

## **Workpackage 4**

# **Analysis of the national framework for women and men in Science**

## **Austria**

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## 1. ANALYSIS OF THE SITUATION OF WOMEN IN SCIENCE

### 1.1 Women in science in Austria – An overview

The situation of women in science in Austria has become more and more complex during the last decades. Due to legal changes in the university sector working conditions of scientists have undergone profound modifications affecting women and men in different ways.

According to the European Commission (see table 1) only 1% of the total labour force in Austria are female researchers compared with 2,2% of male researchers in 2004 (She Figures 2006, 24). In 1997 the proportion was 1,5% for male and 0,6% for female researchers (She Figures 2003, 27). As the proportion of researchers of the total labour force was rising the gender gap concerning female and male researchers was widening as well from 0,9% to 1,2% difference although the percentage of female researchers has grown among the total number of researchers. In 1998 around 18,7% of the scientists were female researchers. In 2003 this number had grown to about 21%.

**Table 1: Proportion of male and female scientists among the total labour force**

	Male Scientists	Female Scientists	Difference
1997	1,5%	0,6%	0,9%
2003	2,2%	1%	1,2%

Source: She Figures 2003, 27 and She Figures 2006, 24.

Regarding different fields of employment (see table 2) the proportion of female researchers in the Higher Education Sector<sup>1</sup> (HES) was about 26% in 1998 and about 30% in 2002, in the Government Sector<sup>2</sup> (GOV) 32% (1998) and 35% (2002) and in the Business Enterprise Sector<sup>3</sup> (BES) 9% (1998) and 10% (2002). So we can observe that in all different sectors the share of women is increasing especially in the Higher Education Sector and Government Sector and only slightly in the Business Enterprise Sector.

**Table 2: Male and female researchers in different sectors in 1998 and 2002**

		Total	HES	GOV	BES
1998	Men	25386	11118	1560	12708
	Women	5830	3842	730	1258
	Proportion of Women	18,7%	25,7%	31,9%	9,0%
2002	Men	31365	12198	1548	17383
	Women	8192	5216	820	2012
	Proportion of Women	21%	30%	35%	10%

<sup>1</sup> According to the European Commission the Higher Education Sector comprises all universities, colleges of technology and other institutes of post-secondary education (She Figures 2006, 96).

<sup>2</sup> The Government Sector is defined as including „all departments, offices and other bodies, which furnish but normally do not sell to the community those common services, other than higher education, which cannot otherwise be conveniently and economically provided and administer the state and the economic and social policy of the community. (...); Non-profit institutes (NPIs) controlled and mainly financed by government“ (She Figures 2006, 96).

<sup>3</sup> The European Commission defines the Business Enterprise Sector as the field containing firms, organisations and institutions, whose primary activity is the market production of goods and services. (She Figures 2006, 96).

Source: She Figures 2003, 31ff. and She Figures 2006, 78ff.

**Table 3: Proportion of female researchers in different sectors of the total number of female researchers 1998 and 2002**

		HES	GOV	BES
1998	Female	65,9%	12,5%	21,6%
	Male	43,8%	6,1%	50,1%
2002	Female	63,7%	10,0%	24,6%
	male	38,9%	4,9%	55,4%

Source: She Figures 2006, 78f and She Figures 2003, 31.

Basically it can be stated that the research field in Austria especially for female scientists is dominated by the universities, but a broad variety of workplaces for researchers exists in private institutions as well (Kreetz 2004, 161ff., Papouschek 2004, 143ff., Papouschek/Pastner 2001, 95ff., Papouschek/Pastner 2002). Both fields are characterized by gender inequity but in slightly different ways. Researchers working in non-university institutions have faced atypical, precarious and temporary working conditions for quite a long time (Wroblewski et al 2005, 53ff.). The proportion of women is significantly high in those fields where salaries are low and working conditions are precarious. Although the situation of women working at universities has recently become more similar to the situation of women in non-university institutions because due to new legal regulations temporary and low-paid project positions have increased at universities as well career opportunities there are still better than at non-university institutions (Wroblewski et al 2005, 53ff.). In addition to that initiatives to promote equal opportunities and gender mainstreaming measures have been implemented in the university sector for several years whereas these measures are not obligatory for private institutions because they belong to the private enterprise sector (ibid.).

Although the unemployment rate of academic women has increased over the last years, female academics are generally less likely to get unemployed than women without an academic education. At the end of the 1980s between 3.200 and 3.700 academics (men and women) were registered to be unemployed. In September 2002 the number has grown to about 6.400 unemployed academics. Academic women face a bigger chance of losing their job than men with equal qualifications. 3% of women registered unemployed were academics in 2002 whereas the unemployment rate of male academics was 2,5%. If we consider the fact that the academic proportion among female inhabitants is 5,5% and the proportion among male inhabitants is 7,5% the gender gap among unemployment academics is widening (Wroblewski et al 2005, 23f.). The unemployment rate of academics is not only influenced by sex but also by the field of study. In spring 2005 academics who had a degree in humanities and natural science were more likely to get unemployed as those who had a degree in social science or economics (BMBWK 2005c, 93).

## 1.2 Women and men at universities – the Gender pyramid

As already indicated a permanent increase in the number of women at the universities in Austria could be observed during the last decades. Especially concerning the number of students women have caught up and even outnumbered their male colleagues. Nevertheless taking a closer look at the stratification of the data remarkable differences regarding gender (i.e. choice of study field) can be ascertained as well. This is not only due to the gender-biased

structures of the university field, but among other reasons also caused by the specific school system in Austria (Wroblewski et al. 2005, 13ff.). As the education in schools is crucial for the socialisation process as well as a school leaving examination (Matura) in a High School is a necessary requirement for the admission at the university, the gender segregated choice concerning the typ of school is of major importance for the choice of the field of study. The High School education leading to a final exam (Matura) is differentiated between a General High School (AHS) and a High School including vocational training (BHS). From 1970/71 to 2002/2003 the number of female students attending AHS was rising from 48% to 54% and concerning BHS from 31% to 51%. Regarding the gender differentiation at the BHS boys tend to choose technical or industrial specialised schools (70%) whereas girls rather choose commercial or touristic (? Höhere Schule für wirtschaftliche Berufe) schools. The different school types influence the following choice for the field of study (ibid.) (see chapter 1.3.).

As already mentioned the basic entrance qualification for Universities are school leaving examinations (Matura). In addition to that a second-chance education is possible in form of specific examinations (Studienberechtigungsprüfung) for a particular field of study. The condition therefore is a completed vocational training and specific preparation courses. Entrance examinations are required at art academies and since 2005/06 they are possible in specific field of studies (business studies, biology, medicin, pharmacy, psychology, journalism, veterinary medicine, dentistry).

Since 1970 the number of female students at the universities has doubled from 24,3% to 53,3% in 2004 (see table 4). The percentage of women among first-year students has risen from 29,2% in 1970, 53,7% in 1995, 57,6% in 2000 to 57,3% in 2004 (see table 4). Concerning the proportion of women among the total number of students in the last ten years the proportion has grown from 46,6% in 1995, 51,1% in 2000 to 53,3% in 2004. When we look at table 4 we can conclude that the drop out rate of female students during the undergraduate programme is higher then the drop out rate of male students.

**Table 4: Proportion of female students in percent at universities in Austria**

	1970	1990	1995	1999	2000	2001	2002	2003	2004
first-year students	29,2%	48,4	53,7	58,4	57,6	58,1	57,2	57,8	57,3
Students	24,3	43,9	46,6	50,1	51,1	52,2	52,6	53,1	53,3

Source: BMBWK 2005c, 132 and BMBWK 2002a, 96.

Since the Austrian government is participating in the Bologna process an amendment of the academic law enabling the introduction of a baccalaureate programme at the universities was passed in 1999. The first reliable data concerning the proportion of females students in this programme is available from the year 2001/02. According to this data 34,5% of students from this programme were women (see table 5). Since then the proportion of women has risen to 46,7% in 2003/04. Regarding the share of women of the number of MA-graduates the percentage has increased from 44,9% in 1994/95, 49,7% in 1999/00 to 54,4% in 2003/04. Although the proportion of female PhD-students has grown as well it is lower than the number of female MA-graduates holding 28,8% of the total number of students in 1994/95, 35,9% in 1999/00 and 40,4% in 2003/04.

**Table 5: Proportion of female graduates in percent at universities in Austria**

	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
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BA <sup>4</sup>	-	-	-	-	-	-	100 <sup>5</sup>	34,5	43,6	46,7
Magister <sup>6</sup>	44,9	-	-	-	49,7	49,7	52,2	52,9	54,0	54,4
Magister <sup>7</sup>	-	-	-	-	-	-	-	0,0	8,3	35,9
Doktorate	28,8	30,9	33,9	33,0	34,0	35,9	37,2	37,5	40,9	40,4

Source: BMBWK 2005c, 133f. and BMBWK 2002a, 96.

The number of female personnel at the Universities reveals further the characteristic gender pyramid following the academic career upwards (see Table 6). In 2005 the total number of personnel at the University was about 21.400 full-time employees with a female share of 45,3%. Half of the employees (10.630) are belonging to the academic staff. The female proportion of the academic staff is 31,4%. Concerning the personnel with a habilitation the female share is 17,1% and out of 2.084 appointed professors 289 (13,9%) are women (BMBWK 2005b, 63). Because of legal changes in the last few years the categories of different contracts (professorships, assistants) have changed and therefore the data over the period of the last decade is difficult to compare. The only data which is at least a bit comparable is the data for the numbers of female professors (see table 7). Concerning female professors a gradual increase is observable over the last decade.

**Table 6: Full- and part-time employees at Universities in 2003, 2004 and 2005**

Full-time equivalents	2003			2004			2005		
	total	women	%	total	women	%	total	women	%
Total	19.591,6	8.099,5	41,3	19.587,2	8.136,6	41,5	21.369,5	9.325,2	43,6
Scientific and artistic personnel	10.925,9	2.846,5	26,1	10.996,5	2.927,2	26,6	10.629,7	2.841,9	26,7
professors	2.072,7	241,4	11,6	2.070,0	264,0	12,8	2.000,9	275,0	13,7
Assistants and other scientific and artistic personnel	8.853,1	2.605,1	29,4	8.926,5	2.63,2	29,8	8.628,8	2.566,9	29,7
Senior lecturers	2.846,8	432,7	15,2	2.924,3	465,6	15,9	3.114,0	523,5	16,8
Administrative and other personnel	8.665,7	5.253,0	60,6	8.590,7	5.209,4	60,6	10.739,8	6.483,3	60,4

Source: BMBWK 2005c, 131

**Table 7: Proportion of female Professors**

	1990	1995	1999	2000	2001	2002	2003	2004	2005
Professors <sup>8</sup>	-	-	-	8,6%	10,1%	10,4%	11,6%	12,8%	13,7%
Professors <sup>9</sup>	2,1%	3,2%	4,4%	-	-	-	-	-	-
Associate Professor <sup>10</sup>	5,0%	6,3%	6,2%	-	-	-	-	-	-

<sup>4</sup> As the BA was introduced in 2000 the first data is available in 2000/01.

