

Sister Cities Going  Gender

*Frankfurt – Rome – Rotterdam – Turin – Venice – AÖF, Vienna –
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**GENDER BUDGET ANALYSIS
IN ROME
SUGGESTIONS FOR A GUIDELINES DOCUMENT**

**PROGRAMME RELATING TO THE COMMUNITY FRAMEWORK STRATEGY ON
GENDER EQUALITY
(2001 – 2005)**



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Comune di Roma

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1. SOCIAL BUDGET, SHARED BUDGET, GENDER BUDGET

Introduction

The realisation of the **social budget** within the public administration as an instrument to present to the citizens their actual results and to make it understandable to those outside the public administration, is a new phenomenon which has been of interest for some years to the institutions, especially after the great changes in Italy within the public administration in the nineties.

There was in fact, a strong boost towards what we can define a “process of social legitimisation”: the Public Administration comes out of a vicious circle of self reference and becomes transparent which is naturally connected to the general process of a cultural, institutional and organisational-managerial change within the Public Administration itself.

One of the peculiarities of the social budget is that it is an instrument voluntarily adopted, not requested by any disposition, even though absolutely coherent with that formally estimated in the normative.

This characteristic is one of the reasons for which a theoretical single reference and a standard methodology does not exist for its realisation: the social budget non being foreseen in fact by any normative and amongst other things, of recent introduction, the theory must be deduced by the practice of the administration that in these last few years have put themselves to the test of the realisation of such experiments.

The basic need, to which the public administration must give an answer is that of accountability, that is the need for those who have a role of responsibility to explain to the society or to interested parties the results of performance and their actions.

The introduction of the social budget in the public administration can be considered a translation in the public concept of the Social Responsibility of a Business: as the private companies must answer for their actions to their share holders, in the same way the public administration must be transparent in the interests of the citizens, to reply to the needs of the statement of accounts and of social legitimisation.

But there is a substantial difference that characterises the experience of the statements of accounts of the institutions with respect to private companies, together with all the tasks to which the social balance of a business is responsible as that of a public body which tends also to improve the democracy of a specific community by informing the citizen and putting him in a position to intervene in decision making.

It cannot be denied however that the necessity of the public administration to legitimise itself brings into evidence a crisis inside the system that until now was characterised by a deficit of

transparency and communication with the citizens. In brief, a deficit of accountability has on the whole characterised the entire system of the Italian Public Administration.

A public administration, in fact, carries out by definition a social function and the report of proceedings of its actions should of course be interpreted as such. It means to explain to those citizens who have legitimised, through the mechanism of representation, their actions, for which reason the budget of the public administration should be social by definition. In reality it results instead as a sterile and incomprehensive document to those to whom it is addressed.

The use of the social budget evokes a reflection on the function and role of the public administration in the society and the emerging terms of such reflection are those of responsibility, statement of accounts and social legitimisation. The institutions feel the need to find again their own identity of social actors more than that of economic managers, the concept that a budget seems to delay.

The challenge is that of transforming a detached and sterile instrument into something highly communicative and dialogic, an instrument that after the crisis of the political world and the consequent detachment of the public from the institutions, should help them to rediscover the “social” dimension and put it at the centre of the process for those who are to receive the information of the interventions and so rediscover ‘the citizen’ and the sense of their own actions.

Having in fact withered away the routes through which democratic participation was channelled, alternative ways were sought to the request of social control of the actions of the public administration and the social budget seems to be a possible answer.

Naturally one cannot think of the social budget as a substitute of a process that must be necessarily articulated on a political level but can be considered an instrument to accompany those traditional so as to activate a dialectic relationship between the citizen and institution through the democratic control of the administrative action.

The process of a report of social proceedings of account is connected inextricably to the system of planning, programming and control that the administration gives: it cannot ever translate into a mere activity of communication. It draws energy above all from the capacity of the administration to perfect and make efficient the process of transformation of the resulting objectives.

In substance, the budget is translated in a series of information, usable externally, regarding the commitments, that the administration has assumed, the activities realised, the results of such activities, the eventual deviations among the last mentioned and the commitments undertaken and lastly, the evaluation of future programmes.

This relationship between the process of reporting social proceedings of account and the activity of programming and control of the institutions can go through different stages of maturation:

from one phase in which it is understood as an added process to a traditional activity of a public body and a more mature stage in which it is transformed into a sort of vision and approach at the basis of the system itself.

In this sense the report of social proceedings is not only “final” of the choices made but also “precautionary”, permeating all the phases of the process. The logic of the reporting of social proceedings must therefore become a way of being and thinking of the Public Administration.

In relation to the methodology, even though it is not, as already said, a general picture of reference being for the most part spontaneous experiences, one can however dare a sort of proposal on the base of observation that derives, other than from examples of administrations that over the last years have put to the test the drawing up of the budget, but also by the activity of the Laboratory on the social budget realised by the Programming Office of the Department of Public Institutions.

Generalising, one can affirm that the modality of the drawing up of the budget goes through three phases:

1. *The preparatory phase*, in which certain preliminary choices are made relating to the goals one intends to reach, in the field of the statement of accounts (the budget can refer to one sector, the whole mandate, to a particular programme) to the persons to involve and the work group, to the model of reference that one intends to adopt and to the expected results, the time and the costs for the realisation;

2. *The phases of construction of the structure of findings*, that consists in the explicating of the tasks and of the politics, in the choice of the criteria of measurement and control and information to be noted and the definition of the sources and of the method of collecting information.

3. *The phase of editing of the documents* in which the structure is defined and the contents verified.

Information which should be available in the social budget is the perception of the organisation held by those who hold interests.

Activities also exist that can be considered transverse in various phases, that refer essentially:

- the management of the processes of communication internal and external. It is of fundamental importance to involve the personnel in the process of reporting of proceedings of accounts until the process itself is effective and useful to the administration. Their participation must also concern the phase of communication with the outside.

- the promotion of the participation of the citizens, that is characterised as being a condition particularly useful but not indispensable, keeping in mind the fact the a social balance is not necessarily a shared balance;

- the enlargement of the prospect of the reporting of social proceedings to the whole of public politics;
- the use of such a prospect as an occasion for organisational learning.

It is precisely in the inside of this context that the first experience of a **shared budget** was born, in which it is the citizens, in concert with the institutions to define the priority of the budget and therefore to participate in public matters.

The shared budget is the possibility for the citizen to decide the utilisation of municipal funds in a democratic manner.

It consents to a participation from the lowest social levels, and also and above all to the most emarginated, characterised as an instrument that takes to the extreme consequences the philosophy at the base of the concept of a social budget for a public body. The birth of processes of inclusive decision making is one of the most important innovations introduced in administration practices. While in the past it was based on the authority and on a general interest but “imposed”, today its role is of stimulus and request.

The heart of the shared budget consists in the destination of a quota of the budget, basically the highest possible, to the management directed by the citizens, that expresses their priorities through a procedure that will set wheels in motion and consent in this way to the realisation of a kind of direct and participating democracy.

The shared balance is a political project that makes the most of the resources and the local differences promoting processes of conscious and responsible autonomy for a refusal of the various directions of the market. It is a sort of globalisation from below, that assists the traditional institutions to make decisions, typical of a delegated democracy, other institutes of decision making, that involve the largest number of persons representative of the social and economic contest of the area.

The new municipality so defined, proposes criteria of evaluation of the politics and of the projects inspired by the simplification of the proceeding mechanism of evaluation. The new criteria concerns the social participation of decisions; a reassessment of the importance of PIL as an indicator of wealth; the level and the method of recognition of the local patrimony as a base for the production of lasting wealth; the sustainability of the ecological imprint; the topology of networks of relations and of mutual exchange between local companies.

The shared budget installs the new relationship between elected and electors more interactive, an instrument to give an account to the citizens of their actions permitting them to participate in public affairs. It is the activation of an institution of intermediary participation between a representative democracy and a direct democracy, an alternative to an official government of the territory that proposes a self- sustainable local development, in opposition to the globalisation of a world market.

It is proposed therefore the method of exploiting the differences, cultural, environmental and social of a territory.

In 1989 in the state of Rio Grande do Sul in Brazil, with the capital Porto Alegre, an important experience of shared balance was set up

The great deformation created by the concentration of power, of political patronage and corruption forced the newly elected municipality composed of the Socialist Party, to propose an alternative form of budget sparking off a real involvement of the people.

According to this model 5% of the budget is destined to the popular management: town assemblies and organisations non-governing to establish the priority interventions to realise with the money at their disposition. Over the years the sectors in which the most investments are made are: education, housing and roads. The funds are divided in proportion between the areas on the base of number of inhabitants and need.

In Rome, the pilot experience of the Municipality XI provides proof of the importance of the role undertaken by primary structures of decentralisation. The objective is that of realising a practice of good local administration and to rethink as a whole the role of local companies as an instrument not only administrative but also of local government: a global Municipality that realises an utopia of another possible world, in which the quality of life of an entire community is improved.

The Municipality, that covers an area of about 47,3 sq. km and has a population of 140.000 inhabitants, consists of heterogeneous areas, with very different histories, it is territory in the real sense of the word, a place of roads crossing and of identity. Over the last years, the composition of the population of the Municipality has been modified: 30,8% of the families mononuclear present in 2002 has fallen to 30,1% in 2003, bringing the number of persons that form the family nucleus to 2,4 for the Italian families and 2,7 for the non-Italian families. It seems therefore that the tendency to ageing of the population has undergone an inversion.

In 2001, with the deliberation of the Commune Council n.22 , began the decentralisation of some activities of single Municipalities: the social, demographic, educational, cultural services, town maintenance, management of the local patrimony, regulations for private construction and several initiatives of economic development. For the execution of such functions the Municipalities enjoy autonomy - administrative, financial and managerial - within the limits established by law and by the Statute of the Commune of Rome, promote the use of personnel and adopt an annual budget. It is to respond better to this new reality that the Municipalities are at the second edition of its Social Budget, a precious instrument of transparency and participation through which it permits the citizen not only to

evaluate what has already been achieved but also to promote a way of administering with competence and efficiency.

To this end, the Municipality XI has been divided into eight zones, in each one of the zones has been instituted territorial Assembly that has had the task of electing their own spokesman (one every 15 participants). The Assemblies composed of all the persons that are employed, study or live in the eight zones and are over the age of 14 years, is the sovereign organ of the shared balance.

From the point of view of the planning participation, it has been decided to use the following indicators as the key to interpretation:

- added value, as the capacity to set in motion a virtual circle that holds together a social partnership, extraordinary administration, management attentive to the resources and capacity of attracting extra resources from other companies, public or private, in the proximity;
- coherence with respect to the mission and the strategies of the local government,
- efficacious respect of the achievement of the objectives foreseen;
- partnership, understood as capacity to activate networks of proximity able to improve the quality of the services offered.

Gender Budget

The theoretical perspective of gender budget is that, its political economies are not well nourished as it is generally thought, but that they reflect or indicate the distribution of power in the society. Basing on the fact that women and men have different roles in the society, government choices have a different impact on them. Now as a matter of fact, the neutrality of budgets is therefore to be considered as defective (lacking).

Gender budgeting is fundamentally the application of the principal of gender *mainstreaming*, that is, the integration of gender prospective of equality in all its phases relative to budget. This is done in such a way that, it may guarantee equality between men and women. It is substantially intended to reorganise, develop, implement and evaluate the political processes based on the prospective of equality between sexes.

There are three motives which obligate the governments and other organisations to adapt gender prospective:

- *Equality*; this regards the realisation of equality between men and women.
- *Efficiency*; Gender budget offers a better knowledge of the territory, thus, it provides a potential use of the resources.
- *Transparency*; implies the certainty of citizens' awareness of the choices of the administrators.

A local organisation is seen as a natural institution, created for solving related problems. This is possible in virtue of its territorial competence, given that it is closer to the citizens. An analysis of the role of the community councils in gender politics, maps directly the activity done, otherwise, it cannot be complete.

The awareness of the technical difficulty in understanding the environmental differences influencing gender inequalities imposes its finality not necessarily on the evaluation of the actions of organisational budgets. But, it suggests critical hints for a reflection of gender issues in political budget decision and in the division of resources.

It is interesting to note that, the concept of gender is understood as a togetherness of characteristics; roles, models of behaviour which distinguishes men from women, cultural instituted characteristics which are subject to change etc.

The adaptation of gender politics implies overlooking the impact which decision policy maker has on the life of the two genders.

There are different agreements which have been signed at the international level. For example: the convention of the 'elimination of any form of discrimination against women', (CEDAW). This was adopted by the 1979 General Assembly of the United Nations (UN). It is generally described as the international document for women rights. This convention described what gender discrimination means:

"...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field".

However, it was the *Beijing Platform for Action*, the fourth world conference on women, of the united nation in Pecking 1995, which sustained and elaborated the adaptation of the *mainstreaming*. This was finalised at enhancing equality between men and women. It indicated to the governments some of these strategic points:

- Restructuring public funds in the direction of gender issues
- Introducing the concept of equality as a human right.

The European commission has approached the question of 'gender issues' budgets' in the occasion of a seminar on gender mainstreaming. This was inside the micro economies in October 2001.

Specifically, there was a conference entitled: "*Gender responsive budgeting: a global vision to strengthen economic and financial governance*". This was organised by the president of Belgium, in collaboration with UNIFEM, OECD and the Nordic Council of Ministers. This has been an attempt to open discussions on public budgets and gender prospective. However the interest of European Union has been directed towards work politics and not on the specific gender budget. This may only concern the expenses of the union and not its income, given that it is impossible to modify them.

In 1996 the European Council of Ministers adopted a resolution directed at applying the *mainstreaming* principle. But starting from 1984 the European community with the deliberation "*Recommendation of the Council of Ministers*" has introduced positive actions (real positive considerations about the areas of; professional formation, career, labour access, etc.), which are operative instruments for encouraging the participation of women in all areas. This encourages the

principle of equality between men and women. However, the consideration brought forward by a group of parliamentary women was that the principles suggested by the community were still inadequately applied. Based on this fact, there is a need of special and temporary measures, finalised at introducing equality between men and women.

The recommendation of the council of ministers is to be seen at the national level in the form of law, 125 or 1991, “positive actions for the realisation of equality between men and women at work”. This builds on what the other laws started (L.1204/71 e L.903/77).

- Positive action and specific measures were considered:
- Encouragement of women employee and employers.
 - Encouragement of potential feminine work.
 - Identification and correction of the access inequality in marketing and job participation.
 - Makes concrete the affective equality between men and women.

In order to initiate a gender budgeting politics, it is necessary to do some work on gender *mainstreaming* based on different actions:

- Promoting the political will to achieve equality of all sexes.
- Increase the number of women in decision making.
- To insert gender perspective in politics, programs and actions of the governments.
- To organise gender statistic data.

Each method of evaluation the public politics must bear in mind social and economic inequalities between men and women. This should also include the public resource management. To achieve this aim, it is important to develop control and evaluation systems of the impact of gender oriented projects, which may be carried out at different levels: basic, institutional and government level.

In the basic level, the monitoring and evaluation systems are conducted through the *planning* of gender criterion activities.

At the institutional level, it is generally difficult to monitor the progress of gender politics. However, some of the NGO's try to document this.

On the government level, two important agreements were made. These were finalised at integrating gender prospective in their political programs *CEDAW* and *Beijing Platform for action* as indicated above. The mechanisms like, *machineries for Gender Equality*, have as a principle aim helping government activities in actualising gender *mainstreaming*.

It is important to take into consideration the economic context not only in terms of funds, but also the quality of life. The role and contribution in the area of social retribution, for instance, domestic work, must be incorporated to the retribution in the economic analysis of the political decision choices.

The gender budget analysis consists in the evaluation of *ex ante* of the budget and in a monitoring *ex post* of its results. This is especially when there is a need to construct a public budget which integrates its internal and general prospective.

1. To show who benefits from the expenditures and who contributes income funds.
2. To understand how the income and outcome funds are divided and to evaluate their impact on the sexes.
3. To verify that the allocation of the resources is congruent in respect to the needs.
4. To create such the foundations there must be a good participation of women (organisations of women and NGO's) in the basis and prospective of *bottom-up*;
5. To define the priority of specific actions and reduce the inequalities.

If we want be sure that the programs and projects have reached the objectives in line with mainstreaming gender issues, the indicators are gender issues. It is therefore necessary to predict disaggregated gender data.

A *quantitative analysis* is a necessary condition, but it is insufficient: the disaggregated gender data, in fact, don't inform us as regards to the forms of power which are formed in different groups. It is therefore necessary to proceed also in terms of the *qualitative analysis* in order to understand the underlying social processes.

It is however necessary to stress the fact that, doing a gender budget doesn't mean mixing all the distinctive documents. The only text in which data is disaggregated is in the expenses. It is in this that it is restored and redefined on the basis of gender.

The four typologies in gender budget may be evidenced by the practical experience of the countries which have realised it:

1. Inside the associations, in which the government has a significant role in the realisation.
2. In the organisations in which the role of the NGO is significantly strong.
3. In a mixed realisation by both government and the NGO's.
4. *Bottom-up*, that is participated.

The first country to analyse the gender budget prospective was Australia in 1984. The federal government posed it as an activity to be monitored which went on up to 1996. During these twelve years, each government agency was asked to produce gender a budget as an exercise of in relation to the government expenditure.

The Australian project has been strongly influenced by the work of women in the public political offices, such that the term '*Femocracy*' became part of the ordinary language. This indicates a beaucocratic feminine power which developed more in 1970, with the entrance of different feminists in the public administration. The Australian project is a par excellence example of a GBA strategy done at a government level (inside the institutions). It is not conducted from below, and this is probably the motive of its crisis. In fact, it was not based on the participation of the common people in the civil society. It therefore underwent changes in its political basis.

In spite of all this, it is for quite a number of years that we are speaking of gender mainstreaming. Now there is not even a single manual which teaches about gender budget. However, on the basis of gender auditing, some useful points may be illustrated.

1. *Gender disaggregated beneficiary assessments of public service delivery and budget priorities*, which is important for gathering opinions of the citizens regarding the question of making the services adequate for their benefit.

2. *Gender disaggregated public expenditure benefit incidence analysis*, with an evaluation finalised at viewing how citizens benefit from the expenditures.

3. *Gender awareness policy evaluation of public expenditure by sector*, in order to analyse its political impact on the sexes, which are at the basis of the allocation of expenditure to each sector.

4. *Gender awareness budget statement expenditure*. This is directed at illustrating how the expected implications of the public expenditure are influenced by gender asymmetries.

5. *Gender disaggregated analysis of the impact of the budget on time use*. This investigates the relation between the budget politics and the use in due course. This illustrates the macroeconomic implications of the unpaid social reproduction work.

6. *Gender aware medium term economic policy frameworks*.

On the basis of Gender Budget Analysis experience, an analysis on public budget expenditure is generally conducted. This may be divided into different basic categories.

1. The category of expenditure which is not directly related to gender. This helps to provide the availability of the services to the whole community. They are evaluated according to their impact on gender. For instance: the evaluation of the benefits which come from Agricultural or Care Services aid.

2. The expenses put aside and directed in a specific way to men and women, with the need to satisfy their particular needs. For example: special programmes for women with small children or women's health etc.

