

Workpackage 10

Evaluation of:

- **the Analysis of the Actual Situation of women and men at the Universities of Augsburg, Gdansk and the Vienna University of Economics and Business Administration**
- **the Analysis of the Budgeting Process at the three universities**

Similarities, differences and main results

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1. Goals of the evaluation of the actual situation of women and men at the three universities

With the evaluation of the actual situation and the analysis of the budgeting process at the three universities University of Gdansk in Poland (UG), the University of Augsburg in Germany and the Vienna University of Economics and Business Administration in Austria (WU) we continued our comparison of the situation of women and men in scientific organisations and took a closer look at the interdependencies of equal opportunities and budgeting.

As the analysis of the national frameworks in Austria, Germany and Poland (WP 4) showed there are quite a lot of similarities in the situation of women and men in science even so the historical and legal background is often very different. Some of our main findings were that women still experience a glass ceiling effect in scientific organisations, that women have a smaller share of the money for stipends or research projects, that they still have the main responsibility for children and that therefore they often have either to drop their career or resign from having children. Furthermore there are still gender specific patterns in respect to scientific fields with an overrepresentation of men in engineering and computer sciences, in which the prospects for personal growth are very good. However, in respect to this aspect clear differences can be observed between the so called western and the eastern European countries. Poland e.g. has a much more balanced distribution of female and male students in engineering and natural sciences at least among the students. If it comes to higher positions we face the same “leaky pipeline” as in the other countries.

To be able to make a comparison not only between the three universities but also between each university and the national framework, we partly used similar questions for the analysis of the national frameworks and the situation at the three universities. This is why we again focused on the situation of men and women at the universities, including questions on the course of the academic career of women and men, on the employment and income situation of women and men and on the question if there are typical gender patterns as to the scientific fields. Additionally we looked at the availability of data for a gender budgeting analysis at the universities.

The second focus was on policies, regulations and instruments for the implementation of equal opportunities for women and men. This includes legal frameworks on equality and affirmative actions for the promotion of women in science as well as regulations concerning gender mainstreaming. In this part we also examined who are the stakeholders for equal opportunities and which management instruments exist which have an influence on equal opportunities at the universities.

The third focus was on the financial regulations and the allocation of budgets within the universities. This included an analysis of the stakeholders in the budgeting process, a description of laws, treaties and agreements, which regulate the financing and budget as well as an analysis of management instruments for budgeting at the universities. Furthermore the expenditures and their allocation within the universities are displayed. This allows a good evaluation of the money invested in measures for equal opportunities or gender mainstreaming.

A fourth focus is on the analysis of the budgeting process in itself at the three universities. With the help of the process analysis we wanted to find out if and which gender-specific or gender-typical collective attitudes and behaviour patterns exist among the stakeholders for budgeting and for equal opportunities. We also wanted to find out if there are basic mindsets

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towards gender equality and gender budgeting as an instrument to achieve equal opportunities for women and men. We looked at the formal and the informal processes during budgeting planning, at the typical conflicts which arise and at the impact that equal opportunity aspects have on budgeting.

The results presented are based on data collected by the three universities during summer semester 2005 and winter semester 2006/2007. For some aspects concerning the academic career there is also data available that had been collected for many years and which allows the analysis of long-time developments which may identify potential trends. The available data refer to both students and university staff and thus make comparisons possible.

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2. Working conditions and careers of men and women at the three universities

2.1 Some general information about the universities

The University of Augsburg as well as the University of Gdansk (UG) were founded in 1970. Today the University of Augsburg has seven departments which are Business Administration and Economics, Law, Theology, Philosophy and Social Sciences, Philology and History, Mathematics and Natural Sciences and Applied Computer Science. The courses of study offered at the University of Augsburg result from the three main fields of research and teaching that determine the university's profile: cultural and social sciences, innovative technologies and teacher training. In the winter semester 2006/2007 about 16,000 students had been registered. In 2005 683 people were employed as scientific staff and 554 people belonged to the non-scientific staff members at the University of Augsburg.

The University of Gdansk is the largest institution of higher education in the Pomeranian region. It has nine departments which are biology, chemistry, economics, philology and history, mathematics with physics and informatics, social sciences, law and administration, management, biotechnology and additionally the Foreign Language Teacher Training College. In 2004 archeology was launched, in 2005 history of culture and in 2006 journalism and communication and soon there will be European studies, international relations and librarian studies. There are almost 32,000 students and 1,700 academic staff members.

The Vienna University of economics and business administration (WU) has a long history dating back to 1898, it was transformed into a "Hochschule" (university) in 1919, then called "Hochschule für Welthandel", focusing on international trade and banking. In 1975 it changed its name into "Wirtschaftsuniversität Wien", Vienna University of Economics and Business Administration. As this university is specialised on economics and business administration it has not such broad range of scientific subjects as the other two universities. Nevertheless today the WU has twelve different departments which are Marketing, Finance and Accounting, Management, Strategic Management and Innovation, Cross-border Business, Information Systems and Operations, Economics as well as Business, Employment and Social Security Law, Public Law and Tax Law, Social Science, Foreign Language Business Communication, Statistics and Mathematics. With the spin-off of the universities at the beginning of 2004, which meant a greater independence from the state, a concentration of teaching and research activities on management, business law and economics was decided. Other subjects like languages, history, sociology, statistics or mathematics are pursued within the context of business and economics degrees. At the WU in 2004/05 there were 20,629 students and in 2006 there were about 1,200 academic staff members and about 400 people in the administrative staff.

All three universities have started to implement the Bologna System with a three-stage higher education system, consisting of Bachelor (BA), Master (MA) and the doctoral degree (PHD). Up to now this system is not introduced for all subjects at the three universities and other examinations like diploma still coexist besides the Bologna type degrees.

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2.2 The academic career and social situation of women and men at the three universities

Looking at progress of women and men towards an academic career the situation at the three universities mirrors the finding of the national situation in the three countries and is also similar to each other: the share of women among first year students has exceeded 50% by now. At the WU women are over 50% of the first year students since 1998, at the University of Augsburg since 1996 and at the UG since an even longer time. Here women were 62% among first years in 2005/06.

This seems a good start and even if we consider that the high numbers of female first year students exists only for a period of about 10 years at some universities, they should have an effect on the number of graduates by now. However, already at this stage of the academic career first "losses" can be observed and the drop out of women during studies is higher than of men. At the WU among the diploma students who graduated in 2004/05 the percentage of women was 47% and at the University of Augsburg they are also still below 50%. Only at the UG women are a clear majority among postgraduates with a percentage higher than 60%. And the UG is also the only university in this comparison which has a percentage of women gain a PHD degree of 61% (2006). At the WU this number was only 33% in 2005 and at the University of Augsburg it also does not exceed 30%.

A short look at the field of study of women and men shows the very traditional gender pattern at the University of Augsburg with an under-representation of women in computer sciences and in some natural sciences and an under-representation of men in philological, historical, philosophical and social sciences. At the WU the changes of the last years because of the new university law seemed to have been for the advantage of women and the percentage of women on most scientific fields is at least 40% by now, with the exception of computer sciences. At the UG and because of the large majority of female students, women are the majority in most subjects, also with the exception of computer sciences where men are nearly 90% of the students.

If we look at the academic employees we can state that the participation of women is slowly rising. However, at the University of Augsburg women made up for merely 24.6% of scientific staff members in 2005. This is the lowest percentage at all three universities. In 2005 20 women (13.8%) and 125 men (86.2%) were professors at the University of Augsburg and the women's employment rate among the C4/W3 professorships (Grade-A-positions) was 11%. The women's professorial employment rate was highest at the department of humanities (Philological-Historical Science, Philosophical-Sociological Science, Catholic Theology, Law Studies) in 2005. The men's professorial employment rate was highest at the Department of Economics, the Department of Mathematics and Natural Science as well as the Department of Applied Computer Science. Another interesting feature is that of the 48.5% of the personnel who are civil servants in 2005 72.7% were men in comparison to only 27.3% women (civil servants in Germany have much more job and career security than public employees).

Different to the WU and UG the non-scientific staff consists to less than 50% of women (46.1%). But again there is a gender specific pattern in the hierarchy with most women in middle positions and men occupying 78.1% of the higher positions.

In Austria there is a legal obligation to rise the percentage of women on all fields and levels to at least 40% and the increase of female scientific personnel at the WU is in fact gradually approaching 40% with 36.89% in 2005/06. Other categories with relatively high percentages of female employees are projects with third-party funding (45.68% in 2006) and lecturers

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30.00% in 2006). Among the administrative personnel the share of women is traditionally high, but has gradually decreased since 1999 (78.12% women) to 2006 (70.42% women).

However, the distribution of the jobs at the WU still shows a clear glass ceiling effect. The higher the position the fewer women are to be found. The number of female professors has risen from 2.74 % of employed professors in 1999 to 9.49% in 2006 but on the whole this participation is still very low. The scientific fields in which women and men are employed show the same gender specific pattern as among the students with the lowest percentage of female employees in Information Systems and Operations with 8.65% in 2006 and the lowest percentage of male employees in Business Education with 27.74% in 2004.