<sup>5</sup> In 2000/2001 only 2 students (both female) finished their BA-studies.

<sup>6</sup> This number includes those students for whom the first possible degree was the „Magister/Magistra“.

<sup>7</sup> Since the introduction of a Baccalaureate Programme the first possible degree is the Baccalaureate. So this number includes students for whom the „Magister/Magistra“ is the second degree.

<sup>8</sup> Since 2000 Professors and Associate Professors (ordentliche and außerordentliche) are not separately depicted in the statistics any longer.

<sup>9</sup> Ordentliche Professur

<sup>10</sup> Außerordentliche Professur

Source: BMBWK 1999, BMBWK 2002a and BMBWK 2005c

The data of the Commission of the European Union depicts a similar picture (see Table 8) although the exact numbers are – due to the specific categorization – slightly different: In 2002 29,7% of the total number of the academic staff were women according to this data. Academic female personnel holding positions of the category grade A which includes all different forms of professorships. have a share of 9,5% of the total number of personnel in this category. In category grade B – containing habilitated personnel and senior lectures (DozentInnen) without a professorship – 16,2% are women. The proportion of women in grade C is 35,6%. This category consists for example of assistant professors, university assistants, contracted assistants, junior lecturers or medicians. Grade D with a female share of 37,9% for example comprises teachers, junior scientific employees and other scientific personnel (She Figures 2006, 100). Unfortunately there is almost no comparable data in She Figures 2003 except regarding personnel in the category grade A. According to these numbers 6,2% of personnel on this level were women in 1998. So the difference from 1998 to 2002 regarding the proportion of women on grade A is 3,3%.

**Table 8: Proportion of female academic staff by grade and total**

Year	Grade A	Grade B	Grade C	Grade D	total
2002	9,5%	16,2%	35,6%	37,9%	29,7%
1998	6,2%	-	-	-	-

Source: She Figures 2006, 57 and She Figures 2003, 64.

As the habilitation still is one of the most important steps in the academic career, a closer look at the number of habilitations by women is central: From 1990 to 1996 the percentage of female habilitations among the total number of habilitations almost doubled and from 1996 to 2001 the female share of habilitations increased more slowly but the total number of habilitations by women was rising significantly.

**Table 9: Habilitations by women<sup>11</sup> per annum**

	total number of habilitations	habilitations by women	habilitations by women in percent
1990	207	20	9,7%
1996	258	45	17,4%
1997	251	42	16,7%
1998	239	34	14,2%
1999	287	55	19,2%
2000	294	61	20,7%
2001	500	96	19,2%

<sup>11</sup> The latest Universityreport (Universitätsbericht 2005) doesn't include the number of habilitations any longer. This might be due to the fact that in the course of the implementation of UG 2002 it is not longer necessary to have a habilitation in order to be appointed as a professor. This indicates that the importance of habilitations is decreasing.

Source: Wroblewski et al. (2005, 36)

### 1.3 Women and men in scientific fields

Although in the last few years more than half of the total number of students are women, the horizontal segregation of male and female students is quite distinctive in Austria. Female students are concentrated on specific fields of studies. In autumn 2001 36,9% of the first-year female students decided in favor of humanities, 21,4% enrolled in social science and economics and about 12,5% of female students registered in natural science. Male students decided in favor of engineering (28,5%), social science and economics (26,7%) and humanities (15,6%). The concentration of women on just a few fields of studies is a fact observable over the last 30 years. In 1970/71 41,8% of female first-year students registered in humanities, 20,1% in natural science and 11,15 in medicine. In the following years fewer female students decided in favor of humanities but therefore women enrolled increasingly in social science and economics. Also the numbers of women studying engineering increased clearly from 1970/7 to 1990/91. Since then the number of female students in this field has slightly fallen (Wroblewski et al. 2005, 18f.).

When we take a look at PhD Graduates the data of the European Commission (see table 10) indicates that women are concentrated on education (65,3%), agriculture and veterinary (65,9%) and health and welfare (72,0%). Although the categorization is different from the European Commission these data support the conclusion that women are concentrated on specific subjects. The same is applicable for the researchers in the Higher Education Sector and in the Government Sector (see table 11). There we have a concentration on Medical Sciences, Agricultural Sciences, Social Sciences and especially on Humanities. In the Higher Education Sector the number of women in natural science and engineering and technology has grown from 1998 to 2003 nevertheless it is rather small compared to the other fields. In the Government Sector the number of women having a degree in natural science has even fallen but there are significantly more women in the field of engineering and technology. Concerning grad A staff at the universities in almost all fields a more or less moderate increase is observable except in agricultural sciences where a decline of the number of women has taken place.

**Table 10: Proportion of female PhD Graduates by broad field of study, 2003**

	Education	Humanities & Arts	Social Sciences, Business & Law	Science, Mathematics & Computing	Engineering, Manufacturing & Construction	Agriculture & Veterinary	Health & Welfare
2001	62,1	51,4	39,4	35,6	13,0	51,1	71,9
2003	65,3	47,5	43,4	30,2	18,9	65,9	72,0

Source: She Figures 2003 and 2006

**Table 11: Proportion of female researchers in the Higher Education Sector (HES), in the Government Sector (GOV) and of grade A staff by field of science**

	Year	Natural Science	Engineering & Technology	Medical Sciences	Agricultural Sciences	Social Sciences	Humanities
HES	1998	18,2	8,9	31,9	30,6	29,9	37,2

	2003	21,6	12,6	35,8	40,9	36,3	42,8
GOV	1998	26,8	16,0	38,4	20,4	32,9	35,2
	2003	22,0	26,0	38,7	26,4	41,5	44,8
Grade A	1998	3,1	1,7	7,6	9,3	6,4	11,1
	2004	4,4	3,7	8,9	5,6	9,6	19,1

Source: She Figures 2003, 2006

#### 1.4 Income of women and men at universities

When we look at the financial resources (income, research funding, etc.) we notice that Austria is following the typical gender specific pattern concerning distribution of financial resources and income. Women in the research field are concentrated on jobs with lower salaries and they are less likely to get research funding than men (see chapter 1.2. and She Figures 2006, 70, 92). When we look at the figures by the European Commission it is apparent that those sectors have the highest expenditures where the proportion of women is lowest. In the Business Enterprise Sector where the share of women is about 10% the R&D expenditures<sup>12</sup> per annum and per capita are highest, followed by the Government Sector with a share of women of 35% and at last the Higher Education Sector where 30% of the employees are women. When we consider the fact that at universities women are concentrated in the lower-ranking positions with lower incomes the gender gap concerning salaries is further widening. A similar trend can be observed regarding research fundings. The difference between the success rate for research funding between men and women was quite high (11%<sup>13</sup>) in 1999. The success rate for men is about 52,1% and the success rate for women about 41,1% (She Figures 2006, 70).

#### 1.5 Women and men in decision-making

The issue of women and men in scientific boards is of major importance because those boards determine i.e. the further development of the universities, the allocation of resources etc. The data provided by the European Commission gives an insight in the proportion of women on scientific boards (academies and universities) only in 1999. In this year women held a share of 10,8% in decision-making bodies. As the entrance to decision-making bodies is dependent on the ranking of the positions this figures fit in the picture of the gender pyramid. As women are hardly in the top positions at universities they are less likely to get accession to such boards. The following table shows the share of women in high-ranking positions. The positions with lower influence in the decision-making process feature a higher share of women. Generally it is observable that the data indicating the proportion of women and men in decision-making boards is quite unsatisfactory. There is no updated data available.

**Table 12: Women in high-ranking positions in 1999 and 2001**

	1999 <sup>14</sup>			2001		
	Total	Women	%	Total	Women	%
Rektor/in	10	0	0,0%	12	0	0,0%

<sup>12</sup> She Figures 2006 contains no detailed description about the exact items covered by the term R&D expenditures.

<sup>13</sup> Meaning the success rate for men minus success rate for women.

<sup>14</sup> Without the University of Vienna and the University of Graz.

Vizerektor/in	29	3	10,3%	40	7	17,5%
Vorsitzende/r des Senats	6	0	0,0%	8	0	0,0%
Dekan/in	26	0	0,0%	40	1	2,5%
Vizedekan/in				3	0	0,0%
Vorsitzende/r d. Fakultätskollegiums	26	1	3,8%	40	1	2,5%
Forsitzende/r des Universitätskollegiums	4	0	0,0%	4	0	0,0%
Studiendekan/in	31	0	0,0%	44	2	4,5%
Vizestudiendekan/in	52	2	3,8%	82	9	11,0%
Vorsitzende/r der Studienkommission	179	17	9,5%	292	35	12,0%
Instituts- bzw. Kliniksvorstand	580	28	4,8%	851	46	5,4%
Leiter/in einer klinischen Abteilung	24	0	0,0%	123	3	2,4%
Fachbereichsvorsitzende/r				13	0	0,0%
Universitätsdirektor/in	9	1	11,1%	10	2	20,0%
Dekanatsdirektor/in	26	19	73,1%	39	30	76,9%
Vorsitzende AKG <sup>15</sup>	10	10	100,0%	12	11	91,7%
Leiter/in einer sonst. Dienstleistung	56	12	21,4%	70	17	24,3%
BibliothesdirektorIn	10	5	50,0%	12	7	58,3%
Total	1.078	98	9,1%	1.695	171	10,1%

Source: Wroblewski et al. (2005, 43)

## 1.6 Social situation of men and women at universities

The social background of the family is a decisive factor for the education of children in general and for the decision in favour of beginning a study in particular. The educational, professional and financial situation of the parents have an influence on the education of young people. 40% of the parents of first-years students at universities have not obtained school-leaving exams on the level of being allowed to enter a university study (Matura) in 2001/02. 28% of students derive from families with at least one parent having obtained a final exam and the same percentage from families with at least one parent with university degree. The parents of 10% of the students are both academics (Unger/Wroblewski 2003, 54f.). Concerning the professional background of the family the parents of 44% of the students are employees either in the private or in the public sector, 5,6% of the parents are self-employed or freelancers, 6,6% are deriving from a labourer background and 3% are coming from families with an agrarian business. 18% of the students are from families in which one parent is self-employed and the other an employee and at 9,5% of the students one parent is a labourer and the other is employed (ibid., 61). Regarding the income of the parents there is the difficulty of obtaining data. About 25% of students either don't answer this question or they don't know the income of the parents. The remaining students come from families with the following income: 4% of the parents don't have any income, about a quarter of the parents have an income up to € 1.500,-, about 40% of the parents have between € 1.500,- to € 3.000,- on their disposal and about 16% have a salary more than € 4.000,- (ibid.: 63). Taking into account these variables of family background Unger and Wroblewski (ibid., 66f.) have created the so-called social index dividing the students into four different groups concerning their social origin (low, medium, above-average, high). Every fifth student comes either from a low or a high stratum, 30% of students derive from a medium

<sup>15</sup> AKG=Arbeitskreis für Gleichbehandlungsfragen (Working Committee for Equal Treatment of Men and Women)

and the same percentage from an above-average stratum. This index depicts the overrepresentation of students from families with a better social and financial situation.