3. The expenses inherent in a program in a specific way and measures for equal rights (opportunities). For example: courses of work formation for making women more powerful at work, maternity or parental leave, making life comfortable for workers with children, etc.

These three categories constitute 100% of the expenses of the budget. However, the great part of it (more than 99) is used only in the first point above. Therefore the action gender budgeting must be focalised on it.

BEST PRACTICES

The basic assumption regarding the GBA project of the Province of Genoa, suggests a profound awareness of local Gender politics. This is directed at the acquisition of a more profitable integration in mutual administrative initiatives.

Its objective is that of developing new and efficacious tools for planning in the area of local politics: the European indicators in the areas of 'local development promotion' and 'participation of men and women in labour marketing' induced a corporate body to investigate on the analytic implements used in political planning.

The actual consideration of the difficulties in reconciling ones job and family, and of the difference in roles between men and women in the family as well as the society, have led to an awareness that the policies are not detached neither from men nor women, but they must be efficient enough in evaluating political as well as administrative decisions concerning Gender issues.

The awareness of the social and economic inequalities caused by gender differences, has determined the necessity of establishing instruments for a close integration between labour and social politics of family aid, mainly in the area of assistance.

In order to develop well its institutional activities, the province of Genoa must integrate its political field action with that of other organisations working in the same area; for instance, the community councils. This may lead to a significant efficacy in respective politics. Given the fact that the province is competent in the area of labour, and the community council in the area of family, an efficacious reconciliation between job and family may not be achieved without mutual corroboration of the two.

The institutional context in which the annual proposal of GBA is suggested, involves more organisations at different levels.

Primarily, the Province of Genoa is the promoter and the technical organiser of the initiatives; it offers its own technical, financial, and organisational resources for the instruments of analysis at its own service and that of the other community councils.

For a further diffusion of such a methodology as "*good praxis*", in other local organisations; Italian or foreign institutions, a series of initiatives for spreading the information and some technical aspects with other organisations are developed.

Territorial community councils of the province which showed a notable interest in participating in GBA must be welcomed, exposing their own budgets at the service of GBA: this includes presenting personnel and organisational/informational resources for the collection of data and necessary information.

The overall-authority of the public organisations must be involved at the institutional level, and invited to participate in the development and spreading, in the financial developments and initiatives: the region of Liguria, the ministry of equal opportunities, ISFOL, the ministry of Welfare, the ministry of internal affairs.

Other national local organisations and related associations are involved in the methodological expansion: the provinces of (Modena, Siena, La Spezia), Regions and community councils, as well as the associations of the provinces (UPI) and community councils (ANCI).

On the technical level, the organisations which have population data for showing gender problems in certain territories are to be considered: Istat, the associations of different categories, suppliers, universities, ASL, INPS, income agencies.

The relation with mass media permits a good knowledge of the project, that is, at the level of expansion and information.

The objective of a better expression of gender politics in the territory gets its realization through GBA, which:

- Promotes reciprocal knowledge between financial aid and administrative organisation.
- Allows sharing and coordinating through analysis of the budgets and the respective political actions in line with budget planning and elaboration.

Based on the operative point of view, the realisation of such objective is possible.

In short term:

Suggesting GBD experience on other communities based on the level of the province of Genoa.

- Adapting complete and reliable analytic implements and data elaboration.

In middle-long term:

- Constituting a Permanent Provincial Observatory of GBA.

- Adapting informative implements capable of evaluating the impact of other organisations of the territory.
- Extending the concept of 'gender' in a more vast area of interest.

In specific cases of this project, short term action objectives are considered realisable towards the first half of 2004, for which an economic offer will be elaborated and offered.

For middle-long term projects, it is a question of project hypothesising. The possibility of its fulfilment will depend on the favourable undergoing of the initiatives developed in 1993-2004 and on the political interest to help such activities.

In spite of the inconceivable circumstances and the impossibility of developing such suggestions at the operative level now, it is all the same important to project the general prospective, indicating the optimum target. This may act as an indicator of the direction to be followed for an efficacious GBA method, that is, towards fixed political objectives.

Regarding the short-term objectives for 2003 – It is proposed to analyse budgets of the community council and the province of Genoa.

Regarding the community council of Genoa, there is a need to use more sophisticated technical instruments different from those used in the experiment of Sestri Lavante¹. This is in consideration to the high population data of this community council, which is indeed complex and superior.

On the other hand there will be the possibility of offering cognitive tools: the research and studies already developed by the community council, though they had a different aim from that of GBD. The availability of already prepared informative data will help to enlighten some problems.

Such objectives are however demanding in terms of time and financial resources.

The results are expected to be congruent to the efforts applied: devising a GBA project in a community council implies understanding well the reality in question. It is important to reach a massive critic to analysis objectives, which must be necessarily inserted in its own political evaluation.

¹ Refer to the appendix i, "The Project of Sestri Lavante".

The Community Council of Genoa and the Province

It will above all procure a notable opportunity for the methodology of GBA, and to develop it further, thus, giving chance for the expansion of ‘*good praxis*’ of experiments in one of the community councils.

Regarding the analysis of the budget of the province of Genoa, there must be a partial reform of the manual of GBA elaborated in the occasion of Sestri Levante, making it to adapt itself to a local organisation with territorial competence and institutions different from the community council. However the basic structure articulated in the principle phase has to be maintained.

In this way the methodology of GBA will be enriched with the evaluation of the instruments of the GBA, capable of understanding the gender sustainable policies, in a transversal way in respect with local organisations competent. An evaluation must be done at the effects of political action of various organisations on the same territory with different competencies.

On the side of the territorial analysis, it will be possible to use the huge amount of information prepared for the Community council of Genoa, as well as a statistical bibliography available at the provincial level: Istat, the prefecture (region), public income agency, and withdrawal will be prepared at the provincial level.

It will be important to evaluate differences between the community council of Genoa and others of the same territory, whose importance is overlooked in the statistics at the provincial level. This is due to the fact that the population of Genoa is far much greater than theirs.

In analysis, services and budgets; differences in competence, budget tables, and the different types of services from those of the community councils will be evidenced. Certainly, this will be focalised at an analysis of the provincial action in labour.

In the specific area of the budgets, the new impact will be the transfer of the resources to the other organisations, mainly the community councils.

In this way, the participation and responsibility of decision making will be effective in the organisations. A distinction will be made between *quantitative* powers, responsible for the amount of resources to be allocated to other community councils, thus it will regard the autonomy of delegating different roles, and *quantitative* power to be dealing with the quality and the efficacy of the services done. This is rooted in the resources from the major organisation.

The formation of a ‘Gender merging budget’ comprising the action of the community council of the province of Genoa territory, may lead to the achievement of transparency objective,

reducing the income and outcome budget made for the transferring of the resources, and quantifying all the resource made available for gender issues on the territory.

Regarding the long term objectives, the final objective of GBA proposed on the principal level is directed at introducing the instruments of analysis on the whole province.

The construction of a permanent provincial GBA observer may offer an element of a complete synthesis of all the local reality.

Technical and operative sustenance on the part of such structures to the community in the formulation of respective budgets, as well as the response to the information created by such collaboration may offer important elements in confrontation with the organisations.

In order to arrive at a satisfactory spreading of information focalised at gender, there is a need of adopting relevant and efficacious instruments in the territory.

In this sense, there is a need to lay the basis for stored data of INPS, the agencies of data insertion and different data from ministries/organisations (ASL, suppliers, etc), which is capable of offering the important elements of knowledge.

There is a need to remember the inadequacy of national gender statistics and the need to re-elaborate data crossing in order to show the social and familiar environmental complexities, which increases the phenomena of gender differences.

The prospective is that of being able to welcome the socio-economical characteristics of the population, and to be able to define the results as part of territorial services.

The information of GBA in the local administration will also be efficacious if the GBA will be able to achieve a precise description of the gender population in terms of a complete evaluation of the gender issues offered on the territory by more organisations.

The experimental part done up to now has concentrated on a unilateral work of a community council. But in order to evaluate efficiently such work, it is necessary to verify the work done by other organisations and sectors on the territory. This will help to elevate the position of the evaluated organisation in complementary and subsidiary way with respect to the other economical and institutional forces.

The last objective of the middle-long term project will be that of expanding the segments of population subject to GBA: this is due to the fact that the promoter of the initiatives of GBA has been the labour political services of the province of Genoa. This province has up to now,

underlined the problem of reconciling work (job) and family, thus in reference to the age limit 20-59 years. However the other age limits are considered in an indirect way.

An expansion of gender concept may help in expanding the object of analysis, which may lead to the definition of the equal rights applied to all the generations. Thus, the analysis of gender referred also to the adolescents, old people, and the excluded minority category.

METHODOLOGICAL APPROACH

The project of Sestri Lavante, has been characterised by a strong sense of experiments right from the beginning: the lack of an operative point of reference in terms of subject matter in the area, has resulted into the an underline on methodological development as urgent. This regards an adequate method of gender budget issues analysis, which may be actualised with technical and economical resources.

The elaboration of a manual for analysis was aimed at responding to the exigencies, while maintaining a particular attention in using data and technical instruments which may make such an experience possible in the other institutional areas.

The first objective proposed in the occasion of the reformulation of a Gender Budget analysis, is that of verifying and validating its formation by repeating the experience of GBA in other community councils as well as organisations. However, the procedures and methods of analysis are to be modified in order to allow some flexibility on adapting the standard model of analysis.

Departing from the trace of the analysis already developed by Sestri Lavante, it is suggested that the phases of analysis may be articulated in:

- Analysis and description of the population of the territory, in gender, in order to define the question of protecting the services.
- Analysis of the services offered by the two organisations and by the other public or private subjects working on the territory.
- Re-classification and analysis of budgets according to the criterion of gender issues.
- Comparing the questions offered by the services according to the efficacy of the gender index.

According to the analysis already adopted for Sestri Levante, there is a need of doing some modifications and improvements where possible:

According to population analysis, the point of departure will always remain the *registry office* data analysis of the community council of Genoa; this will be assisted by the statistical office of the community council.

It will be necessary to technically verify the informatics support, and the possibility of exchanging data with other data sources, through Fiscal Code.

The data source of the provincial centres will be valuable, in spite of the limits which are already evidenced in Sestri Lavante. It will represent the workers in 1996 up to now, while according to the unemployed, there is hope based on a progressive application of the decree 181/2000 and 297/2002.

Further, the data base *land register*, which was left out by Sestri Lavante, may be disposed for Genoa, for its notable numerical majority.

It is hoped that the final detailed data for 2000, may be disposed in 2003, although these are not referred to the year 2002 under consideration, they will all the same give some enlightening hints.

The financial availability of the plan, will define the number of data base to be considered.

Reference is directed to the regional data base, suppliers, regional healthy, ACI etc.

It is possible that in some cases the community council of Genoa will provide some data, but it will be necessary to verify that the level of integration and analysis is compatible with the point of view of gender.

According to the province of Genoa in reference to *register office* will be drawn from ISTAT, given that at this stage of the project there is still the lack of the register data of all the community councils of the territory.

Although in possession of a significant population sample of the province of Genoa, it will be important to show the difference in the provincial population, which is wider and variable in respect to a single community council.

Nevertheless, it is suggested to use more the possible synergies with other projects of labour politics services, whose objective is the use and analysis of data base. This is finalised at both, sharing available elements (data base of the Chamber of Commerce, etc), and also for starting a constructive process of data retrieving and permanent statistics.

In spite of not having the certainty to expose data for finalising the project in time, it is important to start the contacts and decisional process necessary for having access to the data base of INPS and to the income agencies, as it already happened to the region of Lombardy (INPS) and to the organisations of ARTE (Income agencies). It is clear that such sources of data have interests

beyond GBA, including all the provincial administration in its wholeness. Therefore it is necessary to involve the participation of organisational and decisional making structures at a general level in the province.

In order to analyse the services, a significant interaction with the communal and provincial structures will be necessary.

As regards the province of Genoa, it will be necessary to elaborate a criterion of synthesis of the service offered by the community council of Sestri Lavante.

The objective of collecting the specific services regarding gender and its different distributions in the territory must however go through some limiting factors caused by the state of available data and the impossibility to collect data in an *ad hoc* manner.

The non quantifiable difficulty of retrieving must indicate the eventuality of failure to acquire the representation of all gender issues, therefore forced to proceed by doing a selection. This will be more or less wider, depending on the difficulties met and the economic resources available for the project.

After completing the analysis hypothesis, it is advisable to start delineating service offerings corresponding to other public, private or non profitable organisations. If possible one must limit to some thematic areas, trusting in the availability of some data in the community council of Genoa.

Regarding the province of Genoa, the description of services will mainly be concentrated on those offered by; 'Employment Centres', Professional Formation, Labour Politics, using the information and documentation instruments already present in the administration.

For the reclassification and budget analysis of the community council of Genoa, it is necessary to have a significant integration with the administrative structures of the organisations which helps in the understanding of the content of different expenditure centres examined.

The availability of different specific accounts in the respective centres must compensate the amount of numbers analysed.

As an innovative point on what has already been done, it is suggested to introduce an initial analysis in the area of income of each community council: up to now, the income was distinguished generally into tributary income and non delegated income, delegated transfer income and extra-tributary for services and capital income.

On the part of income, it is suggested to analyse the interest. For instance, ICI, the impact on the contributors according to gender must be verified.

On the side of the province of Genoa, the particularity will be evidenced, more especially in relation to the other local organisations.

The necessary evolution which is expected in the use of gender index consists in the confrontation with the other communal and provincial realities with a European standard.

It is only at the end of the confrontation that it is possible to establish the efficacy of a service, that is, if the index is capable of containing and differentiating the services offered by the community council and those by private, public or other organisations.

There still need to prove an estimation of such an index with time.

As it is indicated above, this refers to the budget exercise of 2002. It is clear that the more confrontation is done, the more the project of GBA assumes the informative power. It is due to this fact that, it is thought that it may be interesting to operate with specific cases of temporary confrontations in the phase of different analysis: In the analysis of the data base, the historical series statistically available may be used, following the general evolution indicators of the characteristics of the population in more years.

In the analysis and description of the services, it may be interesting to verify the evolution of the availability of the services and access criterion with time, confronting with index already available, thus, birth rate, death rate and unemployment index.

In the classification of the budgets the diversity in the allocation of the resources may be seen in different thematic areas.

In index based elaboration, some significant elements which may accommodate the development of the politics of gender issues may be made briefed.

DISSEMINATION

In order to spread the objectives of the GBA method, it is important to include an activity of analysis and research, together with an active structure of sharing, which has as its objective the transmission of GBA knowledge. This has to lead to a continuous awareness of gender issues, through the technical-operative contents.

The recipients of the activity of *expansion* and spreading will be the administrators of the local governments.

The activity of expansion at a national level is generally connected with other administrations and organisations: the provinces and the community councils, ministries and national research organisations (ISFOL, ISTAT, etc).

It is still important to strengthen the already existing contacts with the European community, making it aware of the developments of GBA activities and making it as a point of reference for the exchange of the international praxis as it is already evident in the *Baschi* countries, as well as in the participation in European projects.

Finally, an activity of communication through the mass media will allow GBA to come out of the political institutional contexts and bring awareness of gender issues to the citizens.

The way of hypothesizing the development of such an activity is differentiated for the activities of the recipients:

In the comparison of administrations of the organisations under GBA; the necessary periodic activities and the job description and presentation done, will construct an important moment for gender issues awareness.

For the administration of the other communities of the provinces, it will be important to plan the moments of international meetings, relations with the other organisations, thus, ANCI, and in the end an ad hoc presentation.

In the relations with the other provinces, it is thought in advance that there will be: presentations, meetings, conferences. Public initiatives like P.A. Forum. It will be important to develop a protocol understanding for the exchange of 'good praxis' to which the concerned organisations must adjust themselves.

Concerning the National organisations, (thus, the Ministry of equal rights, of Welfare, Internal affairs etc), and research organisations (ISOFOL, ISTAT, etc), it will be necessary to continue

communicating the work which is being done or developed. This must be done by giving some information regarding the interest to participate in the growing initiatives of the GBA. This is either in terms of its leadership or either in its final terms.

The relation with the European community must be increased with contacts aimed at communicating the development of the project, and to offer new ideas for a better collaboration with other European organisations.

For all the recipients, apart from the frequent publications on the magazines and periodicals of the sectors, there must be ways to offer an understanding of information, through the transmission of articles and communications.

It is for this reason that the plan for the proposed work is given, an initial activity of analysis during which the first contacts will be made with the examined administration. There will be an effort to identify the available information and data. In this case, there will be contacts to the concerned offices and a reorganisation of the available material.

At the end of this first awareness phase, it is possible to delineate the limits of the projects, in reference to the individuation of gender issues as the object of analysis.

In the second stage, we will proceed with the planning of specific interviews, aimed at obtaining the subjective information and the interpretation of the necessary data for a satisfactory analysis. Based on the experience already done, a second interview must be foreseen, that is, for major clarifications and improvements

For the data sources, there will be an effort to recuperate the already existing data in the organisations; their collaboration in different technical areas will be required, this will be in reference to the Province and the community of Genoa, than to the other public and economical organisations present of the territory.

At the same time, there will be an attempt to reconstruct the institutional necessary relations for attending the national data resources, which must be followed for all the period of the project, hoping to get the results in the fixed period of the duration of the project.

The part of manual preparation will come towards the end of the beginning of the instructions and the presentation of the final moment of the elaboration and synthesis of the collected material.

The periodic activities will concern the necessary operative connection with the coordination structures of the province of Genoa, the presentation of the content of the advanced state of the work, and the all activities done which are necessary for the redefinition of the difficulties met. New ways of analysis and different approaches to the objectives will be offered.

The activities of representation and diffusion will be based on the development of the context of the final project.

Modena

The community of Modena in its programming of its activities and in the individuation of the positive action plans has introduced series and political acts to promote the political acts and the realisation of equal rights between men and women.

Apart from the institution of equal rights commission of 1992, the realisation of a seminar for the diffusion of the awareness of the laws in the area of equal rights, like in the law 53 of 2000 and a course of formation, new interesting research has been conducted. This had an aim of strengthening the feminine condition in the area of employment, and this was applied to gender auditing, thus to the budgets aimed at studying the impact of politics in line with the budgets.

The approach to the re-elaboration of the public budgets was participated: the community promoted a kind of network with the other sectors present in the territory. This was aimed at constructing a strategic plan for the participated and shared city.

As testimony to the interest in creating a network of actors on the territorial level, there is a continuous exchange of ideas between the communities and women conventions, which developed in Modena starting from autumn 1998. This is an informal group which wanted to reflect on the future of the city. In particular, in the group there was a meeting for the reflection of the planed suggestions in the area of productive economics contained in the 'city pact'.

Departing from this multiplication of the networks, there is an experiment for gender auditing techniques, to which the methodology may be summarised into four phases:

1. Income analysis

2. A preliminary analysis for the high indicators to show the areas of interest on the side of the expenditure (defined "priority sectors for intervention").

3. The reconstruction of tasks of expenditure in such sector

4. The analysis of the efficaciousness of specific political or interventions in some of these sectors.

The income analysis is consisted in a study of the incidents regarding the relevant obligations of the local level. The income for gender analysis has individuated. In the case of the community of Modena, the impact of gender analysis has been done in three different types of approaches-ICI, TARSU, Additional IRPEF – and a method for estimating the individual distribution of the obligations of the subjects who live in the same family nucleus has been defined.

