

Work Package 8

**Analysis of the situation of women and men at
the University of Augsburg**

Germany

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GB_budgeting

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0. Content of the Analysis of the situation of women and men at the universities

The objective of this workpackage is to show the situation of women and men at the three co-operating universities (Augsburg, Gdansk and Vienna University of Economics and Business Administration). We will first analyse the situation of all women and men at these universities considering all groups of employees (non-scientific as well as scientific staff and students assistants). Further more the situation of the students is presented according to their sex and in respect to their distribution among the different departments. A focus is also on the change in distribution over time and according to their level within the scientific career, clearly showing a leaky pipeline for women the higher the positions get (this phenomenon is also called "gender pyramid"). As far as data was available we also tried to describe the income situation considering criteria like sex and the hierarchic level. Further more an evaluation is made as to the use of the present data available to draw a sex disaggregated picture of the whole situation at each of the three universities. Further more an evaluation was the available data was made as to its sex disaggregating and its use to describe the situation of women and men at each of the three universities.

In the second part of the analysis we explore the situation in each of the three universities in respect to gender equality, orientation towards equal opportunities for women and men and the progress which may have been made in regard to the implementation of strategies for gender equality and/or gender mainstreaming. This chapter clearly shows big differences between the three countries resp. the three universities as the status and climate towards gender equality is very diverse in the three countries. At the University of Augsburg e.g. the process of gender mainstreaming is going on since quite a few years while at the University of Gdansk the discussion of the topic has only just begun.

Another topic of the analysis focuses on the question of the distribution and allocation of budget within the universities. This includes a description of the legal framework along which the universities have to act as well as inner-university guidelines for the allocation of budgets. Further more the important stakeholders (persons and boards) of the budgeting planning process and their power and decision making positions are analysed. This is of course always embedded in the national framework which is obligatory for each university, (this information was researched in the analysis of the national frameworks, Erbe 2006, WP 4).

Additionally the over all budget of the universities and its distribution as to revenues and expenditures is described. As far as data was available we distinguish the monetary amounts according to departments (e.g. public money, third party funding or tuition fees) and analysed the mechanisms and guidelines according to which the allocation of budgets takes place.

1. The situation of women and men at the University of Augsburg

The University of Augsburg has been founded in 1970 as the result of an attempt to provide all regions of the Free State of Bavaria with universities. The first department established at the University of Augsburg was the Department of Business Administration and Economics which had been founded in 1970. Ever since its foundation, the university has been committed to reform, so that by 2003 the University of Augsburg had seven departments:

- Department of Business Administration and Economics (founded 1970)
- Department of Law (founded 1971)
- Department of Theology (founded 1971)
- Department of Philosophy and Social Sciences (founded 1972)
- Department of Philology and History (founded 1972)
- Department of Mathematics and Natural Sciences (founded 1981) and
- Department of Applied Computer Science (founded 2003).

Each department makes efforts to develop new teaching forms in order to intensify and accelerate the learning process. 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.

The University of Augsburg maintains close partnership with the Universities of Pittsburgh (USA), Osijek (Croatia), Iasi (Romania) and Chabarowsk (Russia). In addition, it has cooperation agreements with over forty universities in Europe, Asia, South Africa, North America and Latin America.

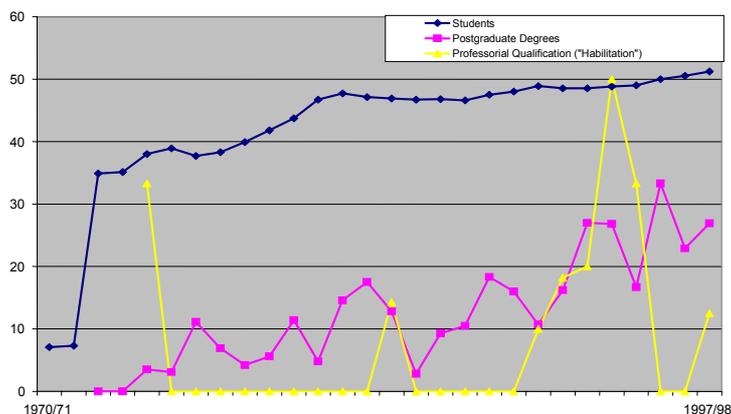
The results to be presented below are based on data collected by the University of Augsburg in the summer semester 2005 and the winter semester 2006/2007. For some aspects concerning the academic career there are also data available that had been collected over more than just two years. These data allow for analyzing long-time developments and identifying potential trends. The available data refer to both students and university staff and thus make comparisons possible.

