (3) interviews with beneficiaries (Athens and Crete) and two (2) focus groups, one in Lamia (6 participants) and one in Patra (4 participants).

Furthermore, our interviewees from the stakeholder provided us with all the necessary documentation that was necessary in order to conduct our evaluation. As it was mentioned, qualitative methods are particularly useful in cases where interventions are set in complex contexts, affected by a plethora of non-controllable independent (and exogenous) variables, and with extended and non-linear causal chains. When well-designed and effectively implemented they can capture emerging changes in implementation, experiences of the intervention and can be used in the generation of new theory. Often qualitative methods are used to capture perceptions and behaviours that are not fully captured by quantitative methods. Qualitative methods typically used in qualitative evaluation designs are categorised by some as ‘data enhancers’, the assumption being that when data are enhanced, it is possible to see key aspects of cases more clearly (Ragin, 1994: 13). The fact that data is enhanced as opposed to being condensed (Ritchie and Lewis, 2003) introduces a number of advantages in terms of the analysis and consequent operationalisation of evaluations’ findings and recommendations, namely:

- Analysis is more aligned with participants’ own analytical categories and closer to the emic viewpoint, resonate with stakeholders’ language, perceptions and analytical categories.
- In-depth study of cases and cross-case comparisons lead to analysis that provides rich illustrative information regarding complex phenomena and the relationships that they shape and that shape them in context.

Overall, the main methodological implications of this broad approach to social science research and evaluation in particular are purpose and participation. Any qualitative evaluation design can only be applied in situations where:

- The purpose of the evaluation is clear enough for the evaluator to be able to unequivocally identify pertinent sampling techniques (such as case studies) and stakeholders.
- Internal and external stakeholders can be involved and participate throughout the evaluation process.

An influential set of quality standards for qualitative evaluation was drawn up by the British Government (Spencer et al., 2003). The framework is based around four guiding principles – that research should be (Spencer et al., 2003:20):

- Contributory in advancing wider knowledge or understanding about policy, practice, theory or a particular substantive field.
- Defensible in design by providing a research strategy that can address the evaluative questions posed.
- Rigorous in conduct through the systematic and transparent collection, analysis and interpretation of qualitative data.
- Credible in claim through offering well-founded and plausible arguments about the significance of the evidence generated.

The framework has been designed to be applied to appraisals of the outputs of qualitative evaluations. It is designed to aid the informed judgement of quality, but not to be prescriptive or to encourage the mechanistic following of rules. The questions are open-ended to reflect the fact that appraisals of quality must allow judgement, and that standards are inevitably shaped by the context and purpose of assessment (Spencer et al., 2003).

The abovementioned parameters on qualitative research were taken into consideration in our qualitative process evaluation and especially in the preparation of the semi-structured interviews and the interview schedule we prepared. What was of importance was to try to find out those qualitative elements that were not or could not be captured by the quantitative data. In our view, this qualitative evaluation helped us to better understand not only the problems and obstacles faced during the implementation of the problem but

additionally the logic behind this programme, as this was described by our stakeholder interviewees.

5.3 Results

5.3.1 Secondary data

As mentioned previously not many secondary quantitative data were available from the programme. Discussing this issue with the stakeholder staff it came out that there were no data to answer to the main questions: How consistently is monitoring data collected? How consistently are the requirements for monitoring data interpreted? What time and resources are given to collecting monitoring? The only quantitative data available were those from the internal evaluation (excel and spss files as well as the final evaluation report) and the final report the stakeholder prepared for the Ministry of Interior and the General Secretariat for Gender Equality. This is certainly a lack of the programme that should be taken under consideration in the future for other programmes or in case a follow-up intervention takes place. However, based on the description and purpose of the programme it is clear that its main methodology was qualitative and this was also mentioned by almost all of our interviewees from the stakeholder when we raised the issue of available quantitative data.

This report (April 20, 2015) of INE/GSEE presents the final numbers of the participants in the programme and the initial thresholds. The data are presented in the following table.

Intervention	Threshold	Final number of beneficiaries	Closure
Training and Empowerment seminars	500	685	31/12/2014
Experiential workshops	600	600	31/12/2014
Help Line	n/a	n/a	31/12/2014

Dissemination and awareness activities	600	1000	31/12/2014
Networking and promotion of women's participation in trade unions	n/a	n/a	31/12/2014
Counseling and information on labour and social security issues	n/a	3,362	31/12/2014

Table 1: Thresholds and participants

From the above table two main conclusions can be drawn. The first is related with the participation of women in the programme. The quantitative data support what all our interviewees have mentioned regarding women's interest in participating in the programme and for the need of a follow-up intervention in the future. From that aspect it can be argued that the implementation of the programme was successful. The second is about the thresholds included in the bid. As the table shows in some parts of the project a provision of beneficiaries for the helpline or of those who would ask for counseling and information on labour and social issues was not included. In addition, in some cases (e.g. helpline, networking), the number of total participants is lacking. This shows that from the very beginning the programme was targeting to qualitative goals and had no particular interest in big numbers.

Some demographic data about the participating women were available through the internal evaluation which took place during the seminars and included a sample of 494 women. These are described in the following two tables.

Age	Number
20-30	40
30-40	143
40-50	210
50-60	78
60+	1
N/A	14

Table 2: Participants' age

Educational level	Number
Preliminary school	7
Secondary Education	211
University/ Technical School	213

Table 3: Participants' Educational Level

Additional quantitative data were derived from another document that was available to us from the stakeholder including information on the number of the seminars, workshops, conferences and inter-state contacts. According to this during the programme 49 training seminars were conducted in the following cities:

- Athens: 12
- Volos: 5
- Kozani: 6
- Irakleio: 5
- Thessaloniki: 3
- Patra: 3

- Lamia: 5
- Drama: 2
- Alexandroupoli: 2
- Ioannina: 2
- Preveza: 1
- Kalamata: 1
- Chania: 2

What is worth mentioning is that in the bid there was a provision for 25 seminars and this number was surpassed almost in double. This proves that there was indeed an interest from the part of the women as both the stakeholder's staff and the beneficiaries mentioned in the interviews and focus groups.



Image 1: The poster for the Training Seminar in Lamia, Central Greece

Furthermore, in the bid there was a provision for the implementation of 10 empowerment and experiential workshops and the final number (22 workshops) again this proves that the programme was very successful and that

women expressed a real interest in their participaiton. These workshops were conducted in the following cities:

- Athens: 7
- Irakleio: 5
- Lamia: 1
- Kozani: 2
- Volos: 2
- Alexandroupoli: 1
- Florina: 1
- Kalamata: 1
- Rhodes: 1
- Chania: 1



Image 2: The poster for the experiential workshop in Athens

Regarding dissemination activities 9 conferences were organised, 3 in Athens and 1 in Irakleio, Lamia, Volos, Kozani, Alexandroupoli and Thessaloniki. In addition, a central conference took place in Athens and an international conference with the participation of representative from Denmark, Belgium, the UK and Cyprus. That gives a total number of 11 dissemination activities while in

the bid there was a provision for 12. The stakeholder staff mentioned that all the dissemination activities had a good impact and that many people usually attended them, not only women but men as well.