The results show that the increment of the obligations paid medially by the women, goes up to 60% of those paid by men.

Regarding the analysis of the income, directed at individuating the area of interest, the approach of indicators has been applied in an experimental way. This has been done departing from the premise that the allocation of budget resources follows the criterion of equity and efficaciousness. The indicators must therefore give a concrete idea on how the position of women in their area of reference is closer or not the known criterion of equity, and reflects an efficacious division of the public resources in the area. The equal indicators have been identified, to reconcile family and work, gender empowerment, social inconveniences on security. The local value has been calculated and it has been confronted with the values of reference on the national or communitarian basis.

Basing on this analysis centred at the elaboration of indicators, three ‘policy problematic’ areas in women prospective in Modena are:

-The area of gender empowerment

-The area of birth-rate

-The area of mobility

The next step has been that of analysing the income duty according to the classification which provides the distribution between direct income, indirect income and expenditures in relation to equality program. Utilising the executive plan of management, the community council of Modena has focalised attention on the income not directly directed at gender. These are 99% of the total and inside this category of income, the three sectors of priority intervention have been analysed.

United Kingdom

Starting from 1989, the *Women's Budget Group (WBG)*, a group of volunteer women coming from the universities, trade unions and NGO, commented on the budget of the British Government every year. Starting from 1997, the year of electoral victory, WBG participated regularly in the meetings of the ministry of finance made for the discussion of gender implications of the political economy.

WBG concentrated mostly on the issues of budgets regarding taxation and money transfer. They didn't stress on the impact of gender on the comprehensive state income. Recently, interest has been directed at the reform of the system of grants introduced in 1999 by the government of Blair, and particularly the introduction of WFCT (Working Families Tax Credit), a grant allocated under the form of fiscal deduction. This last measure was devised for eliminating disincentives to work. The research created by the precedent grant system of unemployment has mainly the aim of increasing the participation in labour marketing. As of now, the reduction of poverty was expected, more especially which is diffused among the children with unemployed parents.

The principle novelty of the measure is that of substituting the old law in which the grant was revoked when one of the components had to find employment with the law that the grant was to be guaranteed when the total income of a family doesn't reach a certain level.

After having considered the fact that the payment of women is systematically lower than that of men, while the care work is mostly done by them as shown by WBG, the introduction of WFCT discourages systematically the research of work on the part of the partner with lower possible payment, mostly the women.

If this last manages to get a job, accumulates the payment of the partner, thus determining revoke to the financial support, with the worsening of satisfying the costs of the one who substitutes it for children's care. Given that her financial support is principally paid to the man, women continue to find themselves without their own income, neither from work nor from her financial support. Thus, there is a risk that this may have impact on the children in a negative. This due to the fact that it has been shown that the women spends more money on the part of the children that men does.

The reform of Blair concedes a financial support to the children whereby one of the partners has a low salary occupation, for more than thirty hours a week. While, it does help in the cases where both partners work part-time sharing job salary and care. Even in this case, therefore, the risk is that of strengthening in a long term the traditional division of roles between man and women.

Analysing the implications of gender of the WFTC, WBG has demonstrated the unwanted effects of the reform which may be an obstacle to the efficacy by reducing the possibility to obtain the results desired in terms of the increase of participation in labour marketing as well as that of equality between men and women and the infantile poverty alleviation attempts.

In 2003 WBG has taken an initiative of lobbying to satisfy a piloted project by the gender budgeting and together with the women and equality unit, which represents the UK in the group-work made by the UE to strengthen gender budget. It initiated expenditure analysis based on the gender criterion (GAP, Gender Analysis of Expenditure Project), whose results were published in June, 2004.

Starting from 1998, in fact, HM Treasury has started initiatives on gender budgeting, on the growth of UE in these terms. It took the international experience as the point of departure in this sector. The analysis done has shown how budgeting will improve economical efficiency leading to a more efficient resource, beyond supporting the *mainstreaming* of gender.

The aim of Gender Analysis of Expenditure Project is that of attempting to analyse gender expenditure in the British context. Specifically, it is proposed to try the instruments of analysis of the selected range of expenditure as the point of departure for the development of a methodology of efficacy of the costs in line with gender. And also with an aim of identifying the value added by that the 'analysis'.

On the point of view of methodology, a disaggregated expenditure analysis has been initially conducted in line with gender so to achieve a general level of generalisation of the whole DEL (Department Expenditure Limit). Wherever possible, DEL of each department has been disaggregated in "targeted gender-based expenditures" and "mainstream budget expenditure". Successively, this has been assessed for its impact of gender.

Consequently, a more detailed analysis has been carried out for the expenditure in two specific programs for each of the two leading departments: the Department for Trade and Industry (DTI) and the Department of Work and Pensions (DWP).

The DTI has chosen the Small Business Service (SBS) for participating in as an agency which has direct clients. The SBS was started in April, 2000 with an aim of acting in favour of small companies and improving their quality and the coherence of the support programs in details.

The SBS team has considered some programs like Phoenix Development Fund (PDF) and the Business Volunteer Mentoring Initiative (BVMI), both have a notable data reserve, to be analysed. It

started with the problem of determining if its programs were satisfying the needs of the targeted clients. The first step has been that of examining if the funds used for each program reaches men and women probably divided according to the relative needs of both. The analysis underlines the SBS in understanding how gender is an important variable in structuring opportunities and access. The DWP instead has considered the New Deal for Lone Parents (NDLP), which is substantially responsible for single and unemployed parents or temporarily employed, and the New Deal 25 plus (ND25+), which is instead responsible for unemployed people for 18 months or more.

In conclusion, the project demonstrated the value of budget analysis in line with gender in some sectors, allowing developing instruments and necessary expertise to reiterate such analysis.

Scotland

Starting from 1993 Engender, the centre for independent research and information which promotes the visibility of the equal opportunities for women, experiment the initiatives of state gender budget auditing of Scotland, with specific attention to the health and minority care, formation, violence, mass media and the minority ethnic sectors. The last report of 2000 deals with themes related to the women involved in politics, women in rural areas, of transport, instruction of health and homosexuality. The annual report is underlined on the basis of the actions of local government pressure. The objective declared by the organisations in fact, is mainly the visibility of the situation of gender differences in Scotland and the expansion and accessibility of information of data.

The experience of Scotland is grounded outside the public institutions, given that the funding is exclusively private, claiming the function of pressure in the conflicts of the government and to stimulate public debate. This is one of the motives which the report of 2000 has been last published in by the Engender. From 1993 in fact, there has been a notable progress realised due to this instrument, also in 2000 Engender has decided that it is the responsibility of the parliament and the government of Scotland which is in charge of publishing an annual outline of disaggregated gender data and statistics.

Euskadi (Spain)

The government of the *Basco* country (Euskadi) has recently showed interest in the praxis of gender budget auditing. In 1993 it created an inter-ministry commission aimed at guaranteeing high participation and better communication among different ministries and Emakunde, women's office, responsible for coordination, of evaluation and monitoring the positive actions followed.

The commission approves at the beginning of each year a document of the program which specifies for each ministry, the measures to be taken, the available resources and the instruments to be used. After the first six months, a preliminary report will be given. It will evaluate the actions done, instruments used and the eventual objectives obtained. At the end of the year the final report will be approved.

Through the commission, each ministry is directly involved in the planning, while parallel a work group comprised of technicians will be constituted, its objectives will be: to coordinate the activities, study the possibility of intervention and analysis of projects and the obstacles met during the proceedings of the project.

Different commissions have also been started at the territorial level, with the similar characteristics. On the central as well as local level, the commissions work in two directions: incorporate a prospective of gender inside the government planning projects according to the principles of gender mainstreaming; analyse the specific need of women in each sector and propose programs of intervention.

Apart from these structures, the *Bosco* government has performed an action of formation for the employers of the public administration. The courses were managed by Emakunde and they had a specific objective of expanding the awareness of the equal opportunities in the whole sector of administration.

2. A TRAINING MODEL ADDRESSED TO WOMEN WORKING IN LOCAL PUBLIC ADMINISTRATION

Introduction

This note includes some starting point to appoint to a subsequent discussion with the training policies managers, trade union representatives, exponents of equal opportunity Committee of the Municipality of Rome.

The document derives as an outcome of the material collection work and of the analysis done within the project **Sister cities going gender**, edited by the Equal Opportunity Council Department.

Objectives

The training model, in line with the priorities and strategies outlined by the municipality administration, has three objectives:

- a) The increase of the competencies of women employees committed in the local administration, both at central and decentralised level;
- b) The models testing in order to analyse the training needs and the individual competencies;
- c) The enlargement of innovative training methodologies in the work place; including training at distance, also online (e-learning);
- d) The full improvement of the available legal instruments in order to induce working paths with training paths.

Challenges

The opportunity to get ready a training model addressed to women employees committed in the municipal administration correspond, besides, at some general challenges which the local authorities have to face with:

a) **The services outsourcing**, which means the tendency, more and more diffuse, to give out, by contract, services and professional work which, often, can be found also inside the administration, with a substantial financial resources saving, if only we would have a clearest and detailed framework of the employees competencies and profiles. In that sense the challenge is to understand how and when the resort to the outsourcing is really necessary and profitable for the administration;

b) **The decentralisation dynamic**, such as many local policies could gain benefit from the analysis and interpretation capacity of local needs, considering a real competencies and resources decentralisation. This type of competencies should be integral part of the local district employees training fund,

c) **The financial resources destined to the local policies** which, as a trend consequence, intend to shrink noticeably with relevant effects on the citizen welfare and quality of life. In that sense a competencies system able to identify and find additional financial resources could be especially relevant;

d) The growing centrality assumed by the organisation of the cities times policies, also as consequence of the law 53/00 which commit exactly to the local administrations the duty to regulate, according with all the politics and administrative actors involved, cities times of life and work.

Priorities areas of competencies

We can identify two main areas of competencies on which create a training model, both on the basis of the collected and analysed materials, and, the operative lines which the administration favour in the training policies ground:

a) *Basic skills area*

- foreign language education;
- basic computer skills;
- security, prevention and emergency education;
- communication inside and outside the Public Administration.

b) *Specialised skills area*

- *professional skills analysis*: individual skills analysis, strength and weakness identification, techniques for the CV drafting;
- *territories knowledge*: local policies, budgets, human and organisational resources, actors analysis;
- *adults training and education (lifelong learning)*: training methodologies and techniques, parental leave legislation and lifelong learning, training needs analysis, training projecting and evaluation;
- *fund raising*: markets analysis, public European and international actors, private sponsorship, campaign and other form of private fund raising,
- *cities time and hours policies*: reference legislation (European, national and regional), Rome and its local district city time plan.

Methodological and strategic priorities.

Considering the choice adopted by the municipality administration to privilege the training activities decentralisation at Local District and Department level, it will be recommend to the different local and central bodies the employment of methodologies and opportunities which will encourage the settlement between the service functions and the training activities. In particular:

- decentralised training, which means train elaborated and fixed up in the local context (municipality administration's Department and Local Districts), especially considering the needs coming out from the organising context, from the strategic priorities, from the specific training needs;
- "catalogue training", based on a careful analysis of the training proposal done in contexts different from the local administration, which imposes a constant comparison with the proposals existing also in the specialised and high education bodies, in order to favour the individual employees careers growth,
- training at distance, methodology which is valid most of all for the transfer of standard contents, like, for example, foreign language education, computer basic skills, training aimed to legislation knowledge, ecc;
- university and research institute masters.

The central points of betterment and straightened of the training system process, in this framework, are:

- the services chart, as protection and control instrument of the performance and service offered quality to the citizens, intended as reference for a training aiming to the betterment of individual competencies in a context of competitiveness of the services offers, both between public and private, and, in general, from the point of view of a continuous increase of the available performances quantity and quality;
- the formulation of methodological and operative model analysis of individual and sector training needs;
- the creation of a Inner Trainers Register, which could consent, in the mean time, to have an analytical instrument of the available inner competencies, useful to the organisational process economy, and to offer the right recognition to the specialisation paths done by the employees;

- the introduction of a credit system, for public and private bodies, which foresees a network system relationship with the regional and provincial training poles;
- the strengthening of the network organisational structure;
- the implementation of a e-learning system.

Financial resources and monitoring

The information emerging from the bilateral Committee, jointly formed by Rome Municipality and Trade Union representatives, has been to strongly privilege the decentralisation training, allocating an overall budget for the year 2004 of €659.000, 00, raising this activity with an increase, comparing with the 2003, of about €2.500,00 for each Department and Local District, against a monitoring and reporting about the activities realised and the employees involved.

The necessity to integrate a growing number of women employee in this path needs an adjustment of the training activities general monitoring system, to be realised every six months and able to survey the following items for each decentralised training ambit (Department, Local District, Municipality of Rome's special body)

1. Number of persons involved in the training course.
2. Number of women and men
3. Contract level distribution of women /men
4. Age distribution of women/men
5. Degree level distribution of women /men
6. Number of the training hours realised
7. Hours and thematic areas distribution
8. Type of training certification release
9. Inner and external trainers
10. Inner women/men trainers
11. Inner women/men trainers for thematic areas
12. Training methodologies adopted
13. Existence of a quality training process evaluation based on efficacy, efficiency, relevancy, quality/satisfaction users categories
14. Evaluation procedures
15. Existence of a training process impact evaluation after six months/one year

3. CONCLUSIONS

A GENDER BUDGET DRAFTING SUGGESTIONS

As we have already observed, even if are several years that we are talking of Gender Budget Analysis, it's very difficult the drafting of a technical document, a sort of operative handbook which works as guide for the Gender Budget application. Our intent is to give to this document a practical tone, as much as we can, basing on the existing experiences of whom has already worked on it.

In the Municipality of Rome one of the problem connected with a gender analysis is the territorial extent and heterogeneity.. The relevant decentralisation work, done in the last years, has facilitate the administrative Municipality activities, and has helped to appoint a first complexity reduction..

In our opinion, indeed, the gender budget analysis could be realised at the 19th local district level in which is administratively divided the Rome territory, also with the end to do a comparison between the different realities. This is possible thanks to managerial and administrative autonomy of which the Local District benefit after the 2001 municipal decision, which transfers many activities to their direct responsibility, by virtue of, they can have their own annual budgets. In the mean time, this choice focalised the analysis only on the expenses, methods largely shared in Gender Budget Analysis known experiences. Expenditures generally are divided in:

1. Expenditures not directly connected with gender, which rendered available to the entire community goods and services, but are evaluated for their gender impact. Is the case, for examples, of the evaluation regarding the beneficiaries of the agricultural aids or care aids;

2. Expenditures differentiated and direct specifically to men and women with the end to fit with their specific needs, like, for example, special programmes for women with children, women health programmes, etc;

3. Expenditures concerning equal opportunity programmes and measures, like, for examples, women role strengthening training, parental leaves, facilities for working women with children, etc;

As above mentioned, a budget analysis from a gender point of view, can't set aside of a deep context sociological analysis. This means that the first step is a research in the local district territories in order to collect separate gender statistic data. The data banks where to get information can be several: we can certainly start from the municipal statistic analysis, but, could be useful, also, tax register, employment centers and social security data. The analysis must observe some choice standard. Will be relevant all social-personal data separated for sexual gender - such as age,

population, etc - but also, all the qualitative data aiming to outline the gender difference. A relevant example could be represented by a study about the care work: how many hours are dedicated to housekeeping and care, intersecting data with variables like "man/woman" or "employed/unemployed".

Another relevant indicator is certainly the income, where there are large differences between men and women, which could be intersected with other data, like for example, the consumption, in order to analyse choice trend differences between men and women..

The statistic context analysis can bring to shape a potential services demand analysis from the population. With that end it is possible to come to a distinction in a different macro-areas linked with the services potential demand: children and youth care; care unpaid work and paid work reconciliation; elderly care, etc. for each of these macro-areas it is possible to study the difference between potential and real service demand.

Next step is a budget reclassification: data are aggregated again considering inside the budget the areas directly connected with gender, like the Public Administration transfers for the women, from the ones indirectly connected with gender, which are almost the majority of the expenditures regarding generally care economy, that means not women themselves but the concerning services, like transfers related with the determinate macro-areas (childhood, youth, adult age, elderly).

The other step consists in outlining gender efficacy and efficiency indicators testing the service level which takes shape as a local body impact over citizen final synthesis.

APPENDIX I

THE PROJECT OF SESTRI LEVANTE

In 2000 Assessors for labour politics and professional formation of the province of Genoa decided to conduct an analysis of public budgets referring to gender application in the experiments in community budgets of Sestri Lavante: the results of the research were presented in February, 2003.

The objectives of the research were to obtain integration of the politics for a major equality of genders in the area of work, the themes of gender are done on a complex feminine target in the interested age limit, and inserted in job context and at the same time they are involved in domestic care, making such feminine age interested in the challenge of reconciling work family and job.

In reference to this phase of feminine population, the analysis of the comprehensive political action of an organisation in terms of gender must pay attention to the multiplicity of the variables which works on inequality, either in a direct or indirect way: the strong differences on roles in domestic and care work in the family are reflected in fact in the *sperequazioni* in labour market, in income, in the social roles.

The initiative of Sestri Lavante wants to propose an approach at the local and territorial level, to integrate the already existing gender analyses. A practical model and applicative methods of analysis foresees for phases:

1. *The definition of the 'potential important' of gender service issues*, through analysis of gender population, as a fundamental assumption. 'Potential question', Is understood as the individuation of the part of the population which may have familiar presuppositions, income or work basis, for asking for the public aid service to the family or at work, and this is differentiated from the explicit question which instead is the question of access to the service directed at the organisation.

2. The reclassification of the balance per thematic area referring to the problems of reconciling job and domestic work.

The analysis of registry and *familiari* data has demanded the use of a system of classification according to the gender prospective, therefore not based on the homogeneity of age, but on the problems referring to the reconciliation of work and family.

The population has been divided into four areas: from 0 to 18 years, the area of infancy and adolescent care, from 19-59 the area of work reconciliation with the family, from 60-79 the area of help and sustenance, from 80 onwards the area of old age care.

This subdivision, for some general aspects is simplifying, it however offers a frame work point of departure in the line of gender analysis to come.

Deepening further data reading inside each and every are, there are different demands:

- The area of infant and adolescent care generates different demands basing on the age of the child: From the nursery school to creative activities, sports, etc.

- The area of reconciling family and work from the age of 19-29 sees more the problematic aspect of entering into job environment. The age of 29-39 the families are formed and the peak of the difficulty of reconciling work with family is evidenced, this decreases slowly from 40-59.

- In the area of support and sustenance, 60 to 79 years, there is an exit from the world of work, but one is still active to give a precious activity of help to the family and to the children, at the same time to help the old members of ones family of origin.

- The area of the old 80 is differentiated by a progressive loss of autonomy, which increases the need to be cared for or sustained.

Going into details of the different phases, it is possible to give a quantification more precise of the problematic of gender, analysing different variables, thus, the civil state of the population, the parental relation, the composition of the family, the state of the family of origin, income and work situation.

The parental relation represents not only an effective tie and living together but also the role through which the members of the family are related to each other.