Regarding the income of female and male students a gender-segregated picture is emerging. As depicted in table 13 the average income of female students is € 70,- lower than the income of male students:

**Table 13: Average income, benefit in kind and total budget of female and male students in 2002**

	Average (Arithmetic Mean)			Median		
	Men	Women	Total	Men	Women	Total
<b>Monetary Income</b>	<b>914 €</b>	<b>822 €</b>	<b>867 €</b>	<b>795 €</b>	<b>723 €</b>	<b>754 €</b>
<b>Benefit in Kind</b>	<b>162 €</b>	<b>185 €</b>	<b>173 €</b>	<b>61 €</b>	<b>81 €</b>	<b>65 €</b>
<b>Total Budget</b>	<b>1.076 €</b>	<b>1.006 €</b>	<b>1.040 €</b>	<b>949 €</b>	<b>917 €</b>	<b>929 €</b>

Source: Unger/Wroblewski 2003, 127

23% of all students registered in the first course of study (Erststudium) are receiving scholarship provided by the state (this kind of scholarship is not a loan, the students don't have to pay it back after finishing their studies). As it appears in Table 14 among the number of students obtaining a scholarship more students were women (54,8%) in 2002. The last column depicts the share of fe/male students obtaining a scholarship in regard to the number of all fe/male students. This figures shows that 25,1% of all female students and 21,5% of all male students receive a scholarship.

**Table 14: Female and male students receiving a scholarship in 2002**

	Students receiving a scholarship	Students without a scholarship	Total number of students	Percentage of students receiving a scholarship out of all students
<b>Female students</b>	<b>54,8%</b>	<b>49,7%</b>	<b>50,9%</b>	<b>25,1%</b>
<b>Male students</b>	<b>45,2%</b>	<b>50,3%</b>	<b>49,1%</b>	<b>21,5%</b>

Source: Unger/Wroblewski 2003, 314

Combining family and a university study or an academic career is quite challenging for the persons affected. Although the data in this regard is not very satisfying nevertheless from the data available the gender gap concerning the family situation of scientists is obvious. Women who are trying to enter a university career are less likely to have children than men in equal positions. As there is no data available providing an insight in the relevant numbers of all universities in Austria the data of the University of Vienna is used for depicting the social situation of scientists (see table 15). In 2002 significantly more male professors with children than female professors were working at the university of Vienna. The difference was almost 30% (proportion of male professors with children minus proportion of female professors with children). At the level of women personnel with habilitation but without a professorship the difference is a bit smaller, 50,8% of female scientists compared with 72,5% male scientists with children. 30,4% of women working on the assistant level (without habilitation) have kids compared to 43% of their male colleagues on the same level. Concerning the administrative personnel the situations is different. More women (49%) working in the administrative field have children than their male colleagues (33,5%). A qualitative study investigating the compatibility of science at the university and family confirms the supposition that the

compatibility of children and profession gets harder in the course of the career. Men are less willing to put aside their career for the sake of raising kids than women (Buchinger/Gödl/Gschwandtner 2002, 294).

**Table 15: Personnel at the University of Vienna with (a) child(ren) in February 2002**

	<b>Female Professors with (a) Child(ren)</b>	<b>Habilitated Women with (a) child(ren)</b>	<b>Femals without Habilitation with (a) child(ren)</b>	<b>Administrative Personnel with (a) child(ren)</b>
Women	52,20%	50,80%	30,40%	49,00%
Men	81,30%	72,50%	43,00%	44,50%

Source: Kinderbüro der Universität Wien 2005, 6

Concerning the numbers of students with children a different picture is emerging (see table 16). In 1980 6% of the students were parents. In 1998 this proportion grew up to 11,5%. Since then the numbers are decreasing slightly. In 2002 10,8% of the students had kids. The likeliness of having children is growing with the age of the students. Among the students who are young than 20 years there are almost no parents but 40% of the students who are older than 30 years have children. About a quarter of parents are single-parents. According to the statistics all of them are women (Kinderbüro der Universität Wien 2005, 6).

**Table 16: Students at the Universities with (a) child(ren)**

	<b>Scientific Universities</b>	<b>Universities of Arts</b>
Women	12,0%	10,7%
Men	9,7%	11,5%
Total	10,9%	11,1%

Source: Kinderbüro der Universität Wien 2005, 6

### **1.7 Evaluation/Analysis of the availability and presentation of data about the situation of women and men at universities**

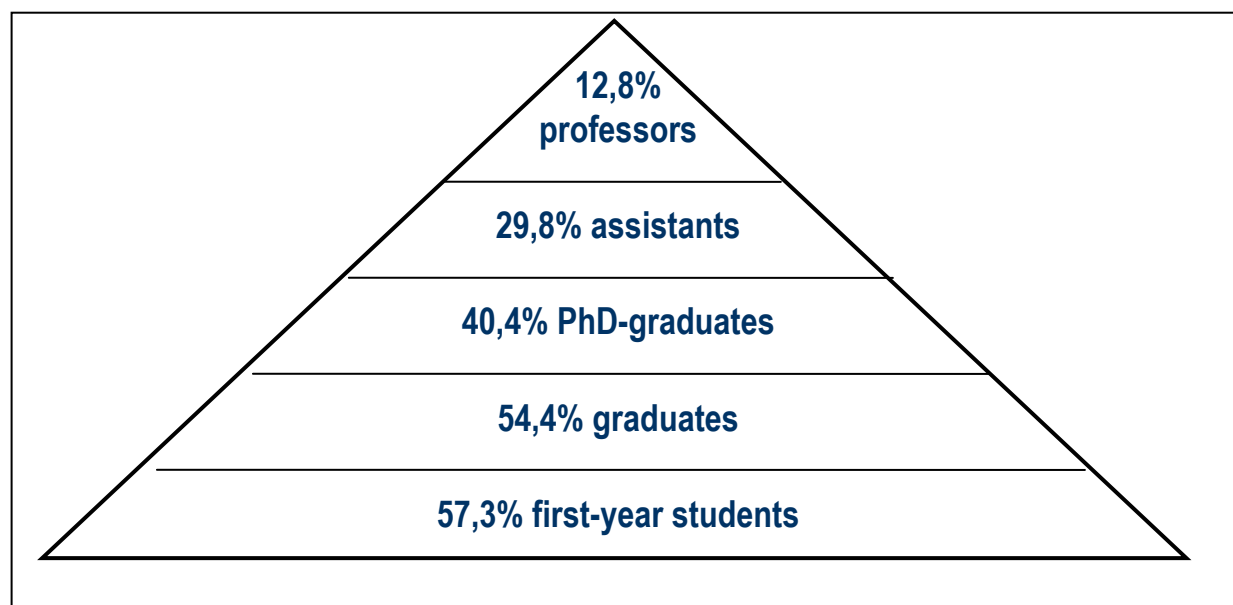
When we look at the data about the situation of women at universities we can observe two major different fields of problems: Firstly concerning the data about the number of personnel at universities we face the difficulty of comparability. As the law regulating the university sector was amended in 1999 and 2002 with the consequence of introducing different kinds of employment the data is difficult to compare concerning time series. But nevertheless it reveals the gender pyramid concerning the career opportunities of men and women (see Table 17). Over the last years we can observe an increase in the number of female students up to more than 50% of the total number of students. But the percentage of women is declining from the first year of study up to the level of Graduates (Magister/Magistra). So the drop out rate of women is significantly higher than the drop out rate of their male colleagues. Further it is observable that female and male students are concentrated within a few "typical" female or male fields of studies. Regarding the career path upwards we can conclude that although an increase of women is taking place at all levels of the career path women are still concentrated on the positions which are characterised by temporary employments and lower wages.

**Table 17: Proportion of women at universities (summary)**

	1990	1995	1999	2000	2001	2002	2003	2004	2005
first-year students	48,4	53,7	58,4	57,6	58,1	57,2	57,8	57,3	-
Students	43,9	46,6	50,1	51,1	52,2	52,6	53,1	53,3	-
BA <sup>16</sup>	-	-	-	-	100 <sup>17</sup>	34,5	43,6	46,7	-
Magister <sup>18</sup>	-	44,9	49,7	49,7	52,2	52,9	54,0	54,4	-
Doctorate	-	28,8	34,0	35,9	37,2	37,5	40,9	40,4	-
Administrative and other personnel	-	-	-	-	-	-	60,6	60,6	60,4
Senior lecturers	7,3	8,3	13,2	13,8	14,9	-	15,2	15,9	16,8
Assistants with temporary contracts	29,4	36,4	43,7	43,0	34,4	-	-	-	-
University <sup>19</sup> Assistant	17,3	20,9	28,4	29,7	31,4	-	-	-	-
Assistants and other scientific and artistic personnel	-	-	-	-	-	-	29,4	29,8	29,7
Habilitated women	9,7	-	19,2	20,7	19,2	-	-	-	-
Associate Professor <sup>20</sup>	5,0%	6,3%	6,2%	-	-	-	-	-	-
Professors <sup>21</sup>	2,1%	3,2%	4,4%	-	-	-	-	-	-
Professors <sup>22</sup>	-	-	-	8,6%	10,1%	10,4%	11,6	12,8	13,7

Source: BMBWK 1999, BMBWK 2002a, BMBWK 2005c, Wroblewski et al 2005.

**Diagram 1: Proportion of women on different levels at the university in 2004**



<sup>16</sup> As the BA was introduced in 2000 (überprüfen) the first data is available in 2000/01.

<sup>17</sup> In 2000/2001 only 2 students (both female) finished their BA-studies.

<sup>18</sup> First possible degree.

<sup>19</sup> Untill 2001 there existed two different contracts for assistants at universities: assistants with a temporary contract and the so called University Assistants with a contract for an unlimited period.

<sup>20</sup> Außerordentliche Professur

<sup>21</sup> Ordentliche Professur

<sup>22</sup> Außerordentliche and Ordentliche Professur

Source: BMBWK 1999, BMBWK 2002a, BMBWK 2005c, Wroblewski et al 2005.

Data: Secondly the availability of gender disaggregated data concerning income and research funding was quite unsatisfactory. So the conclusions about the differences in income were drawn from the data concerning gender differences among the scientific personnel. Similar deficiencies in the provision of data is ascertainable concerning women in decision making and regarding the social situation of women. The data available reveals that there is a low representation of women in decision-making boards. This is quite logical when we consider that high-ranking academics are preferably appointed in such boards. Regarding the social situation of women the data provided by the University of Vienna ascertains that it is harder for women to combine family and career in higher ranking position than for men and therefore women tend to abstain from having children or they resign from the career path.