At the UG we can also observe that despite the fact that there are so many qualified female graduates (over 60%) most women can be found in lower rank positions, such as assistant professors and lecturers. The percentage of female professors is 20% which is high in comparison with the University of Augsburg and the WU but low in comparison to the number of female students of female PHD graduates. Among the non-scientific personnel the share of women is traditionally high in Poland as well, but has also gradually decreased since some years. Women had been 73.75% in 2002 and are 70.60% of the non-scientific personnel in 2006.

Generally it was difficult to get any data on the income situation of women and men at the three universities. At the WU the available data from the annual Reports on the Status of Women at the WU (Frauenberichte) indicate that the number of women applying for grants is remarkably lower than the number of male applicants (this corresponds with the lower number of scientific female employees at the WU), but that the success rate of women is better than the success rate of men. Also the amount of money granted for female scientists is higher than that of their male colleagues.

At the University of Augsburg no accurate data could be found. Generally employees in Germany are assigned to different salary groups according to their education, professional career, age and partly according to their job performance.

At the UG data that could give us a clearer picture about the income of employees and career perspectives of women is not collected. The income of women and men at the University of Gdansk is calculated according to the Rules of Financial Management. Every employee earns a "basic salary" and an extra-hours salary. Extra-hours salary is given to the staff if employees take part in a recruitment process, monitors the student's professional practices, is a promoter or reviewer of PhD or supervises habilitation work. In this calculation there seems to be little or no gender bias. However, if a professor wants to do some research she or he has to apply for it within the university. It seems that there are no or little written regulations on this topic so that the decision making process is quite in-transparent.

So while in Austria and Germany the so called "leaky pipeline" with women getting less and less the higher the positions get, in Poland quite a few women are in science but if we look at the real powerful positions, also women in Poland face a glass ceiling. The reasons for the drop out of women from the academic career are not altogether clear yet, but as it seems they are manifold. One might be the still difficult social situation as to the compatibility of private or family life with a scientific career but then this compatibility is difficult in most areas of employment. And in Poland who has the highest percentage of women in a scientific career the traditional prejudice that a woman should stay at home with the child(ren) is strongest. At the same time scientific positions at universities are worst paid in Poland and many men drop the scientific career in favour of well paid jobs in private industry, mainly in the field of com-

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puter sciences and engineering. Generally there still seems to be a lack of incentives or stimulus as well as (too) many obstacles for women to pursue a scientific career. It might be an interesting subject for further studies to take a closer look at the motivation of men to keep up their scientific careers. It is doubtful if the fact that they more seldom have the responsibility to combine childcare with career ambitions is the only reason for their higher motivation.

2.3 Women in decision making positions

An important indicator for gender equality within organisations is the participation of women and men in decision making processes and boards. However, as many examples show, the participation of women or men is a necessary but not a sufficient indicator for the implementation of equal opportunities of women and men as there also needs to be a consciousness, the will and the power to accomplish this objective. Here we just look at the most important boards and positions of the universities and reduce our analysis on head resp. sex counting. A further analysis of power and decision making structures will follow in the chapter on the analysis of the budgeting process.

The academic board of the University of Gdansk consists of five leadership positions on the one hand (one Rector, three Pro-rectors and one Chancellor) and an academic Senate on the other hand. The top leadership position is held by the Rector, where as the Chancellor is the head of administration with high budgeting competence. Even so a small increase of women in higher positions can be observed over the years, the leadership positions are still held exclusively by men.

In 2006 when the new structure was already introduced at the WU half of the vice-rectors were women and one member of the five members of the University Board (Hochschulrat) was a woman. Looking at the members of the senate 16.67% were women, but none of the 12 department heads (=deans) was a woman. However, women in decision-making positions are mostly underrepresented as well, although an increase in the number of women in high positions is observable.

The situation at the University of Augsburg is quite similar. The university management board consists of five leadership positions, one rector/president, three vice-rectors and the head of administration, called chancellor. All of them have high budgeting competence. At the University of Augsburg these leadership positions are held exclusively by men. The academic senate consists of 30 members including the five leadership positions. Women make up for merely 26.6% of the members of the senate. In the other boards like the budgeting commission or the enlarged senate women are also in the minority.

So even so women are nowadays nearly half of the students in all three nations, and are gaining numbers among the graduates and PHD graduates, they do not have a strong voice in decision making processes and curriculum development. They are still faced with a glass ceiling which prevents them to get into high positions.

2.4 Availability and presentation of data

For a gender analysis of the situation of women and men at the three universities there is quite a bit of data at the WU, UG and the University of Augsburg. Still there needs to be a more systematic sex disaggregated collection of data. In the new European countries the guidelines of the European Commission proved very useful for starting data collection (e.g.

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for the European She figures). From these experiences it might make sense for the future that the EU collects more differentiated data on the situation of women and men in science in all member states. In this way the nations but also each university has a higher motivation to do thorough work. As to the aspect of gender budgeting, there could be some kind of interdependency between the collection of sex disaggregated data and the funding of projects at scientific organisations and universities.

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3. Policies, regulations and Instruments for the implementation of equal opportunities for women and men

The analysis of policies, regulations and instruments for the implantation of equal opportunities for women and men at the three universities showed that at the University of Augsburg in Germany and at the WU in Austria there exist already quite a lot of policies, regulations and instruments to improve equal opportunities for women and men. At the University of Gdansk (UG), however, a conscious handling with differences and discriminations because of sex has not yet begun. At the same time the UG has the highest percent of women on all levels but nevertheless a comparably low participation of women in Grade-A positions and in interviews (see chapter on the analysis of the budgeting process) male interview partners fear a "feminisation" of the university.

In Austria there is a federal approach to the topic of equal opportunities and gender mainstreaming at universities. However, the universities have a certain freedom to interpret and implement the national regulation which will be shown in the case of the WU. In Germany the federal system is dominant for the universities and each state (Bundesland) has its own regulations on equal opportunities and gender mainstreaming. Within the state of Bavaria where the University of Augsburg is located there are no fixed and measurable objective formulated by the state as to the advancement of equal opportunities or the implementation of gender mainstreaming. This is why each university may or may not introduce its own regulations.

3.1 Stakeholders and institutions for equal opportunities and gender mainstreaming at the three universities

No institutions for the promotion of equality and equal treatment exist at the Polish academies and there is neither an obligation nor will to create them at the moment. This is supported by an extreme right-wing government. However, more and more women at the universities become conscious of discriminatory practices and many hope for a change in government and for clear regulations from the EU. A start has been made by the foundation of a Scientific Group of Gender Studies at the University of Gdansk in 2005 where female and male feminist students and scientists found a place to act. For the future official post-graduate or interdisciplinary gender studies are planned.

At the WU the president/rector is an engaged supporter of gender equality and gender mainstreaming and he is the main stakeholder of equal opportunities at the moment. In Austria the university law (UG 2002) gives clear mandates which institutions have to be set up at the universities for the promotion of equal opportunities. There is a legal obligation to establish a Committee on Equal Treatment (WCET), an Arbitration Commission and a coordination unit at the university level. The Working Committee on Equal Treatment at the WU has an administrative support unit with 1 full-time staff. It turns out that it is impossible to fulfil all the tasks given to the WCET with the currently available resources. The tasks are broadly defined in the UG and the statutes of the WU add quite a list of additional tasks. Among these are e.g. appraisal of Curricula changes, provision of expertise in the implementation of Gender Mainstreaming at the WU or for criteria for the distribution of resources, surveillance of the compliance with regulations regarding equal treatment and consulting of university organs and persons in dealing with cases of sexist behaviour, sexual harassment and mobbing.

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A coordination unit with a sufficiently large staff, working under the guidance of the WCET, could perform these functions in the field of equality policies, equal treatment and affirmative action. However, contrary to the legal obligation the WU did not create such an institution. Additionally with the reorganisation of the WU according to the new law, an important sub commission of the Senate (then called *Universitätskollegium*), the Commission for Women in Research, ceased to exist. This commission had the task to advise the senate and the rector on the promotion of women in research at the WU. Both developments – the cancellation of the Commission for Women in Research and the missing coordination unit according to UG – can be interpreted as a step backwards in anchoring gender equality in the institutional framework of the WU.

The University of Augsburg succeeded to establish quite many supporters for equal opportunities on different levels and fields and the president of the university also supports the idea of equality. The main official person for equal opportunities is the women's representative whose tasks are stipulated in the statutes of the university. She is responsible for the scientific staff and the female students and is represented in most boards of the university. However, she is not in the management board. She has one scientific staff member who is the head of the women's bureau. Additionally she succeeded in establishing some women study projects at her chair where three scientific employees work on time-limited project positions. Apart from her there is one women's representative in each department. They are also only responsible for the scientific staff in their department. As is observed by the university members the status of the women's representatives of the departments is quite weak as they are often scientific employees on time-limited engagements.