In the Italian context, the differences of gender in terms of the role of the women inside the family, is made relevant not only by the number of persons who compose the family but also the opposition occupied inside it: the state of being a son/daughter implies minor responsibilities and impediments, respect the role of the wife or female family head with children.

In the case of Sestre Lavante 42% of the women may be observed who have the connotation of wife, 9% are head of families with more than one competent, 1,1% cohabit. For such a parental figure, it may be said that the task in the activity dedicated to care and assistance of other components of the family is high for the women who stay alone, or with children and grandchildren (23%).

At the point of view of *qualitative composition* of the families, 52% of the inhabitants of Sestri live in the family structures with one or two parents cohabiting with one or more children, while 16% live alone, and 19 are married couples without cohabiting children.

For the *family of origin*, is referred to the persons connected by the parental tie, thus maternity as well as paternity but do not cohabit.

On the point of gender this fact is significant under the double point of views:

- Becomes possible to connect the “Area of Assistance and Support” to the “Area of Reconciliation of Work and Family”, and to quantify a hypothetic help to the family of origin in the role of grandmother and grandfather in the work of infant care and assistance.

- The Area of Reconciliation of Work and Family” and the “Area of “Assistance and Support” may be put in relation to “Area of old age care”, in order to quantify also the types of familiar tasks which are not elevated in statistics.

An important consideration of the examining population is obtained with gender analysis of data sources of the income of the ministry of finance.

In this case, in respect with the communal registry, the two technical limits have been brought forward:

- The income referred to 1999, given the necessary time to the ministry for the completion of accountability procedures relative to the old of the following fiscal years.

- It was possible to analyse 70% of the income of the citizens.

- Considering the limit of an exhausting and coherent representation, it is still possible to present some new suggestions and observations on the draft of the population.

In the case of Sestri Lavante in 1999, 65% of the taxable income was declared by the contributors of masculine gender and the remaining 35% were feminine gender.

Such a fact is expressed in terms of total quantitative; it doesn't contain the contributors without declared income.

In the distinction of the *income by nature*, significance lack of balance may be observed in the income of employed work, to which the feminine gender contributed 33% against the 77% of men.

There are still notable inequality in the work and autonomous income and that of the companies, while there is uniformity in the distribution of familiar patrimony through hereditary and through a long life aspect of the female gender.

Through a connection with the registry office, it is still possible to reconstruct the medium income for different types of families: those with one component or two, husband and wife, have shown a high a medium income whose decrease depends on the number of children.

This fact offers a hint of evaluation more profound given that it permits to understand the effect of distribution of income in the family, which may not be possible with individual income.

The distribution of income in the area of registry concentrates on the significant discrepancies between the periods 40-59 and 60-69, which decreases.

The last data source analysed is that of job centres, job enrolment, which passed from the ministry of work to the provincial management following the delegation of 1997.

The data has therefore, '*work states*' modifications from 1996, while the public employment and occasional contracts coordinated and continued the corroboration.

Such fact is however significant because it involves a population portion which has had a modified labour life at least once around 7-8 years, and that it gave reference to the Province of Genoa.

In a general analysis of labour state in gender, a good percentage of a high percentage of male gender in work may be collected, the 57% of the workers sent against the 43% belonging to the women gender.

The relation changes upside down, regarding unemployment and employment.

In relation to unemployment and employment, there are 60% against 40% of the corresponding men.

In the percentage analysis of the different contractual typologies adopted for the sent persons for work, strong gender differences may be observed. Masculine gender has more indeterminate full-time contracts (63% against 37%) and determined (58% against 42%)

In the part-time contracts, there is instead a high presence of women: 76% in determined part-time and 79% part time in an indeterminate period.

It is possible from these differences to indicate the work choices aimed at the reconciliation between work and family, sustained even by the economical material of the area of Sestri Levante where there is a strong tourism activity, the hotel services and others are good for this type of work.

For the unemployed, the gender differences may be approached based on age: 30-39 is mostly critical more especially for feminine gender which doesn't get a job for 68% of the age group.

1. the analysis of the given services on the basis of a descriptive card of the services done, in comparison with the same service offered at the private level.

2. The meeting of the applications of the territory and the services offered through the use of special gender indicators, which takes into consideration the parameters of efficiency and efficaciousness. The indicators examined tries to show the capacity of the response of the organisations to the needs of the population.

The indicators of efficacy and efficaciousness actually planned by the normative material of local finance have the merit to introduce the first elements of budget analysis for the function of verifying the final balance of the activity done and of reflecting the composition of budget prevention for the exercise done.

As if ready for the classification of budget, the indicators are studied for clarifying the administrative accountability aspects, reducing the area of observation to the activity of the administration done in respect with the demand of services expressed by the population.

- The parameters of efficiency: relate the cost of the service in respect to the number of the beneficiaries or the quality of the services done (for instance, the cost of the nursery school in relation to the children registered.

- The parameter of efficaciousness: relates the number of satisfied citizen in relation to the explicit demand from the citizens.

The analysis hypothesis for gender imposes to expand the possibility of representing the indicators, in such a way, the multiplicity of variables which may influence the equality between men and women.

At European level, some indicators which give an idea of gender or reconciliation have been suggested.

Some demands the use of data for their survey which is not easily found, mainly at the communal level, for instance on parental discharge and care activity.

Others instead are made for easy application, given that they are finalised at measuring the communal service efficaciousness

A common element to the four phases is the analysis and the necessity to use the data on a high level of details in such a way that it may be reconnected according to the criterion which shows the theme of gender differences, in our case concentrated on the inequality based on lack of balance between family and work.

The classification of budget has to consider the necessity to distinguish income and outcome based on the nature of the fund. The relation between income and outcome allows creating financial economic equilibrium in the current account.

Inside these micro-categories it is still possible to differentiate the different natures of the voices.

For gender analysis this type of accounting classification is presented with difficult transparency, given the intrinsic transversal nature of gender in respect to different headings of the budget.

It therefore becomes necessary to verify through an opportunity disaggregating of the headings (topics) which of these may have an effective impact on gender, attaching the budget according to different themes and macro-categories related to gender. It is on this base that the financial and economic presupposition is verified.

The highest level of gathering, distinguishes the areas with a step by step criterion regarding gender.

At a higher level, the specific initiatives are connected: with the role of examples, incentives for the income assigned to the women, for unemployment, political actions of work directed at the entrance of women in labour.

The politics of a community council in this area is rarely helpful it doesn't enter expressively in the competences. The high relevance is assumed for instance in budget of the province which has among its delegates for the work receives explicit financial aid for the promotion of the equal rights.

On the immediate grade, the area of intervention indirectly inherent in gender is connected: it regards all the actions aimed at care work sustenance, thus capable of compensating the inequality caused by differences in roles inside the family: activities directed at the infants (nursery school, etc), adolescents (summer centres, sport implements, creative centres, etc), old age (home assistance, re-creative activities, etc), these meet an indirect advantage for the women and the possibility of reconciling family and work.

Inside this category, let us distinguish again between *individual service question* and *indispensable question service*, which are differentiated by the different grades of decisional autonomy of the community council.

The area of gender individuated as environmental are those which have influence on the territorial aspects particularly gender issues: criminality limits highly the feminine gender in independence and mobility of the territory. Viability and transport influences organisation of the activities of a family. Care and the quality of the surrounding environment, availability of air services facilitates the work of care on the children as well as the aged.

Lastly some elements of gender issues meet inside the administration are considered: women's role in the communal organisation, in politics, the opening of the offices to the public.

The connection between analysis part of the data sources and the re-classification of the budget comes inside singular thematic areas, in which they confront the exigency of the population already relative to the analysis of the data sources to the services offered.

Given the heterogeneity of the topics, it is important to analyse singularly, this is due to the fact that, each one responds to different exigencies of gender, encouraging work, reconciliation between work and family: re-creative centres and summer centres, in spite of the analogy to the work done, they respond to different desires.

The theme areas are considered in three phases:

Potential Question Service

In the important analysis of population already done, shows that for each single service, there is a phase of population directly interested.

Different from the analysis of gender, in which lack of balance related to gender comes out, in this centre the question of service is underlined referring it to the primary use. This is followed by a consideration of the indirect effects deriving from gender.

In this case of the statistical elements directed at the services are used, for instance in the case of nursery school, the children of this age are noted.

Service Offerings

The offer of service is analysed through a descriptive card of service given by the community council or private organisation, and by corresponding services in the private sectors.

It is important, for the sake of the awareness of gender politics, to have a comprehensive vision of the variety of possibilities available for the particular population in gender questions. This must be done in a way to decide the role wanted played by the public administration, that is, taking direct interventions, in case of the lack of services in the area, encouraging eventual employee initiatives, or integrated with ones on participation in the private sectors already present in the but it is not sufficient to cover all the demands or some phase of income of the population.

The information which affects the choice of the services regarding gender is to be evidenced or analysed: time, possibility of access, cost, and quality of service.

Analysis of Topics on Budgets based on Themes

1. The last section foresees for each thematic area the analysis of the entrance/expenditure integrated with the presentation of the indicators of budgets and gender.

2. The definition of the expenses in the thematic areas is almost always possible based on the responsibility already given by the management control, except for other areas where reclassification of the cost has to be done.

Analogically to the definition of expenditure account for the thematic area, it is necessary to find the income directed at covering the situation, so as to trace the analysis of financial equilibrium.

The difficulty in this type of operation is represented by the impossibility to correlate some typologies of income to the expenses from these directly financed: The proper incomes and state transfers, in fact, they must be considered as a unity, however incapable of indicating the typologies of expenditure from finance according to their nature.

This income will be quantified different from the delegated transferred income and extra-income, from which is possible to have a high amount of details: Delegate transfers are to be given from other specific indications about the import, while the *ex-attributare*, given that they derive from the community councils, they have an economical destination in the corresponding expenses (For example, the income contribution for individual are used for covering the same services.

The prospective of the income cost for thematic areas need some considerations.

- On the composition of different topics in terms of flexibility/rigidity for the expenditure: the areas/categories of gender with high cost for services as a whole, the expenditure account are naturally greatly exposed to budgets. It is not easy to intervene with simplicity on the expenses depending on personnel or on the capital expenses.

- On the independence of the other organisations regarding the income and thus on the effective power decision of the organisation in the area of Gender.

The area/category of gender to a high extent of money transferring are those which enjoys a minor power decision on the organisations. Having decided to give its resources to the autonomy of the expenditure, it is however strengthened. In this case the greater transparency of gender budget

allows us to understand the allocation of the decisional power regarding to the destination of the resources.

- On the analysis of the indicators of budget of efficaciousness/efficiency, re-elaborated adapting specifically gender analysis.

- On the adherence and the state of action regarding the contents review in the documents of planning that is PEG and the Provisional Planning Relation.

APPENDIX II



Comune di Roma
Assessorato alla Semplificazione, Comunicazione
e Pari Opportunità

RACHELE

Research Intevention on Work Atmospheres and Facilitating Elements
The women working experiences in the Municipality of Rome

CORA Roma (già Orientamento Lavoro Lazio)

June 2003

Introduction

The world of the work in the Public Administration has experienced, in the last years, a deep change to which the occurred internally increasing feminisation has also contributed which has caused not only a numerical increase of the presence of the women, but also a progressive higher professional positioning of them.

Such change involves two different plans: on one side the introduction of laws and rules that receipt, regulate and boost the transformations in action, on the other side the cultural attitudes that require innovative behaviours, new operative procedure, environments favourable to the more complete expression of competencies and professional skills of men and women inside the Administration, in which can find expression either the efficiency of the structure and the critical attention to the complexity of the external context either the motivational needs and the professional resources of the individuals.

The interest of every organisation is of being in a position to facing the currently demanded change and to pursue objects of development and improvement of the "bureaucratic machine", but this cannot ignore a valorisation and an suitable management of the qualities and of the competencies of the individuals that work in it and cannot ignore the acting on a culture that inspires the behaviours and the actions on who works in it: it is therefore less important an organisational process focused on the application of the rule and on the administration of the daily in a standardised way, vice versa are centralise those values and those principles of self decision and assumption of risk inside of a more participative organisation in which the achievement of a recognisable effective result occurs in the respect of the work procedures and the times of the individuals, beyond the knowledge of the differences of genre.

Starting from this premise the perspective in which the search has moved on the topic of the equal opportunities inside the Administration of the Municipality of Rome is not the truthfulness of the recognition of the formal equality of the conditions of employment, but the existence of a mix of elements that constitute a working environment that allows to all the workers - men and women - to express their own professional qualities and draw the due recognition in terms of development of career.

The search focused the attention on all those occasions/situations that allow to all those working in the Administration to employ the own technical and social competencies, to match the

own investment in the job with the satisfaction aimed, to increase in the time the competencies and in parallel to obtain the recognition in terms of development of career.

In the Capitoline Administration women constitute, since a long time, more than half of the employees and have also reached levels of responsibility, so to be able to assert that, here less than elsewhere, the so-called "crystal roof would seem present". The presence of a large number of women at the management level unfortunately does not testify necessarily the realisation of equal opportunity: in order to make sure that this one is not a circumscribed change to single situations, but contributes to the construction of a culture of changing, we have tried to characterise the organisational strategies and behaviours that the women act in some situations in order to create the favourable conditions to the full realisation of equal opportunity and that can reproduced in various contexts.

The research – carried out by the team “Orientamento Lavoro Lazio” formed by Paola Frezza, Giovanna Parisi and Claudia Piccini, guidance consultants and training experts, with the collaboration of Francesca Campisi and of Tiziana Amori – has been promoted by the "Commissione delle Elette" of the Municipality of Rome, and has been aimed to an analysis of situations of good practices carried out by the women working in the Capitoline Administration for the construction of favourable working environments for a full expression of the everyone's professionalism and for a better exploitation of the skills, also of the “so-called feminine”.

The search, of qualitative character, has been structured in two parts. In first place significant witnesses were interviewed, chosen according to their knowledge to the different aspects of the Administration, as well as for their sensibility to the problematic of the feminine work. These speakers besides the direct deposition of their experience, have also identified single persons and work groups, operating within the Administration, that could take part in the group talks occurred in the second part of the search, which were addressed to female employees at intermediate levels in the different administrative areas and in the city police.

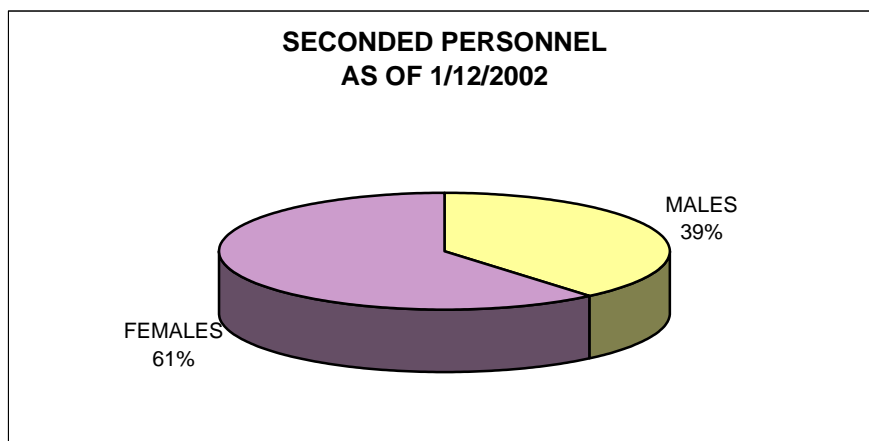
1. Municipality of Rome employees: some quantitative data

In order to focus the search in the general referring context it has been necessary to collect some global data on the consistency and the structure of the staff employed at the Municipality of Rome. The Municipality of Rome is the organism with the highest number of employees, not only of the Lazio area, but also of the whole centre south: an organisational system that involves little more than 27.000 employees, operating in 50 macrostructure (Departments, Extra departmental offices, Districts and Institutions) and distributed in 1.000 working centers.

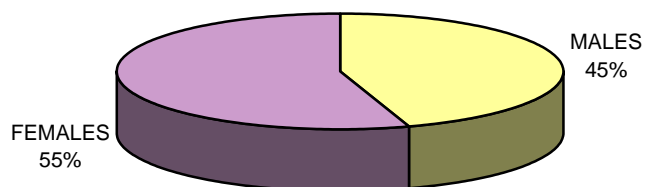
The data used for this paragraph were given at our disposal by the Decentralisation and Human Resources Department - Organisation and Development Head Office, that arranged a specific elaboration and are referred to the December 2002.

The permanent employees as of the 1st December 2002 is distributed in three large aggregates in the following way:

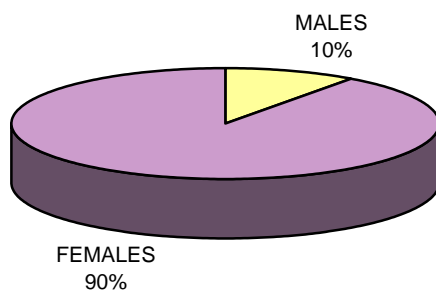
<i>Work area</i>	<i>Employees</i>	<i>Females employees</i>
Administrative staff	12.661	7.002
School	7.921	7.168
City police	6.448	2.290



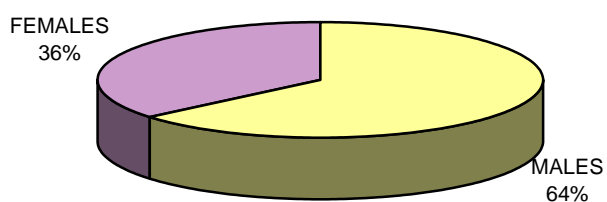
**ADMINISTRATIVE PERSONNEL
YEAR 2002**



**SCHOOL PERSONNEL
YEAR 2002**



**CITY POLICE PERSONNEL
YEAR 2002**



In the last year the consistency of the staff is increased of 485 units, as consequence of an increment of 653 units of the female staff, while the male employees decreased of 168 units. Still works therefore the feminisation process of the seconded personnel, that has carried to 60.9% the percentage of the women who work in the Administration.

The percentage of the feminine presence has to be considered however with reference to the various great areas which have different characteristics: the scholastic area has the highest rate of women employees (90%), in the area of the city police 1 employee out of 3 is woman (36%), in the administrative area women are more numerous than men (55%).

The data related to the trend of the distribution of the staff based on the variable sex confirm a more marked female presence among the seconded personnel: in four-year term 1999/2002 the number of the female employees has increased of 711 units (from 57.2% to 60.9%) while that of the men has decreased of 1.209 units.

It is interesting to observe the evolution of the phenomenon in a longer lapse of time and using the data of 1991², also perceiving that the number of the employees has not had in the years a homogenous evolution: the reduction of the number of the employees decreased from 30.141 to the present 27,030 appears due entirely to the lessening of the number of the male employees (decreased from 13.800 in 1991 to 10,570), while the number of the women results slightly superior to the one recorded in 1991 (16,460 versus 16.341 in 1991).