## **2. DESCRIPTION/ANALYSIS OF THE NATIONAL POLICIES AND REGULATIONS REGARDING EQUAL OPPORTUNITIES FOR MEN AND WOMEN AND INSTRUMENTS FOR THE IMPLEMENTATION**

The university sector in Austria has been fundamentally reformed a few years ago. The legal basis has been changed profoundly with the adoption of the new University Law in 2002 (Universitätsgesetz 2002; UG 2002). Now universities are legal entities under public law, entitled to enter any contractual obligation by themselves (vollrechtsfähige juristische Personen öffentlichen Rechts). With the UG 2002 universities became autonomous in many aspects. Many tasks that before the reform have been the ministries responsibilities were devolved to universities, such as budgetary responsibility, personal matters<sup>23</sup> as well as organizational and administrative issues.

With the UG 2002 the internal organisation and decision making structure of universities was redesigned as well. The new law brought a clear renunciation of the cooperative decision making structures and bodies which had been introduced with the University Organisation Law in the seventies. Now decision making in universities is rather centralized and brings about a concentration of power in the hands of a few policy-makers at universities.

Concurrently with the reorganisation of universities some changes were introduced with regard to affirmative action and gender equality at universities. Equal treatment of men and women has been a declared goal of the university reform (BMBWK 2005b, 134). The aim was to secure the legal standard which existed before and introduce gender equality considerations in the new logic of governance.

Besides the University Law (UG 2002), the main legal provisions regarding gender equality are to be found in the Austrian Constitution as well as the Federal Government Equal Opportunities Act.

### **2.1 Legal frame for gender equality and affirmative action in science and at universities in particular**

#### **2.1.1 Constitutional provisions**

The Austrian Constitution contains a general commitment to gender equality (Art 7 (2), B-VG). Maßnahmen für Förderung der faktischen Gleichstellung von Frauen und Männern sind zulässig.

Furthermore, there is a constitutional provision in the University Organisation Law<sup>24</sup> (UOG) which declares that temporary special measures to promote the equality of men and women are not to be considered as unequal treatment (*Ungleichbehandlung*) (§ 39 (2) UOG 1993).

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<sup>23</sup> Before the reform the personnel of the university was part of civil service. Those with tenured civil service contracts still are paid by the ministry directly.

<sup>24</sup> The University Organisation Law (UOG) was replaced by the University Law (UG) in 2002. Still, some constitutional provisions in the UOG remain valid.

### **2.1.2 University Law (UG 2002)**

In the UG 2002 there are a series of provisions regarding equality of men and women and affirmative action:

Equality of men and women is one of the leading principles for the universities when accomplishing their tasks (§2 Z 9 UG 2002). Furthermore, gender equality and affirmative action are part of the tasks of universities which they have to deliver in the frame of their sphere of action (§ 3 Z 9 UG 2002). This legal provision is considered as the anchorage of the principle of Gender Mainstreaming in the University Law (BMBWK 2005b, 135).

In the UG 2002, the part organisational provisions contains a separate chapter on equality of men and women (3<sup>rd</sup> chapter, §§ 41-44). This includes regulations regarding a command to affirmative action (Frauenfördergebot), the rights and duties of the Working Committee on Equal Treatment (Arbeitskreises für Gleichbehandlungsfragen), the installation of an Arbitration Commission (Schiedskommission) as well as the applicability of the Federal Government Equal Opportunities Act. The institutional provisions will be dealt with in chapter 2.2. The UG 2002 further stipulates that students have to be informed about the legal basis of affirmative action when entering university (§66 (3) UG).

#### ➤ **Command of affirmative action**

The command of affirmative action in § 41 UG 2002 reads as follows:

„Alle Organe der Universität haben darauf hinzuwirken, dass in allen universitären Arbeitsbereichen ein ausgewogenes Zahlenverhältnis zwischen den an der Universität tätigen Frauen und Männern erreicht wird. Die Erreichung dieses Ziels ist durch geeignete Maßnahmen, insbesondere durch die Erlassung und Umsetzung eines Frauenförderungsplans, anzustreben.“

All organs of the university have to work towards reaching an well balanced ratio of men and women working at the university. The attainment of this goal is to be strived for by appropriate measures, especially the adoption and implementation of an affirmative action plan.

#### ➤ **Federal Government Equal Opportunities Act**

The Federal Government Equal Opportunities Act (Bundes-Gleichbehandlungsgesetzes (B-GBG)) applies to all members of university, as well as to applicants for jobs and to students applying for admission (§ 44).

The Federal Government Equal Opportunities Act, was adopted in 1993 and amended in 2004<sup>25</sup>. It includes stipulations on protection from discrimination as well as regulations regarding the advancement of women. Direct and indirect discrimination on grounds of gender (§ 4 B-GBG), racial or ethnic origin, religion or belief, age or sexual orientation (§ 13 (1)) is prohibited. If an employment or training contract falls through due to discrimination, the

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<sup>25</sup> Amended in order to implement two EU anti-discrimination directives, to prevent from being discriminated against on grounds of race and ethnic origin (Council Directive 2000/43/EC of 29 June 2000 on the principle of equal treatment between persons irrespective of racial or ethnic origin, "Racial equality directive"), and to prevent discrimination on grounds of religion or belief, disability, age or sexual orientation (Council Directive 2000/78/EC of 27 November 2000 on establishing a general framework for equal treatment in employment and occupation, "Employment framework directive").

university has to compensate the pecuniary detriment as well as the personal detriment suffered (§17 (1) in connection with § 41 (1)).

The Federal Government Equal Opportunities Act establishes a 40% target quota for women in all functions and positions and employment groups, depending on qualification. To work towards reaching the target is a duty of universities. The measures to achieve this goal are preferential employment, promotion, training and education of women.

### **2.1.3 Provisions in the statutes of universities**

In the frame of their autonomy all universities have to adopt their own statutes. According to UG 2002 the statutes have to contain an affirmative action plan (§ 41, §19 (2) 6) as well as the establishment of an institution to coordinate equal opportunity measures, affirmative action as well as gender research (§19 (2) 7). By the end of 2006 most universities have established such a coordination unit. Among the few universities which have not implemented the requirement of establishing a coordinating institution is the Vienna University of Economics and Business Administration, which is the pilot institution for the present research project.

Almost half of Austrian universities have affirmative action and equal opportunities among their strategic goals written down in the statutes (BMBWK 2005b, 135), the Vienna University of Economics and Business Administration is not among those.

### **2.1.4 Affirmative action plans at universities and at the federal level**

The affirmative action plan is a strategic instrument, its goals and implementation has to be evaluated periodically. The Working Committee on Equal Treatment has the right to draft a proposal of the affirmative action plan (§44 UG). Beginning of 2006, 18 of the 21 Austrian universities have adopted an affirmative action plan (BMBWK 2005b, 136).

Furthermore, the Federal Ministry of Education, Science and Culture (BMBWK) has adopted a regulation on affirmative action measures for women in its sphere of action, the affirmative action plan (BGBl II 94/2001). This affirmative action plan applies to the ministry itself as well as to institutions belonging to its responsibility (Dienststellen im Wirkungsbereich des Ministeriums), thus it applies also to universities. The affirmative action plan establishes a 40% target quota for women in all areas (§ 2 (1)). A provision specifically for universities reads as follows: „one of the overriding goals is the increased filling of vacant positions, especially high qualified scientific and artistic positions (e.g. professors, university assistants with unlimited contracts) and functions with women (§21 affirmative action plan). The affirmative action plan contains a duty to eliminate existing under-representation of women and the elimination of existing disadvantages for women in the context of its employment contract (command for affirmative action according to § 3 (1)). The provisions of the ministerial affirmative action plan refer also to teaching appointments (with the goal of awarding at least 40 % to women by incrementally increasing the percentage), to women's and gender research (equivalence with other research fields), training and professional development as well as to budgetary matters. The rector has to ask the Working Committee on Equal Treatment for proposals and suggestions regarding the criteria for the allocation of the budget (§30 (2)). Furthermore budgetary incentives for affirmative action have to be created and a failure to comply with this rules has to be sanctioned (§30 (3)). The ministerial affirmative action plan contains furthermore provisions regarding the Working Committees on Equal Treatment, regarding child care as well as obligations to inform and report.

### **2.1.5 Affirmative action measures in the governance instruments**

The UG 2002 provides for the integration of affirmative action measures in the new governance instruments. It is a declared objective that affirmative action and gender aspects are to be integrated in all management instruments respectively in all areas of the individual instruments. The practice of implementation should be evaluated regularly. Important instruments of the university management are:

- performance agreements (*Leistungsvereinbarungen*) (§ 13 (1) UG),
- budgetary allocation according to formulas (*Formelbudget*) (§ 12 (8) UG) as well as
- balancesheet of knowledge (*Wissensbilanz*) (§ 13 (6) UG).

These instruments will be analyzed in chapter 3.

## **2.2 Institutions for the promotion of equality and equal treatment**

Quite a wide array of institutions for the promotion of gender equality and equal treatment has been established in Austria. At the level of university, these are the working Committee on Equal Treatment, the Arbitration Commission, a coordination unit, and child care facilities. At the level of the ministry operates the Advisory Board for the Promotion of Women at Universities, the Women and Science/Gender Equality unit as well as a ministerial working group on Gender Mainstreaming.

### **2.2.1 Working Committee on Equal Treatment (Arbeitskreis für Gleichbehandlungsfragen)**

Each University has to institutionalize a Working Committee on Equal Treatment. The task of the Committee is to work against discriminations based on sex by university organs. Furthermore, the Committee's task is to support and advice members and organs of university in gender equality issues as well as affirmative action (§ 42 (1)). Members of the Committee are university professors, scientific staff, general staff as and students. Any of this groups can decide on whom to delegate to the Committee. The number of committee members as well as the terms for this function are to be specified in the statutes of the universities<sup>26</sup>. The work of the Committee has to be free of any instructions. There is no additional remuneration for this work. The rectorate has to provide information and advice in all inner-university matters (inneruniversitären Angelegenheiten). The Committee has the right to see personal files and documentations, as far as it is necessary to comply with its tasks (§ 42 (4)).

If the Committee has a reason to assume that a decision of a university organ constitutes a discrimination of a person on the grounds of his/her sex, the committee has the right to appeal to the arbitration commission (§ 42 (8)). A decision concerning an employment contract may not be implemented before the arbitration commission has decided upon the case (§ 42 (9)).

An evaluation project (Wroblewski et al 2005) concludes that the primary effect of the activity of the Working Committees is an improvement of the quality of selection processes (Wroblewski et al 2005, 201). There is room for additional improvements in the institutional set up by establishing administrative support units. The work is very time consuming and without appropriate support it is impossible to combine work in the Working Committees with research activities (Wroblewski et al 2005, 201). The organization of administrative support is handled

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<sup>26</sup> At the Vienna University for Economics and Business Administration for example, the decides on members for two-year terms.

very differently at different universities. The example of the Vienna University of Economics and Business Administration shows that a good support unit can reduce the time burden on members considerably (Wroblewski et al 2005, 202).

Another result of the evaluation shows the need for precise concretizations of the work of the Committees. In view of the broad legal basis this is especially important in order to prevent excessive demands on the Committees and subsequent frustrations (Wroblewski et al 2005, 202).