1.1 Academic career: from being a student to professorial qualification

In the winter semester 2006/2007 8,452 female students had been registered at the University of Augsburg. This equals 58.0% of all students. The proportion of women registered at German universities was 47.1%. In Bavaria 56.2% of all students were women. If we excluded the women who had been temporarily suspended, the proportion of female students at the University of Augsburg would be 56.4%. In the summer semester 2005 8,197 women studied here and thus made up for 57.5% of all students. Eight years ago (1997/1998) the rate of female students reached 51.2%. Hence, the number of women who studied at the University of Augsburg had increased constantly since 1988 and exceeded the 50% limit in 1996. From the total 8,452 women registered at the University of Augsburg in 2006/2007 14.2% were foreign.

Table 1 shows the development of the proportion of female students at the University of Augsburg between 1970 and 1998 as compared to the proportion of postgraduate degrees and professorial qualifications gained by women in the same period of time.

Figure 1: Proportion of female students and employees who gained a postgraduate degree or qualified as a professor at the University of Augsburg, 1970-1998



Data source: University of Augsburg 2005

Between 1970 and 1998 the proportion of female students increased dramatically in the first three years and exceeded the 50%-limit in 1996. By contrast, the proportion of women who gained a postgraduate degree at the University of Augsburg fluctuated during the entire period of time and never reached the 50%-limit. Even if the women who qualified as professors did reach it, this is not very significant. In 1993 there was only one man and one woman who qualified as professors. In 16 years out of the 24 years analyzed here no woman qualified as a professor at the University of Augsburg.

Clear discrepancies between the different departments can be observed. The number of women who studied humanities at the Catholic-Theological-Department, the Philosophical-Sociological or Philological-Historical Department in 2005 was higher than the number of men. By contrast, there were more men than women who studied natural sciences at the Department of Applied Computer Science or the Department of Mathematics and Natural Sciences (Table 1). However, at the Department of Applied Computer Science there were only 29.9% women whereas at the Department of Mathematics and Natural Sciences there had been registered 40.3% women. From all women who studied natural sciences at the University of Augsburg in the summer semester 2005 the highest proportion of women had been registered at the chair of geography at the department of Applied Computer Science, where the final degree was one for teaching qualifications.

Table 1: Student structure at the University of Augsburg according to the subject groups in the winter semester 2006/2007

Dept.	All registered students				Foreign students				Temporarily suspended students			
	Total	M	W	W%	Total	M	W	W%	Total	M	W	W%
ACS	1,199	841	358	29.9	166	125	41	24.7	15	12	3	20.0
MNS	1,418	847	571	40.3	151	83	68	45.0	12	4	8	66.7
Phil.-Hist.	4,010	1049	2,961	73.8	560	89	471	84.1	132	24	108	81.8
Phil.-Sociol.	3,048	940	2,108	69.2	383	104	279	72.8	64	11	53	82.8
Law	1,834	779	1,055	57.5	164	57	107	65.2	51	25	26	51.0
Economics	2,808	1565	1,243	44.3	371	142	229	61.7	70	35	35	50.0
Cath. Theol.	249	93	156	62.6	15	9	6	40.0	4	1	3	75.0
Total	14,566	6,114	8,452	58.0	1,810	609	1,201	66.4	348	112	236	67.8

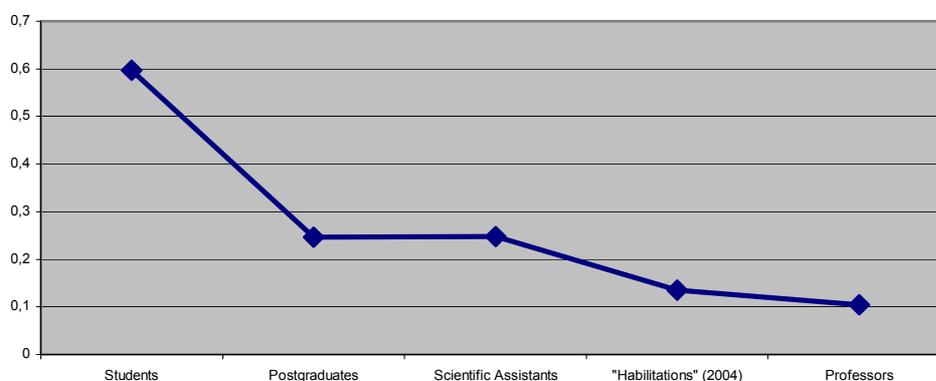
Data source: University of Augsburg 2006

In the summer semester 2005 475 freshmen started studying at the University of Augsburg, 58.7% women and 41.3% men. This proportion is higher than the one registered for Germany in the winter semester 2004/2005 (1. Gender-Datenreport 2005, 67).