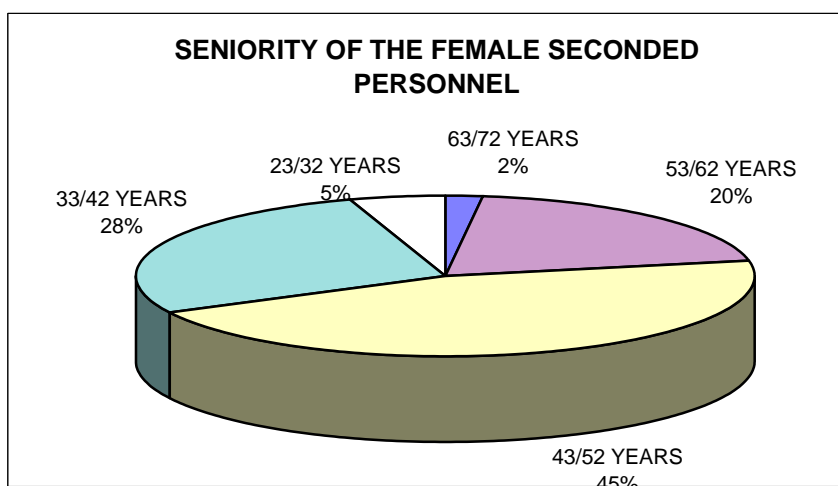
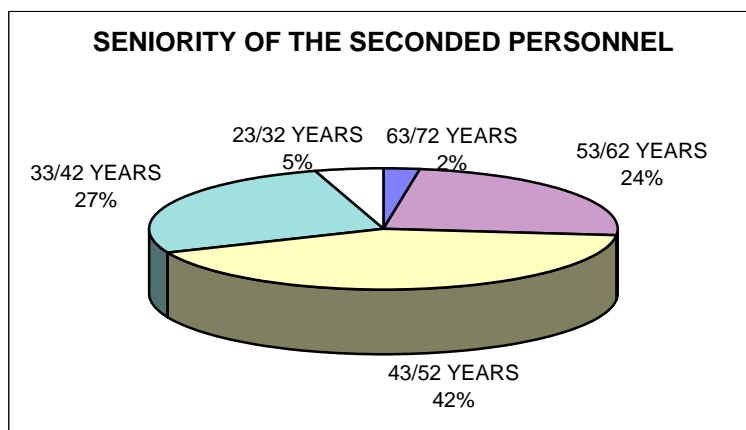
It is confirmed how the public administration represents an attractive area for the women, either for the equality criteria guaranteed when entering, either for a presumed greater possibility of conciliation time for life and work. A likely greater working mobility of the men can be assumed. Other significant elements emerge from a comparison between men and women of the council administration. A first strong differentiation pertains the seniority.

Distribution for classes of age of the employees

<i>Age</i>	<i>Total</i>	<i>Women</i>	<i>Women out of Total</i>
63/72	658	320	48,6%
53/62	6.558	3.290	50,2%

² The data are drawn from the publication of the Comune of Roma - Comitato Pari Opportunità / System Form "Lavorare al femminile", Quaderno N° 1

43/52	11.357	7.490	66,0%
33/42	7.186	4.549	63,3%
23/32	1.271	811	63,8%
Totale	27.030	16.460	60,9%



The women are in average much younger of men: in the lowest range of age, between 23 and 32 years, almost two employees out of three are women (63,8%), so as in those between 33 and 42 years (63,3%) and between 43 and 52 years (65,9%), range this one in which place themselves the 2/5 of the employees. Only in the superior classes of age the presence of males and females is substantially equal: we have to remind however that women retire from work at a lower age than men do.

The analysis of the education degrees of the employees shows a higher education level of the women, out of whom only the 22% has a diploma, while the 34% of the male staff has it, element this one that can be interpreted as a heritage of old male duties (drivers, workers).

Degrees of the employees

<i>Degrees</i>	<i>Total</i>	<i>Women out of total</i>	<i>Percentage of women out of total</i>	<i>Percentage out of 100 women</i>
Compulsory Education	7.201	3.560	49,4%	21,63%
Professional Degree up to 2 years	599	370	61,8%	2,25%
Secondary School up to 3 years	3.621	2.969	82,0%	18,04%
Secondary School up to 4 years	2.277	2.025	88,9%	12,30%
Secondary School up to 5 years	9.627	4.988	51,8%	30,30%
Degree post Secondary School	415	335	80,7%	2,04%
Degree	198	164	82,8%	0,99%
Degree of specialization	2.604	1.684	64,7%	10,23%
Degree of proficiency post lauream	218	154	70,6%	0,94%
Degree of special. post lauream	234	188	80,3%	1,14%
Doctorate post lauream	36	23	63,9%	0,14%
Total	27.030	16.460	60,9%	100,0%

If we consider the superior levels (degrees, degrees of proficiency or of specialisation post lauream and doctorate) the women with high level of education are, in absolute terms, double than men (2.049 against 1.043), and exceed the men also in percentage on the respective totals (12,5% against 9,9%).

To these data is added the clean female prevalence in the degrees or short diplomas, and in the degrees of specialisation post lauream connected to professions where a high rate of female presence lasts.

However it has to be pointed out that to this higher middle level of education of the female staff does not correspond a bulky presence of women in the highest contractual categories, even if it must be remembered that in the administration some key departments, even of the technical area, are directed by women, present in nearly equal proportion in top positions.

The bulky entrance of young women, likely with high school education, persuades to foresee for the future a more balanced position at work, when they will have gained experience and skills for a career progression.

Employees per class

<i>Class</i>	<i>Women</i>	<i>Men</i>
A	229	283
B	3.039	2.918
C	10.963	4.651
D	2.143	2.536
Management	86	182
Total	16.460	10.570

It can be noticed that the great part of the women (66,6%) is placed in class C (particularly because of the scholastic area), versus the 44% of the men; ascending to the superior category are 13% against 24% of the men and the gap is amplified if we consider the managerial level: 0,5% of the female employees against the 1,7% of the men.

Excluded from this search is a further consideration coming from the statistical data, whose interpretation would require the crossing of greater number of elements that, however, as said in the introduction, are beyond from the subject of this survey.

Methodology of the research

We remember that the aim of the search is to seek the conditions that, inside of the Administration, favour the realisation of equal opportunity and professional increase, that can be transferred and diffuse internally to different areas. We have chosen to exploit the positive experiences, lived either individually or in group, which could confirm how the creation of a good working environment not only has positive elapses on the single employee, but also on the effectiveness of the Administration.

In a first exploratory phase they have been analysed meaningful searches, previously realised, on the presence of the women in the local administrations and the formal procedures of harmonisation between professional and familiar life, that have allowed us to formulate some job hypotheses and to detect the special witnesses to interview.

The formula of the open interview has been chosen, driven by a track and focused on significant points. The people contacted were about 50, a part of whom interviewed, the remained have joined to group interviews (focus).

The key idea for the interviews was to verify the hypothesis of the existence of “islands of excellence”, created by the women in the different areas of the council services, the way they were seen by the structure, to know the course driving to coexisted groups, which are in general, the fundamental elements, which contents or practices characterise them and in which manner can be transferred. The interviews had a canvas of reference, that appears in the annex, like that one used for the interviewed group.

3Evaluation and analysis of the interviews to significant witnesses

The interviews have shown on one side the features and the formal procedure of the situations of excellence, on the other side the resistances of the context to the well-known changes and to the formation of a different culture of the work that is not only inspired to male values and models.

The interviews were turned out to 9 employees/ consultants with significant roles; 7 women belonging to the administration either to the central and to the municipal, and to the city police were interviewed. Two managers were also interviewed.

The names of the persons interviewed: Pietro Barrera, Nicola Cavallone, Marina Di Generoso, Franca Gizzi, Francesca Marta, Raffaella Modafferi, Patrizia Ricci, Marina Romaniello, Caterina Saccaro.

The interview processing was done per points.

- *Modality reaction of women and men towards the organizational changes*

It is clear from the interviews that men and women have different reactions with respect to the changes: women have been described as more flexible and more open to the change. The interpretation of the reasons that are besides to this different behaviour were not unanimous. On one side it was expressed the hypothesis that women are more open to test new work procedures as they are less involved in structured situations.

In a large administrative organisation the employee stretches out to identify himself with the carried out function, to have visibility otherwise denied. The change, which plans to work for targets, forces the employee to relate himself with other people with the risk to induce a loss of identity. And this interests mainly the male universe. Other people have judged this interpretation “mortifying” and see the opening of the women to the organisational changes as a result of a feature of genre: greater creativity, greater availability to risk and a more imaginative capacity in finding the solution of problems.

- *Relationship man-woman inside the Administration*

In the relationship man-woman inside of the Administration, according to the interviewed ones, it appears fundamental the attitude of sensibility, respect and opening of the single employee not only to the specificity of genre, but to the same presence of the woman in the world of the job and to the subjective prefigurations of the role that they can cope.

Excluding the personal sensibility, almost all of the witnesses have stressed the prevailing different formal procedure to cope the own work that comes from the behaviours and from the work styles of men and women.

The men seem to live the sharing of tasks like a loss of power and move towards to the centralisation, while the women adopt generally a work method based on the sharing of the information and of the formal procedures for the achievement of the goals. In the male universe, especially in the areas of the services with a strong presence of men, prevails the tendency to protect the own function ensuring total availability of the own time. In the relation with the female employees then the manager stretches out to faithfulness, asking for an availability that only those women which do not have problems deriving from the double presence can ensure.

And this is an aspect that, to our judgement, constitutes a strongly penalising element for the women that, as confirmed by some witnesses, is spreading through the administration. An organisation of the work strongly “personalised”, in which prevails the criteria decided by the “shift manager”, man or woman that favours the extended presence, the fragmentation of the tasks with respect to the delegation of the management on clear targets and with regards to the time and to the individual behaviours; in fact it does not help the work of the women who are more subject to ties and limits and need to fix in advance tasks extra time. Tools of discrimination become, by this way, the missed predisposition of an agenda to pursue daily, but for possible emergencies; the fixed meetings at the end of day that often is accompanied with an attitude of paternalistic understanding for the forced absence of the woman with familiar commitments; the extended and indefinite presence in the office or in the work place, also when the targets are performed, that is in contrast with a different way of the women of managing and organising the time apart from the familiar commitments.

Different from these observations is the area of the City Police, that simply saw the presence of the women only from the half of the 70's and the appointment of the first female manager only in 1997. Being a structure of prevailing male presence (we remember that the women constitute only one third one of the occupied) and with a strong hierarchical imprint, the woman man relation has a strong character of solidarity and, apart from the resistances of remaining closed mentality towards the feminine presence, it is marked to the recognition of the difference with a sensibility that drives to accept “a sort, we say, of positive discrimination in the comparisons”. This result was reached with a slow and widespread work of integration and favoured by the characteristics of the service, which involves a more tight mixing what that can be seen in the administrative activity. It is significant that, in the body of the city police, the law 53/2000 on the parental dismissals is also used by a large number of men.

- *Sensibility of the Administration to the double presence*

The witnesses have emphasised that the Administration recognises to the women the possibility to affirm themselves professionally by gaining positions of responsibility, also to the most important administrative levels as being manager of a department. They have however generally agreed to denounce the lack “not only of strategies but also of the assumption of the compatibility between professional and familiar tasks this is a weak point for the Administration that affirms the male values of the manager devoted only to the work, that gives total availability and is not stressed by any external commitment”.

In absence of an organisational strategy, the problem is faced and solved case by case, and is left to the sensibility of the manager that, especially if woman, cope with the requirements of flexibility from the own female employees. The problem clearly is not only regardless to the Administration, that for unanimous recognition of the employees met does not make any pressures comparable to those shown in the private area, but invest a complex of elements that contribute to refrain the professional affirmation of the women.

A true change, in the optical of the realisation of equal opportunity, can be persuaded from a different organisation of the times and of the timetables of the services and from a flexibility of the work schedules, beyond that from a series of other elements, cultural, organisational and communicative to which we will refer in this survey.

- *Organizational conditions for a good working environment*

The interviewees have stressed some elements that, according to them, constitute the bases of the conditions that give ease and grant or the employees the work inside the administration and make it profitable for the structure.

The facilitating situations were mainly recognised in the socialisation either in the work group and in the structure in its different shapes and in the sharing of the information. This approach is judged as the base for obtaining the knowledge and belongings sense: belongings to a structure that is no more seen as stranger and "other" situations, with one consequent strong division between professional and personal life.

Another facilitating condition that has been pointed out is the allocation of the tasks according to the personal characteristics and resources "because everyone is various", trying to realise the conditions in which "everyone expresses the best of himself because it is doing the thing that it loves".

To allow the achievement of this recognition of attitudes and skills and to favour also the construction of a good routine in some situations is used an informal procedure of welcome of the new male/female employee, left to the manager's sensibility who is introduced in the new organisational reality thanks to a training conducted by the person in charge of the service. Such practice is acted in a view of perception of the complexity of the service in which the male/female employee will operate and not of fragmentation of the tasks.

This training period, that we might define like a tool for the socialisation at work, would give the opportunity either to detect personal attitudes either to build self motivation to the work and to create the premises for a likely change of tasks aimed to the construction of a group cohesive and participating.

Others two conditions that have been appointed as helping moments in the job are the listening of the employees and the communication. It is important "to spend a part of the own time to listen to the others. My door is always opened: usually everybody comes here when they have a problem. The moment of the listening is a moment in which something is built that passes over the working relationship and this allows to understand you the others employees and makes you to be understood by the others and to focus the relationship lived by the others with the job".

The interpersonal communication is judged as an element to garrison in order to surpass also conflictual situations that, starting sometimes from personal incomprehension, drive to the segmentation of the services. Another important element of the role of an effective communication is to put together several professional figures that operate in adjoining services, everyone with its own specialisation, to build a team work that becomes a comprehensive resource for the administration.

It has been stressed the experience of a formative intervention to those operating in the social services, psychologists, social assistants and sociologists whose aim was to build a team in order to avoid that, even the high professional knowledge, did not risk to produce adequate results. Today in the new projects of that area we can perceived that “a cultural jump” has taken place and that for these employees “it is like if they had assumed that this working together does not mean losing professional skills”, but constitutes an additional value. The negative element of an insufficient communication between the different areas, and sometimes inside of the same area, was moreover underlined by different voices.

- *Skills evaluation and exploitation*

The interviews have pointed out the existing dissonance between the rigidity of the preestablished levels, whose added value is recognised inside of the organisation, and the resources and the skills expressed by people in the tasks that are requested to finalise out of the qualification. “It persists a mechanism not bind to the skills: if there is a mechanism either of recognition or of exploitation of the skills the women surely succeed to find a their own satisfaction: the problem is that sometimes it is perceived in the organisational environment a not said, that is not really for the skills, but for power assignments”.

If this can be assumed as a particularly critical voice, however from the whole answers of interviewed the management of the human resources appears characterised by a bureaucratic rigidity in slowest evolution: remains the organisation for levels of responsibility and is hardly accepted an organisation that has as reference the model of the competencies, that meets a lot of resistances.

By contract the recognition of the training credit has been introduced, which however often flattens the formation to mere tool of career progress and does not place it instead in a position of skills acquisition and of qualitative raising professional tasks. Nevertheless it was highlighted the

difficulty of to proceed to a better use of the training credits, in an administration with the dimensions and the complexity as that capitoline, and to use the skills tool of the for the organisation of the staff. Extremely complex problems take part to face and to resolve, exceeding strong inner resistances of cultural character too.

We remember some: certification of the training, definition of accessing skills and developed skills, formal and effective skills, introduction of a procedure of selection for performing superior tasks to guarantee a transparent accessing possibility to functions in which higher skills can exist. All that requires the predisposition of extremely different and complex tools, and the agreement with the trade-unions.

In some areas, especially in those developed in order to answer to new needs (communication, work on the net) there is often no coincidence between assigned qualification and tasks carried out: the employees' professionalism comes by doing, but find it hard to have a formal recognition. If this pertains the whole male and female employees, it is assumed that this affects more on the women which are judged more disposed to test new tasks "in a situation in which is not clear precisely the landings", and to risk itself also without the protection of the formal recognition of the new tasks "this interests me, I go however... women are pushed towards concrete things, a lot more than what it is requested to them, because they want to see realized the specific one thing, even if this meets difficulty to gain a recognition from the point of view of the career".

Actually an evaluation on the goals targeting is in place, very transformed and not analytic which does not take in consideration the real professional duties of the persons, limiting itself to a bureaucratic survey. A more punctual evaluation instead is carried out in the area of training with very detailed cards agreed with the union. Trainers from CFP – which a different C. C. N. L. from that of the local authorities is applied – and are subject to the awardness of the horizontal credits, if they cover for a certain period tasks superior to their actual ones; "the credits are valid for the career progression and let to exploit the human resources that otherwise would remain unexpressed".

A different speech, even if connected to the not bureaucratic subjectivity, concerns the perception that the people interviewed pay attention to the importance assigned by the administration to the quality of the working environments in which is placed the activity of the employees, to the exploitation of the group and individual performances. The unanimous evaluation testifies a substantial indifference. People complain: "This lack of awardness of our

work. This is a thing that affects me as manager and my employees too, because people cannot always rely on me, I cannot try to involve all of them. No word on awardness is spent. I do not ask for more money, but even for only a verbal reward, how can I say to continue them because it is attractive”.

The risk of lack of motivation is a recurring topic: “in the evaluation of the management there was initially an element of evaluation of the organisational behaviours, now it is missing and this is fundamental, because it is the organisational behaviour that creates the difference, the result. Sometimes for some topics the physical dimension is enough: looking at some departments, at certain town halls we can pick up the difference that produced a certain care, the attention that one has also on very banal things, with respect to others: and as everything involves a lot of energies, to try it, to obtain it, to pursue it these elements should be rewarded, not from the economical point of view, but with the exploitation, The verbal reward of a manager because everyone has its own priority, the day is that, if then I see that everything is not so fundamental.. This is a point that influences a lot”.

This carelessness of the Administration to the full exploitation of the resources focus on a subject that was developed particularly from one of the persons interviewed, according to which every reflection on the quality and on the exploitation of the work of the female inside of the administrations should come from a sectorial claim to be framed in a comprehensive sight, that foresees the reward of the Administration. And this can happen “motivating, qualifying, giving hints to grow, giving a sense of belonging”. They would be able in this way to be more easily supported and extended those good practices, the many excellent behaviours excelling that however already now see pledged inside the Administration great professionalism and skills of men and women.

- *Training access*

One of the points to garrison in a context of equal opportunity is certainly the training: the professional growth presupposes the acquisition of new skills and knowledges, accumulated either in the working practice and in formal situations of internal or external training. It is fundamental by this way to verify the conditions of access and the possible exclusions that can block the participation to important moments to the women.

The interviews have unanimously emphasised a strong effort of the Administration in the training area to which the employees answered positively. Inside this effort are placed differentiated projects: a compulsory training exists in favour of wide bands of employees divided per class or per area of belonging (recently employees in class D and employees of the school) to which may join all those who are interested in and no exclusions intervene; there are other training in which the managerial discretionary power interferes and this could penalise the women where the prejudice that it is better to invest on the professionalism of male employees prevails on the one who chooses the participants.

Paradoxically the managerial discretionary power seems deny the opportunity of training to the best employees and, for this reason, not replaceable, but this is not it is present with peculiar connotations. They were however stressed – even if coming from only one person among the interviewed - two elements that represent a strong conditioning for the female participation: the timetable and the training locations. Women with familiar loads would skip those training that exceed the usual work schedule and in locations different from the usual ones. This assumption, based however on an experience ripened in different operating areas and on the consciousness of the lasting difficulties for the women to face to the double presence, is appeared a bit different from the others that stressed the general interest and the privileged participation of the women to the training happenings.