### **2.2.2 Working Group University Women (ARGE Universitätsfrauen)**

The exchange of information and experience is an essential element of successful work for the Working Committee on Equal Treatment. In order to facilitate exchange, the Working Group University Women (ARGE Universitätsfrauen) was established in October 2003. Members of this working group are the presidents of the Working Committees on Equal Treatment as well as their deputies. Through personal contacts it is possible to exchange information and enter informal cooperations, which facilitate the work of the Working Committees (Wroblewski et al 2005, 203).

### **2.2.3 Arbitration Commission**

The Arbitration Commission which has to be established at each university by the statutes has, among others, to decide upon complaints of the Working Committee on Equal Treatment on the grounds of sex discrimination (§ 43 (1) Z 2 UG 2002). If the Arbitration Commission concludes that there has been a discrimination on grounds of sex, a new decision on the employment case has to be taken, in due consideration of the legal opinion of the Arbitration Commission (§ 43 (6)). The intention of this institutional design is to solve conflicts at universities primarily by means of mediation. (BMBWK 2005b, 135). The Arbitration Commission consists of 6 members, who not necessarily come from the university itself. The senate, the university council as well as the Working Committee on Equal Treatment each nominate one female and one male member for the Arbitration Commission for a period of two years.

### **2.2.4 Coordination Unit at Universities**

According to the University Law, universities have to establish an administrative unit to coordinate the tasks of equality policies, equal treatment, affirmative action as well as gender research (§19 (2) 7). Such an organizational unit has so far been established at 16 out of the 21 Austrian universities (BMBWK 2005b, 136). This legal provision should safeguard that existing, successful institutions (e.g. coordination units for women's and gender studies) are continued under the increased autonomy provided by the University Law 2002. Furthermore, this institutional provision is aimed at increasing sensitization about women-related topics at the universities and at favor the establishment of gender-democratic structures (Wroblewski et al 2005, 108f).

The organizational set-up and integration of these coordination units is designed differently at the universities. Here some examples<sup>27</sup>

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<sup>27</sup> Web links to the individual units can be found under: <http://www.bmbwk.gv.at/universitaeten/frauen/frauen.xml>.

- University of Vienna: Department Project Center Gender for Research as well as Department for Affirmative Action and Equality;
- University of Graz: Coordination Unit for Gender Studies, Women's Studies and Affirmative Action;
- University of Innsbruck: Bureau for Equality and Gender Studies as well as Operational Division for Gender Studies;
- Universität of Salzburg: *gendup*. Center for Gender Studies and Affirmative Action;
- University of Linz: Policy Unit for Affirmative Action as well as Institute for Women's and Gender Research;
- University of Klagenfurt: Coordination Unit for Women's and Gender Studies and research.

At some universities the institutions and instruments to achieve gender equality are integrated and coordinated (e.g. University of Salzburg, University of Linz, Medical University Vienna). This leads the responsible ministry to the conclusion that at these universities gender topics are structural part of university management (BMBWK 2005b, 135). Some of these institutions were financed from the European Social Fund, co-financed by the Ministry for Education, Science and Culture. Subsequently the institutions were integrated in the regular institutional structure of the university (e.g. University of Salzburg).

### **2.2.5 Child care facilities**

Several universities have created their own structures to improve the care of children during office hours. Examples are the „*Kinderbüros*“ (children's offices) or workplace kindergardens (BMBWK 2005b, 137). A web-based information and placement system facilitates the search for university staff with children (comp. BMBWK 2005b, 139). Furthermore, the ministry (BMBWK) offers financial support for child care during events.

Measures to promote the reconciliation of family and work have focused so far only on improvements of child care. They have a very limited focus and do not broach the underlying issue of the problematic work-life-balance in science. Neither are these measures suitable to develop models of reconciliation for men and women (BMBWK 2006b, 57).

### **2.2.6 Advisory Board for the Promotion of Women at Universities**

In 2003, the Advisory Board for the Promotion of Women at Universities (*Frauenpolitische Beirat für Universitäten*) Its legal basis is §8 (2) *Bundesministeriengesetz*. The Advisory Board is an advisory unit for the responsible minister regarding affirmative action and equality at universities. Currently there are eight members on the Board. Members of the Advisory Board are female professors with expertise in affirmative action and equal treatment (among others a representative of the Working Group University Women), female university counsellors, a representative of research outside universities as well as officials from the Ministry of Education, Science and Culture. The Minister for Education, Science and Culture chairs the Advisory Board and the secretariat of the Advisory Board is performed by the Gender Equality unit in the ministry (see 2.2.7.).

The work of the Advisory Board comprises the analysis of structures in order to identify weak points and to submit proposals for improvement and recommendations to implement the gender equality measures of the University Law (BMBWK 2006a, 1).

The Advisory Board has developed the following guidelines:

- Implementation of gender equality and affirmative action measures in the management instruments created by the University Law: in particular, this refers to the performance agreements as well as financing of universities, the report system and the controlling procedures;
- Consideration of affirmative action and gender equality in the evaluation and integration in models for quality assurance;
- Sensitization measures as well as information on public relations regarding affirmative action and gender equality at universities;
- Development of affirmative action and gender equality measures during the implementation process of the University Law.

A first focus of attention was on developing measures to increase the number of female professors at universities. Austria holds the last position in international comparisons regarding the proportion of female tenured professors. The program *excellencia* was developed as well as other affirmative action measures (comp. chapter 2.3.). The Advisory Board initiated an evaluation of universities regarding their affirmative action and gender equality performance (comp. chapter 2.3.6). The Advisory Board organized events on „How does Gender enter university management?, directed at universities and rectors<sup>28</sup>. Following a recommendation of the Advisory Board the distribution of special financing for professorships (“Vorziehprofessuren”) could be linked to an incentive system for the promotion of women. The recommendation suggests securing financing for positions filled with a female professor instead of 3 years (as regular), 5-6 years (BMBWK 2006a, 2f).

Currently (end of 2006), the Advisory Board develops a new catalogue of measures to promote women in science and research. The Advisory Board is, according to a self-definition, an „address“ for suggestions and recommendations on specific measures in the area of gender equality and promotion of women at universities (BMBWK 2006a, 4).

### **2.2.7 Women and Science/Gender Equality unit in the Ministry of Science**

In the Ministry for Education, Science and Culture, a small department (division VII/9d), is consigned with the task monitoring affirmative action, gender equality and gender mainstreaming at universities. Furthermore this unit is responsible for affirmative action programs at universities (e.g. programs funded in the frame of the European Social Fund/ESF) as well as the management of the Advisory Board for the Promotion of Women at Universities. The personal resources of the unit are very scarce (2 persons). But the unit has with the Advisory Board an institution which makes it possible to include a wider range of persons in the work and consultancy of the leadership of the ministry in gender equality questions.

### **2.3 Measures adopted to promote the role of women/equal opportunities in science**

Besides the legal and institutional arrangements, a broad range of measures to promote the role of women and to enhance equal opportunities has been adopted. It is a very heterogeneous set of measures, which can be categorized as follows (compare BMBWK 2006b, 56):

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<sup>28</sup> A documentation of this event can be found under: [www.weltklasse-uni.at/db/show\\_article.php?id=153&themald=6](http://www.weltklasse-uni.at/db/show_article.php?id=153&themald=6).

- ⇒ measures with program character (programs of the ministry and EU programs): e.g. ESF, goal 3<sup>29</sup>, GM in EU research programs, white paper on the promotion of women in science, program fFORTE<sup>30</sup> (women in science and engineering), call for tenders on gender studies for strategic studies.
- ⇒ Monetary and non-monetary individual support: stipend programs for different levels of qualification as well as awards to promote scientific development (Charlotte Bühler-Program, APART-Program, Hertha-Firnberg-Program, Doc-fFORTE, Gabriele-Possaner-award), promotion of women related publications, mentoring program, coaching program.
- ⇒ accompanying structural measures: coordination units for women's and gender research; child care facilities, promotion of scientific events on women's and gender research; research focus: policy relevant university research, gender studies; national conference of female researcher.

Some of these measures have been developed in the 1990s. Increasingly policies are enhanced towards a balanced set a measures, which are addressing the relevant problem areas of women in science. The identified problems are especially the following (BMBWK 2006b, 57):

- access to universities,
- studies,
- career development of women,
- organizational structure of universities,
- women and gender specific research.

Wroblewski et al deal more in detail with barriers for women in everyday work at universities (Wroblewski et al 2005, 43ff). It starts with a citation from findings of an European Commission paper: „Merit and talent are not sufficient conditions to become a successful scientist. Resources, time, social network, encouragement – unevenly distributed between the sexes – are necessary prerequisites” (European Commission, 2004, 12, cited according to Wroblewski et al 2005, 43<sup>31</sup>). The organizational culture implicitly builds up barriers for women (comp. Wroblewski et al 2005, 44f and Buchinger et al 2002, 292ff):

Formal and informal performance criteria: besides formal criteria (e.g. doctorate, habilitation) there are a lot of informal criteria which often demand a lot of time, the myth of a right scientists implies high individual time commitments.

Male science culture: Science as a profession is still a male domain, where the “mechanism of male dominance in the academic world function covertly” (Krais 2000, cited after Wroblewski et al 2005, 44).

Communication: Participating in informal communication channels has positive effects on career opportunities. But informal communication cultures are male dominated and have subtle mechanism of inclusion of men and exclusion of women (Schisselberger/Strasser 1998, cited after Wroblewski et al 2005, 44).

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<sup>29</sup> Informationen: <http://www.bmbwk.gv.at/europa/esf/ziel3/massnahmen.xml#H11>

<sup>30</sup> Informationen: <http://www.fforte.at/home.php>

<sup>31</sup> The cited publication is not in the list of references in Wroblewski et al 2005.

Work hours: In science institutions an „excessive“ (entgrenzt) availability of time is understood and accepted as part of an academic career. Furthermore, much of this time is consumed by non-research activities. Persons with care obligations experience severe restraints.

Work-life-Balance: The scientific profession makes it very hard to live a balanced relation between professional life and different private activities. This becomes evident for women with children. Women not only accept delays in their advancement, but they are often ready to leave a scientific career for the sake of their children.

These barriers and problems in the context of the organizational culture of scientific institutions are a special challenge. It is not easy to design appropriate measures. Policies and measures often have very indirect effects, if any, to increase the chances of women in science. We have to keep this in mind when evaluating the portfolio of measures to promote the role of women and gender equality at universities.

### **2.3.1 Gender Mainstreaming**

As a member of the European Union, Austria has entered the political commitment, to implement Gender Mainstreaming in all national policies (BMBWK 2005b, 144). This obligation has a legal basis in the Amsterdam Treaty. The Ministry of Education, Science and Culture has set up a working group on Gender Mainstreaming. One of the focal points of its work is on implementing Gender Mainstreaming at universities (comp. BMBWK 2005b, 144). In this context the working group focused in its 10 point work plan „Top Ten – Top Down“ (BMBWK 2005d, 7) on the gender specific data collection and the development of gender specific indicators for universities. Gender Mainstreaming is being taken into account in the redesign of databanks according to gender specific criteria in the field of research as well as in the development of university specific indicators for the implementation of the university reform. Furthermore, the GM Working Group developed a guideline and checklists on integrating gender into research which is aimed at integrating Gender Mainstreaming into research funding (BMBWK 2004).