Image 3: The poster for the dissemination activity in Kozani, Northern Greece

Finally, special attention was paid to networking activities on three levels. On the first level, 21 networking activities were organised and took place by the central gender equality structure of Athens (in GSEE). These were actually visits from the Athens central structure in various cities where the programme was implemented and included meetings and discussions about the programme, e.g. problems faced and ways to overcome them, possibilities of further collaboration, e.g. organisation of workshops in cities not initially included in the bid and networking with women participating in trade unions. On a second level, trade union networking activities were organised and took place between different structures in various cities around Greece. In some cases the meetings were taking place in Athens or were organised from the central Federation based in Athens of which some representatives were visiting their departments in

other cities around Greece. On a third level, four international networking meetings took place during the implementation of the programme: One in Brussels in 2012, two in Copenhagen in 2013 and 2014 and one in London in 2013. In these meetings issues of trade unionism and of the participation of women in trade unions more particularly were discussed, as well as gender equality issues. After each international meeting a summary report was conducted by each participant, especially by the INE representatives, which included the main parts of their visit (activities, contacts, information and knowledge, ideas that could be transferred in the Greek context and implemented, etc.). At least five of the interviewees have participated in these international meetings and they all agreed that this was a very useful experience, because through the contacts they had, they had the opportunity to learn what is taking place in contexts very different from Greece in trade unions and especially on gender equality issues.

The main purpose of these national and international net-working meetings was that participants would exchange views and personal experiences as well as good practices so that they could transfer those back in their trade unions. The provision in the bid was for 150 trade union visits in other cities and prefectures around the country. The total number finally conducted was 63 excluding the four international visits. These net-working activities were considered quite useful because women of different backgrounds (board members of trade unions, trade union members, workers, employees, INE staff members, etc.) were getting together and learned from each other, discussing about their experiences, but also learning about trade unionism, and their rights (Eleni).

What is the main conclusion from the existing quantitative data? First of all, it is rather clear that the programme didn't have as a principal goal to present big numbers and data neither in the preparation nor during the implementation process. This was actually verified by our interviewees, who argued that the number of the participants was not so much of importance. What was crucial was rather the change that could take place for each woman separately in the

way she considers her place in the work place, her family and the society on the whole, especially under the economic crisis Greece is facing since 2010. This implies that the programme's main theoretical background and methodology was of a qualitative character and this explains also the lack of data regarding the impact of the programme, but this is going to be discussed in the impact evaluation section. However, the above presented quantitative data that the stakeholder made available for us support the argument that this was a successful intervention and that women participated in great numbers especially in the seminars and the workshops. These numbers also lead us to put the critical question of the changes that took place during the programme implementation. For example why more seminars and workshops took place compared to the initial planning? Or why less trade union networking meetings/visits took place contrary to what was included in the bid? These and other similar questions will be addressed in the next sub-section on the qualitative data.

5.3.2 Qualitative data

Process evaluation involves analysing how program activities are delivered and the main questions in which answers are needed are the following:

- Who delivers the programme and how often?
- To what extent was the programme implemented as planned?
- How is the program received by the target group and programme staff?
- What are barriers to program delivery?
- Was the data used to make programme improvements/refinements? If so, what changes were made?

These questions enable evaluators to also assess the quality of implementation, which is critical to maximising the programme's intended benefits and demonstrating strategy effectiveness. Process evaluation also provides the information needed to make adjustments to strategy implementation to strengthen effectiveness.

Quality implementation means that the implementers of each strategy have:

- Assured the strategy matches the cultural, developmental, and gender characteristics of the population
- Received training or technical assistance to support appropriate implementation of the intervention
- Worked with the program developer, policy expert, or the evaluator to understand core components—the elements most responsible for demonstrated outcomes
- Assessed the need for any adaptations to the strategy, especially core components, in order to meet the particular needs of the target population
- Sought input from the program developer about planned adaptations to assure they are consistent with the core components
- Planned necessary adaptations to target population, program content or materials, delivery setting or timeframe to assure integrity of implementation
- Sought to deliver program's core components with fidelity when possible
- Tracked implementation through process evaluation as well as all planned and unanticipated adaptations to inform outcome evaluation findings
- Used process evaluation data to inform and strengthen implementation when outcome evaluation did not reveal desired program results

Process evaluation measures should be designed to assess how well the implementers adhered to those items (SAMHSA 2015).

In this qualitative process evaluation we tried to briefly expose all the main parts and deliverables of the programme as these were described in the bid and then based on the available documents and the conducted interviews we tried to evaluate them. More specifically our purpose was to focus on possible differences between the initial proposal and the final outcome regarding the interventions and explain the reasons behind them as clearly as possible.

The programme was divided from the beginning in four parts that were analytically described in the technical report that was submitted in the bid.

According to the bid document the stakeholder, INE/GSEE, would be responsible for the implementation of the programme involving its own specialised staff. INE has a long experience on the implementation of similar programmes and employees staff with experience on gender issues, on adult-education, life-long learning, unemployment and trade union issues. However, as it was mentioned in the bid wherever it was necessary external staff could be contracted in order to execute different parts of the programme.

Part 1: Conduct of a study

The conduct of a preliminary quantitative and qualitative study on women's participation in trade unions was the first sub-project of the programme. This study should include details on the current situation of women in the labour market and the trade unions. Additionally, the study would describe the legal framework as well as international developments on gender equality issues and the participation of women in trade unions. The timetable for this deliverable was from 13 May 2011 to 11 May 2012.

The study was available to us from the first meetings with the stakeholder and was very helpful during the preparation of our own literature review. It included all the recent developments in the field of trade unionism and gender issues and presented all the latest changes in the legal framework because of the economic crisis. However, as it is going to become clear later in this section the target population slightly changed during the implementation of the programme. In that sense, the existing study is primarily focused on women's participation in trade unions as the initial scope of the intervention was, and not on gender equality issues or women in the labour market in general. Another point of criticism is that despite the fact that the study was finished on time it was not published as a hard copy until 2015 as it is clear in the printed form of the copy that was made available to us. This on the other hand gave the opportunity to the authors to incorporate any changes that took place in the meantime and present all the recent developments in Greece's labour market. No problems were identified by the PUA team or mentioned by our interviewees during the preparation and publication of the study. The study was conducted by three

experienced staff members of the stakeholder (INE/GSEE) with expertise and experience in the labour market field and with knowledge of the gender issues in Greece.

Part 2: Training and empowerment actions for working women

This sub-project of the programme included the following actions: a) the development of educational material for the training seminars on issues of trade union activity and the promotion of gender equality through collective representation (timetable: 13 May 2011 – 30 September 2011); The educational material that was to be produced by the programme was included in the bid. Some of the indicative topics were:

- 1) Labour law and labour relations;
 - 2) Issues of trade unionism and collective representation;
 - 3) Collective representations under the prism of gender;
 - 4) Social security and security under the prism of gender;
 - 5) Issues of gender equality;
 - 6) Techniques for the empowerment of the negotiation skills of women.
- b) Organisation of 25 training seminars for women on a national level in all the 13 administrative districts of the country (timetable: 14 October 2011 – 13 June 2014); and c) organisation of 10 workshops for the empowerment of women in 7 geographical districts of the country (timetable: 14 October 2011 – 13 May 2014).

As it was mentioned by all of our interviewees both stakeholder staff and beneficiaries the seminars and workshops they participated were extremely interesting. As one of the beneficiaries told us: “this was like a school for me” (Stella). That was a common reply from the beneficiaries even from those women who had participated in previous programmes as well. No problems were mentioned from their part and they argued that they had very good, well-informed and inter-active trainers. In some cases, for example in Patra, working

women in the Casino of the city, could not attend the seminars because of their time-schedule (e.g. working late at night). Only trade union board members could attend because according to the existing legislation due to their status they could take some days as a trade union leave. As it was mentioned above, during the programme's implementation more seminars and workshops were conducted because there was a need for them by the beneficiaries. This was a change that had no impact on the programme's structure or budget because other parts included less activities than initially provisioned. For example, trade union net-working at the end included less activities (63) compared to the bid (150), while more seminars (49 instead of 25) and workshops (22 instead of 10) were organised. The stakeholder staff decided to turn its focus on what women asked for more and this was the organisation of seminars and workshops. This proves the flexibility of the programme and the stakeholder staff and from our perspective was a successful decision for the better implementation and perhaps for the programme's impact from the moment this was a common demand from the part of the beneficiaries.