The second official position for equal opportunities is the equal opportunities commissioner whose status is legally stipulated in the Bavarian law for equal opportunities for women and men. She is responsible for the non-scientific staff and her status is not very strong.

At the University of Augsburg the above mentioned stakeholders succeeded in establishing a network of "5 collective agents" ("5 kollektive Akteure"). This network consists of the following persons and boards:

- The university management board (Universitätsleitung)
- The Gender Mainstreaming Task Force (Project Team of the women's representative and her staff)
- The Gender Mainstreaming Steering Committee headed by a vice-president of the universities' management board who is called the gender mainstreaming representative. It consists of members and representatives of all status groups and is responsible for the provision of the required data for gender analyses.
- The Women's Advisory Council (Frauenbeirat) consists in equal shares of the women's representatives from each department, the representatives of female students and of other female employees of the faculty. Its duty is to promote equal opportunities at the respective departments and to support the women's representative of the university.
- The Equal Opportunities Committee (Gleichstellungsausschuss) has the duties to advise the senate in all questions which concern the implementation of affirmative action and the avoidance of disadvantages for female employees and female students. An additional duty is to advise the university management board in questions concerning the Bavarian Equal Opportunities Act.

This constellation of the 5 collective agents was introduced to spread and delegate the responsibility for the advancement of equal opportunities and gender mainstreaming on different people and different hierarchical levels within the organisation. The experiences show that this is a very good starting point. However, it also shows that the main responsibility re-

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mains with the women's representative and the equal opportunity commissioner, as the change in the organisational set-up and culture has only just begun.

3.2 Laws and regulations for gender equality and affirmations actions at the three universities

At the WU and the University of Augsburg the supporters of equal opportunities have a legal basis for their action on national, Länder (in Germany) and university level as the demand to implement gender equality is stipulated in laws and the statutes of the universities since many years.

On an operational level the University of Augsburg has a concept for the Advancement of Women and Equal Opportunities since 1998 which is updated every 3 years. The concept has a large variety of guidelines on how women should be promoted and the special situation of women – as the parent which generally has to carry much more than half of the responsibility for children – should not allow disadvantages for their careers. The concept focuses on the university as a whole as well as on each department to develop instruments to advance equal opportunities which have to be reported annually. By this means the senate audits and controls the effectiveness and efficiency of the concept on an annual basis.

In March 2004 the efforts were intensified by the "University of Augsburg's Concept for the Implementation Affirmative Action" which was developed by the women's representative and adopted by the university management board and the senate. All the planned and already active measures for equal opportunity programmes of the University of Augsburg are summarised under the name "The Gender Mainstreaming Complex at the University of Augsburg". On an operational level the gender mainstreaming complex includes:

- an open communication policy inside the university, within the scientific community and also on the political level,
- gender trainings to sensitise the university board and senior management at the university for a total quality management in regards to gender equality and equal opportunities policies,
- agreements on objectives between the ministry and the university, between the university and the departments, and between the university and the non-scientific personnel,
- an economic incentive scheme for research funding and the promotion of women: "Continuance instead of Exit" ("*Verbleib statt Ausstieg*")
- program for a combined planning for career and personal life - *KleVer* ("*Karriere und Lebensplanung verbinden*")
- A mentoring program – *ProMentora* ("*Programm Mentoring der Universität Augsburg*")
- child care initiative for employees – *IKBU* ("*Initiative Kinderbetreuung für Beschäftigte der Universität Augsburg*")
- The whole complex and its measures are evaluated in a scientific project in the year 2007.

Additional the University of Augsburg has a research project funded by the federal ministry on "Gender Mainstreaming at Universities – Report and Improvement" (*BMBF-Project: "Gender Mainstreaming an Hochschulen – Bilanzierung und Optimierung"*) and there is the close collaboration between the university and this EU project.

At the WU and in Austria one important legally binding target is a 40% target quota for women in public service in all functions and positions and employment groups (following a European target and as described in the analysis of national framework (WP 4)). Equality of

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men and women is one of the leading principles for the universities. Furthermore, gender equality and affirmative action are parts of the tasks of universities which they have to deliver in the frame of their sphere of action. Universities have to establish a working Committee on Equal Treatment (Arbeitskreis für Gleichbehandlungsfragen) and an Arbitration Commission (Schiedskommission).). Additionally, as a legal requirement, the WU has adopted an Affirmative Action Plan (AAP) which specifies that gender mainstreaming and a gender perspective has to be integrated in all decision making processes. It aims at the elimination of under representation, the prevention of disadvantages/discrimination, the improvement of work environment, information and the infrastructure.

With the UG 2002 new management instruments were introduced at the universities and it is a declared objective at the federal ministry level that affirmative action and gender aspects like the ones written down in the AAP at the WU are to be integrated in all these management instruments. At the WU this is not yet successfully completed:

- In the agreement on objectives, one of the most important instruments, of the rectorate with the University Board gender equality and affirmative action objectives are not yet included (at least not for the period until 2006).
- Performance agreements signed by the WU with the federal ministry (*Leistungsvereinbarung*) for the period 2007 - 2009 do not figure gender Equality and affirmative action among the strategic objectives. Only the chapter on social objectives contains affirmative action with one single measure.
- The development plan does not contain affirmative actions and gender equality.
- The personnel development plan contains one single line on gender equality and affirmative action, namely it lists both under the topics relevant for further educational and qualification activities of the WU, for both, scientific as well as administrative staff.
- The intellectual capital report – as required by law – contains a 2-page chapter on “Measures for promoting equal opportunities for men and women and affirmative actions for women, particularly with the purpose of increasing the percentage of females in management positions and among the academic staff” and remains within the minimum legal requirements. Most data in the intellectual capital report is sex disaggregated.

In Poland the only legal frame for gender equality is the discrimination prohibition in the recently introduced Ordinance of the UG Rector from January 2007. Following point: “IX. Equal treatment in employment” defines what it means direct and indirect discrimination, discriminatory indication, with special addition to discrimination based on sex:

“Discrimination based on sex means any unaccepted behaviour having the sexual character or related to the employee’s gender that aimed or resulted in a violation of this person dignity, humiliated or abused employee; this behaviour implicates physical, verbal or other than verbal elements (sexual harassment)” (Regulamin Pracy 2007, §38.6).

As far there is no “gender mainstreaming strategy” at the UG and no tools and measures planned and it is no intent to copy any legal or other measures from Western Europe countries, where equal opportunities and gender mainstreaming have started to be implemented.

3.3 Instruments for equal opportunities: Individual measures and gender studies/research at the three universities

Besides legal regulations for and within the universities on an organisational wide level, there are also individual measures to promote women and equal opportunities in science and gender is introduced in the fields of study and research. This, however, is up to now only true for the University of Augsburg and the WU. No affirmative actions for promoting women in sci-

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ence exist at the UG on an individual level or at the governmental level. Again the EU is the only institution at the UG which encouraged women to take part in projects within the framework programmes. As mentioned above the UG also has no official gender studies or gender research program but a Scientific Group of Gender Studies was founded in 2005 and post-graduate or interdisciplinary gender studies are planned. This concerns basically the Social Sciences Faculty, including Philosophy, Sociology, Polish Philology or Psychology. However, the support of male professors still is negligible and they even sometimes behave discriminatory.

At the University of Augsburg individual measures for the promotion of women in science are included in the "Gender mainstreaming complex" and cover e.g. mentoring programs, stipends, the funding of participation of female scientists at important conferences etc. At Augsburg, however, as at all other German universities all these measures are in danger of being ceased because of the lack of – money. Estimations say that up to 80% of all measures for the qualification of women in science in the last years had been covered by a federal state donation, the so called HWP-funding. This was stopped at the end of 2006 and consequences can already be felt in Augsburg. There are huge conflicts at the moment on who should pay for the mentoring program for women and the employment of scientific employees had to be reduced because the university did not want to take over the cost. From a gender budgeting perspective this casts a light on the huge impact of budgeting on the advancement of women in science.

At the WU there are also certain monetary and non-monetary individual support measures. These include individual stipends for qualification, mentoring programs as well as special events for the female scientific offspring. Especially the habilitation stipend contributes significantly to the higher qualification of women.

In the Affirmation Action Plan there are provisions to promote research activities of women. Furthermore, the share of women in teaching has to be brought to a level of 40% for every category. With that quota the WU is the only one of the three universities who names a measurable aim. However, there is no deadline for when the objective has to be achieved but it is a start. A special Austria wide fund for funding gender and women specific teaching courses has been abandoned with the university reform.

For gender studies and gender research the WU established a new research institute Gender and Diversity in Organizations in spring 2006. The institute offers a broad range of research and teaching activities. Women's and gender research has been grounded in many other fields at the WU as well, especially due to an informal network of female researchers at the WU, which promoted gender and feminist research by organizing lecture series and produce regular publications since the early 1990s.