At the beginning of their study in the summer semester 2005 63 freshmen planned to become a postgraduate, 63.5% men and 36.5% women. Data for 2005 show however that only 25% women really became a postgraduate. In 1997 26.9% women who studied at the University of Augsburg left the university as a Ph.D. The percentage of postgraduate degrees awarded to women in 2004 had been estimated for Germany at 37.9% (1. Gender-Datenreport 2005, 72).

In 2004 eleven members of the scientific staff successfully qualified as professors at the University of Augsburg, three women (27.2%) and eight men. The proportion of women who qualified as professors at the University of Augsburg was nearly 5 percentage points higher than the proportion estimated for Germany in 2004 (Statistisches Bundesamt Deutschland). However, the rate of women in this group of highly qualified academics was low not only with respect to the larger number of men who qualified as professors in 2004 but also compared to the high number of female students. For 2005 there had been registered only 13.8% female professors at the University of Augsburg as opposed to 57.5% female students. In 2005 in Germany women held 14.3% of all 37,865 professorial positions and among the C4/W3-professorships 10% were women (CEWS Statistik). In the winter semester 2006/2007 the rate of female professors at the University of Augsburg increased to 16.6%.

Figure 2: Percentage of women at the University of Augsburg at various stages of their academic career, 2005



Data source: University of Augsburg, 2005

The rate of women at the different stages of their academic career shows a tendency of decreasing number of women: the higher the academic position, the lower the proportion of women who held that position. In 2005 the rate of female students at the University of Augsburg was 57.2%. From all students who *aimed* at getting a postgraduate degree, 41.4% were women (source will be handed in subsequently). However, the proportion of women who really became a postgraduate in 2005 was 25%. The women's rate among the professorships was again lower than the rate of postgraduates: in 2005 only 13.8% women held a professorial position at the University of Augsburg. Between the summer semester 2005 and the winter semester 2006/2007 the rate of female professors at the University of Augsburg increased by 2.8 percentage points whereas the proportion of female students was 0.8 percentage points higher in the winter semester 2006/2007 than in 2005.

1.2 Employment situation of the scientific and non-scientific staff at the University of Augsburg

In 2005 the University of Augsburg registered 1,237 employees, from which 64.4% worked full time. Women made up for less than half of all staff members at the University of Augsburg (43.3%). From all employees with a full time job at the University of Augsburg in 2005 69.1% were men and merely 30.9% were women. Based on the total number of employees women worked almost twice as often part time as men did (21.3% women vs. 11% men had a part time job). Women were also more often temporarily suspended than men (2.1% vs. 1.1%), likely due to maternity. From the 1,237 scientific and non scientific staff members registered at the University of Augsburg in 2005 487 (39.3%) were temporary employed, 168 women (34.5%) and 319 men (65.5%).

Table 2: Staff structure at the University of Augsburg according to the volume of employment, 2005

	Full time				Part time				Temporarily suspended			
	To- tal	W	M	W%	To- tal	W	M	W%	To- tal	W	M	W%
Permanent	512	166	346	32.0	214	181	33	85.0	24	21	3	87.5
Temporary	285	80	205	28.1	185	82	103	44.3	17	6	11	35.3
Total	797	246	551	30.8	399	263	136	65.9	41	24	14	58.5

Data source: University of Augsburg 2005

The University of Augsburg consisted of 48.5% civil servants in 2005, 72.7% men and only 27.3% women. If we consider only the civil servants with a full time job the employment rate for this group decreases to 36.2%. The public employees made up for 46.9% of the entire staff – i.e. 24.7% if we exclude the part time as well as the temporarily suspended employees. From the 307 full time public employees 49.2% were women. Among the civil servants there were 27.3% women and among the (skilled) labourers 26.3% were women. By contrast, women made up for 61.5% of all public employees.