Another aspect related to the seminars and workshops was that of the educational material. This was also something all the interviewees mentioned in their responses. Both the trainers and the beneficiaries found it very interesting and helpful and some of them despite their experience in other projects said that this was the best educational material they ever had. They mentioned that it gave them the necessary information, but also the opportunity to promote dialogue and become inter-active with the participants, avoiding boring academic lecturing. As one of the training staff mentioned (Ioanna) she still has the material and uses it in case she has to conduct a seminar/workshop of similar content and purpose.

However, the educational material changed in the early stages of the programme. In the beginning, the material had the classical lecture form. The themes that were decided to be included in the beginning were the following:

- 1) "Gender equality in the social security system in Greece"

- 2) “Crucial concepts of collective organisation and action: Trade union activity and collective negotiations under the gender prism”
- 3) “A guide for social networking of equality structures of trade union organisations: For equal opportunities for women in personal, social and professional life” and
- 4) “Crucial concepts of individual labour law under the gender prism”

After the training seminars that took place in order to train the trainers and some pilot implementation it was made clear that such an approach would not have an impact. The stakeholder team decided to change them into a more interactive form and created a new educational material using four activity threads that would ask for the beneficiaries’ participation with the assistance of the trainer. One technique that was used, for example, was that of the “river” where the participants had to write down the most important moments of their personal and work life through the years (image 4). This means that they had to get up from their seats, interact with the other participants, think and write. This didn’t mean that the initial material was not important. Due to the rapid changes in the social security system and in the labour market in general, women needed more information on such issue. However, the decision of the stakeholder staff was to proceed with this change.

Part 3: The establishment of a structure in the General Confederation of the Workers in Greece (GSEE) in order to support the Women's Secretariat of the Confederation

The purpose of this structure established in the central offices of the GSEE was to support the implementation of the programme and would be in collaboration with the Centre of Information for Workers and the Unemployed (KEPEA). The work of the structure was to be supportive of the programme team in the implementation, coordination and monitoring of the whole programme's other activities (the Help Line, the trade union networking activities, conferences, international meetings and dissemination activities). The personnel of the structure provisioned to be selected through the collaborations register of the GSEE. The structure was provisioned to have a pilot character for 36 months from 11 May 2011 to 12 May 2014 and then its continuation would be secured after the end of the programme.

The establishment of a phone Help Line was one of the main activities within this sub-project. The purpose of the Help Line was the support of working women from specialised personnel about their labour and social security rights, the main characteristics of the professions and branches they work in, and of the productive units in which they are active. The Line would work from 08.00 to 15.00 within the framework of the operation hours of the GSEE and from 08.00 to 19.00 within the framework of the operation hours of the KEPEA/GSEE.

Within the same stream actions of trade union networking and development of collaboration of GSEE were included. GSEE would elaborate and work on networking with trade unions, NGO's, worker's federations, and every other organisation and group in the field of gender equality. This activity was projected to include local visits and meetings in various cities around Greece, wherever was necessary. For the improvement of the trade union networking international meetings were included in the bid. The purpose of these meetings was to participate in meetings of similar groups abroad or in conferences of trade unions in Europe. In these meetings would participate women elected in trade unions and the goal was to exchange views, experiences and knowledge on trade union, employment and gender equality issues. During these international

meetings the participants will prepare and make presentations on the current situation in their country on trade union and gender equality issues. Within one month after their return the participants will prepare a report based on the meetings that took place during their visit. These reports would include a detailed presentation of the country of visit regarding trade union issues and women's participation, any existing innovative elements, collaboration initiatives and any drawbacks in terms of women's participation. These reports were to be sent to the central structure of GSEE in Athens and then distributed in the 12 structures of the second degree trade union organisations either for inclusion in dissemination activities and public discussion or for internal use, discussion and reflection. A final use of these reports was to incorporate their content and conclusions in the workshops, seminars and dissemination activities for further discussion and in order to enrich the material through the comparison of the situation existing in other EU countries with the one in Greece.

Dissemination activities were to be organised throughout the duration of the programme and these would include half-day conferences, the preparation of dissemination material (e.g. information leaflets, posters, etc.). The main structure in Athens would submit twice a year review reports with suggestions for the improvement of the implementation of the programme. The timetable of this sub-project was from 13 May 2011 to 12 May 2014 and the main deliverables were:

- One structure in GSEE for the support of the Secretariat of Women of GSEE
- One Help-Line
- Visits/ networking in second degree trade union organisations around the country
- International visits/meetings
- A central conference for publicity of the programme
- An international conference
- A communicational plan
- Leaflets/ Posters

Apart from the deliverables mentioned in the bid the stakeholder created a special part in its official website where a brief description of the programme was available for those interested.¹² This included some documents, information about the helpline and a link to the programme's Facebook page.¹³ This was another initiative not included in the bid, which was of no cost, but proved very useful. All programme's activities, seminars, workshops, conferences, etc. were mentioned in this Facebook page, as well as photos from the various events around Greece. Furthermore, the page was used as a place of contact and communication between the participating women and the programme staff but was also open for every one interested on gender equality issues. In addition, articles and news on broader gender issues were usually disseminated through the page, e.g. on domestic violence, sexual harassment, unemployment, etc.

The only problem that could be mentioned regarding the implementation of this sub-project was the function of the Help Line. As it was mentioned in a document (General Secretariat for Gender Equality, Annual Report, 2015) describing the activities of 2014 "even though the Help Line functioned up to some point, during 2014, as in previous years, it was observed that women respond more and get in contact when inter-personal communication is available". This was also mentioned by some staff members of the stakeholder that the Help Line didn't work as it was expected. However, as they argued this might not be necessarily a negative aspect of the programme, because on the other hand personal contact was very high through the seminars/ workshops but also through the dissemination activities and the other counseling meetings in the gender equality structures.

Part 4: Implementation of specific action plans

Twelve actions plans of second degree trade union organisations would be developed within the framework of this sub-project according to the bid. These actions plans were going to be implemented for the eight working centres (Crete, Western Greece, Central Greece, Thessaly, Central Macedonia, Western

¹² <http://www.inegsee.gr/domes-isotitas/> [20 September 2016].

¹³ <https://www.facebook.com/domesIsotitasIneGsee> [20 September 2016].

Macedonia, Eastern Macedonia/ Thrace) in the eight administrative districts and for four Federations of private sector employees (of Bank employees, of Private Employees, of Tourism and of Private Education Employees). The selection criteria were defined as follows:

- Maximum possible inter-district workers' representation covering eight geographical districts;
- Maximum possible professional/ union representation taking under consideration the number of women's participation (e.g. sectors of banks, tourism, private education, commerce);
- Viability of the structure and/or its function after the end of the programme;
- Range and number of beneficiaries represented in the second degree trade union;
- The composition of the administrative board of the second degree trade union in terms of women's representation;
- The intensity, complexity and nature of the problems women face in every sector (e.g. work flexibility-flexicurity, lay-offs, uninsured employment, geographical isolation; seasonal employment, etc.)

These action plans will include:

A) The establishment of gender equality structures. These structures will be in direct collaboration and contact with the central one in GSEE and will work on a pilot basis for 24 months (1 May 2011 – 30 April 2013).

B) Actions for the empowerment of women-members in each organisation (20 seminars of group counseling)

C) Dissemination and publicity activities (each structure will organise half-day conference in order to present its work and the whole programme)

D) Actions for trade union networking (approx. 150 visits in Federations and working centres of other districts around the country)

E) Activities for international meetings/ collaborations (24 women, two from each structure will participate)

The deliverables of this sub-project were:

- 12 gender equality structures
- 12 half-day conferences of publicity
- Visits in other districts around Greece
- International visits

The timetable of the sub-project was from 14 October 2014 to 11 October 2013.