- *Administration policies on Equal Opportunity*

As already stated, the interviewees agree in describing an Administration that allows to capable women to achieve relevant positions in the organisational pyramid: reality that is distinguished with respect to many local authorities in a domestic context.

It has also been emphasised that this situation is not however considered as a result of an aware politics of equal opportunity, but the result of the capacity of assertion of some exceptional professionalism also in traditionally male areas. It has been highlighted moreover the effort of communication on the subject of the female work developed during the years by the female councillors that supported the female access to positions of responsibility, even if it was noticed that “there is a strong trust on the female employees also in the roles of responsibility, however the habit to place the women in the roles of power is missing, the responsibility can be transferred, the power cannot, just because of the presence of old boys, always the same ones who perpetrates customs, habits, knowledge, political dynamics”.

It has also been pointed out the discrepancy between the “positive sign of female manager in position not traditionally covered by women or a strong presence of the women in the Board despite of a very meager presence of them in the town Council”. And this is a subject that exile from the search, but that keeps large interest regardless to some politics of equal opportunity, also extended to a political level of representation and that finds strong echoes in the present discussion.

More closely connected to the topic of the application of the Equal Opportunities with respect to the action of the Municipality it is the accent placed by some of the interviewed persons on the observance or less of equal opportunity criteria in the nominations of the representatives in the controlled or participated companies. "the *Commissione delle Elette* (elected Commission) is facing some battles, among which there is that one to always insert in the criteria of the business nominations a criterion which relates to the equal opportunities, bound always from a careful examination of the abilities, the skills, the quality". But also this topic goes beyond the horizon of the search.

Only from some interviewees the missed new founding of the Committee of Equal Opportunity was denounced: likely it is missing to this organism the necessary incisiveness of action and the consequent visibility, for that it is stretched out to not pick entirely the role of

checking and of stimulus that could be carried out for the realisation of equal conditions of accomplishment and of development of male/female career, paying attention to the specificities.

There is a critical observation: “Who asks the questions for the C.P.O.? Actually none”. To support this thesis a male deposition was restored: “We dealt really a little with the equal opportunity because at the end many women act as they wish, work better than men, Why should we be interested in the equality?”. But the institution of the C.P.O., moreover instituted by law and by a council regulation, could become a priority for the Commissione delle Elette that can exercise its political strength and take over the resistances caused by the bureaucratic environments, that fear interferences from an organism perceived as stranger to their organisational reality.

Role that instead is reaffirmed with force: “the Committee of equal opportunity should work to understand which are the working environments, which are the real problems, the problems with the nominations, the mobbing on the women, and for equal opportunity necessarily understand not only a speech of equal opportunity between male and female, but also equal opportunity in general. All the employees have access to a acceptable work quality, access to services of support, to the benefits that the work in an organisation is able to allow; we can also refer to workers suffering of any handicap, workers coming from other countries”. But for a reality with the dimensions of the Capitoline Administration a disarticulation in more structures is suggested – as it already happens with the existence of the C.P.O. in some town halls - to ensure the Committee a concrete impact on working reality very diversified for functions and context.

- *Part time*

Part time is generally considered as an effective tool of flexibility, that allows the worker to (the generalised topics refer to the female workers) continue the working effort in a reduced shape, in order to answer to different requirements (to acquit familiar commitments), without cutting the thread with the own professional route. On the subject of the part time the interviewees have instead expressed differentiated judgements, dividing themselves between supporter “*it must be extended to its varied modulations*” as tool of equal opportunity that is given to the women, in certain phases of the life, the possibility of maintaining the work, even if in reduced shape, and those who have a totally negative perception of it “*it is the last ratio, who chooses it is excluded from the professional process*”. Because of the lack quantitative and qualitative data on the number and the sex of the employees that have chosen this contract and on their self-justifications, we report a deposition that tried a subjective analysis of this reality, that however is not very spread, also in consideration of the low pay levels among the employees. It is possible to seek differentiated justifications per genre and per age: if the adult women takes advantage of the use of reduced timetables in order to dedicate herself to the care of the sons, the men choose it to carry a second work, while the young, men and women, ask for it mainly to conciliate work and study commitments.

- *Horizontal segregation*

Despite the presence of the women in the ranks of the Capitoline Administration is mainly concentrated in the areas that are always considered as female one, just like the school and the social services, it is perhaps improper to talk about horizontal segregation as women are not only confined in these areas, but are present in the whole of the area, even in those technical where is strong the male presence. However it has been stressed in the interviews that, apart from the already remembered exceptions of women managing departments eminently technicians like the Department of the Public Works and Territory Planning or of other female managers heading technical areas is the central Administration and in the Town Halls, a lot of women that lend their activity in technical services carry out, almost exclusively, activities of secretary office.

The areas in which the Administration is distributed appear strongly divided and it is not easy to move oneself from an administrative area to another, neither from the Town halls to the other structures. Easier is the change from these ones to the Town halls, generally perceived like places that demand minor working commitment and in which it is more difficult to make career, especially to the high ranks, as they are far from the Councillorships which are presumed as power centres. One assumes that the transfer, or however the job in the Town halls, are chosen mainly by women who, for personal choices of minor involvement in the job or for the conditioning deriving from familiar commitments stretch to reduce the times of the movements home/work, as stated by the data from the search on mobility carried out from the Mobility manager that attests how the female workers have reduced time of distance more home/work despite of the male colleagues. Important element this one because women estimate before choosing their working destination.

The area of the city police resulted, from the contacts had, the one in which the segregation of the roles is totally missing, despite the relatively recent presence of the women. *“They all indiscriminately take care of everything, but for the situations of maternity obviously there is a certain exchange in the offices, however it is not an exclusively female affaire. If there is any vacancy, I place my request, the employees place their own requests; the criteria is the seniority, sex is not a discriminating element. Generally there are more women that place a request”*. A spontaneous tendency of the women to place themselves in more traditional working areas might be assumed, even if this is not a generalised phenomenon.

Another shape of discrimination that results from the interviews is more linked to a discrimination related to the possibility of access to the managerial roles for which a degree is requested. Some depositions evoked besides the presence still perceptible of an awkward discrimination to the “*quality*” of the degrees, common to the public administrations, in particular to those local. The access to the management is still traditionally connected to legal or economical degrees, with consequent under consideration for all the so-called weak degrees - humanistic disciplines, social sciences - even if from the normative point of view is not more justified this different evaluation. Since “*the godmothers of the fireplace of the humanistic disciplines are the women we can talk about indirect discrimination because I am always in position of disadvantage with respect to other males or females, more to other males than to other females*”.

- *Maternity and parental leave*

The legislative instrument aimed to favour a fairer division of familiar loads between men and women, the Law 53/2000 (Disposizioni per il sostegno della maternità e della paternità, per il diritto alla cura e alla formazione e per il coordinamento dei tempi delle città) seems to find a reduced application inside the Administration. The women employees in fact seem to wish to resume the job in short times after the obligatory abstention for maternity, and the interpretation that the interviewed persons carried out involves either the retributive aspect – it is difficult to accept for a long time a reduction of the even low wages – either the actual strong motivation to the job by women who hardly invest in their own professional life: “the job is certainly also seen as a positive place. Few people uses the period characterised by reduction of wage, only in extreme cases”.

It is observed that the familiar environment of support in case of maternity is less and less present; this has concurred to increase the need of public or private nursery and “*this has a cost*”. The social change that carried the family to reduce itself from patriarchal family to nuclear family behaves also some costs for the society: while before the existence of a family who took care of the children gave to the woman the possibility to devote herself to the world of the work with a cost equal to zero, today her absence forces the woman who chooses to work to afford the pay of another person who takes care of the sons in her absence. Just in consideration of the brevity of the period of abstention for maternity the persons interviewed do not individualise behaviours penalising in the moment of the return from the maternity, specially in those areas where the female presence is strong “*this element of exclusion is missing*” and this would justify the absence

of accompaniment practices to the re-entering of the working mother. We signal nevertheless that the depositions inside of the focus emphasised on the contrary more problematic situations.

We did not point out relevant data to the male employees that take advantage of the law 53/2000, that would allow us to pick up the consistency of the incumbents alterations of behaviours codified. Nevertheless a wide participation to the familiar responsibility of taking care has been testified, even if not equal, within the city police: “also the daddy ask for these easing if they have children, here there are couples of bobbies, husband and wife doing the same work and willing to be present both of them; there is an assimilation of these requirements also by the other colleagues, while at the beginning, the focus on this difference was not entirely accepted.

The interviews pointed out that in the Administration still prevails a work with strong male connotation, in apparent contrast with the bulky presence of the women, also to the high levels of the administrative hierarchy. The organisational formal procedure prevailing in the unwinding of the tasks and the behaviours acted, especially to the highest levels of the hierarchical pyramid, seem to trace the most traditional male style to which the women having high responsibility adapt themselves with the consciousness of forcing their subjectivity, other times with open sharing. Concerning the styles, many of the females interviewed have declared that to garrison the role, mainly inside male groups, they have to behave formally, even if demonstrating to not share “*the male style of self-exaltation, of meager capacity of listening, of power...*” and of considering these attitudes an endured imposition to the personal way of being.

It has been marked moreover the lasting of devaluated stereotypes partially coming from the male management versus the female employees, also whereas places of responsibility are covered. Such attitudes are however perceived rarely as penalising: “*I do not go out with them, I try to get myself respected, or rather I make myself respected*”.

To the opposite the organisation of the prevailing work is judged a strong obstacle to the professional expression of the woman that cannot or does not want to totally identify herself with the working activity carried out inside the Administration: a career towards the positions of high responsibility asks not only for an absolute devotion to the work, but incompatible formal procedure of presence with the almost whole of the familiar organisations of the women “*Women managers have sacrificed themselves*”.

The reflection on the times, in the flexibility of the timetables, on the attention carried on individual needs, not only to protect them but also to allow them to give the best of their professionalism certainly is ripened in the last years translating itself in legislative measures, but

all of this risks to be nullified from the cultural resistances that betray its spirit and are still present and, maybe, according to some listened voices are in a renewed expansion.

• Focus Groups analysis and evaluation

The search, as per project, foresaw a first part based on interviews to significant witnesses to pick, on the whole, the specific effects inside the Capitoline Administration from the transformations in place in the organization of the services and the even more and more increasing female presence, and a second target which is to seek groups of women that work in units that are characterized by good working environments. After a first approach we have believed useful a broadening of the interviews, as the availability of the persons contacted and the thoughtful elements offered possibility of easier and concrete determination of good practices, to consider in the wider organizational context of the Administration.

The second part foresaw the achievement of focus group, to point out concretely the strategies that the woman acts when facing and exceeding problematic related to their own work, the relationship with the others and the settlement of the work times and lifetimes, in the conviction that this have positive relapses to the on going of the service.

After the interviews to the managers we moved towards the realization of the focus to analyze, concretely, the modalities of the female job introduced in groups considered in some exemplary manner.

For the achievement of this section had been planned the realization of four focus that met more difficulties than expected and an inferior presence than the one requested.

The choice of the methodology of the focus had a further objective, for us of leading importance, that was that of finding a moment of comparison and of exchange of experiences matured in different areas, that normally remain limited to individual areas, in a point of view of reflection and spread of good practices.

The limited acceptance to these moments of communication can have different keys of reading. Above all the missed habit to consider moments like these as integral part of the own work and of the own training. In second place the resistances of the areas to deprive themselves of personnel even for few hours, personnel that is stressed by very closed work times, despite the initially declared availability.

Besides, from the interviews to special witnesses came the suggestion of foreseeing the meetings of the focus in two working afternoons, in consideration of the difficulty for the women to intervene in schedules that exceed their daily commitment.

Finally we can also point out a critical explanation, reported especially to the persons whom, also having assured their presence, do not have really participated to the focus: we have had the impression that in the culture of the job still lacks the value of the space to dedicate to the reflection, sharing and exchange, and that space is given exclusively to the operative procedures.

Five meetings, out of four in municipal centres have been organized, and one near the building of the Orientamento Lavoro Lazio. During the focus, beyond the presentation of the plan and the commitment organism, they have been analyzed some fundamental points of working practice: the vision of the job from the point of view of the own realities, in compliance with ideal models of work, analysis of the difference between the “male” and “female” working environment, full realization of the equal opportunities beyond the formal acknowledgment, elements creating positive working environments.

The focus have followed a fixed path ladder that is shown in the annexes.

For the accomplishment of the focus, as per the methodology used, we take advantage of two tools: one, of projective character - through the use of a photographic repertory - aimed at the explicitness of the prefigurations of the "ideal job" and at the transposition of the vision of the own job. Through the other, the group has been lead to a classification of the elements that favour the full expression of the professionalism and female skills, either those already present in the own working context, either those that could make it more profitable.

We restore the meaningful points emerged in the focus, beginning from the first group of employees of the City police. The group was chosen according to a choice aimed, to survey an universe of the Capitoline Administration that has its own features. The City police was born and lasts in the years as a male area, either in the management either in the composition, and it has opened itself to the feminine presence only in the seventies with an initial resistance to the changes that could bring this difference of style.

It is warned that the capitoline City police is living a moment of internal reflection due to an organizational request of change and of greater recognition of the role, that found echo in the press in the same days in which the search was conduct, and of whom the existence was perceived during the meetings.

With respect to the aims of the search, in this group particularly, it was necessary several times to restore the attention to the positive “*self doing*”, just because in this moment also this exemplary group faces a situation of inconvenience, despite the obvious and believed spirit of belonging and the large sense of responsibility also declared by those who do not consider this one as their own ideal work.

The group formed of ten women, all working inside an operating group managed by a woman, was formed by differentiated persons per role and seniority, out of 6 were married with sons, out of 7 worked in the area since several years and out of 3 assumed more recently.

In particular their work consists of contacts with the public, even also those that are not assigned to the roads.

The first point emerged from the elaboration of the mix of conditions that characterizes a good working environment for the women has been appointed in the positive relationship with the colleagues, women and men, that allows to provide the difficulties by confronting themselves, supporting themselves and working in team.

This particularly allows to exceed the difficulty that sometimes might occur, because of the missing correspondence between the laws promulgated by the central level and the local realities. The feature of this work seems to drive to “*a compelled individualism and to the solitude*” that is however exceeded with an effort in the “*collaboration with the others, that helps to improve the connections and therefore the daily work: we have good relationships with the technical and administrative office and with the police staff for a mutual need: female searches, seals, etc.*”.

Another element that allows a positive settling in a so historically male profession and specially binding for the turnover that should cover the 24 hours is represented by the well-known **flexibility of scheduled timetables** to meet the needs due to tasks of “childhood care”: in the predisposition of the shifts, the shift of the morning is ensured to whom have little children, and to the same persons is generally not requested the availability in case of emergency. These easing are a conquest acquired and used by the women that facilitated the solution of the problem of the double presence.

During the focus there was a moment of reflection, comparison and elaboration to seek further facilitating elements in this special phase of the life of the women. It has been emphasized however that, for what pertains the part time, parallel with the facilities, there is however an economical reduction, that heavily affects the even low levels of income. It has been advanced the request of a privileged channel for accessing the services for the childhood, particularly to the municipal ones, and some mother has also requested the availability of nurseries in the work place.

Being the time an important element when managing the double presence, it was also emphasized the difficulty of the mobility home-work, for which already exists a municipal project considered valid by the group, but carried out only in smaller part (cfr. synthesis relation in the annexes).

Actually the problem of the mobility, because of time economy reason, is solved by the use of private transports.

The group, with several voices, has stressed the problem of the difference of role and the relationship man-woman. Nearly all the participants have agreed that entering the City police has also meant entering in a role of male tradition: the actual reflection moves from the equality to the difference still with some oscillation. *"The model is male for attitudes, language, ways; I hardened myself with this job... you must earn the equality, and has happened that we put to the corner some males, but we pay the price of our being female... and this comes out either with the customers either with the male colleagues "*.

The reflection on the difference matured during the focus is emerged analyzing the relationship with the colleagues: being this a job that presupposes a tightened linkage, there is a proximity and a comparison that produces a change in the relationship, to double quantity exchange, through which the women succeeds to insert in this typically male working model, ways of being, competencies and attention to the relation that are typical of the female behavior. *"We are not better, we become better because we are more constant, more responsible"*.

The focus has helped the participants to show a strong knowledge of role and of professional characteristics or skills, that it is appeared so much acquired to drive most of them to minimize the contribution that could come, to the job of the women who work in the Administration, from the institution of the Equal Opportunity Committee (Comitato Pari Opportunità).

Just this attitude lived in the daily job, concurs to stress an effort in the resolution of the problems, *"in the first times I felt alone, impotent, abandoned on the road... every day we face to difficulties and even if we have some procedures, we have to sort it out by ourselves"*.

The consciousness of the own value and of the quality of the own professional service has emerged from the shouts that have appointed the training as a fundamental element of growth of the women.

The training takes place during the work time and this facilitates the female participation being not penalized by "taking place" in locations different from the work place itself because

women “*are accustomed to the mobility*”. It has emerged, in fact, carried out by the group, a strong demand of training, stretched to the different areas of intervention, in order to exceed the segmentation of fragmented commitments: “*we live and are trained separately... we have a high specialization but the enhancement is too tied to the own initiative and the women are more motivated in pursuing such initiatives, they are more focused on doing well their job*”.

This quality of the professional service of the women working in the area of the City police does not seem to be taken into account by the citizen when he gets in touch with them, even in presence of usual situations, far from the conflictual attitude that often occurs in presence of roads or commerce fines.

In the experiences told by many female participants, the collective imaginary still shows a strong prejudice towards the women. When the citizen get in touch with a couple of police servants, man and woman, the citizen recognizes to the man the authority and the professionalism “*when approaching they speak with the men, they think that female servants are worse*”, but also characterized by less competence. It seems paradoxical to us this refusal of the female figure in a context in which prejudices seem to have disappeared: “*only some of the old colleagues still have an attitude of closure towards to us, young colleagues are different*”.

The others three focus that we analyze in their whole, because all the participants belong to the administrative area, have been characterized by women with coordination tasks or staff duties in different areas, even of political secretariats; most of the participants have children, some women have kids.

Globally all the participants have perceived the positive side of these meetings, thanks to the opportunity of reflection, of comparison and of exchange of experiences among people coming from different areas characterized by a high feminine presence and by working environments considered as models to follow.

The red thread that links the results of these groups with those emerged in the focus of the city police are the care, the attention and the valorization of the relationship - towards males and females - that give to the female job a added value.

This attitude constitutes an integral element of the way of being of some women, that comes from the roles traditionally covered within the family, and that can be considered as a positive “*know how*”, transferred from the personal to the professional life.

The female participants have appointed in the **quality of the relationship** the winning element for the construction of a positive working environment, in which take place the respect

of the individuality, the exploitation of the skills, the reinforcement of the motivation. *“It is needed conviction, strong personality and capacity of involvement... it is necessary to be not too much schematized and oppressive and also a bit informal. When I get to the office I say.. – Good morning princesses - so there is confidence and comfort. I also take into account the personal problems of the female colleagues. Women are too much passionate and participative in their work, they cannot work in a detached manner”*.