In 2005 in the higher grade of the civil service the majority of the employees were men. Among the higher grade employees there had been registered merely 20.3% women. From the public employees who worked in the higher service 31% were women. In the middle grade more women were employed than men: 65.4% civil servants and 86.3% public employees were women. In the upper grade of the civil service an inconsistent pattern can be observed: among the civil servants women (62.9%) made up for the larger part of the employee whereas among the public employees there were more men than women (40.5%).

Table 3: Structure of the civil servants and the public employees at the University of Augsburg according to the grade of civil service, 2005

Grade of civil service	Civil servants				Public employees			
	Total	W	M	W in %	Total	W	M	W%
Higher	502	102	400	20.3	216	67	149	31.2
Upper	70	44	26	62.9	42	17	25	40.5
Middle	26	17	9	65.4	315	272	43	86.3
Lower	2	1	1	50.0	7	0	7	0.0
Total	600	164	436	27.3	580	356	224	61.4

Data source: University of Augsburg 2005

1.2.1 Non-scientific staff

In 2005 the University of Augsburg registered 554 non-scientific staff members. This accounts for 44.8% of all 1,237 employees. The rate of non-scientific staff members barely changed compared to the year 1996 (43.4%). In 2005 the women's employment rate among the non-scientific employees was 66.4%. From all 554 members 314 were full time employees (56.7%), 167 men and 147 women. In addition, 216 members of the non-scientific staff worked part time (39%) and 24 employees had been temporarily suspended (4.3%). The women's rate among the part time employees and those who had been suspended temporarily was almost 92%. Merely 9.4% of the men had a part time job and 1.1% of the men had been temporarily suspended. The table below shows an overview of the full time employment rate in the different grades of civil service.

Table 4: Full time employment rate at the University of Augsburg according to the grades of civil service, 2005

Grade of civil service	Total	Total in %	W	W%	M	M in %
Higher	41	13.2	9	21.9	32	78.1
Upper	62	20.0	23	37.1	39	62.9
Middle	158	50.3	111	69.7	47	30.3
Lower	52	16.8	3	5.8	49	94.2
Total	313¹	100.0	147	46.1	167	53.9

Data source: University of Augsburg 2005

In 2005 the majority of the non-scientific members were employed on a permanent basis. Merely 51 (9.2%) employees held a temporary position, 12 men and 39 women (76.5%). Among all 503 non-scientific employees with a permanent contract 65% were women.

In 2005 the university library as well as the administration department had the greatest number of employees among the non-scientific employment fields: 20.3% of all members of the non-scientific staff worked at the library and 16% at the administration department. From all 111 employees of the university library 64 were women (57.7%). The administration department consisted of 187 employees, from which 52.4% were women. In the higher grade of the civil service women's employment rate was lower than the men's. This applies to both the administration department and the university library. In the upper grade of the civil service a varied pattern can be observed: compared to the administration department, at the university library there had been registered twice as many women (80.5%) who worked in the upper grade. Similar results had been presented for the year 1996. Since 1996 the women's employment rate at the university library increased by nearly 6 percentage points. As in 1996, in the middle grade of the civil service women had been hired more often both at the administration department and the university library. The number of female labourers was rather low: merely 15 women, i.e. 2.7% of all non-scientific members, were labourers.

¹ One female member of the non-scientific staff who worked full time on a permanent basis could not be assigned to any of the grades of the civil service.

Table 5: Structure of the non-scientific staff at the University of Augsburg according to the subject groups, 2005

Departments	Full time employees				Part time employees				Temporarily suspended employees			
	To-tal	M	W	W%	To-tal	M	W	W %	To-tal	M	W	W%
Applied Computer Science	6	2	4	66.6	10	0	10	100.0	1	0	1	100.0
Mathematics & Natural Sc.	53	32	21	39.6	18	0	18	100.0	3	0	3	100.0
Phil.-Hist. Science	14	0	14	100.0	9	0	9	100.0	2	0	2	100.0
Phil.-Sociol. Science	9	2	7	77.7	26	0	26	100.0	2	0	2	100.0
Law Studies	6	1	5	83.3	15	0	15	100.0	-	-	-	-
Economics	13	1	12	92.3	12	1	11	91.6	-	-	-	-
Catholic Theology	2	0	2	100.0	9	0	9	100.0	-	-	-	-
University Library	67	33	34	50.7	41	7	34	83.0	3	0	3	100.0
Data Processing Center	14	10	4	28.6	4	1	3	75.0	1	1	0	0.0
Administration	109	73	36	33.0	58	6	52	89.6	11	1	10	90.1
Other	20	14	6	30.0	14	2	12	85.7	1	0	1	100.0
Total	314	167	147	68.8	216	17	99	92.1	24	2	22	91.6