Having studied all the documents and discussed with stakeholder staff we concluded that these action plans were followed during the implementation of the programme. There were some changes, as mentioned above (educational material, less networking activities more workshops/ seminars), but the structure of the action plans didn't alter.

Having all the above in mind our conclusion is that this was a programme that was successfully implemented in almost all its stages. There were some secondary practical issues that were mentioned above and occurred during the implementation, but from our point of view these issues did not caused serious dysfunctions. Most of the problems were surpassed without producing severe damage and through solutions that gave the opportunity to keep running the programme as this was initially intended. The seminars and the workshops that were the "hard" part of the programme and probably the most difficult to executed seemed to work pretty well as it was mentioned by the stakeholder staff and the beneficiaries themselves (interviews, focus groups and internal evaluation). Some issues of time schedule due to women's overwhelmed every day programme at home and at work did not jeopardise the implementation of the programme. In addition, the change of the educational material took place early in the programme and this had no further implications. Finally, the focus given on the seminars and workshops was a decision that created no functioning problems and was on the right direction since this was the programme's s initial and basic goal for women's empowerment. In brief, all the available data

(interviews, focus groups, internal evaluation, documents) show that the implementation of the programme was efficient.

6. Impact evaluation

6.1 Introduction

Based on the evidence we collected and the process (implementation) evaluation we conducted we reached the outcome that apart from any secondary issues raised the programme “Promotion and Strengthening of Women’s Participation in Trade Unions and their Representation Bodies” was implemented sufficiently with no particular problems. However, effective implementation doesn’t guarantee that the programme has the desired impact. An impact evaluation asks whether the desired impact was achieved and whether there were unintended side effects (Rossi et al., 2004). As a consequence it is important to ask specific questions in order to examine if and to what extent the programme despite its effective implementation, that was generally agreed by all the participants (staff members and beneficiaries), had an effect and of which kind. Based on our evaluation framework the main questions regarding impact evaluation were the following:

- Which were the programmes’ outcomes? Were they expected?
- Were there any un-expected outcomes? If yes, of which kind?
- Did women get more knowledge regarding issues of rights, gender equality, etc.?
- Did women started to participate more in trade unions?
- Did women start to claim more their rights?
- Which, if any, were the social and/ or psychological consequences of the programme to the participating women?

6.2 Impact Evaluation methodology

While quantitative methods such as surveys of users or analysis of management data might be best suited to addressing questions of overall programme impact, a mix of quantitative and qualitative methods may be more appropriate when assessing the social and psychological impact of social welfare reform on

individuals and communities, including the ways individuals' sense of identity is shaped by their interactions with welfare policy and its reform (including gender and generational issues). In our impact evaluation we used the existing internal quantitative evaluation that was available to us. Furthermore, we organised and conducted interviews and focus groups with stakeholder's staff and beneficiaries who participated in the programme. This was probably the most important part because through the discussion with the women who participated in the programme's activities we managed to form an overview of the impact the programme had on their lives. A point of criticism might be that those who decided to speak to us were in favour of the programme. That is why we included data from the internal evaluation report that verify our findings from the interviews and focus groups (and vice versa). Furthermore, these findings were similar with what we collected from the interviews with stakeholder staff members. In that sense, regarding the information from both the part of the women and the staff members we used a triangle of the available sources in order to examine the programme's impact.

Methodologically, regarding the interviews and focus groups conducted we tried to cover a wide range of people involved in the programme one way or another (e.g. staff participated in the programme's design, trainers, scientifically responsible persons, politically responsible persons, beneficiaries, etc.). In addition, we made efforts to include a representative sample in terms of the regions of Greece where the programme was implemented. Into that direction we conducted interviews with staff and/or beneficiaries from Ioannina, Lamia, Patra, Crete, and Athens. At the same time staff members from the central offices of INE/GSEE have participated as trainers in seminars and workshops in other regions (e.g. in Kalamata, and Rhodes) and members from other regions participated as trainers in seminars and workshops in other regions where there was a need, for example from Ioannina to Kozani, a city in Northern Greece. As a result we managed to form an overview of the programme's implementation and impact in different parts of the country. This included semi-structured interviews (9) with stakeholder staff who participated in the preparation of the

programme and in the implementation as organisational staff and as trainers during the seminars and workshops. The sample included staff coming from the headquarters in Athens, from Lamia, a city in central Greece, from Patra, a city in Peloponnese and from Ioannina, a city from North-Western Greece. This gave us the opportunity to collect data and information from other cases as well and form a quite satisfactory image of how the programme went around the country. We also conducted three (3) interviews with beneficiaries (Athens and Crete) and two (2) focus groups, one in Lamia (6 participants) and one in Patra (4 participants). All the interviews and focus groups were conducted through face-to-face contact or via Skype. In this process we visited the Labour Centre in Athens and in Lamia and conducted an interview and one focus group respectively.

The main problems we faced in order to organise and conduct these interviews and focus groups were related to issues of time, distance and content. This means that it was not easy to make an appointment with the interviewees due to their lack of time. Continuous communication via telephone and e-mail was necessary in order to arrange the interviews and sometimes the visits in Lamia, for example, or in the Labour Centre in Athens. However, the most crucial problem was that of the content, i.e. what we could take out from these interviews in terms of experiences and evaluation about the programme.

Here we can divide the interviewees in two categories. The first category consists of the staff member of the stakeholder who in their vast majority had all the necessary information available and they could reply to almost all of our questions, because they were significant actors during the implementation of the programme. The second category consists of the beneficiaries who participated in some or all of the programme's activities (workshops, seminars, counselling meetings, etc.). Here the main problem was the time past since the end of the programme until the time of the interview/focus group. Most of them were facing difficulties in remembering exactly and in detail the programme and their participation or the exact impact it had on them. The time that has past was indeed a crucial factor. In addition, to this it has to be noted that from the end of

the programme onwards many of the beneficiaries have participated in other programmes organised by the same stakeholder and sometimes with the same trainer (e.g. in Lamia) and this created a confusion in their memories.

Finally, a crucial parameter was the educational level of the beneficiaries who participated in the interviews and focus groups. Those with lower educational level were more hesitant to express their views and ideas and they needed the help of a facilitator that was either the president or another key-person from their union (usually of higher education and experience) and/ or of a staff member of the stakeholder who organised the meeting and was attending it as an observant. In individual interviews there was a huge problem to make them express their views and ideas and of course to remember information about the programme. Those with higher education despite the fact that they also were not able to remember specific details, at least in the beginning of the discussion, they managed to express their views and ideas more openly and without hesitation in other issues as well, for example on the issue of women's participation in the labour market and the problems they face and women's participation in trade unions in general and in their own in particular.

Regarding the internal evaluation of the programme that was available to us the main goal that is described in it was the improvement of the seminars organised by INE/GSEE within the framework of the Institute's participation and contribution in the promotion of Gender equality and equal participation of women in trade unions. The evaluation had as its goals, among others, to help in the design or re-design of the educational policy of INE/GSEE through the incorporation of the beneficiaries' suggestions, as far as possible. Also among the goals of the evaluation was the examination of the degree that the expectations of the participants were satisfied and that their goals regarding their participation in this programme were fulfilled. This was actually part of the broader summative evaluation and was based on the collection of questionnaires after the completion of each seminar by 494 participants. The questionnaire included one introductory part collecting demographic details from the

participants (age, education, region, etc.) and four parts regarding the evaluation of the programme. These were the following:

- The organisation of the programme
- The thematic sections taught during the seminars
- Collaboration with the trainers
- Fulfilment of goals/ results

In the fourth section that is more relevant and useful for our impact evaluation the themes/ variables examined were the following:

- Satisfaction regarding the collaboration with other participants
- Other results – positive/ negative elements
- General satisfaction after the programme's completion
- Other comments

One drawback of this evaluation is that it took place immediately at the end of the seminars conducted. This had, as a consequence, that questions on whether the beneficiaries have participated more in trade unions and in their administrative boards as was the programme's initial goal are missing. It could be useful to have another round of this questionnaire within a year after the closure of the intervention in order to examine changes on that aspect of participation. However, even in this questionnaire could be included questions like the following: "From now on are you going to participate more actively in trade unions?" Furthermore, questions like: "would you be willing to participate in a similar project in the future?" could be illuminating regarding the beneficiaries' attitude towards a continuation of the programme in the future or towards their participation in a similar one, but such questions were not included. In that sense, the future parameter is missing from this evaluation as well as the parameter of the direct impact of the programme in numbers regarding trade union participation. The only conclusion that can be drawn, as it is going to be presented in the results section, is a general outcome regarding the beneficiaries' satisfaction and what they gained through their participation.