Inside the relationship a new operating procedure to seek the targets is developed, and it is carried out by a flexibility that considers the skills of the persons and the resources and that leaves space to time and to individual operating procedures without a constant intervention of control *“the flexibility of whom we speak is not referred to the timetable, but to the management of the work”*.

Despite this assertion, that would underestimate it, the timetable flexibility is considered fundamental to allow the woman a professional life also in those phases of her life that foresee ask a strong familiar presence. *“In certain areas they ask for an absolute availability and this is not correct”*.

Particularly among the “aged” female participants and among those in positions of greater responsibility was stated that the difficulty at concealing the double presence, in the past lived by the same participants, has been re-elaborated and considered when organizing the work of the own team.

This attention was appointed as a peculiarity of the female job culture, while the men are opened to take in consideration mainly the commitments connected to health problems *“one thing is a merciful attitude towards the health problems, another is the sensibility of who have experienced the having kids. Among the managers this kind of sensibility is clearly verified more in the women than in the men”*.

It seems closely connected to the double presence the problem of the timetable. The deposition of some participants states that it is possible to introduce a different view of the presence at work: *“my agenda lasts until 18, I take commitments until 17, not beyond”*.

It is remarked however the over lasting of other areas reproducing very traditional model when asserting: *“everything happens from 12 on, and this penalizes the women: if you are not there you do not fly!”*. And another female participant adds *“it seems as there is no solution to this problem: we can modify the timetable only paying personal prices”*.

The discussion on the topic of the equal opportunities of **access to training** has restored the importance of the “time” as a problem: it is witnessed the greater difficulty for the women to attend courses not scheduled in the working hours, but with the warning that the adhesion of the women is also correspondent to the quality of the course: if this is high there is no resistance *"because women are always used to conciliate"*.

However, in the focus it has been stressed the request " *to not schedule*" the training *"in an indistinct way"*, but to take into account the greater difficulties of many women with extended extra commitments, not forcing them to chose between familiar commitments and acquisition of new competencies.

The female participants to the focus have expressed not unanimous judgments on some elements that, generally, favor the working commitment of the women.

In particular the opinions are not unanimous on the opportunities offered by the tele-working, or by the e-work: despite of convinced female participants, other females have stressed the danger of extended work times, without anymore a division between personal life and working life.

This same fear of **superimposition of the two plans - life and work** - has emerged evaluating the opportunity to arrange nurseries or asylums inside the workplace, reality already realized in companies controlled or participated by the city hall.

If on one side it has been mainly stated the positivity to place structures of support in the workplaces, on the other side someone has also pointed out reserves observing: *"I do not know if it is a good thing sharing family and job in the same place: I have some doubts, for me it is better assuring services for all the women of the city "*.

Part Time is judged as an obliged choice that strongly penalises either the earning levels either the career progressions (one of the female participants has chosen it for personal freedom) and not a true opportunity for the woman who works, especially if she is a single mother who cannot afford a wage reduction.

5 Final considerations

The analysis carried out through the listening either of significant witnesses either of the female employees who took part in the focus allows to stress some reflections on the incumbents change occurring inside the Administration, that probably are present in other more general contexts.

The women have told us that their income in the world of the job has been lived like an adaptation to the structured working model historically sized to men. In working practice the women have instead realised that they carried out their own modalities of seeking the targets; modalities that are common to the feminine culture. Just on this diversity the interviews and the focus have concurred to a deepen reflection towards the elements that contribute to determine this different job culture and that favour a working environment more careful to the differences, where the women are not forced to adapt to the male job styles.

The acknowledge is emerged either in the interviews than in the focus, however we can admit that small changes are acted by the women who, beyond the sensibility to these topics, have also "*the power*" of introduce them thanks to the role that they cover inside the Administration.

It has been appointed a sharing of the main elements: first of all **a great attention to the relationship and to the person** that is shown in the style of **acceptance** of new members in the staff - in a shape of mentoring that allows the construction of the sense of belongings - in the attribution of the tasks **valuing the individual characteristics and skills**, in the **sharing of the informations** and, sometimes, of the **job planning**.

Another element that not only determines the good working environment, but also affects the possibilities of expression of the feminine professional skills, is the **organisation of the timetables**. In the respect of several roles - working, familiar, social - it is essential for the woman that the timetables are scheduled according to a **planned agenda**. In this search have been stressed other points that skip from the individual initiatives and that concern the whole administrative rules. An example is give by the training planning, whose organisational modalities favour the male world regardless to the feminine one that has extra-working conditioning commitments.

The focus outlined how concretely the women live their role and how daily they pay attention to the **participation** and the **solidarity**: just in the focus a great requirement of establishing contacts and comparisons and to **collaborate** among different areas has been appointed. This requirement can be assumed as a base to transfer good practices. The situations taken in consideration represent happy experiences, which do not represent the prevailing organisational conditions in the Capitoline Administration, but that could be known, estimated and used as generalised instrument of change.

We are aware that the changes cannot be produced from outside, but presuppose a modification of attitudes, mentality, praxis, "culture" that, even if stratified, are not but immutable. On the other hand, as it is emerged is from the interviews that from the focus, the knowledge of the diversity of genre and the value of its acknowledgement and of possible, different modalities of achievement the targets is not patrimony of all the women who work, in various levels, in the Administration.

It has been, in fact, marked the presence either of male attitudes considered by the women who manage the power, either of attitudes answering to stereotyped models of feminine behaviour, of insufficient professional commitment or of manipulating attitudes.

Therefore there exists widen spaces for the introduction of moments of reflection enlarged on the topics of the difference in perspective of empowerment and acceptance, and of its elapses innovative on the organisational systems.

- **Indications and proposals for a full exploitation of feminine resources**

The target of the search was to characterize conditions which favour the realization of equal opportunity inside the municipal organizational context and of the professional increase, inquiring on general quantitative data, on the widened organizational culture but also focusing in a specific manner the founding characteristics of those that have been defined by the same female employee as "*islands of excellence*" in terms of factors and environments facilitating the access and the progression of career of the women.

Growth, career, adhesion to a role, participation and professional power have been, therefore, analyzed in order to not only pick up what it works and what creates shapes of uneasiness and of segregation but also in a proactive view to pick which environments and which actions can favour them.

The quantitative search has highlighted some data to analyze:

- the attractive function of the P.A. in the context of the female presence in the labour market. The employment of the women is, in fact, increasing, despite of the decreasing male presence
 - increases the presence in very diversified areas, and not only in the administrative area which is one that however records a strongly feminine component
 - increase the number of the young women entering the job, in the range between 23 and 30 years, mainly provided with diplomas or degrees.

To this, however, does not correspond a bulky presence in the most elevated or technical contractual areas, even where there are female managers whose use, despite of the personal skill, is circumscribed to functions and professional figures of the area of the generic clerical job.

In the same way, also in the career progressions, although they have a degree, they continue to being vertically segregated for a complex series of variables, in contradiction to what happens in the external market in which is in progressive increase a strongly valorisation of resources and of the feminine skills to all the levels.

Nevertheless, from surveying carried out through interviews to males and females who men, is confirmed a very positive scenario regarding the presence of the women: they are perceived as "onlookers, flexible, available to hard workloads", regardless to male styles of centralization of the job and of garrison of the functions also with an expansion of the time not always effective, they are those that "work easily in group, share information with the colleagues, are motivated to innovative solutions for the achievements of the targets".

These are the characteristics and the skills that in the actual organizational change are more omened, nevertheless to one declared availability of the organization to their more aimed integration, it seems to emerge a series of ambiguities and contradictions, that **substantially make us think to a sensibility only declared** with regards to the valorization of the female resource, to an **absence of concrete strategies** to support the compatibility between professionalism and social and familiar responsibility, to the paradox, in presence of one strongly feminization of the domestic market, of a **strengthening of a system based on male values and needs**.

Still remains therefore the horizontal segregation, in spite of a substantial perception of comfort from part of the women regarding inner mobility and to the use of permissions, dismissals, expectations, therefore of working environment that would on the "paper" have to favour the presence and the female growth.

Still remains a very flattened hierarchy, that would have to increase the diffusion of information, to make clear the objects of annual planning, and to strengthen the belongings and the employees motivation and especially of those placed in the lower positions (that are mostly women) and that vice versa transmits a perception of undervaluation and of valorization of the self-working performance.

Still remains finally a female segregation in the high roles, that end in order to assume, sometimes, styles, behaviors, systems of job values similar to those of male, and that succeed,

only in some cases, to affect a substantially immovable and resistant organization to the change and to carry to system those that are rules, instruments, effective actions of the job organization.

According to the search point of view, the Administration appears "spot of leopard", with presence of groups really tied which have been able to build daily making of good practices, in the respect of the difference, and vice versa of a structure "formally incline" to equality principles and valorization of the subjects that work in it but substantially still far from the affirmation of the Equal Opportunities:

on one side a still **uncertain feminine subjectivity on the "way" of being inside the organization**, always in the balance between "**inside**" (inside the organization) made of interest, ability, resources but also of "extraneity to the more complex mechanisms that take in charge the problem of an organizational change", and "**outside**" (meant as investment in the personal, social, familiar context) felt as naturally "separated", not interacting between them in terms of construction of personal and professional identity; from the other side one **static organizational dynamics**, difficult to change if is missing a strong will to take part on a fan of actions in a position to replacing in argument the weak points of the relationship women-organization, women-equal opportunity.

We think, therefore, that in order to carry ahead the actual change process, the intervention has to come through more levers:

- that informative;
- that formative;
- that one finally that concerns strategies and actions that are connected with the actual system of access and progression of career and that come to remove the exceptionality and the discretion with which they face the problematic of the conciliation and the accompaniment to professional development. Through the formation and the systems of appraisal they lead back them to an organic system within targets, instruments, contents and rules are clear and aimed.

- *The information lever*

Which are the needs that women express and that they consider helping for their permanence in the organization?

- Need of a clear scheduling of the timetables (and not informal expansion of job times, meetings)
- Flexibility and knowledge of time and timetables

- Planning of more integrated timetables, coherent with the problematic of the conciliation

To organizational level they denounce:

- a lack of moments of socialization finalized to the targets sharing and of the job modalities,
- a lack of systematic information on the organizational changes, the normative and legislative rules that regard their belonging and the acquaintance of rules facilitating the double presence
 - a the lack of a greater sharing of the information that can facilitate their job contents
 - the absence of net systems

The interviewed women perceive the difficulty of a job set up to individual level as a limit regarding the organizational change in action and feel the need of the work team, listening, communication and more active relations among the areas.

At first for the valorization of the themes emerged from the search it can be important to start some seminaries in which these can be known, discussed and shared in a wider horizon, in which can be taken into account the more general needs of information and to increase the acquaintance of the incumbents changes.

The seminaries could increase the acquaintance of the various organizational environments also in their territorial articulation and introduce or generalize topics on whose the reflection still appears limited.

- *The training lever*

More times the interviewed persons have confirmed that the organizational belongings depends on the acknowledgment and the valorization of the resources and the effective performances. Vice versa they have stated how the allocation of the initial tasks and the progression of career take place absolutely without considering the experience, the characteristics and the individual skills and that, on the contrary, in particular innovated areas like those of the communication, the professionalism shapes on the field with the limit that it is even not transferable.

The interviews stress the persisting of a strong contrast between the rigidity of the formal levels and the effective performances either in entry and in the evaluation of the performances

and of neutral mechanisms of analysis and verification of the effective job. In some areas as the training one, through trade-union agreements, have been identified instruments that seem to allow a more accurate evaluation, vice versa the formative credit seems only a adding to the system that remains traditional and bureaucratic.

All that strengthens extraneity, the management of the human resources appears slow and less focused to diversified needs, remains an organization based on formal placements and faces difficulties to develop concretely a centered an organizational model focused on the skills and the subjective valorization.

For common understanding all the female employees assert that it has been a strong commitment of the Administration towards the training, but there is still a wide slice of training belonging to the discretionality of the areas and that could foresee exclusions, in particular of the women if there was any prejudice to invest on them.

Moreover inside the distribution of the area it seems that have not been verified the conditions that facilitated the female participation in terms of timetables and locations not far from the family, that can affect their availability to participate.

- *Training proposals*

We have identified a second instrument in order to contribute to innovate the working environment and to strengthen the professional knowledge, which means **training interventions to groups of female employees** focused on the personal and functional dimension aimed to strengthen the management of the role and personal skills when facing the tasks. In an organizational context characterized by the change as the Capitoline Administration is, the training that focuses these targets can contribute to develop ties between employees and organization, between macro targets of the structure and individual needs, between external changes and professional redesigns.

To a further moment of study the elaboration of a plan of intervention with specific targets and training modules is sent back. Here we limit ourselves to indicate some topics around which we think can be structured the training participation, some of which should foresee the combined participation of men and women for the construction of a humus on which for both the genres a various knowledge of the Equal Opportunities is carried on:

- analysis and reflection on the management of the human resources: from the task organization to the professional profile, from the task to the competence

- increase of knowledge of the skills matured and their capitalization

- acquisition of an articulated ability of targets planning, ties and limits that allows to people to perceive themselves as responsible of the own choices, in a position to negotiating in active and realistic manner with the context

- strengthening of the communicative capabilities and the abilities to constitute nets

- acknowledgment of the characteristics of the genre and their influence to the personal and professional development

- *Equal Opportunity policies: the lever of system participation*

It has been pointed out that the municipal administration allows to capable women to gain diversified top positions, that effectively they are present today in traditional areas but also in those technical and innovative. However this seems to be the result, more than of a conscious politics of equal opportunities, of the capability to affirmation of individual persons and therefore it affects a little an organizational system mostly managed by a male representation.

Often, even in lower-middle tasks, women are entrusted of more and more wide responsibilities, but then, as it has been seen, they are rewarded through the adopted system of formal appraisal and they are not transformed neither in merits for the career nor power of representation.

In fact although one strongly feminization of the organization the female presence is wide in the organism and the areas of the Committee, much less in Council. Different from what previously told is the effort of the Commissione delle Elette that appears appreciable in order to control the nominations of the male/female representatives in the controlled and participated municipal companies.

In this environment of diffuse and formal parity it is not perceived the delay of the nomination of the Commission of the Equal Opportunities that could be, in this cultural phase, particularly important in order to garrison and to stimulate the organization on all the topics dealt up to now.

- *Proposal of research group*

This seems to be a particularly delicate phase of the presence of the women in the working life, because those targets of increase of the visibility and the promotion of the feminine job seem to be caught up. But just the last planning documents of the European Community fixed in Lisbon and confirmed in Stockholm put in guard on the quality of the presence of the women in the job places and on the importance to mainly affect the systems in order to monitor and to favour conditions and environments facilitating regardless to needs, motivations and women requirements.

In the entry systems, in the progression of career, in the management and in the increase of the working life they, even in the Capitoline Administration, continue to being assigned to generically clerical jobs or not to see recognized the specificity of their job, complain difficulties of horizontal mobility, they see low commitment towards a cultural promotion either of rules like those on the dismissals either of behaviors less devaluating regarding the responsibility that carry in the management of the conciliation between job and familiar loads.

Probably we have to create groups able to effectively take into account this search, to read the results in the light of the most recent law dispositions affecting the reorganization of the Public Administration and to find common strategies in order to affect the process in action more effectively.

- **Administration external sources of financing**

The search of possible sources of financing to the proposed training activities has been lead either through contacts with the National Council Equal Opportunity (Consiglio Nazionale Pari Opportunità) at the Ministero del Lavoro, the ISFOL and the Regione Lazio, either through the analysis of the net sources.

Sources of financing:

- Legislative Decree 196/2000, that has extended to the Public Administration the possibility to approach the announcement of the annual competition for the equal opportunities based on the law 125/91, and to introduce, from 1st October to November 30th of every year, plans for good praxis and positive action. The total annual financing is equal to 5 million Euro.

- PON (Operating National Program) Obj. 3 have dedicated a specific axis, Axis E, to the substantial improvement of the presence of the women in the labor market, previewing the realization of actions in matter of equal opportunity

- the E1 measure instead foresees the realization of actions in order to support the mainstreaming and the positive actions for the equal opportunities and are articulated along two guidelines:

- Action 1: actions to support of the application of mainstreaming and the spread of a culture of the equal opportunities among males and females (responsible Administration: DPO at the Presidenza del Consiglio)

- Action 2: transfer of good practices and positive action (responsible Administration: Ministero del Lavoro e della Previdenza Sociale - UCOFPL)

- Another source of financing distributed from the Regione Lazio, Axis D2, whose notice is due to be published in March.

- **Secondary analysis of researches regarding women's work in Public Administration**

- *THE PATH OF EQUAL OPPORTUNITIES*

ADVANCED SCHOOL OF LOCAL PUBLIC ADMINISTRATION - ROME 2000

The search - lead by Daniela Timpanaro, Paola Piva Toniolo and Maria Teresa Consoli - is focused on the analysis of the political of equal opportunity adopted by the local agencies to the inside of their structures, in the moment in which these have endured a deep reorganization in order to answer to the new tasks requested to you in the process of administrative decentralization.

Generally it does not seem that the Towns Hall have been able to pick up the opportunity in order to rethink the own administrative structure applying principles of equal opportunity and of valorization of the individual skills.

The realization of the equal opportunities meets difficulty not declared and not codified, but however operating and able to maintain a situation of substantial disadvantage for the women employed in the local administrations. The search seeks in the changes of the organizational procedures the crucial path, the affordable way in order to improve internally the working environment of the offices, with positive elapses either on the efficiency of the services either on the working life of the male/female employee.

We restore synthetically some data emerged from the study of the employees of the Italians cities.

The division according to the genre of the municipal employees states a substantial parity (47% women, 53% men - 1998) and a tendency of greater increment of the female presence, that foresees a feminization of the municipal administrations, already in action in some regions of the North, in particular in Emilia Romagna and Valle d'Aosta, while in Campania and Calabria the women represents less more than 1/4 of the municipal employees.

The data related to cities of the Southern Italy evidence that, even if equal conditions of recruitment are guaranteed by law, other factors take part in the job access to the administrations (cultural factors of exclusion and of self-exclusion, levels of qualification, etc).

However to the substantial numerical parity does not correspond a parallel equilibrium of the qualitative levels, but is evidenced a strong segregation, either vertical either horizontal.

The female presence concentrates in the intermediate levels (the level IV shows a female presence of 61%), and is identified in the level VII - that shows the women to little prevail (52%) on the men - beyond which the female presence is substantially reduced (37% at level VIII, 24% at the managing one). The data on the vertical segregation find confirmation in the

searches conducted in some cities on the internal employees whose conclusions are listed in the text.

In Siena, according to the data emerged on the lasting of not equal situations, the C.P.O. has promoted qualitative studies and organizational searches finalized to modify the opposite cultures prevailing in particular in the social services - traditionally with a prevailing female presence - and in the municipal police in which the entry of the women is relatively recent.

In Venice, particularly indicative of a lacked parity, is the ascertainment that, despite of a medium organization close to the bottom, the female municipal employees have a higher level of education and women wishing to access to the managing levels are requested of a degree, while male managers present a lower levels of education even only the compulsory school degree.