Data source: University of Augsburg 2005

1.2.2 Scientific staff

In 2005 the University of Augsburg registered 683 scientific staff members, who made up for 55.2% of all university employees. Even though the absolute number of jobs increased in the scientific field between 1996 and 2005 by 37%, the scientific staff employment rate slightly decreased: in 1996 the scientific staff employment rate was 56.5%, in 2005 however just 55.2% of all members worked in this field. As opposed to the non-scientific staff, the women's employment rate among the scientific members was lower. In 2005 women made up for merely 24.6% of all members of the scientific staff.

From all scientific staff members registered in 2005 70.7% had a full time job, 384 men and 99 women, i.e. men held 79.5% of all 483 full time positions. Related to the 683 scientific members registered in 2005, women's full time employment rate was 14.5% as opposed to 56.2% men who worked full time. The rate of women who had been temporarily suspended was nearly the same as the men's (3% vs. 3.3%).

Whereas the majority of the non-scientific staff members were employed on a permanent basis, 63.8% of the employees of the scientific staff had temporary contracts, 129 women (29.6%) and 307 men (70.4%). From all 247 permanent positions men held 84.2% and from all 436 temporary contracts only 29.6% had been placed with women. From the 99 full time positions that were held by women only 33.3% were on a permanent basis. Men however had a permanent full time employment rate of 49.5%.

The Department of Mathematics and Natural Sciences registered the highest number of employees in 2005: 20% of all scientific staff members worked here. By contrast, the students who studied at this department accounted for 7.8% of all students registered at the University of Augsburg in 2005. At the Philosophical-Sociological Department there had been registered 17.4% employees. The EDPC (Electronic Data Processing Centre) registered merely 2 scientific staff members, i.e. 0.3% of all scientific members. The highest women's employment rate (42.3%) had been registered at the Philological-Historical Department, followed by the Philosophical-Sociological Department, where 37% of all employees were women. If we compare the women's employment rate at the different departments, a gender imbalance can be observed.

At the departments of humanities women made up for a larger number of employees compared to the departments of natural sciences. At the Department of Mathematics and Natural Sciences as well as at the Department of Applied Computer Science, for example, there worked merely 13.3% women and at the Department of Applied Computer Science the women's employment rate was even lower (9.4%). Overall, the women's employment rate lay beneath the employment rate of men in all departments.

Table 6: Structure of the scientific staff at the University of Augsburg according to the subject groups, 2005

Departments	Full time employees				Part time employees				Temporarily suspended			
	To- tal	M	W	W%	To- tal	M	W	W%	To- tal	M	W	W%
Applied Computer Science	48	44	4	9.0	5	4	1	20.0	1	1	0	0.0
Mathematics & Natural Sc.	110	99	11	10.0	62	50	12	19.4	4	4	0	0.0
Phil.-Hist. Science	62	37	25	40.3	16	8	8	50.0	2	2	0	0.0
Phil.-Sociol. Science	70	51	19	27.1	41	20	21	51.2	5	1	4	80.0
Law Studies	33	27	6	18.2	17	12	5	29.4	2	1	1	50.0
Economics	97	81	16	16.5	15	12	3	20.0	2	2	0	0.0
Catholic Theology	17	15	2	11.8	3	3	0	0.0	1	1	0	0.0
Data Processing Center	2	2	0	0.0	-	-	-	-	-	-	-	-
Other	44	28	16	36.4	23	9	14	60.9	-	-	-	-
Total	483	384	99	20.5	183	119	64	35.0	17	12	5	29.4