6.3 Results

6.3.1 Data from the existing evaluation

The main results of the abovementioned evaluation are summarised as follows. The first question was about the beneficiaries' satisfaction on the collaboration with their colleagues during the seminars. The participants expressed their high satisfaction from the intergroup collaboration. From 466 respondents (94 per cent of those replied) 78 per cent (387) said that they were fully satisfied, 14.3 per cent (71) were medium satisfied and only 0.8 per cent (4) argued that they were little satisfied. 30 persons (6 per cent) didn't reply to this question (Table 4).

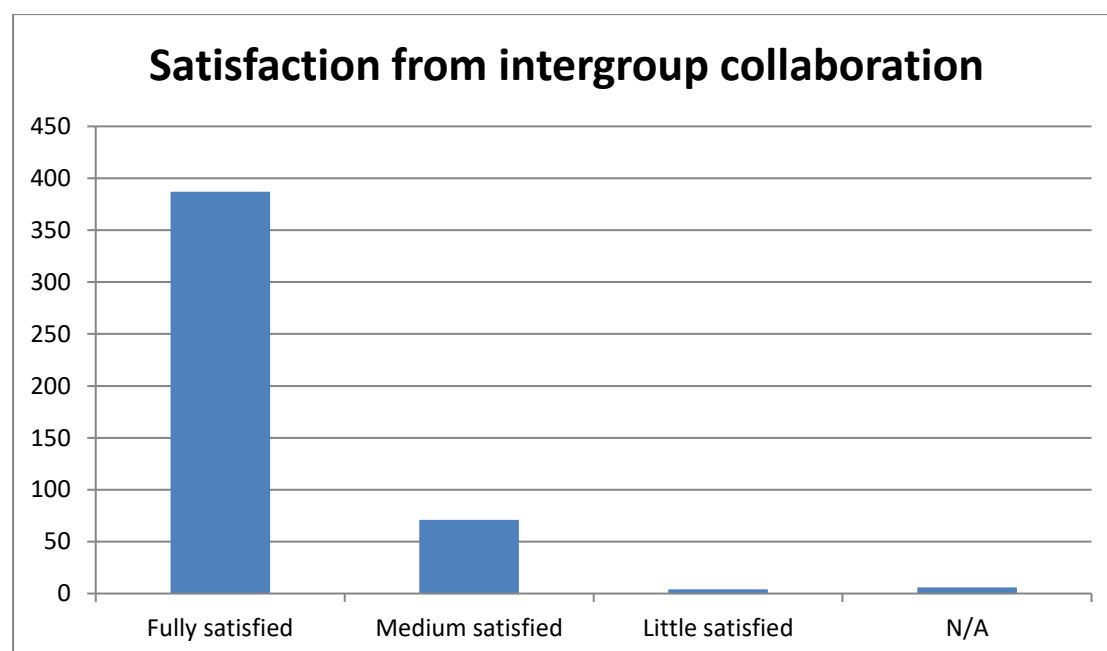


Table 4: Degree of satisfaction (Internal Evaluation Report)

The second question was about the positive and negative aspects of the programme. The majority of the 19 per cent (94 persons) who responded to this question said that the programme was very positive for them and that they benefited from their participation. There were also some remarks about some of the programme's aspects that were evaluated less positively or negatively. Emphasis was given from their part to the following topics:

- Group collectivity

- Constructive exchange of views and experiences within the group
- Information received
- Exchange of experiences, views and problems

That means that additional net-working and contact among the participants was needed, in order to exchange views, experiences, ideas and common problems as well as more information from the part of the trainers mainly on issues of social security and labour rights.

Some of the more positive aspects of the programme that were mentioned by the interviewees were the following.

- Discussion/ elaboration of very interesting topics (during the seminars)
- Clarification of concepts regarding negotiation techniques
- Positive contribution of simulation exercises and of the printed material for the understanding of the topics discussed
- Well-informed trainer, practical implementation, Power Point usage
- Many examples mentioned during the seminars
- Group collectivity
- Getting a lot of information
- Constructive exchange of views, experiences and problems within the group
- The discussion of the gender parameter
- Awareness that other participants face common anxiety problems
- Understanding of what anxiety is, its consequences and learning techniques to confront it
- Satisfaction
- Togetherness, respect
- Empowerment
- Awakening and understanding of the collectivity of the female gender
- Information about the problems that other trade unions also have
- The establishment of a social network with colleagues from other work places

The less positive or negative aspects are mentioned in the following list as they were reported in the questionnaire:

- Lack of information, inability of the trainer to transmit knowledge/ information, discouragement of asking too many questions
- Practical problems (e.g. lack of chairs, tables, inconvenient layout of the class)
- Not many questions in the questions and answers part of the seminar/workshop
- Lack of presentation of examples in order to understand a topic
- The need for more participants in the seminars and workshops/ mobilisation of more people
- A request to accept the participation in the seminars of unemployed women as well and not only trade union members
- Small number of trade union members as participants
- Dialogue was a good thing, but a more extensive presentation from the trainer was needed

A third question in this part of evaluation was about the satisfaction the participants felt after the programme's completion. Most of the interviewees replied that they were very satisfied (80 per cent, 394 persons). Only 12.3 per cent said that they were relatively satisfied (61 persons) and 1.4 per cent (7 persons said that they were not at all satisfied). 21 participants didn't answer to this question (4.2 per cent) (Table 5).

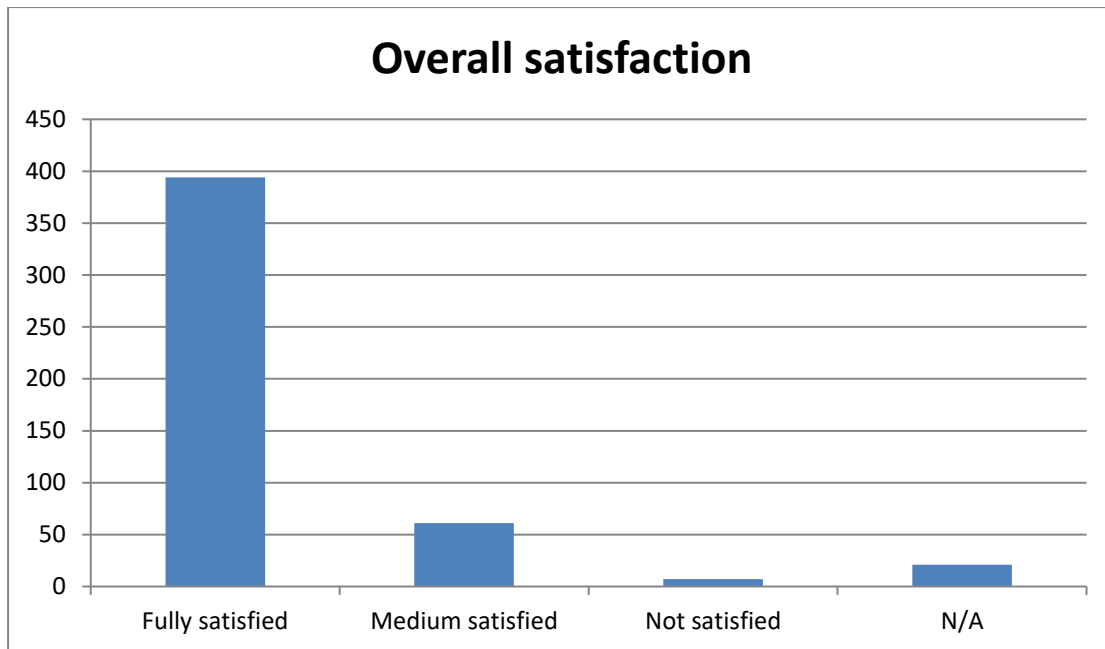


Table 5: Overall satisfaction (Internal Evaluation Report)