At the University of Augsburg as in many other universities in Germany, women's and gender studies are so far mainly conducted in the social sciences. The women' representative supports a scientific approach to gender mainstreaming as a fundamental scientific field and a necessary supplement for the developments within the university. For her the combination of promotion of women, affirmative action, equal opportunities activities and scientific data basis is a prerequisite for doing a successful job and for achieving a sustainable stabilisation and continuation of gender mainstreaming at the university and beyond it.

In the Concept for the Advancement of Women and Equal Opportunities at the University of Augsburg it is explicitly stressed that gender studies should be integrated in all scientific fields and with the agreements on objectives from March 2007 many departments at least

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express their intent to include more gender aspects in their teaching and research. Time will show how much of the well meant aims will be realised as no measurable objectives are yet fixed in the agreements.

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4. Financing regulations and budgeting at the three universities

4.1 Stakeholders of budgeting at the three universities

In this part we took a look at the stakeholders of the budgeting process at the three universities. An important question is, if at least some people in charge for budgeting are among the supporters of equal opportunities. For the WU and the University of Augsburg we can answer that question on a very general level with yes. In both universities the rector/president and the management board/rectorate are the most powerful stakeholders of budgeting as stipulated in the statutes. At the same time gender mainstreaming and equal opportunities are also objectives written down in the statutes and the rector/president and the management board/rectorate as leading bodies of the organisation are also responsible for the implementation and enforcement of these aims.

If we take a closer look, the hierarchic order of the stakeholders for budgeting are pretty similar at the three universities. At the Vienna University of Economics and Business Administration (WU) the leading bodies of the university are the University Board (Hochschulrat¹), the rectorate, the rector, the senate and the department heads (= deans) and the department committee.

The university board at the WU is the supreme supervisory body, consisting of five people from outside the university. The rectorate at the WU currently comprises the rector who is the head of the rectorate and four vice-rectors, of which 2 are female. The rectorate formally has the main responsibility and competences concerning the administration in general and the budgeting in particular. The senate consists of representatives of the university professors, the academic staff, the administrative personnel and the students. At the moment it is headed by a women but the majority of members is male. The departments are governed by the department heads, the deans, who cooperate in the "council of the department heads" which is a meeting on a regular basis of the rector and members of the rectorate with the department heads.

At the University of Augsburg the list reads similar. The most important stakeholders at the University of Augsburg are the rector/president, the university management board (at the WU it is called rectorate), the senate, the university council (Hochschulrat), the Consilium Decanale (which may be compared with the council of department heads at the WU but is not officially stipulated in the statutes) and the department heads/deans and the department committee. The university management board at the University of Augsburg consists of the president and three vice-presidents and the head of administration (Kanzler). In this board there are no women, however, the gender mainstreaming representative is a member of this board. His position is not yet laid down in the statutes, however. In the Consilium Decanale which consists of the rector, the vice-rectors, the head of administration and the deans of all departments there is again no woman present at the moment. The senate consists of 20 men and 5 women. For the budgeting planning there is an additional committee which is a sub-committee of the senate, the budgeting commission which consists of 9 men and 3 women (status autumn 2006).

At the University of Gdansk (UG) the most important stakeholders is the management board of the university, which again consists of the rector, the pro-rectors, the chancellor/bursar

¹ The "Hochschulrat" is translated differently in the nations. The main point about this board is similar, however: this is a kind of controlling institution where people from outside the university are involved who have a quite powerful position within the universities' hierarchy.

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(head of administration), the senate's Commission to the Budgeting and Finance and the senate. The rector and the pro-rectors for Educational Matters, Scientific Matters, Development and Financial Matters, Student Matters and Educational matters are integrated in the council of rectors. The pro-rector for Educational Matters is the only woman among the (pro-) rectors. The Senate's Commission to the Budgeting and Finance consists of 13 people and is presided by a woman at the moment. The senate consists of 61 members including 17 women and 4 advisors including 1 woman.

The head counting within the most powerful boards for budgeting decisions clearly shows a massive under representation of women at all three universities. If the appeal in the statutes for the implementation of equal opportunities is enough so that the topic is considered as a cross-sectional task in budgeting planning will be discussed in the chapter on the analysis of the budgeting process.

4.2 Financing regulations and budget allocation at the three universities

The aim of analysing financing regulations and the allocation of budget within the three universities was to find out which regulations exist how they work in respect to the allocation of budgets and where there are starting points for the implementation of a gender budgeting or at least "windows of opportunity" to advance a gender sensible budgeting.

As a general finding we can state that only a small part of the overall budget of the universities is in fact at the free disposal for planning in a short term range. At least 60 to 80 percent are bound to personnel, so that the power over the personnel is also the power over the budget and the development of personnel needs to be one crucial point to improve gender equality at universities and, we might add, in science generally.

In respect to financing regulations big changes have taken place in the last years at all the universities and further changes are to be expected in the future.

In Austria e.g. since the new university law was introduced in 2002 (UG 2002) the universities became independent units and now can decide quite autonomously about how to distribute their budget. At the WU the budgeting provisions in the statutes only apply to about 2.3% of the total budget (in 2005 this was 1.6 m out of 74 m Euro). These are the funds, which the rectorate allocates directly to the departments. Concerning the allocation of the major part of the budget – about 40% of which is managed by the vice-rectors and almost 60% are personnel expenses – the statutes do not provide any regulations. For the funds allocated to the individual organisational units, the rectorate is required to adopt guidelines for budgeting, which have to contain especially the competences for the preparation, transmission and approval of the budget. However, up to now no such guidelines have been published at the WU.

Revenues of the WU	2004		2005		2006	
	total	in %	total	in %	total	in %
Revenues from the Ministry (global budget allocation)	61,92	79,0	61,9	74,7	58,93	77,1
Revenues from tuition fees	9,19	11,7	12,46	15,0	11,76	15,4
Revenue from advanced training activities (for 2006 scholarships are mentioned)	3,91	5,0	3,86	4,7	0,42	0,5
Own revenue and sponsoring (for 2006 revenue from research activities are mentioned)	0,2	0,3	0,72	0,9	1	1,3

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Other Revenues and reimbursements for costs	3,13	4,0	3,9	4,7	4,36	5,7
Total Revenues	78,35	100,0	82,84	100,0	76,47	100,0

2006 Budgetbeschluss (2004 und 2005 Jahresabschluss).

Source: 2004 and 2005: WU 2006a: 100; 2006: Nowotny 2005: 55, own calculations.

The decision making power at the WU for the budgeting for the university as a whole lies with the rector and the rectorate. The senate and its sub-commission on budgeting have lost power with the UG 2002. According to the new law the senate still has decision-making power with regard to the utilisation of tuition fees, however. The council of department heads (= deans) officially has only an advisory role in budgetary matters but seems to be de facto quite important for the budgetary process. Within the departments at the WU the decision-making power lies exclusively with the deans. The department conference has only an advisory role. If we look at who has the power over personnel, the biggest part of the budget, the most powerful persons are the rector and the pro-rectors whose tasks are stated, "the rector is the supreme supervisor of all university staff" (§ 23 (1) 5 UG 2002). Apart from them the deans of the departments have a lot of power over personnel as they decide "on the assignment of those personnel, which is at the department's disposal". The institute heads have the same authority on personnel for their institute.

At the University of Augsburg even a bigger part than at the WU is not at the disposal of negotiation within the university. About 90 percent is bound to personnel and other fixed expenditures. The remaining about 8% are called title group 73 (Titelgruppe 73). The part is free for negotiation and can be spend e.g. on research or the advancement of women. Up to now the course of the budgeting planning is fixed at the University of Augsburg and there are several guidelines in the statutes of the university and from the state of Bavaria which regulate the budgeting.

Revenues of the University of Augsburg								
	Cath.- Theol.	MNS	Physics & EKM	Applied Computer Science	Econom- ics	Law	Philos.- Sociol.	Philol.- Hist.
Inner university budget allocation (public funds, title group 73)	54.767	246.288	668.427	402.428	417.083	185.090	580.035	303.532
Tuition fees (estimated) ²	136.000	547.000 ³		555.000	1.310.000	730.000	1.720.000	1.355.000
Ratio tuition fees per title group 73	2.5	0.6		1.4	3.1	3.9	3.0	4.5
Third-party funds ⁴	52.300	609.200	2.259.000	528.900	799.000	85.600	932.000	1.005.000
Ratio third-party funds per title group 73	0.96	2.47	3.38	1.31	1.92	0.46	1.61	3.31
Total amounts (rounded)⁵	243.000	4.330.000		1,486,000	2.526.000	1.000.000	3.232.000	2.663.000

² Calculation of the data is based on students' equivalents in the next summer semester 2007 and for a period of one year.

³ Total amount of the Department of Mathematics and Natural Sciences (including Physics)

⁴ Average per annum (2000-2005).

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Data Source: University of Augsburg, 2000-2005. MNS = mathematics and natural sciences, philos. = philosophy, philol. = philological

The decision making power at the University of Augsburg for the budgeting for the university as a whole lies with the management board, consisting of the rector, the vice-rectors and the head of administration (Kanzler) officially. Within the departments the deans, the chairs and the deans of the institutes are the most powerful stakeholders.