The University Report 2005 (BMBWK 2005b, 144) states that Gender Mainstreaming considerations have to be integrated in many elements of university development: in the activity reports of universities, the development plans, the development of indicators for the balance sheets of knowledge, the development of key data and operating figures, as well as the budgetary allocation according to formulas. Furthermore, when analyzing the work of universities, evaluating infrastructure projects and performance agreements Gender Mainstreaming has to play a role. At an early stage of the university reform a working group in the Ministry of Education, Science and Culture has elaborated a report in which crucial issues regarding gender equality, affirmative action and Gender Mainstreaming in the context of the reform were highlighted (see BMBWK 2001). It seems that this early work had some impact on the implementation of the university sector reform.

At some universities the ministry co-financed ESF projects with a focus on Gender Mainstreaming at universities, such as career links, promotion of young scientists and career development (University of Linz and Salzburg), Gender- and Diversity Management (Vienna University of Economics and Business Administration).

It is evident that besides an integration of Gender Mainstreaming into the management instruments, gender specific data collection and indicators are an important field of action. It remains to be seen whether this includes the development of new gender specific indicators or remains at the level of sex-counting. The implementation is still in its initial phase therefore it is not yet possible to evaluate the impact of these Gender Mainstreaming instruments.

### 2.3.2 Individual measures to promote women in science

Monetary and non-monetary individual support measures contribute significantly to the higher qualification and empowerment of women and thereby contribute to a reduction of disadvantages of women in science (BMBWK 2006b, 57). Stipend programs are aimed at increasing the chances for a scientific career by enhancing and accelerating the process of higher qualification.

Non-monetary promotion programs such as mentoring (e.g. at the University of Vienna) or coaching (at the University of Graz) have been developed at the individual universities with support from the Ministry of Education, Science and Culture and partly from the ESF.

The ministry supports young female scientists since the 1990s by special programs to enhance qualification between graduation and habilitation (BMBWK 2005b, 140). The stipend to promote habilitation of women, the Charlotte Bühler-habilitation stipend is aimed at increasing the number of habilitated women. Between 1992 and 2004 105 female scientists have received the stipend, for 1 or 2 years respectively. Out of these 105 women 87 have finished their habilitation. In 2005, the stipend amounts to 45.220,- € per person (BMBWK 2005b, 140).

The Hertha Firnberg program sponsors about 10 young female scientists every year by offering the financing for a position at the university. This shall secure the integration of the young scientists into the university research work. The positions are awarded for three years. 72 female scientists have been promoted in the years 1999-2005. 41 of these have finished their habilitation.

In the frame of a general stipend program for young scientists with PhDs (APART stipend<sup>32</sup>), a special program (APART extra) has been established in 2000. This special program is directed at scientists with a PhD who have interrupted their career because of child care responsibilities and at scientists who have worked before entering university. This stipend is especially directed at women who are not able to apply for other stipends because of age limits. In the frame of the program fFORTE (2.3.4.) there is a program to support women to finish their PhD, DOC-fFORTE in the fields of engineering, natural sciences and medicine as well as bio-sciences and mathematics. 24 stipends were awarded in the years 2003-2005. The funds for this stipend shall be nearly doubled in the years to come (BMBWK 2005b, 141).

Another general research stipend, open to men and women, is the fund „Beihilfen für die Zwecke der Wissenschaft“ with a budget of 527.000,- € per year. A quota of at least 40% of this sum is aimed at stipends for women (BMBWK 2005b, 140).

The national award “Gabriele Possaner Staatspreis” as well as two promotional awards have been created in 1997 at the occasion of celebrating 100 years of women studying at universities in Austria. This award is designed as a sensitization and public relations activity. The prizes are awarded for scientific accomplishments which promote gender democracy. The prizes are awarded every two years and come with a stipend of 7.300,- € respectively 1.900,- € each for the promotional awards.

The possibility to make use of the qualifications gained by having access to the stipends depends very much on the framework conditions. Especially the employment situation of the women with stipends is an important factor. Generally it turns out that an individual promotion is especially positive for women who already are working within the university system (BMBWK 2006b, 58). The programs are to a lesser extent attractive for self-employed scientists and women in science positions outside university research.

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<sup>32</sup> This program exists since 1993. Up to the year 2004 210 scientists have received the 3 year stipend.

The ministry realizes itself, that single measures are less effective than a set of combined measures, which addresses several levels, such as a combination of individual support with sensitization measures at universities and public relations efforts (BMBWK 2006b, 59). The sustainability of individual support can only be achieved if the beneficiaries of stipends are integrated in research institutions where they can build networks and contacts. The ministry concludes that it is necessary to further develop the present policy mix of different, coordinated measures in order to achieve a sustainable change of norms, increase sensibility of relevant actors and secure that the measures survive changing framework conditions and structures (BMBWK 2006b, 59).

Furthermore it will be necessary to address the challenges and barriers for women in the culture of academic institutions (see chapter 2.3.) It is necessary to create complementary measures.

### **2.3.3 Program „*excellentia*“ – Promotion of the appointment of female professors**

The program *excellentia*, which is part of the Program fFORTE (see 2.3.4.), aims at a swift increase of the number of female professors at Austrian universities. By using financial incentives the ministry aims at doubling the proportion of female professors until 2010<sup>33</sup> (BMBWK 2006c, 3). “Especially in the field of engineering and natural science women have to take more advantage of their career opportunities.” (BMBWK 2006c, 3). The ministry wants to support gender justice in decision making in those fields where many women have obtained their habilitations, but this is not reflected in the share of female professors (BMBWK 2006a, 2). Universities, who have managed to increase their number and share of female professors in comparison to the previous year are eligible for participation in the program. In 2005 this was the case at 7 universities, which received an amount of 33.880,- € for each additional female professor. In 2006 the support was awarded to 10 universities, which altogether had appointed 26 female professors. The use of the funds lies within the autonomy of the university. Many universities have used the money for affirmative action measures such as coaching events, improvement of child care, support for the new professors, but also for the promotion of gender studies. (BMBWK 2006c, 4). There are plans to extend the program to young female scientists in 2007.

### **2.3.4 Program fFORTE**

The program to promote women in research and engineering has been created in 2002 in the aftermath of a recommendation of the Austrian Council for Research and Technology Development. The insight, that Austria is last in a comparison of EU countries with regard to the „leaky pipeline“: with every step in the scientific career the proportion of women decreases dramatically (BMBWK 2005b 37). The under-representation is especially high with regard to women in scientific-technical professions as well as with regard to their career paths and their income (BMBWK 2005b, 138).

Among others, the objectives of fFORTE are:

- to facilitate the access of women to training in science and technology,
- to improve the opportunities of women to embark on and successfully pursue careers in science and technology,

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<sup>33</sup> The objective is to increase the rate of female professors at scientific universities from 8% in 2005 to 16% in 2010 and to increase it at artistic universities from 24% to 30% in 2010.

- to facilitate their access to research funding and infrastructure,
- to sensitize key actors in education, economy and public administration to gender issues, and
- to provide accompanying research and cross-disciplinary research on women and science.

This program is a joint effort of three ministries (the Federal Ministry for Education, Science and Culture, the Federal Ministry for Transport, Innovation and Technology as well as the Federal Ministry for Economy and Labour). It brings together a broad range of measures at every level of the formation and career (school, university, entering professional life as well as further qualification). Furthermore, measures in research and in the private sector are included as well as training and sensitization measures.

In fFORTE three main programs are put together: fFORTE academic, w-fFORTE und FEMtech-fFORTE. „The initiative is unique with regard to the broad range of target groups, regarding its political objectives and regarding its intention to bring together and coordinate initiatives and programs from three different ministries.“ ([www.fforte.at/dasist.php](http://www.fforte.at/dasist.php)).

The bundle of measures claims to offer comprehensive support at different levels<sup>34</sup> (Wroblewski et al 2005, 122). In the framework of the overall program 5 program lines with different measures and target groups have been developed (Wroblewski et al 2005, 123):

- Structures: sustainable change of framework conditions in research in- and outside universities as well in the company sector by collateral structural measures;
- Qualification and career: monetary and non-monetary individual support actions, which shall facilitate and improve access to formation and qualification, especially in natural sciences and engineering;
- Training: sensitization of the management and professors at natural science and engineering faculties at universities, *Fachhochschulen* (universities of applied sciences) and in companies; at the same time support to women in their career by mentoring and coaching programs;
- Awareness: making women and their science performance in natural sciences and engineering visible through awards and prizes;
- concomitant research: contracting of research and studies on program relevant topics as well as promotion of gender specific and interdisciplinary research.

The Ministry of Education, Science and Culture spent in the period of 2002 to 2005 about 6,5 Mio € for projects in the frame of fFORTE. Some of the projects have been additionally financed by ESF funds (about 1,9 Mio € for the same period) (BMBWK 2005b, 138).

In an evaluation of the program, it is concluded that fFORTE achieved to design a consistent and compact bundle of measures for women in science and technology, especially in natural science and engineering (Wroblewski et al 2005, 172). Its success will depend on whether is originally planned 5 year duration of the program will be extended. The realization of the envisaged objectives needs a longer time horizon. One potential problem to be taken into account is that the concentration on fFORTE implies less attention and funds for other areas and challenges outside engineering and natural sciences (Wroblewski et al 2005, 174).

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<sup>34</sup> For an overview of program lines, tenders and stipends see: <http://www.fforte.at/projektliste.php>.

### **2.3.5 Awards “Implementation of successful strategies to integrate Gender Mainstreaming into university management”**

In 2005 the Federal Ministry of Education, Science and Culture issued a call, publishing the intention to give three awards to universities for pilot projects to integrate Gender Mainstreaming into management instruments at the university level<sup>35</sup>. As examples of relevant management instruments, the call listed the following (comp. BMBWK 2005a, 1):

- agreements on objectives between the university council and the rector;
- agreements on objectives between department directors and executive directors;
- systematic personnel development;
- output in the knowledge balance;
- performance agreements (bottom up, top down), report on activities and performance;
- development plans (to develop the university profile);
- organizational plan;
- evaluation;
- budgets.

The overall budget for this initiative was 100.000 € for pilot projects. Three projects were selected, among those for example a project to establish gender controlling instruments at the University of Salzburg. The importance of this call is limited in its financial dimension. But still, it has signalling character. It is to be seen as a measure to show the commitment of the ministry to a comprehensive integration of Gender Mainstreaming into the new management structures and instruments at universities.