Finally, there was an open question asking from the interviewees to make any other comment about the programme, regardless of what they have replied before. In this question only 11.5 per cent answered (55 persons), while the vast majority (87.5 per cent, 434 persons) didn't want to additionally comment the programme, since they had already done this. A very interesting finding was that 30 per cent of those who replied to this question requested for more seminars in the future. Despite the fact that only a small part of the interviewees replied to this question this finding is important because as we are going to see in the presentation of the qualitative findings of our impact evaluation it was mentioned by many of our interviewees, both beneficiaries and staff members who received feedback from the participating women.

The most important additional positive comments were the following:

- It was a good programme
- It was a very good programme
- It was a perfect programme
- More seminars are needed
- The trainer was very good

- Acquisition of knowledge, empowerment, clarification of questions
- Need for education and investment in time and money for the empowerment of the trade union movement
- It was positive to direct the ideas and thoughts on the claims in a very difficult period for working women
- Need to have more programmes of popular education

Finally, there were also some additional comments expressed by the participants on some issues of the programme that could be improved in case of a similar initiative in the future.

- Delays in the start of the seminars and short notice of the participants about the seminars
- Need to have information about the seminars electronically
- The need to have more visual material
- The need to have more time for the exchange of personal experiences
- To eliminate the sexist concepts and the sexist representation of women in the images presented
- The need for more silence during the seminars and avoid arbitrary interventions during the presentation from the trainer
- The seminars should be open to the general public
- Larger parts of the general population should be informed about the seminars
- People from other fields of life should have the opportunity to participate in the seminars. Organisation is needed about that
- Special reference should be made to the unemployed, the social exclusion they face and the ways to confront this
- A budget and statistical information about the participation of women in trade unions and about their current rights should be included
- Additional dissemination of the programme in stores, for example, or elsewhere should take place

From the above we can reach the following conclusions. On the one hand it is understandable that since this internal evaluation was organised and executed at the end of the seminars and actually at the end of the programme it is difficult to have specific data about the impact in terms of trade union participation. This evaluation, though, had not as its purpose to measure the impact after the end of the programme in the way we were interested in our research. On the other hand, from the moment specific questions about the impact the programme had on the participants were absent or at least less focused on, it was not easy to draw definite conclusions about it. However, even from these data it comes out that the programme had a positive impact on the participating women on various issues e.g. acquiring information and knowledge on labour and gender issues, networking with other women, etc. This is a finding that was verified by all our interviewees (staff members and beneficiaries) and will be analytically presented in the following section.

6.3.2 Data from the qualitative research

Two were the main objectives of our qualitative evaluation that took place through semi-structured interviews and focus-groups. The one was to verify the findings of the internal evaluation. Was this programme as good as the participants replied in the questionnaires? Did they get so much interesting and crucial information about labour and gender issues, as they have argued? The other objective was to examine other forms of impact that the programme had on women, for example on psychological and personal level, and of course regarding their participation in trade unions. We were aware that through this kind of qualitative evaluation we would not be able to do generalisations but on the other hand we could collect some additional data that would possibly help us both on the total but more particularly on the impact evaluation we were conducting.

One of the questions asked during the interviews was about the participation of women during or after the end of the programme in trade unions. The answers we received could be grouped into three categories. The first one included the persons from the stakeholder who participated in the

programme's design and/or they were responsible for its efficient implementation from the very beginning. They argued that the initial plan didn't include any examination about the impact the programme would have on women's participation in trade unions, regardless of the fact that this was the main theme of the intervention. As it was mentioned, "in the next programme that we will take on such a topic we should have a study on the impact of the previous, so that we can see the differences. We need a continuation on that..." (Natassa B.). From the moment that a provision for a study that would measure the impact of the programme in terms of participation in trade unions was missing it was not possible to present a complete and general image about the impact the intervention had. We managed to collect only scattered information about this aspect of impact.

As we mentioned in the implementation section the vast majority of women said in the internal evaluation questionnaire that they were very satisfied with the programme and that they learned a lot of new things, acquired knowledge and experience, etc. This was supported by a document we received from our stakeholder, that was actually an annual report (General Secretariat for Gender Equality, Annual Report, 2015) in which it was mentioned, as a general comment, that the "number of women who were interested in the programme was very high until 2014 and as a consequence there is a demand for the continuation of the programme's activities during 2015 as well". However, the programme finished in 2015 and despite this "demand for continuation" from the part of the participating women, no further actions could be taken. This was another clue regarding the impact the programme had on women but in a non-measurable way. This was mentioned also by INE's staff member:

I think that they liked it [the programme] a lot and in a way they expected [more], we had developed a kind of personal relation, because this whole thing is based on personal relations, right? So, I also felt that after its completion something was missing that it ended quite abruptly. However, it is nice that women still sending messages

and emails, asking if there are other trainings, if there is something similar, counseling meetings and things like that. (Konstantina)

This lack of data on the impact was discussed with other staff members during our interviews. As one interviewee, who was scientifically responsible for the Federation of Private Workers in Athens and worked also as a trainer, said:

I don't have anything on this, only on an oral [unofficial] level, for example in Chania [Crete] after the programme they told me that more women were mobilised after their participation, but these were cleaning ladies or women who were already members [of the unions] but inactive. But more generally I don't have feedback on this, if new members came in the unions. [...] I had to have done this, I have also thought of that – in the study I did it is clear that between the two elections in the Federation [before the start of the programme] there is a decrease of women's participation up to 2.9 per cent. I should have done a similar count after the end of the programme... (Ntina).

Here she mentions her work in the Federation of Greek Private Workers where she tried to collect data from its archives regarding women's participation in the federation and the unions in the past. This was a task never undertaken before and during our discussion she admitted that probably she should have done this after the end of the programme as well (see also section 3.2.3 in this report). It should be underlined that the statistical count that the interviewee refers to, took place under the Federation's auspices and after her own initiative, meaning that this wasn't a prerequisite of the programme and it was not included in the bid. In our view this supports the argument that the programme was focused exclusively on qualitative methodology and data. This, however, does not mean that some quantitative data, especially regarding the impact should have been included.

Similar views were expressed by staff members from other regions regarding the available information on women's participation in trade unions:

No, I am not aware of participation [in trade unions after the programme], because I didn't have immediate access to the trade unions, but I know that some women were mobilised, I have a couple of them in mind, who were mobilised in order to get out of home, in order to do other things. They understood that they don't have to be all the time at home, but they have the right to claim the right to participate in some kind of group somewhere. (Konstantina)

In this case the women mentioned didn't participate in their trade unions but in other forms of social activities, getting out of home. From our analysis it came out that this was a crucial aspect of the programme, the general mobilisation, of women through their empowerment and this is the reason why we have included it in our ToC.