At the University of Gdansk the financing of the university is very different from Augsburg and Vienna. Generally the teaching activities of the employees are paid by the Ministry of Science and Higher Education (Law about the Higher Education System, 2005) while research is paid by the Ministry of Science and Information (Rules of financing science, October 2004, Decree of the Ministries' Council, December 2006, Ministry's of Science and Information decree, August 2005). Regarding the budget for science and research there exist detailed criteria for granting academies such as dates, formulation of proposals, the way of ranking the public academies etc. However, all the rules might change because of the effectiveness discussion at the ministerial level.

Within the University of Gdansk the rector and the chancellor as head of administration and the senate are the most powerful persons/boards in regard to budgeting. It is the senate's role to decide upon spending and gaining funds (in general). However, also the faculties/departments have some freedom in this aspect. However, also the main accountant and the vice rector for development and finances are important stakeholders of budgeting planning (Rules of Financial Administration, 2005). Of the budget coming from the Ministry of Science and Higher Education 96.2% are spent on personnel. It is divided in proportions: 65% for the departments, 20% for administration, 13% for remaining organisational units and 2% for Rector's prizes. The 65% of donation to the departments is distributed between them on the basis of a fixed algorithm. However, these regulations are currently changing according to the guidelines provided by the Ministry of Science and Higher Education.

Revenues of the University of Gdansk	2003	2004	2005
I. Revenues from the operational activity	181,15	205,07	229,11
including:			
1. Teaching activity from:	156,88	181,02	205,86
a donation from the budget	97,19	117,38	133,01
b tuition fees	48,60	51,36	59,98
c other revenues	11,10	12,28	12,87
2. Science activity from:	22,10	22,02	20,39
a donations for the statutory activities	11,04	11,87	10,27
b for the realization of the research and target projects	8,30	7,06	6,34
c international non-returnable resources (European Union)	2,11	2,08	2,87
d sell of other research and development services	0,30	0,68	0,61
e for the maintenance of the special equipment	0,35	0,33	0,29
II Donations for investments	6,99	20,79	27,80
including:			
from the budget for teaching (MENiS)	5,00	15,00	10,50
from the budget for science (MNiI)	1,99	5,77	17,30
III Revenues of the student's material help fund	19,81	29,36	31,04

⁵ Because of the average sum of third-party-funds the total amounts per year can vary and are not exactly to describe

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including:			
budgetary donation	14,45	23,17	23,72
from the student hostels charges	5,07	5,81	6,89
others	0,28	0,38	0,43

Source: Dziobek Olga (2007). 3.8 PLN=1 Euro

One important feature is that tuition fees are in all three nations and consequently at all three universities something new (Austria and Germany) or have been significantly increased like in Poland. As can be seen in the tables above they may constitute a fairly high increase of income for the departments (like in Augsburg), if they are directly allocated to the departments. In Augsburg almost 2/3 of the income from the tuition fees end up with the departments. This can lead to a budget multiplication for teaching above all in case of those departments with a high number of students but a small allocation from the national budget. At the WU tuition fees are mainly used for the improvement of teaching. At the University of Gdansk they are centrally collected and re-distributed as all the other funding. The special Workplace Social Fund at the University of Gdansk does not exist in the other universities.

4.3 Special laws, treaties and agreements on budgeting promoting gender equality

One fundamental question of our SSA is if and how equal opportunities for women and men can be advanced in scientific organisations with the help of gender budgeting. To answer this question it is necessary to look how gender equality is considered in budgeting and how measures for the improvement of gender equality are financed within the universities.

Looking at the University of Augsburg there are quite a lot of special activities – as summarised in the “gender mainstreaming complex” this topic plus there are human resources which are “invested” in equal opportunities. In Augsburg the following expenses occurred for equal opportunities:

- communication policy within the university and the scientific community as well as on the political level: € 3.000 a year for printing and travel expenses which was paid by HWP and which in the future has to be paid by the women’s’ representatives budget
- One advanced training for the quality management concerning gender equality for the university’s senior management which are € 4.550 up to now and which was financed by the central funds of the university
- Agreements objectives which the university management and the departments agreed upon concerning equal opportunities: this module is basically considered to generate no expenses
- Agreements on Objectives for the Research Supporting Staff which in March 07 was still in a developing phase is also basically considered to generate no expenses
- Economic Incentive System for the Promotion of Women within Research: „Continuance Instead of Quitting“ (“Verbleib statt Ausstieg”): the required budget depends on the success of the departments. It is financed from the funds of the inner-university distribution of funds according to equal opportunity criteria. The amounts in 2007 will range between €750 and €12.750 per department.
- Programme for a Combined Planning of Career and Personal Life (Programm KLeVer = Karriere und Lebensplanung verbinden). This program does not have a fixed budget and no amounts are known to us. It had also been financed by HWP and it is hoped that the seminars will finance themselves via fees.

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- ProMentora (Mentoring Programme of the University of Augsburg / „Programm Mentoring der Universität Augsburg“) was also financed by HWP with ca. Euro 55.000 per year (including personnel cost). Future financing is still not clear.
 - The Child Care Initiative for Employees at the University of Augsburg - IKBU („Initiative Kinderbetreuung für Beschäftigte der Universität Augsburg“) costs about 126.350 Euro a year. The university funds it with 42,800 a year.
 - Evaluation of the „gender mainstreaming complex“ at the university: the costs for the employment of a scientific female staff member who works 75% of the standard working time was at first financed by funds of the HWP programme and since 2007 via mixed financing. 50% are financed by the ministry's allocations according to the equal opportunity criteria, 25% originate from the womens' commissioner's funds and 25% originate from central funds of the 'Kanzler'
 - Gender Mainstreaming Process Accompanying Measures for the years 2004 and 2005 amounted to 14.300 Euro and was financed by HWP. For the time being, there are no plans to continue.

As indicated above, the end of the academic and scientific programme “Equal Opportunities for Women in Research and Teaching” (HWP programme) at the end of 2006 poses a real problem for many measures for the advancement of women in science. This is also true e.g. for the mentoring program for women in natural science at the University of Augsburg. Estimations say that up to 80 percent of all advancement of women in science measures had been financed by this program.

At the WU the Affirmative Action Plan (AAP) is, among others, part of the annex of the Statutes. The AAP stipulates that in the course of budgeting and budget allocation the mandate for affirmative action of the Federal Equal Opportunities Act, the University Law 2002 (UG 2002) as well as the measures of the AAP have to be included as relevant aspects of budgetary planning and distribution. Further issues of the AAP concerning the budget are the obligations to collect gender-disaggregated data so that the status quo of the share of women receiving e.g. research funds, extraordinary endowments, funds for advanced training, or travel allowances is known. Additionally the wages of women and men at the university have to be made public and when scholarships for undergraduate students, for their doctoral studies or other financial promotions for studies are awarded, women have to be considered to their share of all undergraduate students and alumni respectively.

At the WU a similar incentive system as at the University of Augsburg is intended. The statutes further define that the rectorate provides these financial incentives to promote women by an indicator-based model for the allocation of resources. Qualifications like final degrees (doctoral degree) or habilitation should be used as criteria for such an incentive system. However, such a model is not used in practice (information by the rector). At the moment only in the course of the allocation of resources directly to departments (2.3% of the overall budget) the sex of the personnel is considered.

In Poland there is no legal obligation which includes budgeting in gender context. The only legal regulation concerns the discrimination prohibition but no affirmative action plans are prepared. According to the general opinion discrimination of women in Poland does not exist and the only reason these laws were introduced was the fact of joining European Union. However the society's consciousness is slowly changing and women and men start to articulate their resistance to unequal wages for women and men, the glass ceiling phenomenon and other discriminatory practices at the work place.

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As a quintessence of the comparison we can summarise that even so there are quite a few measures by now at least at the WU and the University of Augsburg, the overall budget of the universities employed for equal opportunities is still meek or – like at the University of Gdansk – there none at all. If the Universities do not succeed in implementing gender equality aspects in the new management instruments (new public management) there might even happen a recess from the status quo achieved so far. In Germany the restructuring of the universities towards more entrepreneurial structures is just taking place and at the same time the resources from the HWP-program are stopped. This is way fears are very real that successful instruments for the advancement of women in science like mentoring-programs will disappear with no compensation in any other field of action. At the WU many changes in the direction of an economisation and output-orientation have been introduced already with the new UG 2002. They show many new starting points for equal opportunities and the advancement of women in science. However, many of these aspects are not (yet) settled as a powerful instrument for gender equality and the system is not yet fully developed in respect to incentives or sanctions in case of non-compliance.

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5. The analysis of the budgeting process at the universities

As gender mainstreaming and gender budgeting are, among others, strategies for the development of organisations, it was an essential part of the project to observe the budgeting process within scientific organisations with the example of the three universities in Austria, Germany and Poland.