### **2.3.6 Stock taking and evaluation of affirmative action and gender equality at universities**

On the initiative of the Advisory Board for the Promotion of Women at Universities the Austrian conference of rectors (Österreichische Rektorenkonferenz), the Austrian students union and the ministry initiated an evaluation project of gender equality and affirmative action measures at universities. The Austrian Agency for Quality Assurance is coordinating this project, which involves external evaluators. This project was initiated in 2004 and by the end of 2006 the project is not finished yet.

It seems that though the objectives are important, the way of how this project is carried out might have some negative impact on the validity of the results. The Working Committees on Equal Treatment have refused their cooperation in the project. This is due to a decision that all data collection had to be transmitted via the rectorate at individual universities. The Working Committees objections, that this might impede the accuracy of the results as the rectorates might influence the way of presenting and forwarding opinions of different actors, were not smoothed out. The Working Committees decision not to participate in the study raises doubts about the representativeness and completeness of results.

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<sup>35</sup> Compare: [http://www.bmbwk.gv.at/universitaeten/uw/gender\\_hsm.xml](http://www.bmbwk.gv.at/universitaeten/uw/gender_hsm.xml), download 15/11/2005.

### **2.3.7 Concomitant structural measures**

Concomitant structural measures are undertaken in various areas. These include the establishment of child care facilities, the coordination units for women's and gender research (comp. chapter 2.2.6.) at universities, financial support for scientific events to present gender research as well as funding for policy relevant gender knowledge in science management see chapter 2.4.).

In 1989 the first Austrian Conference of female scientists took place. The aim was to exchange views about the promotion of women in science and develop specific demands to policy makers. A result of this first and many following conferences was a list of claims directed at policy makers. So far the last conference of female scientists took place in 2003 (Wroblewski 2005b, 112).

## **2.4 The promotion of women's and gender studies and research at universities**

Over the years women's and gender research has been established in many fields as part of the research agenda at universities (vgl. BMBWK 2006b, 57). Legal and institutional framework conditions were aimed at supporting this process. Legally, the affirmative action plan of the Ministry of Education, Science and Culture (BGBl II 94/2001) stipulates that women's and gender has to be hold equivalent to any other research topic, when evaluating one's qualifications. The coordination units (compare chapter 2.2.4.) have been aimed at supporting research and teaching activities in women's and gender research as well as work on spreading information and public relations (Wroblewski et al 2005, 109).

The financial support for women specific events is often mentioned by the ministry as a measure to promote women's and gender research. But, the size of the budget is rather limited and has been cut half since 1995. In 2004 the amount available was limited to about 34.000,- € nationwide (BMBWK 2005b, 142) for contributing towards the costs of congresses and events with women specific contents (vgl. Wroblewski et al 2005b, 109).

In the 1990s the ministry established the research focus on gender studies and policy relevant university research. The gender studies focus aimed at feminist research on the analytical category gender, the analysis of gender norms and roles, whereas the policy relevant university research aimed at developing models and strategies for the improvement of the situation of women in science (compare Wroblewski et al 2005, 108ff). The results of this research has been published in the series "Materials to promote women in science" edited by the Ministry of Education, Science and Culture<sup>36</sup>. Now activities regarding the promotion of gender studies are concentrated in the field of science and technology in the frame of the fFORTE program (Wroblewski et al 2005, 110).

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<sup>36</sup> "Materialien zur Förderung von Frauen in der Wissenschaft", since 2002 8 volumes were published (BMBWK 2005b, 143).

### 3. FINANCING OF THE UNIVERSITY SECTOR

#### 3.1 The general context

In Austria the public expenditures in the field of science<sup>37</sup> amounted to 3,23 billion Euro in 2004. This figure is a proportion of 1,37% of the gross domestic product (GDP) (BMBWK 2005b: 39). A major part of these expenditures (63%) was spent on universities. The remainder of the sum was spent on *Fachhochschulen* (universities of applied sciences) (about 3%), expenses of libraries, on academies and scientific institutes, payments to the real estate company of the federal state and expenditures on scholarships (ibid.).

As depicted in table 1 public expenditures on universities were decreasing during the last decade. The reason therefore might be the increasing importance of *Fachhochschulen*. However, quite a number of foundations for the promotion of science were excluded from this chapter of the federal budget as well<sup>38</sup>. The sharp decline from 2003 to 2004 (from 73% to 62%) is to a large extent due to the restructuring of the university sector with the implementation of the UG 2002, which came into force in 2004 (E.g. revenues from tuition fees were not longer revenues of the government after 2004). Due to connected restructurings of the budgets, it is difficult to compare the budget data before and after 2004 (BMBWK 2005c: 37).

**Table 1: Expenditures in the field of science<sup>1</sup>, 1990, 1995, 2000, 2002-2006, in billion Euro**

	1990	1995	2000	2002	2003	2004	2005	2006
Expenditures chapter „Science“ of federal budget	1,48	2,16	2,15	2,35	2,39	3,16	3,12	3,08
thereof <i>Fachhochschulen</i> ( <i>Univ. of applied sciences</i> )	-	0,01	0,06	0,09	0,11	0,11	0,15	0,17
thereof scientific institutes	0,03	0,04	0,02	0,02	0,02	0,02	0,03	0,03
thereof universities	1,10	1,68	1,59	1,77	1,75	1,97	1,98	1,97
thereof universities in %	74,3	77,8	74,0	75,3	73,2	62,3	63,5	64,0

<sup>1</sup> According to the calculation of the federal government (Bundesvoranschlag)  
 Source: BMBWK 2005b:40, own calculations

In addition to the items of the chapter „Science“ of the federal budget other public expenditures are significant for universities as well, although to a minor extent. For example in the chapter „Traffic, Innovations and Technology“ or „Public assets“ expenditures for universities are included as well. In the last few years public expenditures for universities were about 2 billion Euro which is a little more than 3% of the federal budget and about 0,9% of the GDP. Table 2 shows the budget for the universities revealing its share of the federal budget as well as its share of the GDP. The expenditures are increasing in absolute numbers but in relation to the GDP and the total federal budget they are slightly decreasing since 2002.

<sup>37</sup> This is in accordance with chapter 14 „Science“ of the federal budget according to the calculation of the federal government (BVA).

<sup>38</sup> I.e. the „Wirtschaftsförderungsfonds“, a fund for the promotion of economic growth, since 1995; the FWF, a fund for the promotion of science, was budgeted in the chapter, „traffic, innovations and technology“, since 2001.

**Table 2: Expenditures on universities<sup>1</sup> in 1990, 1995, 2000, 2002-2005, in billion Euro**

	1990	1995	2000	2002	2003	2004
Absolute	1,396	1,674	1,850	2,049	2,013	2,042
Share of federal budget in %	3,40	3,01	3,18	3,31	3,28	3,14
Share of GDP (nominal) in %	1,02	0,95	0,88	0,93	0,89	0,87

<sup>1</sup> According to the Federal Statement of Accounts (Bundesrechnungsabschluss)

Source: BMBWK 2005b:35, own calculations.

Since universities are educational institutions subject to the regulations of the university law they are financed by the federal state. In Austria a uniform legal framework for finances exists for all 21 universities (15 scientific universities and 6 universities for the Arts) because all issues of the university sector are under the responsibility of the federal state (B-VG Art. 14 Abs. 1). The authority in charge of all issues concerning science and universities is the Ministry for Education, Science and Arts (BMBWK).

Due to the UG 2002 numerous competences concerning decision making were transferred from the level of the BMBWK to the level of the universities. The former universities, which formerly were restricted in their legal personality and closely tied to the ministry became independent legal entities (§ 4 UG 2002). Although the universities are still financed by the state (§ 12 UG 2002), henceforth they receive a “global budget”. This means that the university can freely dispose of these funds. Furthermore, the universities are fully accountable for the budget, they are entitled to place contracts and to make bargains, they are authorized to hoard up a treasure, they are liable for payments of the debts and they are subject to the accounting rules according to the code of commercial law. Now the universities are the employers of their personnel (Schöllerbacher 2005, 12f). Therefore the detailed budgets of the universities were taken out of the federal budget and only the total amount show up there.

Nevertheless, the federal government still is able to exert influence on universities through legislative acts. Furthermore, the federal government is responsible for supervising the legality of the university management which are not subjected to directives. In the course of the implementation of the UG 2002 new steering instruments were introduced in order to influence the allocation of financial resources. According to these instruments the distribution of the budget is to some extent dependent on the output and outcome of the universities. These new instruments are in accordance with the introduction of the performance orientated management (New Public Management). The central instruments of the Ministry for Education, Science and Arts for governing the universities are performance agreements, the so called „Leistungsvereinbarungen“. These are agreements between each university and the Ministry laying down the aims and activities which the universities have to meet. Another instrument is the budgetary allocation according to formulas. This means that the amount of the budget is dependent on the fulfilment of certain indicators negotiated by the universities and the Ministry (see chapter 3.3.).

The negotiations cover a period of three years. After a period of transition, the first full period under the new regime runs for the years from 2007 to 2009. The budget for the current period (2004-2006) is not based on the performance agreements, but was extrapolated on basis of the budget 2002. For each year of this transition period (§ 141 UG 2002) a statutory amount of money is provided by the federal state including additional compensation (for wage increases of the personnel).<sup>39</sup>

<sup>39</sup> In autumn 2006 the negotiations are taking place for the first period (2007 to 2009). The amount of the budget for this period ist already determined: 1,875 billion Euro in 2007; 1,9 billion Euro in 2008 and 1,925 billion Euro in 2009.

### 3.2 Description of laws and treaties regulating financing of universities

The UG 2002 (§ 12) lays down that the federal state has to provide the finances for the universities. The financial abilities of the federal state, the demands on and the performance of the universities have to be considered (§ 12 (1) UG 2002). Proposed by the government the budget law of the federal state containing the funding for the universities is passed in the course of the annual legislation process<sup>40</sup>. As part of the process the funding of the universities is distributed among the universities by different steering tools and the shares are allocated in form of a **global budget**.

Concerning the personnel, special arrangements were made in regard of those persons who were appointed on a permanent basis (tenured officials) before the implementation of UG 2002. The federal state bears the personnel costs including expenses for pension benefits for all persons who were appointed by the federal state on 31 December 2003 (comprising as well all adjustments<sup>41</sup>). This figure is depicted in the budget of the universities as an item in transit. The Universities have to carry the personnel costs for persons who are not appointed on a permanent basis (§ 12 (3) and (4) UG 2002).

The UG 2002 regulates as well the **tuition fees** (363,36 €/term) which were introduced in the winter term 2001/2002 (UG 2002, §§91 and 92). Since the UG 2002 entered into force at the beginning of 2004, the levy, waiving and reimbursement of the fees are under the responsibility of the universities. The universities can decide on the application of the fees. The students have a right to influence on the allocation of the fees although their influence is restricted on the choice between different categories of purposes, which are determined by the senate of each university. The university accounting has to show separately the tuition fees dedicated for special expenditure categories.