Other sporadic information we received on that issue came from the scientifically responsible stakeholder staff in Patra. In her interview she mentioned that after the end of the programme she was informed about at least a couple of women who decided to become more active in their trade union and participate in the elections (Katerina). Finally, an interesting finding came from our visit to Lamia, a city in central Greece. During our interview and focus group there, no information regarding an increase in women's participation was mentioned. However, the scientifically responsible person in Lamia, told us that even though, she also didn't have any data on further women participation, herself decided to become more active in an association in which she is a member and that after the programme's completion she took part in the elections and she is now a board member (Ioanna). This was an interesting side-effect of the programme that gives an image of the possible impact even on the staff members but again doesn't add much in the evaluation process in terms of specific data.

Another staff member from Athens provided us with another view on this issue underlying the fact that such a provision on impact, i.e. measuring how

many women became more active after the programme's completion, should have been included from the very beginning:

I don't know, because this has to do with the programme design and in addition I don't know how realistic this is. By this I mean that in our Federation for example [of Tourism] we managed to have one woman in the board. Before there were no women and they had one or perhaps two, I don't remember. But this...I don't know. You can't be sure if this is related with the work done [by the programme] or it is related with inter-trade union links, relations and discussions that come before the elections of the board. (Eleni)

What she tried to highlight is the fact that counting women elected in the trade union boards is not a sufficient indicator because when it comes to trade union elections other parameters play a crucial role, including political ones. From this perspective it is clear that an organised impact evaluation had to be taken from the part of the stakeholder and it would need to examine all these parameters.

Since data about trade union participation were not available and only sporadic cases were mentioned we had to search for other kinds of impact this programme might had on women. This kind of impact could not actually be measured but only within the limits of our interviews and focus groups. From this perspective not a single interviewee mentioned that the programme had no effects and impact on women. As one of the trainers mentioned:

For example in Kalamata, as we were leaving, after the workshop, we were walking in the street and believe it or not women were stopping us and telling us that, 'look I brought a friend of mine to meet you, she liked a lot what I participated in and she asks you to come again and organise another workshop'. We were walking in the street after the programme and the participants were bringing their friends that they were going out for coffee and asked us for more seminars and workshops! And they were saying that 'my friend works in the public sector and she wants to participate and why you don't come again or

organise something for public servants, for example, on confronting stress and anxiety', things like that. [The impact] we were receiving was on this different and personal level. (Eleni)

The beneficiaries we interviewed agreed on the importance of the programme without hesitation, as some of them mentioned: "It was like school for me" (Stella; Popi). They stressed the fact that they learned a lot of things through these procedures especially through their participation in seminars and workshops. They learned about their rights particularly during the economic crisis since many of them had problems in their workplaces, they learned negotiation techniques in order to claim their rights in their unions, etc. They additionally mentioned (Patra, focus group) that they learned about other women's problems in other unions and jobs and had the opportunity to exchange views, ideas, and experiences. Despite the fact that in the beginning they were hesitant in participating in the seminars and the workshops, they managed to open up and become more active. As a staff member mentions:

Yes, and they didn't expect something like that. It is what I told you before. In the beginning when you have this kind of action [workshops, seminars] a suspicion is always present; what do they want now, which is their goal and then when this initial suspicion is abrogated and they come to you [for more information, discussion. etc.] even after the end of the programme, this is what in my view is its success. It is not measurable in quantitative terms, but qualitatively you can understand some things. (Eleni)

This was the most important and you could see clearly the difference between the before and the after the programme. [...] In every group there is tension in the beginning at least until the ice breaks and then they discovered that they have many things in common contrary to what they have been thinking. I think that this was a very important aspect, that they slowly started to unfold, understand the common things among them, their common problems or worries. They came

together many times because apart from the classical material we also organised some other groups and we discussed issues like sexism, violence in general [...] so imagine that these women, most of them at least, over 40-45 years old, especially in rural areas where one woman might be married since her 18, and I think that this was the most important thing, they started to have contacts with other women, get out of home, share experiences and ideas with other women, even personal things with people that you know you are going to meet them again. They developed relations with each other and this was extremely important. Mainly this, because for me this is empowerment, this is within the framework of empowerment, it was a crucial aspect, and I was very satisfied by that, even though, I think we could do more. (Konstantina)

Another positive impact that came out through the programme, as it was mentioned, was that the members of the unions had access and contact with the second degree of the trade unions [i.e. the Federations] because such a contact is actually absent. This was an impact regarding networking which was already part of the programme.

There is no contact not because the confederation doesn't want it, but because the whole thing is structured this way and the only available contact is through the president of each union, you get it? The actual members do not have contact with the second degree not to mention the third degree trade union [the National Confederation/ GSEE]. So the fact that many people came in a Federation and saw what it does – many people didn't know what a Federation is – despite the fact that they were members in their trade unions. They saw that the Federation is something real, they learned what the Federation can do, that they can address to the Federation in order to claim their rights and this is good, because you get contact with the base [of the unions] and in my view everything starts from the base. So, in order to function on a second and third degree, on the GSEE level, you need

to know what exists beneath, and this for me was extremely important. (Eleni)

The common ground of the vast majority of our interviewees was that the main goal should not be increasing women's participation in trade unions. Of course, the official goal of the programme, at least in the very beginning, was exactly this. However, it seems that the goal was somehow changed in due course and was rather the implementation of a strategy to empower women and give them the adequate tools to become more active in their societal, professional and personal lives and this is something we took under consideration during the elaboration of our ToC. According to one staff member:

Okay, individually it was double [the impact]. It was individual for many of these women; of internal search and understanding of the self in relation with their personal and professional life at the same time and also of empowerment. But also collectively, I think, that all of them realised the importance of claiming their rights, in the sense that alone it is very difficult to claim them. (Ntina)

On the personal level the impact was very important, because they did something for themselves for the first time.

At the closure, at the end they told us that they were excited because they have never done that before, they had never dedicated sometime in themselves for anything like this even if they had ten seminars in their CVs. They have done nothing similar before and they liked it a lot. The thing that they stayed for a couple of days and worked on such things and they put their mind to think issues never thought again before until their 40s and 50s. It was very impressive. [...] My personal opinion is that it went well and that such a programme should exist somehow [i.e. in a more stable form]. (Ntina)

This somehow supports the argument that there was a broader goal in the programme that was implicitly related with women's empowerment. Through such analyses of the scope of the programme it seems that the desirable impact

had less to do with trade union participation and more with women's empowerment and engagement in social and political activities, as well as with understanding their place and role within the family and society. Moreover, it was about giving women the opportunity to become active, believe in themselves and then if possible participate in trade unions.

Despite the lack of measurable impact data the main conclusions from our impact evaluation are the following: First of all, the programme achieved its stated objectives, i.e. to strengthen women in order to become more active. Women started to realise their multiple roles (family, labour market, society). For example, as it was mentioned many of them realised for the first time which is actual cost of the household work they do every day. Secondly, through the seminars and workshops women learned or better understood their rights in family and labour market and how to claim them, especially, women from small cities or villages. In that sense, women came out from this programme stronger and willing to become more active and this has an impact on the strengthening of the public sphere. Women from passive recipients are gradually transformed into active citizens. Finally, there were no outcomes which were not originally intended. A point of criticism might be that despite this kind of impact, further initiatives are necessary (follow-up programmes, other intervention on gender equality, etc.) in order to keep women strong and active. This means that if an intervention is implemented in isolation, without any plans for the future after some time the existing impact will gradually be wasted. And this is the major threat that the programme's impact faces in the near future.