With the help of the process analysis we wanted to find out if and which gender-specific or gender-typical collective attitudes and behaviour patterns exist among the stakeholders for budgeting and for equal opportunities. We also wanted to find out if there are basic mindsets towards gender equality and gender budgeting as an instrument to achieve equal opportunities for women and men. Furthermore, we wanted to find out how the budgeting process works with respect to criteria such as democratic structures or transparency concerning decision making and power relations. Apart from the budgeting process itself we looked at the process of negotiating equal opportunity measures and its influences on budgeting.

The analysis showed that the process of negotiating future equal opportunity measures is at a critical point in all three countries even so the background and the conditions are very different. With a rising economisation of the universities New Public management instrument have been implemented at the University of Augsburg and the WU and the University of Gdansk is at the edge of introducing them in order to improve its effectiveness. At the University of Augsburg the new Bavarian university law of 2003 requires these changes and at the WU a new university law was introduced in 2002 (UG 2002). This special situation allows the supporters for equal opportunities to formulate new or additional objectives with the aim of improving the situation of women in science and changing the organisational culture in the scientific organisations towards gender mainstreaming. If this is successful and if gender mainstreaming and gender budgeting can be introduced on a broad level still remains to be seen.

Generally a concentration of power within the universities' structures can be observed which tend to be similar to private enterprises. The positions of the rector/president and the management board/rectorate of the universities are strengthened while at the same time the senate of the universities loses influence. The senate of all three universities is seen, however, as the board or organ which represents the democratic structure of the universities best as all different groups of the university (professors, students, teaching personnel and often the non-scientific employees and in Augsburg also the women's representative) are included. The hierarchic structure may be an advantage for the improvement of gender equality (top down) but if there are no clear and measurable regulations for the decision making process and the objective which are to be achieved, it also implies the danger that the issue can be dropped much easier than before.

As an interesting observation it can be stated the analysis of the budgeting process was generally handled with quite a lot of reluctance and reservation from the universities because of the restructuring processes at hand but also because the questions aimed at the actual power and decision making structures.

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5.1 The official and informal budgeting planning process at the three universities

Even so the budgeting planning process was articulated earlier in the report at certain stages, it will be presented here again to accentuate the differences between the official and the informal processes. This is important because in the process of analysis it became clear that informal processes played a big role in the budgeting planning process in all three universities.

The most open communication about the budgeting planning process was possible at the University of Augsburg. Here the budgeting process is officially and legally structured in this order: First the university management board consisting of the president, the three vice-presidents and the head of administration (Kanzler) decides on a budget plan. This plan then goes to the budgeting commission. This is a sub-commission of the senate which means all groups of the university are present including the women's representative but excluding the equal opportunity commissioner. All interview partners and our observation showed that in the budgeting commission there is room for earnest discussions on items of the budgeting planning, however, changes are seldom revolutionary. The budgeting plan then goes back to the university management board with a statement of the budgeting commission. The management board takes the recommendations of the budgeting commission very serious. After adjusting changes if necessary, the budgeting plan goes to the senate for its final adoption. The senate itself does not again discuss any items of the planning. This is seen as not necessary as the budgeting commission consist of members of the senate. In the senate there are representatives from all groups of the university, such as professors, students, personnel committee, scientific and non-scientific personnel and also the women's representative which is why this board is perceived as the most democratic one

Apart from this official structure there is an informal course which includes one more board, the Consilium Decanale, which consist of the deans of all departments and the members of the university management board. This board belongs to the academic unit of the university (in difference to the administrative support unit) and it is involved in the budgeting planning at a very early state and way before the budgeting commission is discussing the planning. This board is perceived as very powerful by all interview partners. During our research it did not get altogether clear why the Consilium Decanale is not stipulated in the university's statutes. Within the Consilium Decanale the deans of departments which have a big budget, including also third-party funding, are more powerful than deans of departments which receive only a small part of the public funding and only little third party funding. The departments distribute the funds they were allocated within the legal provisions in their sole responsibility and the process of allocation is sometimes more transparent sometimes less. Powerful persons are the deans but also the heads of institutes and often also the students (e.g. in regard to the tuition fees).

Nowadays the women's representative is an official member of the budgeting commission and the senate but according to her own evaluation, she does not have much official power. She is mainly dependent on informal networks which are, however, not sustainable and depend on single persons. The equal opportunities commissioner is officially not involved in any of the boards.

The future changes because of the new university law in Bavaria will reduce the power of the senate and consequently of its sub-commission on budgeting in favour of an enlarged university management board. However, the interview partners all want to keep the budgeting

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commission to have some kind of democratic board in the discussion of the budget. At the same time the university council (Hochschulrat) with people from outside the university will gain power, also concerning budgeting decisions. The Consilium Decanale will not be established as a new board.

In the Austrian university system the University Law 2002 (UG 2002) caused profound changes, which is also true for the WU. With the spin-off of the universities at the beginning of 2004 many competences concerning decision making and budgeting were transferred from the level of the Ministry for Education, Science and Arts to the level of the universities. The universities became independent legal entities receiving a „global budget“ from the ministry henceforth. Controlling is now based on New Public Management instruments, mainly on performance agreements which include agreements on objectives. The universities are entitled to dispose freely of the funds and the statutes (Satzung) of the WU do not provide any accurate provisions for the process of budgeting inside the university.

The official budgeting planning process consists of two steps only: first the rectorate and the rector, who are the most important actors in the budget planning process, allocate the global budget within the university. The rectorate officially has the main responsibility and competences concerning the administration in general and the budget in particular. According to the statute of the WU, the rectorate has to issue guidelines for drawing up the budget which regulate the responsibilities concerning the competences in regard to the allocation and approval of the budget in respect to the organisational units. The rules of procedures of the rectorate (Geschäftsordnung des Rektorats) lay down that economic issues are within the competences of the vice-rector of finances and the members of the rectorate affected by the issue within the limits of authorization conferred by the rectorate. The competences of the vice-rector of financial affairs comprise financial management, controlling and internal revision. At the WU this vice-rector is a woman at the moment. The responsibility of the senate concerning the budget is – as mentioned above – restricted and reduced by UG 2002 to defining the categories for the expenditure of the tuition fees.

In a second step the departments distribute the budget within their unit. Within the departments, the deans are entitled to negotiate with the rectorate about the budget in terms of negotiating about the agreements on objectives (Zielvereinbarungen). Within the departments they discuss with the members of the department the agreements on objectives for research and teaching. The deans are responsible for the distribution of the budget, the consumables and the material as well as the provided rooms. As at the University of Augsburg, the processes within the departments are varying in regard to transparency, participation and mode of decision making. Some departments allocate the budget in a very transparent and consensual way, some are organised hierarchic and in a top-down process while others are decentralised organised. At the WU the organisational development of the departments are in a crucial stage right now because the position and significance of the deans after the introduction of UG 2002 is not definitive and fully developed yet. However, the significance of the department heads for the decision-making process within the university is already an important one and will probably be growing in the future.

At the WU the university board (called university council (Hochschulrat at the University of Augsburg) was introduced as a powerful institution with the UG 2002. It consists of 5 people of which 2 or 3 persons are from within and 2 or 3 persons are from outside the university. The university board is informed in detail about the budget and it is presented to them in a meeting and discussed afterwards. Regarding the university board and its involvement in the decision making process at the university the informal dimension is very important as well.

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Generally there is no given time schedule for the allocation as the guidelines for drawing up the budget are not passed yet. There is no formal stipulated procedure of the budget. However, the rector and the rectorate are aware that they are dependent on the support of the other bodies and actors of the university concerning the implementation of the new structure and instruments. So the decision making process can be described as a rather deliberative process with a strong influence of the rector and the rectorate regarding the formulation of the problems and the solutions.

Apart from this informal structures are important. It is crucial for all actors who want to have an influence on the decision-making to be involved in informal structures meaning that they are provided with informal information and that they are included in the actual decision making processes. On grounds of the facts described above, the informal structures of decision making are of major importance for the decision-making process at the WU. Informal contacts are used to distribute information, to lobby and to solve problems and critical issues. Often if critical points are to be agreed on in a meeting, these points are already discussed beforehand. As the informal structures are also of great importance for the budgeting planning process, it is important for the actors who want to have an influence on budgeting to be included in this process, to be provided with informal information and to actively be involved in this process. Informal structures are also used by the Working Committee on Equal Treatment (Arbeitskreis für Gleichbehandlungsfragen) as many persons asking for help do not want their case reported. However, the Working Committee does not have any influence on the budgeting process.

At the University of Gdansk (UG) the analysis of the budgeting process was very difficult as many of the most important stakeholders of budgeting refused an interview. The reason for this was that not all theoretical assumptions resulting from the internal documents and structure of University of Gdansk are implemented in reality. Additional there is an ongoing process of lustration – which is how the establishing of former communist secret police agents is called – and the staff of UG is caught in this process somehow. That is why some important interviewees were reluctant or afraid to give straightforward answers, most of the interviews were not allowed to be taped and some names of the interviewees had to be kept secret.