The financing of research through research assignments, research funds and other donations is becoming more and more significant. According to these **third-party funds** the UG 2002 differences between:

- *Ad personam* projects (§ 26 UG 2002) are applied by the members of the universities. The leader of the project has to inform the principal about the project but is not obliged to inform the director of the organisational unit. The leader of the project can decide freely on the application of the funds, the university has to be refunded regarding the usage of personnel or properties. The income and expenditures are not incorporated in the income and loss statement of the university.
- *Ad institutionem* projects are handled by the organisational units (§ 27 UG 2002). The leader of the project receives the funds on behalf of the university. Third-party funds which are obtained in such a way are not administrated by the leader of the project but by the university and are part of the calculation of the income and loss statement of the university. These funds have to be spent on specific purposes within the organisational unit and the expenditures of the university have to be reimbursed by the project funds.

The rectorate decides on the application of the reimbursement (Schöllerbacher 2005, 94; BMBWK 2006d). The budget provided by the federal state is not reduced by the income of third-party-funds (§ 12 (10) UG 2002) – in the contrary, they are remunerated by the budgetary allocation according to formulas (see chapter 3.3.1).

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<sup>40</sup> Although the federal budget law is planned two years in advance it has to be passed each year.

<sup>41</sup> The total amount increases by the expenses of the universities spent on the adjustments of the personnel costs for the personnel appointed.

Another factor concerning the finances of universities is gaining in importance: the establishment of **foundations**. Foundations are funds provided by individuals or enterprises for a specific purpose over a longer period. A specific institution in this respect is the possibility of funding for professorships by foundations. The wages of a contracted professorship in a certain field of study determined by the founder are provided by the foundations (for a maximum of two periods of five years each). S/he cannot exert an influence over the selection of the person obtaining this professorship. Ministries are able to provide a foundation for a professorship exclusively on the basis of a research assignment.

As universities are incorporated entities they are authorized to gather financial resources by pursuing commercial activities including **income from rent** and **fees from special training offers**. Moreover all conventional possibilities of financing are available for universities including **fundraising, sponsoring** or **raising a credit**.

Among the dimensions of university funding mentioned above the global budget provided by the federal state is the major source of income for universities. Revenues from tuition fees make up (for the Vienna University of Economics and Business Administration, 2005) only one sixth part of the total revenues (Eberhartinger 2006, 48)). The legal basis for the allocation of the global budgets is presented below.

### **3.3 Management instruments for financing/budgeting of universities**

The new model for the financing of the universities comes into force in 2007 and consists of several different management instruments. The performance agreements (legal agreements between the Ministry of Education, Science and Arts and each university) and the budgetary allocation according to formulas are those two instruments which have direct influence on the allocation of the budget:

- 80% of the entire budget provided by the federal government is allocated on basis of the performance agreements. This part is the basic budget.
- The missing 20% are distributed according to specific indicators which are calculated by formulas.

The budget for the universities is stipulated three years in advance. This means that the period for the performance agreements is covering three years as well. The Minister in charge is authorized to withhold one percent of the total amount for a year in order to spend on specific demands in amendment to the performance agreements.

Reductions of the total amount of the budgets in comparison to the preceding period are restricted to a maximum of two percent in the first, four percent in the second and six percent in the third year of a third of the total budget of the preceding period. This regulation shall assure a high degree of planning reliability.

#### **3.3.1 Description of management instruments for budgeting of universities**

##### **➤ Basic budget based on performance agreements**

Performance agreements are agreements between each university and the Ministry for Education, Science and Arts subject to public law. They regulate the responsibilities of both parties. The therefore defined indicators provide a basis for the description of the quantitative and qualitative performance of a university in order to measure the fulfilment of specific objectives. It is an instrument by the state to secure that the autonomous universities realise the achievement of the defined objectives. The budget is dependent on qualitative statements

about the objectives and the strategic orientation of the university as well as on defined target figures regarding the outcome of the performance (Schöllerbacher 2005: 48).

The performance agreements are divided into different specified parts laying down the intended projects and the time-frame of the projects in this part. Furthermore several individual objectives have to be formulated in each part (at least one and a maximum of four objectives) which are revisable according to several defined indicators. The actual condition of the indicator has to be described as well. The given fields are:

- strategic aims, definition of a profil, development of the university and its personnel
- research, development of the arts
- fields of study and professional training
- Societal Objectives
- enhancement of internationality and mobility
- Cooperation between Universities

Basically the defined objectives and indicators have to be in accordance with the leading principles and tasks of the universities.

The amount of the budget assigned to a university is decided by the BMBWK in each individual case. The negotiating skills of the representatives of the universities are of particular importance. The following categories are the basis for the assessment of the basic budget (§ 13 (3) UG 2002):

*- Requirements:*

The Requirements of the universities comprise the short- and medium-term basic expenses (i.e. personnel, invested capital, replacement investment, maintenance). These are part of the considerations during the negotiations because they are necessary for the maintenance of the productivity and capability of the universities (Schöllerbacher 2005: 55).

*- Demands:*

Therefore the expected demand for each field of study by the students is estimated as well as the demand for graduates by the employers. The demand for results in specific fields of research is considered as well (ibid.)

*- Performance:*

This chapter includes the fulfilment of the objectives concerning teaching and research as well as concerning the development and transmission of the arts and of advanced training. The balancesheet of knowledge, which has to be provided annually by each university, is the basis for the formulation and adoption of the performance agreements (BGBl. Teil II 63/2006 (2006a)).

*- Societal objectives:*

The chapter societal objectives refers to measures in order to increase the proportion of women in leading positions of the university, offers for employed students, the development of art-, culture- and research fields which are relevant to the society and as well the increasing transfer of knowledge and technology (§ 13 (2) Z1 UG 2002).

The performance agreements lay down that a report (balancesheet of knowledge) has to be submitted each year documenting to what extent the indicators have been fulfilled. If the defined objectives are not achieved because of unexpected incidents the contractual partners can agree on corrective actions during the negotiation-process for the following performance agreements (BMBWK 2006d: 14).

➤ **Budgetary allocation according to formulas based on indicators**

The directive on the budgetary allocation according to formulas stipulates that the allocation of this part of the budget is dependent on the development of the actual status of specific indicators (BGBl II 120/2006). The directive contains the calculation and definition of the indicators as well as the formulas for the determination of the assigned part of the budget on basis of the indicators. The assignment of these funds is carried out automatically without negotiations and without deciding on each individual case.

The indicators are covering the fields of teaching, research and societal objectives. In table 3 all eleven indicators including their weighting are depicted (see BMBWK 2006e).

**Table 3: Indicators and their weighting**

Field	Nr.	Description	Weighting
Teaching:	1	Number of active students who are within the scheduled duration of study according to the Curriculum including further tolerated additional terms within Baccalaureate, M.A. and Diploma Studies including the weighting in regard of the field of study.	15%
	2	Number of degrees of Baccalaureate, M.A. and Diploma Studies including the weighting in regard of the level of degree.	10%
	3	Number of graduates of Baccalaureate, M.A. and Diploma Studies within the scheduled duration of study according to the Curriculum including further tolerated additional terms within similar degrees.	10%
	4	Success rate of students of Baccalaureate, M.A. and Diploma Studies.	10%
Field of Research and Development of Arts:	5	Number and degrees of PhD-Studies including the weighting regarding the field of study.	15%
	6	Income from research and development projects and the development of Arts according to § 26 Abs. 1 and § 27 Abs. 1 Z 2 and 3 of the UG 2002, which are financed by the FWF (Fonds zur Förderung der wissenschaftlichen Forschung), a fund for the promotion of scientific research, or by the European Union (in Euro).	15%
	7	Other forms of income from research and development projects and the development of Arts according to § 26 Abs. 1 and § 27 Abs. 1 Z 2 and 3 of the UG 2002 (in Euro).	15%
Societal Objectives:	8	Share of women among appointed professors.	6%
	9	Number of female PhD-Graduate including the weighting in regard of the field of study.	1%
	10	Number of students taking part in international mobility programmes (outgoing).	2,5%
	11	Number of M.A. and PhD-students without a degree in an Austrian Baccalaureate- M.A. or Diploma-Programme.	0,5%

Source: BGBl. Part II 120/2006: § 4 FBV 2006 as well as appendix 2 of FBV 2006

The proportion of the budget which is assigned to a specific university by the allocation according to formulas is calculated by the indicators of each university in comparison to the average of indicators of all universities.

### 3.3.2 Gender indicators for the allocation of budgets

In the framework of the **performance agreements** genderspecific indicators have to be referred to within the chapter „Societal Objectives“. According to UG 2002 (§ 13 (2) Z 1d) measures in order to promote the proportion of women in leading positions have to be listed in this chapter.

Gender specific indicators can be included in other fields voluntarily. The field of „Strategic Aims, Development of a profile, Development of the university and its personnel“ for example is an ideal field to integrate indicators concerning the promotion of women among the personnel. For example measures to facilitate the re-entry after employment abroad, employment in the industry or economy as well as after parental leave. Gender specific indicators are possible as well regarding the promotion of the new generation of scientists and artists. In the field of „Advanced Training“ measures to promote qualified postgraduates can be enhanced in a gender-specific way (BMBWK 2006d).

Two out of eleven indicators which determine the allocation of the **budget according to formulas** are gender specific (according to § 4 (3) FBV 2006):

- Indicator 8: Proportion of women among the number of university professors
- Indicator 9: Number of female PhD-Graduates including the weighting in regard of the field of study

The significance of these indicators is weakened by the fact of their weighting. In calculating the budget indicator 8 has a weighting of 6% and indicator 9 a weighting of 1%.

## 4. Conclusions

As regards the participation of women in science and research there have been some improvements over time, but Austria still has a very low level of women in top research positions, also in comparison with the EU25.

The discussion of national policies and regulations regarding affirmative action and equal treatment have shown that in Austria there is a quite broad range of legislation, institutions and policy measures in place. Since the 1990s efforts have been intensified to improve the participation of women in science at all levels. Still, there is a long way to go, as the data analysis in chapter 1 has revealed.

Many of the measures and policies have not been in place long enough in order to determine whether they are effective in changing existing patterns of disadvantages for women in a sustained way.

With the radical reform of university organisation in 2002 gender quality considerations been integrated into instruments of university management as well. So, legally and theoretically a basis for transforming processes and institutions exists. The years to come will show whether it is possible to give these provisions an important role in the governance of universities.

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### Appreviations

B-GBG	Federal Government Equal Opportunities Act ( <i>Bundes-Gleichbehandlungsgesetzes</i> )
BGBl	Legal source of Austrian federal legal acts ( <i>Bundesgesetzblatt</i> )
BMBWK	Federal Ministry for Education, Science and Culture ( <i>Bundesministerium für Bildung, Wissenschaft und Kultur</i> )
B-VG	Austrian Constitutional Act ( <i>Bundes-Verfassungsgesetz</i> )
comp.	compare
ESF	European Social Fund
UG 2002	University Law ( <i>Universitätsgesetz 2002</i> )
UOG	University Organization Law ( <i>Universitätsorganisationsgesetz</i> ): most provisions of this law have been replaced by the University Law 2002, only some constitutional provisions remain in force.