7. Economic evaluation

7.1 Introduction

Economic evaluation proved to be the most difficult part of our evaluation process due to various reasons. First, despite the fact that some economic data were made available to us, we couldn't have access to the full and detailed data. Furthermore, due to the control about the financial part of the programme from the part of the ministry that was still in process, we could not have additional

access. However, the most important factor that made it inevitable to conduct an appropriate economic evaluation following exactly the initial instructions we had was the lack of data regarding the programme's impact. The unanimous response to our question, as mentioned already in the relevant section, was that such data were not included in the initial proposal so they do not exist. This means that not only a reliable impact evaluation was not easy and it was only based on qualitative - not generalisable data - but the economic evaluation was not feasible as well. As a consequence, the questions described in the Innosi guidance were not possible to address in evaluation process.

Rossi et al. (2004: 332) describe economic evaluation as providing “a frame of reference for relating costs to program results”. But since measurable results did not exist this was a task that it was impossible to take. Usually, economic evaluations ask questions such as:

- What was the true cost of the policy or programme?
- Did the outcome(s) achieved justify the investment of resources?
- What were the social returns of interventions for the various actors, contributors and beneficiaries concerned?
- Was this policy or programme the most efficient way of realising the desired outcome(s) or could the same outcome(s) have been achieved at a lower cost through an alternate course of action?

From the above questions only the first one could be answered with the information we managed to collect. All the others, which are basically related to approaches like cost-effectiveness, cost-benefit or SROI (Social Return on Investment) economic evaluation, were impossible to reply in a way that would be accurate and not speculative. Having this in mind what we could and actually did in this section was to provide all the available details about the initial budget and present the internal changes that took place during the programme. At the end we will proceed in a rough estimation on what Rossi et al. (2004: 332) note, i.e. that whether programs have been implemented successfully and the degree to

which they are effective are at the heart of evaluation. Realising the fact that it is just as critical to be informed about the cost of programme outcomes and whether the benefits achieved justify those costs, we will make only a hypothesis based on the qualitative data from the impact evaluation. However, this will be a subjective estimation based on the information we collected during this process.

The first question when an economic evaluation starts is who paid about this programme. The bid for this programme was based on the National Strategic Reference Framework (NSRF) 2007-2013. After an open call of the NSRF funding the INE/GSEE decided to submit a proposal for this programme. The submitted budget is described in the technical report and is presented in the following table.

Conducting a study	40,000 euros
Activities for the training and empowerment of working women	212,000 euros
A structure establishment in GSEE for the support of Women's secretariat	282,118,40 euros
Implementation of the action plans	665,881,60 euros
Total Budget	1,200,000 euros

Table 6: The budget included in the initial proposal

This budget included the necessary VAT which according to the technical report would be 16,380 euros and the clear amount 1,183,620 euros. According to the budget submitted with the initial proposal the average cost for each participating woman would be 12 euros per hour for the seminars (25 seminars, target of 500 women, 30 hours, total budget of 180,000 euros) and 8 euros per hour for the workshops (10 workshops, target of 200 women, 5 hours each, total budget of 8,000 euros). Based on the existing financial documents of the programme and

what the stakeholder staff mentioned in our interviews it comes out that these numbers were basically followed. However, due to the lack of a final budget it is not possible to verify if these amounts were followed or if any changes took place.

The annual division of the budget is described in the next table.

Year	Budget
2011	383.363,92 €
2012	494.126,16€
2013	251.984,32€
2014	70.526,60 €
Total	1.200.000,00€

Table 7: Annual budget

Finally, the programme's direct costs are described in the following table.

Cost	Budget
Staff payment	882,907,28 €
Payment and expenditure of non-freelancers	141,320,00 €
Third party processing	11,400,00 €
Third party payment excluding taxes	27,000,00 €
Communication	13,925,21 €
Transfer expenditure	27,400,00 €
Travel costs	43,850,32 €
Dissemination and advertisement costs	42,899,00 €
Publication costs	1,800,00 €
Equipment and appointments	7,489,19 €
Total	1,199,991,10€

Table 8: Programme's direct costs

As we were informed during the programme's implementation there have been a few budget changes that were approved by the Ministry that was responsible for the control on the programme and for the NSRF. According to the documents that were made available to us these were minor changes between the different sub-projects within the proposal. In some cases there was a raise of the budget while in others there was a decrease of the total amount needed. However, as we were informed by the person that was financially responsible for the programme the total budget was not changed and this is supported by the documents we reviewed. At the moment the final budget at the closure of the programme was not available, probably because the control from the Ministry is pending since the programme was officially ended in December 2015. This lack of the total financial data was verified through our research which resulted in an official website which monitors all the NSRF programmes in various stages either those who are under review or those that have already ended.¹⁴ According to the available data¹⁵ from this website the programme "Promotion and Strengthening of Women's Participation in Trade Unions and their Representation Bodies" has been completed in 87 per cent of the programme and from the 1,200,000 euro budget 1,048,289 euros have been spent as presented in the following table:

Conducting a study	38,140 €
Activities for the training and empowerment of working women	102,865 €
A structure establishment in GSEE for the support of Women's secretariat	181,692 €
Implementation of the action plans	725,591 €
Total Budget	1,048,288 €

¹⁴ <http://anaptyxi.gov.gr/Default.aspx?tabid=41&language=el-GR> [26 September 2016].

¹⁵ <http://anaptyxi.gov.gr/ergopopup.aspx?mis=312113&wnd=x&dnnprintmode=true> [26 September 2016].

Table 9: Official financial information for the budget

This last information was updated on July 22, 2014 and as it was reported the programme runs very well and it is going according to the initial proposal. However, further information was not available by the moment we started to conduct our evaluation report. This follows our information that because the programme is under financial control additional data are not available.

As it can be concluded from the above and since there is a lack of a measurable impact of the programme the economic evaluation is limited only on issues like the implementation of the budget and any possible excesses to the initial proposal. Nevertheless, and based on the interviews and focus groups we conducted we can only make a rough estimation about the financial effectiveness of the programme. Having in mind that the programme was implemented in a four year time (2011-2015) in different areas around Greece with more than 600 women participating in workshops and seminars and around 1,000 in every structure (e.g. counseling and informal discussions in the local offices), with multiple networking and dissemination activities, including visits abroad, and in addition that the budget was implemented as it was planned, it could be argued that this was a well organised programme in financial terms. Furthermore, the effect that was described by our interviewees was very positive and the feedback the stakeholder staff had along with the internal evaluation, supports the estimation that this was an effective programme.

Cost effectiveness analysis was not possible because of the lack of outcomes that are measured using the most appropriate natural effects of physical units. In our case we would need to know the number of women that started to participate in the trade unions and/or in their boards. Of course, this does not have a monetary aspect to calculate, so neither the cost-benefit analysis could be a solution for this programme. A social return on investment (SROI) might be a good option, but again the lack of measurable impact data was a barrier in order to proceed into that direction. As one of our interviewees mentioned, who was also a co-author of the initial study (Ira), when asked about this particular lack, this

was not the nature of the programme. Since it was actually an intervention based on education, she argued that education and empowerment give results within a time period that is not certain, probably in years and it is not measurable. In addition, she mentioned that even if they had included impact data in the proposal and they have managed to collect them, it would not be for sure that for example women participated more in trade unions after the programme's completion. This is because there are other causes and parameters that influence their participation or non-participation in trade unions and their boards. On the other hand, this could be a point of criticism of the evaluation of the programme, i.e. that measuring somehow the impact and the effect the programme had might not be related directly with the intervention but it would be a starting point for discussion and analysis. In addition, if this is indeed the case with women's participation in trade unions it would be useful to take under consideration these other aspects that could influence women's participation and organise the programme without neglecting this particular aspect. Overall, while the whole programme was designed properly and had the necessary flexibility it lacked a major aspect that makes it difficult to conduct impact and economic evaluation, which would be useful to examine the effect this programme had in a more measurable form than the one that came out through our qualitative analysis, which is not less important, but can't lead to generalisations.

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