As in Austria also in Poland the universities are independent units and their budget is based on a financial plan (the word budget is not used at the University of Gdansk) which is done by the Office of Economic Analyses and Controlling within the UG. The formal budgeting planning process is: there are two donations per year from the Ministry of Scientific Education which is the great majority of the financial means of the University of Gdansk basically based on the financial plan (about 70% of the money is bound by personnel). The plan is then evaluated by the heads of units, including the deans. When all amendments are added the budget plan is verified by the accountant and the rector for development and finances. Then the plan goes to the rector, who presents it to the Senate's Commission to the Budgeting and Finance. There are 13 members of this board which are the deans of the 9 departments and one Foreign Languages Unit, the manager of Library, the director of the Foreign Languages Teacher College and the vice director of the Sport Unit. Additionally and only with advisory voice there are two trade unions representatives and, without voice, the representative of PhD students and 2 representatives of Student's Parliament. If the committee accepts the plan there are no more amendments. Rarely the committee makes changes, but not revolutionary ones. Then all senators get a copy at least one week before the session. The last step is a multimedia presentation of the plan for the Senate. According to the Rules of Financial Administration of UG (Zasady Gospodarki Finansowej UG) the senate specifies how funds will be divided and what types of activities will be financed as well as which units will be entitled to funds. This session has to be attended by the accountant and the supervisor of the office of economic analyses and controlling, but they only have advisory rights.

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After the financial plan is passed by the senate, the organisational units are obliged to implement their tasks.

If we compare the formal process with what is happening in reality, we can observe that the main accountant and the supervisor of the office of economic analyses and controlling should have, according to the structure of University of Gdansk, quite a lot of power on the decision making process of budgeting. However both clearly state in the interviews that this is not so. And both persons are female. The accountant says that although the whole accounting is in her hands she has very little decision making power. She stressed several times that she is only a provider of data for financial plan and that all decision have to be accepted by the senate. The supervisor of the office of economic analyses and controlling also stressed that even so she is responsible for the financial plan, she has no decision making power. Additional as for gender equality she gives a simple answer: there is none. Women work and prepare the plan and men are the ones who decide. She calls this "the Polish cultural norm."

The senate is perceived as the most important collective organ at the University of Gdansk certifying financial decisions. In the current senate there are 19 women and 46 men. However, the major decisions are made by the rector who is also the head of the senate. Within the departments the deans are responsible for the allocation of budgets. The directors of institutes within the departments there are in charge of the property and finances of their institutes. However in decision making situations they have to consult the rector and senate.

5.2 The impact of equal opportunities and gender mainstreaming on the budgeting planning process

To get an idea if and when equal opportunities have an impact on the budgeting planning process we analysed who officially represented equal opportunity aspects in the budgeting planning process.

Gender mainstreaming and equal opportunities are leading ideas of the University of Augsburg. If we take a closer look the representation of equal opportunities in the budgeting planning process is relatively good, but often depends on informal networks more than on official power structures. In the first and crucial phase of planning the budget, no women is present at the University of Augsburg as the university management board and the – informal – Consilium Decanale has only male members at the moment. But as the gender mainstreaming representative is always a member of the university management board, there is at least one person in this first phase of budgeting planning who may remind the board to keep equal opportunity aspects in mind. As the president also is a supporter of equal opportunities a top down motivation is given. A critical point is that the sustainability of this structure is not secured as the presidents has no real obligation to support equal opportunities and if he changes the support might change as well and the gender mainstreaming representative as also not yet officially established.

Within the budgeting commission, the second important board for budgeting, there are about 20% women and the women's representative also is an official member. Women are represented in the budgeting commission by about 20%. According to her own evaluation the official influence of the women's representative on budgeting decisions is small. Her real influence results from informal networks. Within the departments women are still a minority in high positions. There is no female dean at the moment and the number of female professors is also quite small. As a consequence the influence of women on budgeting decisions within

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the departments is also quite small. Additionally the women's representatives of the departments do not have much power.

Besides the official support of equal opportunities through the president and the participation of equal opportunity representatives the aim of gender equality is also supported with formula based budgets and – since 2007 – with agreements on objectives. However, the budget for equal opportunities in the formula based budget is marginal and the agreements on objectives have nearly no real objectives in the sense measurable aims.⁶

At the WU, according to the AAP, the principle of equal opportunities also has to be implemented in all policies including the development of human resources, research and teaching as well as the distribution of resources. Especially leading bodies are bound to this principle. However, the only official board or institution to support equal opportunities at the WU is the Working Committee on Equal Treatment (WCET). It has the right to make proposals on the criteria for the allocation of the budget. Nevertheless, concerning the consideration of equal opportunities within the budget process it has only marginal influence. At the same time the WCET is not included in the informal ways of decision-making.

According to UG 2002 there should be a coordination unit which is supposed to coordinate the tasks of equality policies, equal treatment and gender research. This is, however, not (yet) established. Instead an academic unit for the purpose of gender research was installed.

The most powerful actors in the budgeting planning process as well as the most powerful stakeholders and supporters of equal opportunities at the WU are the rector and the rectorate. This seems to be the perfect match as it follows the top down strategy of gender mainstreaming. Especially as the rector has a strong voice in all matters concerning personnel where there is the biggest part of the budget and where there is a real scope for negotiations. He also supports affirmative actions and gender research and is very engaged in this regard. It is one of his objectives to increase the proportion of women on all levels of the scientific personnel. Also the vice-rector of finances is ascribed to be quite sensible regarding the advancement of women. Her attitude towards using the budget as an instrument for the promotion of women is quite positive. Generally it can be said that the rector and the rectorate take a firm standing in this regard and do not avoid putting unpopular measures on the agenda concerning equal opportunities. However, as the consideration of equal opportunities is only one of many tasks of the rector or the rectorate there are doubts as to the sustainability of their engagement.

Regarding the distribution of money among fe/male members of the rectorate, there seems to a gender bias as the female members are responsible for the smaller parts of the budgets as the vice-rector of research, international affairs and external relations and of the vice-rector of financial affairs are female.

At the WU equal opportunity aspects are nowadays also included in New Public Management instruments like agreements on objectives or formula based budgets which have a big influence on the budget. However, the impact of equal opportunity aspects on this instruments and on the whole budgeting process remains marginal.

⁶ Generally objectives are supposed to be "SMART" (specific, measurable, attainable, realistic, testable) and "PURE" (positively stated, understood, relevant, ethical) and there needs to be fixed date until which a certain aim has to be reached.

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At the University of Gdansk equal opportunities are not even mentioned in connection with budgeting and most (male) persons in leading positions have no consciousness for the fact that there is a gender bias in e.g. decision making processes. On being questioned the male rector on educational matters says that there is no discussion about gender equality in decision making or financial matters as this is in the responsibility of the senate, which consists of men mostly. Besides the rector stressed there is no purpose in creating a separate unit dealing only with gender equality either neither on the level of the students nor on the level of the staff. He perceives gender equality as necessary to obtaining European donations as the EU stresses equal opportunities but does not think there is any conviction behind it from the University of Gdansk. However, if there are worthy actions in this area they are financed by the rector the same way as other scientific initiatives. Nevertheless he admits that if not for women and their profound dedication and motivation, very little could be achieved, and effective and professional managing of University of Gdansk would not be possible. For the future he estimates an increase of female directors or deans possible, but the level of rectors will remain the domain of men.

A director of an institute thinks it unthinkable to base decision of funding for e.g. a publication on the question of the sex of the author. He also stresses that there is no need for affirmative action for women as in his opinion the University of Gdansk is in the process of feminization anyway. From the report it seems that he evaluates this as negative. Both the main accountant and the supervisor of the office of economic analyses and controlling, however, clearly see a gender bias as women do the basic work not only for budgeting and men make the decisions.

5.3 Typical conflicts in the budgeting process

Even so equal opportunity measures play only a marginal role in the universities structures or the budget it is striking that all measures concerning this topic tend to start with a lot of conflicts. This proved true at the WU as well as at the University of Augsburg. The only reason it is not true for the University of Gdansk presumably is that they have no equal opportunity measures at all. Here again it seems to be very important that there is a clear support of equal opportunities from the management of the university. However, the problem with a top-down process is that it is not sure if the measures and initiatives are supported by the persons subjected to the hierarchy and it is not granted that the process is a sustainable one if no bottom-up processes are motivated at the same time.

Conflicts about the budget at the University of Augsburg first of all arise – as every were else – because the needs are higher than the offers and the money from the state funding is always too little. Most of this money is need for personnel (about 70 - 80%) and the part of the budget which is negotiable (about 10%) mainly goes to the departments. Conflicts also often arise between the departments. Big departments with a lot of money tend to get even more – also with the incentive systems of the state of Bavaria and within the university – and smaller departments have to fight for not being reduced further. Generally the departments with a lot of money are the ones with fewer women among the professional staff and the students.