In Turin a strong increment of feminization of the municipal staff has been detected: here, also in presence of a vertical segregation, we see a possible greater equilibrium in the managing positions, and important increments of the female presence in some areas characterized by a strong male presence (administrative area accountancy information technology, technical area, police).

The search offers moreover an important contribution to all those who want to increase the knowledge of the topics of the P.O., reconstructing the history of the legislation on the parity, bringing back the laws, and even the data related to the Equal Opportunity Committees of the local Administrations and to their operation, with information on the same topics obtained by the web sites of the Administrations.

According to what has emerged from the analysis of the collected data, the search characterizes some crucial points and proposes interventions that can affect the elements that in the actual organizational system of the local agencies obstacles the full affirmation of the equal opportunities. It is asserted a more extended interpretation of the equal opportunities that exceed the traditional limit of politics for the valorization of the female job on a parity plan, in order to propose a careful organization to the differences of the male/female employees (age, personality, skills, motivations, plans, phases of life) and to their valorization.

This increased interpretation of the concept of equal opportunity involves the introduction of new organizational models that foresees the construction of working environments focused on elements not always measurable, but that condition the being and making of the single worker inside the structures. In particular we refer on one side to the attention to the person, to

its needs variable in the time, to its specificities, on the other side to the disclosures of the administrations to the suggestions that come from the territory, in order to renew skills and working styles.

A series of actions, opportunely introduced in the Administrations in an applicative mix according to the territorial environments were detected in order to destroy the cages built in the years and to facilitate the realization of a positive and effective working environment. We restore synthetically the main actions, in the first place remembering those facing a greater opening of the Administrations towards the external world of the new skills and the new organizational systems through temporary resources (stages and training, term contracts, internal job) using young people that can carry innovation in structures closed and threatened by sclerosis. This way of behavior between new working forces and the Administrations has already been used by the women, less tied to ties than to career. The auspicious is not to have a perpetual tendency to place the women traditionally in merely executive positions, but that the Administrations are able to pick up the new realities represented by many women wishing to become part of activities that require skills and commitment, and give adequate answers.

The offer of training and stages can answer, for the municipal Administrations, to a double purpose: to contribute to the formation of young people, likely future employees, and to put at disposal of the Administrations personnel with high education and without any wage.

The fixed term contracts for specialists with high skills could introduce in the new Administrations modality of job and new languages affected by various experiences, in a position to contributing to the organizational renewal. This type of contract can be used by women with high professionalism in smaller competition with the men, because they are less attracted by term contacts.

Concerning the internal increase of employees, the proposals are melted on some data emerged from the search. Since in particular it has been shown one bulky female presence in areas with blocked development (social school and services) while the access to the leadership is mainly opened to those arriving from administrative areas, we can identify some points that can favour the acquisition of new skills and exceed therefore block of career. In the first place has been stressed the opportunity to favour, as per the limits of regulations, the greater horizontal mobility that should be used in particular from by employee who work in areas with blocked development of career (social workers, teachers, psychologists, etc) that could increase their skills while waiting for an internal competition in order to gain the passage to advanced working categories.

Also the temporary substitutions are considered as occasion in order to mature skills to show when moving from areas with blocked development to those having possibility of vertical development. Other measure of equal opportunity is granting the access of males and females to internal and external training happenings, according - not only formally- to the possibilities of participation to seminaries, but also through a punctual spread of information on the training dismissals.

The flexible timetables and above all the part time are often considered as the main instrument that let women conciliate the times of life with the work ones, instrument moreover used also by those men - as it emerges from searches on the topic – with various and different motivations: the women mainly for the conciliation of the times of the life, ready to resume as soon as possible the full timetable, while men mostly use it in order to carry out another work.

We also moreover retain opportune that the Administrations give greater visibility to the law 53/2000 on the parental dismissals in order to equilibrate the commitment among the parents, and that they adopt training plans for the employees – male or female – who use it. Always on the topic of the conciliation of the times of life and job, given the difficulty due to the insufficient offer of services to childhood, it is possible the participation of the Administrations, not necessarily through the direct management of asylums, nurseries, but through conventions with external territorial environments, also with social cooperatives that can take advantage either of the regional and European contributions.

Among the hoped measures we finally find also the definition of politics finalized to facilitate the distance home-work, with the activation of various measures (business coaches, contributions to public transports, parking facilitates for car pooling, tele-working, transfer to centers nearer to the place of residence) that are defined in the greater cities as per the plan foresaw by the Ronchi Decree (Decreto Ronchi).

Finally we must admit that from an exploration of the web sites of the local agencies emerges that not all of them have pages dedicated to the equal opportunities and that the greater part of those existing testifies a insufficient conviction on the effectiveness of net tools and a net job , that on the contrary can represent an instrument of great effectiveness for innovative politics.

- *MATERIALS FOR MUNICIPALITY OF ROME EMPLOYEES MOBILITY - STUDIO COME - MAY 2000*

The document reports the relation "*Choose the public transport and arrive easily to the job: a future to plan*" of Franca Gizzi, Mobility Manager of the Municipality of Rome, and the relation of Paola Piva, Studio Come "*The mobility manager of the capitoline workers. A collective role*", who formulates organizational proposals for the management plan of the movements home - work of the municipal employees³.

We have considered interesting highlight a synthesis of these documents as they analyze one of the elements that have strong elapses on the job conditions of the employees, in particular of the women, because of the characteristics of localization of the fragmented municipal administrative machine in approximately a thousand of centers distributed in a territory that is widest of Europe.

The relation of the Mobility Manager in the first place reinforces the declared attention to the subjective specificities that determine the choice of transport in the way home - work, of which is necessary to take account for every action willing to modify the habits, towards public transports. And the subjects are not considered as a unicum, but like sexual subjects that express different needs also in this matter.

A difference of attention and answers between male and female in various situations is emerged: during the negotiations for the new timetables of the employees, in the choice of the timetables for the services to the public, in the experimentation of tele-working the women have shown a particular interest to the topic of the time, which includes the time of the way home – work.

The results of the search promoted by the Equal Committee Opportunity⁴ of the Municipality of Rome which recorded how the female employees had more reduced time of distance despite of the men, are pointed out: this presupposes the adoption of informal strategies in order to reduce

³ As it is famous the "Ronchi Decree", Decree of the Ministry of the atmosphere of 27/3/98 "sustainable mobility in the city areas" forces the companies or agencies with more than 300 employees in a center or more than 800 in various centers, to the predisposition of a plan for the staff mobility in the ways home - work.

⁴ Cfr. Comitato Pari Opportunità / System Form "Lavorare al femminile. Le dipendenti del Comune di Roma, synthesis, pag. 71.

the movements. In this evaluation of the problems of mobility focused on the differences, the women are been appointed as a privileged target on which focusing in order to induce more rational behaviors, and a reflection is carried out on the transferability of informal strategies acted by the employee in order to reduce the distances home - work, innovating the political of transfer of the municipal staff.

For the predisposition of the plan of mobility two searches have been promoted: the first was lead by the S.T.A., and is focused on the objective data of analysis origin-destination, simply considering the town hall in which the employee lives and the town hall in which works. The second one, lead by Paola Piva – Studio Come, has been based on an inquiry with questionnaire filled by the workers, focused to find the choice of transport together with ties and conveniences that influence the subjective strategies.

It is observed in fact that the problem of mobility has various faces and is played on two levels, that objective that concerns the behaviors of the worker and that subjective that takes in consideration strategies and preferences.

The Plan of the movements home-work (PSCL) must therefore not only suggest practicable solutions from the point of view of the technical feasibility, but also be able to optimize the individual choices.

Our interest has been focused on the second search, of qualitative character, that has considered, not only the survey of the subjective data in matter of movement home-work (transports, times of distance, ties in the distance, use of parking) but also the interest to a change, either concerning the use of collective, publics, business or private (carpooling) transports, either through management politics of the human resources that favor the transfers to centers closer to the zone of residence or the tele-working.

The search has been based on the data collected through a questionnaire sent to all the employees, to which has answered approximately a quarter of the total. We stress out, in the first place, a clean prevalence (65%) of answers of female employees who, together with a more careful compilation of the questionnaire, confirms the female sensibility for the topic of the time, above all the daily time spent in the distance home-work considered as wasted time. The search stresses also some meaningful differences in the behavior and in the preferences of the women regardless to the men, together with some likenesses.

The 55% of the workers in order to go to work use exclusively private transports (car and motorbikes), the 8% go on foot.

It is interesting analyze two extreme cases, the exclusive use of private transports is the main male choice (62% against 50% of the women), while 10% of the women prefer to go on foot (against 4% of the men).

The analysis of the average times of distance home-work shows that the women employ less time to cover the distances, even if the distance from house is bound from familiar commitments, as driving the sons to school, shopping and similar, around the 3% has commitments on the way out and an other 3% on the return and 13% in both directions (against 5% of the colleagues men).

It is shown that for the women the proximity of the job centre to the house is a pursued strategy either when they accept a work, either in the successive occasions of horizontal mobility, this in order to afford the double presence that often drives to incompatible responsibilities among them.

The women take advantage more than the men of that informal process that stretches to approach, for progressive adjustments, the job centre of to the house, but we do not know how much durable, laborious and expensive in terms of career is obtaining the transfer.

An other important element carried out from the analysis of the various perception that men and women have of the transfer possibility: 14% of the men (against 7.7% of the women) think to not be substituted and to carry out a not interchangeable job. This is a meaningful signal of the genre differences in the attribution of the tasks that has its own confirmation in the examination of the quality of the job, that is in which measure the type of job requires to the municipal employees to move themselves during the timetables and to measure how it can technically be carried out in another location.

It is meaningful the gap between men (51%) and women (33%) that must move for service reasons, index this one of the difference tasks attributed to the two sex. Light differences are also marked when answering to the question "*are you interested in the tele-working?*".

The 44% of the men and the 40% of the women think that the tele-working is not suitable to them, however a good percentage, approximately a quarter of interviewed (more women than men) has declared itself interested in absolute terms.

The two searches have constituted the base for the predisposition of an organizational model for the management of the PSCL and its territorial articulation in order to answer to the need to lighten the commuting home-work of the municipal employee, which is an important

component of the city traffic. The main detected element to optimize mobility of the municipal employee can be therefore synthesized as follow: reduction of the movements from home to work, reduction of the use of the private car and boosting of the car pooling, increment and boosting of the use of collective transports, publics or private. There have been moreover planned facilities for the employee for the use of the public transports with a low impact to the environment and it is foretold an informative and promotional campaign in order to facilitate the change of the behaviors, in order to create a new culture of the transport in the city.

- *MALE AND FEMALE IN ORGANIZATIONAL LIFE - LIVORNO PROVINCE - NOVEMBER 1999*

The research - realized by Roberta Guerri and Stefania Elisei - has been promoted by the Equal Committee Opportunity of the Province of Livorno as positive action towards the institutional tasks, and analyzes the working situation of the employees of this provincial administration. The surveying fields are on one side those traditional ones: numerical data on the presence of the female staff of the provincial administration and their organization, but on the other side, through a questionnaire sent to all the staff, are analyzed the qualitative motivational elements that makes reading the text particularly interesting.

First of all we signal the explicit reference to the theories of the difference that inspire the formulation of the search. Exceeded the optical of the parity that one of the difference that considers the acknowledgment and the valorization of the diversities as indispensable step for the affirmation of a parity, not only formally, is asserted, either in the job and in the personal sphere. We also remember how in the debate on the equal opportunities it is by now acquired that the organizations are only formally neutral and that on the contrary the organizational conditions have various elapses on the employees as per their sex.

It is therefore fundamental to pick up in the organizations historically structured in male spaces, male times and male values, all those elements that penalize the female employee in their professional career. Although the process of feminization of the staff, also in the public agencies the women find it hard to being recognized as carriers of social behaviors, expectations, of motivations and of specific, various conflicts from those present in the male universe and - in some cases – the rigidity of the administrative structure place obstacles difficult to exceed just because they are perceived as such.

Considering the modifications of the organizational arrangements necessary to the Public Administration that, at least merely, is more customer oriented, the authors of the search assert that a equal opportunity politics, based on the acknowledgment and the valorization of the differences, can constitute an instrument of change that has positive elapses on of quality of the service, being the self motivation a pre-requirement to every effective working performance.

Through a structured interview carried out by a questionnaire provided to all the employees of the provincial administration (which has been answered, excluding the managers that have been interviewed, approximately the half of the employees, without sex differentiation) the working environment inside the administration, the aspects of satisfaction and dissatisfaction on the job and the difficulties met in conciliating the various roles and times of life have been expressed. In particular were emphasized those elements that are closely connected with the construction of the own sense of the job: the contents of the individual activities, the possibilities of professional increase, the environment established with colleagues and managers, the acknowledgment of the own capabilities by the management, and wide space has been given to the exploration of the area of the motivation.

The other area on which has been focused the attention concerns the relationship between time of life and work, topic to which the women are traditionally sensitive, lasting a social organization still too much far from a equal division of the familiar commitments.

We can remember some elements emerged from the analysis of the collected data: despite of a substantial numerical parity of the male and female staff, it is observed that beyond half of the women is placed in low levels of medium qualification, and is present one strong sexual division per areas: male in the technical areas, female in those of care and the communication, according to the traditional model that does not take into account the differences of individuals included in stereotyped typologies and behaviors.

But beyond to this strong horizontal segregation is highlighted an incredible vertical segregation: out of 20 managers, only 1 one is woman and is placed in position of staff. We must admit that in the specific case the missing access of the women to management positions is due not only to the present mechanisms of progression of career inside the administration, but also to the prevalence between the female employees of the so-called weak degree and "more in a generalized manner to the social construction of the male and female roles", than still characterizes either the world of the job either more generally the society.

A greater equilibrium instead can be seen considering the male and female presence in the middle positions. Interesting Considerations come from the interviews to the managers who, as said, are all men but one in particular on the topic of the equal opportunities.

If on one side they deny the attribution of men and women in distinguished categories per genre, they refer to the traditional formula of objective ties - connected to the care job - that they would drive the women not to assure a devotion to the job equal to those of the men, because of a smaller availability to commitments in extra working hours, especially if not planned.

Some stereotype is also present in the identification of male or typically female attitudes, but the managers themselves recognize that last insufficient opportunities of career for the women, detecting also some possible corrective actions with interventions from the outside of the administration (with supports to the job of cure) and to the inside through a less rigid articulation of the working hours.

The search is concluded with proposals of training sessions to all the employees supporting the motivation to the change, the disclosure to new organizational dynamic, the development of the genre culture.

- *WOMEN'S WORK- THE MUNICIPALITY OF ROME WOMEN EMPLOYEES - MUNICIPALITY OF ROME/EQUAL OPPORTUNITY COMMITTEE SYSTEM FORM - NOTEBOOK N° 1*

This analysis on the women working in the Capitoline administration has been carried out by Mimma Giacconi and Marieli Ruini of the System Form.

The search has focused in particular the female presence, the levels of professional organization, professional mobility divided per genre, job satisfaction of the female employees and the relationship between subjective and objective variables of the employees and their professional position.

The search, that has used qualitative and quantitative analysis instruments, with reference to the 1991, describes a reality strongly characterized by a male hierarchy: only 4 women out 69 men have caught up the highest managing level.

Moreover it is stressed from the IV level one the presence of the women is less than the half of that one of the men. There is a strongly marked horizontal segregation in specific activities (scholastic and educational field) with tasks of low qualification, that offer insufficient possibilities of career. However, we must record that the innovative presence of women in the city police, in which they represent a quarter of the total, and the strong presence of female job in the administrative area - considered as equal element – which is correlated to the younger age of the women entered more recently in the Administration and to the parallel increase of the employee' education.

To this first part of analysis of the data a sample has followed, based on questionnaires, which 403 women and 253 men have answered. Here after we listed some fundamental points of this survey.

First of all we reported the data referred to the dimensions of the family: among the employees the presence of a single son has a high frequency; meaningful also the data on the use of the services for the childhood: women use private structures more than the male colleagues, in order to cover longer timetables.

Differentiation among male and female employees are also shown when considering the time employed in the way home-work, smaller for the women, which also have a lower interest for the nearer job center (many women go the work on foot).

The variable time affects also the smaller availability of the women to carry out extra-time workloads.

What emerges from the exploration of the area of the job satisfaction highlights a critical reality: beyond the half of the women considers inadequate, regarding to ability and skills, not only the own qualification, but also the carried out tasks, detecting the refraining elements: organizational situations that do not foresees developments of career, lack of internal acknowledgment of the skills, delays of the Administration and, at last, familiar commitments. This very dissatisfaction is translated in the aspiration to a different working status as stated by the two thirds party of the sample.

The will to change is affected, in fact, by a blocked or, at least, slowed down career, above all where to refrain the developments is the lack of acknowledgments of the job.

This is a meaningful light on the "equal opportunities" and on the perception that the woman has.

The lack of awardness is connected to an offer of increase perceived as not equal also in presence of equal ability and skills between male and female colleague. It is high however the percentage of those who would like to change job nevertheless are not perceiving any discriminations.

ANNEXES

A. Trace for focus discussions

1) *Presentation participants and interviewees (synthetic personal information)*

2) *Presentation of the search*

Commissioned by the Commissione delle Elette on the work of the female employees inside the Comune of Rome...

Explorations of working environments

Let's start from your work, not for the description of your tasks, but defining the working environments:

- How do you feel where you work?
- Can you identify it choosing a photo?
 - [photo language]
- In this moment, which photo identifies my work?
 - [everyone chooses a photo and describe it without holding the photo] – Discussion of the choice
- How do you perceive your own work? Which photo identifies it? - “When thinking to my work what do I see”
- Starting from your experience, but also considering the idea that you have of a work that allows the woman to express itself, let's try to identify all the elements that create a positive working environment.
- Can we define a scale of values? Which elements mainly affect the creation of a positive working environment?
- Which of these elements are in your place of work?
- How and who introduced them?

- Does the presence of an increasing number of female employees ease the creation of a positive working environment? What about the positive elements? What about the negative?
- Inside the municipal administration, are equal opportunities of career and professional growth guaranteed to all the personnel? A woman with skills and motivations can seek her targets without sacrificing any aspect of her being?
- Do you think that the good practices expressed in this focus can be transferred to other areas? How?
- Express what you mean by positive working environment and positive elements: elements that do not interfere any aspect of the professional and of the personal life of the women.

B. Outline for privileged witnesses interviews

In the last years has taken place a changes of the organization of the job.

Today we are asked to work for plans and to express skills (than more knowledge) and effective strategies.

1. What has changed in the municipal Administration and, in your area, which are the new elements?
2. What the reaction of males and females to new job procedures?
3. Can we speak of differences of genre towards the change?
4. If any resistances, which were the crucial points?
5. Assumed the formal parity, there are cultural obstacles to a substantial parity?
6. Up to you, can we affirm that Equal Opportunity conditions have been realised inside the Capitoline Administration? Any critical point?
7. Can we even today identify areas, sectors, offices, groups that have expressed way of working in parallel to the individual needs and to the requests of the municipal administration?
8. Which strategies have concurred to catch up effectiveness moments? Are transferable or are tied to the context? What could favour an extension to other offices?
9. Can you identify any structure that presents positive working environments?
10. Did you detect any difference between the working environment of the Council and the one of the Town Hall?

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