Tuition fees which start in 2007 are a huge amount and could change the power distribution between the departments. This is one area of conflict. Another is that the deans want the tuition fees at their free disposal, the students want them for the improvement of their facilities and the women's representative wants a part of the money to advance female students in their academic career. Up to now no agreements are reached on behalf of equal opportunities.

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Until recently there was a conflict about the money which the university got from the Bavarian state for its efforts to improve gender equality. This money was given to the deans who used it for whatever was at hand. Only lately a resolution was passed that this money has to be reinvested in measures for the advancement of women in science. Another area of conflict is the incentive system within the university which should serve to support the academic career of women. However, this amount is so small that no real conflicts arise any more.

More important is the conflict, or better, the discussion about what is “real” excellence. There exists a very widespread belief that excellent science is only possible if the scientist sees her or his job as a mission or vocation and not so much as “just” a profession. This does not have a direct influence on budgeting planning but it has an enormous impact on the development of personnel and on measures to advance equal opportunities in science. And it reveals an organisational culture or belief which disadvantages people who want to structure their career in a balanced way between work and out of work activities (be it children, sports or whatever).

Another point which is not a conflict in the original sense but produces conflicts is the shortage of communication between the official supporters of equal opportunities. As they come from very different backgrounds and as their position in every day work is very different there seems to be a bigger need for exchange and discussion on common objectives for equal opportunities within the departments, the scientific and non-scientific personnel and the university as a whole than is available at the moment.

The WU is in the middle of a transformation process where structures are reorganised and positions are not consolidated. Yet typical conflicts seem quite fundamental and will not be surpassed by the new law. One is again that there is always too little money for too many requests. Another refers to all alterations in connection with personnel which are perceived to be critical issues. At the WU e.g. the fact that a professorship was related to gender studies started an intensive debate as the legitimacy of gender studies in the field of management was heavily disputed.

Further more the dedication of money to the promotion of equal opportunities and the enhancement of women has always met strong disapproval among some of the professors. The spending of the tuition fees, which were introduced 2006 and which is a considerable share of the overall budget, is a critical issue as well.

Another conflict which does not show open but which produces discomfort is the fact the coordinating unit for equal opportunity affairs has not been established (yet) at the WU. Professors and students alike do not understand why such an important unit which would support the sustainability of the process for gender equality has not been established. They doubt if the implementation of gender mainstreaming can be done in a systematic way and based on the findings of gender research if no continuous support and expertise is involved.

At the University of Gdansk typical conflicts on budgeting arise because of several problems. One is that the universities are generally underfinanced and the donations of the state are often unpredictable as to the amount and the time. That is why it is necessary to get additional funding for example from European projects. Tuition fees also play an important role in the budgeting of the UG. However, students can only be charged for evening classes with tuition fees (not regular students). So the UG e.g. often takes more evening students than they even have rooms for. An accurate financial planning is very difficult on behalf of the unpredictability of the state donations and the decrease in the numbers of students

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A vice dean sees problems in the extreme power of the rector and the deans. From his experience the deans make their decisions according to their own rules and not in a democratic or transparent way. Further more awards from the Minister of National Education which are decided on by the council of the department seem not to be distributed on grounds of merit, but informal contacts and connections. This is supported by a director of an institute who says conflicts arise because of the in-transparent distribution of funds and donations which obviously are based on informal relationships.

Additional and in contrast to some common opinions, the vice dean is deeply sceptical about the democratic basis of the decision making procedure in the financial sphere and doubts the democratic level of the senate.

Another conflict as stated by a director of an institute is the decentralisation of finances. He sees an advantage as money which is available for statute activities is clearly defined and every director knows how much there is. A disadvantage is that the departments and institutes compete against each other like they where private enterprises. A consequence is e.g. that they have to pay rent for rooms to another units which makes bureaucracy even worse.

Even so women have very little power in the budgeting planning process at the University of Gdansk this is not yet an open or wide spread conflict and in the interviews only the (female) supervisor of the office of economic analyses and controlling and a (male) representative of the students articulate that action and activities are needed in this respect.

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6. Conclusion

As the analyses of the actual situation and of the budgeting process at the universities reveal, equal opportunity measures and gender mainstreaming aspects have only a marginal influence on the budget as a whole and at the process of budgeting planning. Further more the amounts used for instruments and measures for gender equality are still minimal. At the same time the supporters for equal opportunities are either not powerful or they are not very much engaged in reaching equal opportunities for women and men at their university. Contrariwise the impact of budgeting on equal opportunities is extremely high. A good example for the power of budgeting can be seen in Germany with the end of the HWP program which might mean a reduction of measures for the advancement of women in science to up to 80 percent. However up to now there exists no complete evaluation of the measures funded by HWP and their effects on the advancement of women in science.

The universities are at a crucial stage in all three nations and in the three universities. A lot of changes are at hand which are mainly motivated by a stronger international competition between the scientific organisations and an increasing focusing on output-orientation of these organisations. One result of this process is that the meaning of excellent science is more and more reduced to output oriented products. Another result is that New Public Management Instruments were or will be implemented in universities. These instruments focus in many ways on a purposeful allocation of financial means to achieve clear defined objectives. This can be one possible anchor or starting point for the improvement of equal opportunities for women and men. However, up to now there is a fundamental lack of measurable – quantitative and qualitative – objectives for equal opportunities in science. Further more indicators need to be developed which allow a comparison of the universities on a European level. These indicators are supposed to describe the situation of women and men in science and the achievement of objectives (output and outcome).

The analysis of the budgeting process showed that informal networks play a crucial role at universities, especially in budgeting planning on all levels. However, many studies highlight the fact, that informal structures and networks are a disadvantage for the promoting of equal opportunities for women and men. One reason is that there are no female networks (yet) which are as strong as the “old boy’s networks”. Another reason is that generally there are not enough women in high positions yet to have a big influence – and this is also true in scientific communities. Further informal power structures can not be controlled. This means that they are always to a certain level arbitrary. As the implementation of equal opportunities for women and men in scientific organisations is not yet common sense to everybody and on all levels, a sustainable procedure can not be build on informal agreements and networks.

To improve the budgeting planning process for equal opportunities process indicators are needed which allow measuring the consideration of gender equality in the budgeting planning process. These can be used by scientific organisations which are quite advanced in their gender equality policies as well as by scientific organisations which just start on this topic. Further more special instruments and measures need to be developed which allow adapting gender budgeting to the organisation.

Another important result of the analyses was that the “leaking pipeline” for women in high scientific positions is not just a question of time or demography, as can be shown with the example of Poland. The participation of women in science in Poland is very high since a long time. Therefore the typical shape of a “pyramid” which shows the over-representation of women at the start and under-representation of women in top positions at the universities,

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will not automatically mean that increasing numbers of women at the “bottom” of the pyramid will gradually move upwards in the future. To achieve this affirmative actions are necessary which embrace the facts but there is also a need to include a more general discussion and change of the organisational set-up and the organisational culture as this all taken together seems to discourage and disadvantage scientific women.

To improve the situation of women and men at universities and to achieve changes towards a better participation of women and to integrate gender equality aspects and gender mainstreaming in the scientific organisation it is necessary to act on different levels:

- The will to create gender equality and implement gender mainstreaming needs to be stipulated in the statutes of the organisation and must be mediated by the top management in a creditable way. At the same time the process needs to be supported by bottom-up movement.
- There needs to be representatives who are able and have the time, the power and the budget to act on an organisational wide level and on the level of the departments on behalf of the academic as well as the non-academic personnel and the students.
- There needs to be an open discussion on the question of excellence: what is it, for whom is it and what do scientists need to become excellent (e.g. do women need different support to men etc.)
- There needs to be an open discussion on the question of gender mainstreaming: what is it in a scientific context, for whom and who has to do what?
- There needs to be a proper budget for personnel and material expenses to allow action.

Apart from the management instruments mentioned already (formula based budgeting, individual measures for the advancement of women in science, agreements on objectives) there could be a focus on the directives for employment, academic appointment and tenure track procedures. And evaluation of teachings could be another important instrument as it constitutes an impact analysis and could measure the achievement of objectives in the context of teaching, which is an important aspect for a university. Further more it needs to be researched if women need e.g. a different climate of learning. This could be lectures with less people, more tutorials, no standardised multiple choice tests, less anonymous studying conditions, a more thorough information about the subject they intent to study etc. Simultaneously the aspect of quality assurance within the university needs to be tied to gender equality and affirmative action programmes. Last but not least, the inclusion of men and a basic change in the male dominated organisational culture of these – and most others – universities needs to be achieved. For all this financial means are necessary which once again makes clear that budgeting is indeed an important instrument for the promotion of equal opportunities.

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Abbreviations

AK (Arbeitskreis für Gleichbehandlungsfragen) – Equal Opportunities Working Group
BMBWK (Bundesministerium für Bildung, Wissenschaft und Kunst) – Ministry of Education, Science and Art
ÖH (Österreichische Hochschülerschaft) – Austrians Student's Body
UG (Universitätsgesetz) – University Law
VR (Vizekanzler) - vice-rector

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