Data source: University of Augsburg 2005

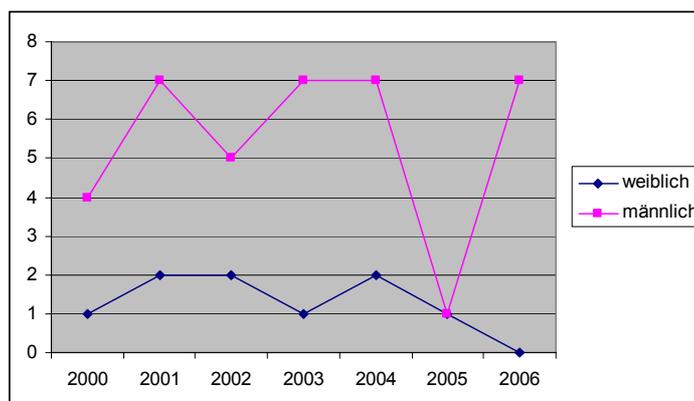
1.3 Professorial staff

In 2005 the University of Augsburg registered 145 members of the professorial staff, 20 women (13.8%) and 125 men (86.2%). Thus, the professors made up for 21.2% of all members who worked in the scientific field. In 2004 there had been registered 25.5% professorships in Germany, including the C4/C3-professorial positions. Between 1997 and 2004 the rate of professorships in Germany barely varied. By contrast, during the same period of time the women's employment rate among the professorial staff increased substantially both for the professorships and the C4/W3-professorships. In 2005 German universities had 49,569 professorships, which equalled 29.9% of all university employees (Statistisches Bundesamt Deutschland). As compared to the previous year the rate of professorial positions increased at German universities in 2005 by 1.2 percentage points.

At the University of Augsburg in particular as well as in Germany in general the number of women with a professorship was much lower than the men's. Based on the total number of professors employed at the University of Augsburg, women's employment rate reached merely 13.8% in 2005 and increased to 16.6% in the winter semester 2006/2007. In 2005 Germany 14.3% women held a professorial position and among the C4/W3-professors 10% employees were women. Related to the total number of employees of the University of Augsburg, the discrepancy between the women's and men's employment rate becomes even more obvious: in 2005 men held a professorial position 6.5 times more often than women did.

The figure below shows the number of professors newly hired at the University of Augsburg in the last seven years. Each year women had a lower employment rate than men. In 2005 the professors' employment rate was extremely low for both men and women and in 2006 the employment rate of men and women diverged most. In 2006 seven men but no woman were newly hired for a professorial position.

Figure 3: Absolute number of newly hired professors at the University of Augsburg between 2000 and 2006²



Data source: University of Augsburg 2000-2006

Professors at higher education institutions are usually civil servants for life or, in exceptional cases, employees on a permanent basis. Thus, only 19.8% employees of the entire professorial staff were employed at the University of Augsburg on a temporary basis in 2005. The majority of the professors worked full time that year and merely 3.6% held a part time position. According to a 1992 study 2% of all professors in Germany were part time employed (Enders/Teichler 1995). From all six professors with a part time job at the University of Augsburg one worked at the Catholic-Theological-Department and the other five at the Philosophical-Sociological-Department. The majority of the 139 full time positions were held by men (87.8%), whereas the part time professorships were equally divided between men and women.

In October 2006 the University of Augsburg registered 157 professors, 131 men and 26 women. Thus, the women's employment rate was 16.6%, which comes up to an increase of 2.8 percentage points compared to the previous year. The majority of the professorial staff members (88.5%) were university professors, 1.3% staff members were employees with a permanent contract and 10.2% were stand-in-professors³. In all three professorial positions the number of men was larger than that of women. Referring to the total 157 professorships registered at the University of Augsburg in 2006 and compared to the other departments of this university the Department of Mathematics and Natural Sciences (24.2%) as well as the Philosophical-Sociological Department (19.8%) registered the highest professorial employment rate. The lowest rate had been registered at the Catholic-Theological-Department (7%) as well as at the Department of Applied Computer Science (8.3%). Similar results had been gained at the University of Augsburg in 2005: The Department of Mathematics and Natural Sciences and the Philosophical-Sociological Department had – compared to the other departments – the highest professorial employment rate, whereas the Catholic-Theological-Department and the Department of Applied Computer Science registered the lowest employment rates. However, as compared to the previous year, in 2006 the professorial employment rate increased slightly at the Department of Mathematics and Natural Sciences and at the Department of Applied Computer Science but decreased at the other departments mentioned above. The Philological-Historical Department (17.8%) as well as the Department of Law Studies (10.3%) have the same professorial employment rate as the previous year.

² For 2006 data are available just until 4/30/06.

³ Stand-in-professors substitute professors who had been temporarily suspended or who are absent for other reasons.

Table 7: Professorial employment rate at the University of Augsburg in 2006

Departments	Professorial university staff					
	Total	W	W in % ⁴	M	M in % ⁵	Total
Applied Computer Science	13	1	0,6	12	7.6	8.3
Mathematics & Natural Science	38	3	1,9	35	22.3	24.2
Philological-Historical Science	28	7	4,5	21	13.4	17.8
Philosophical-Sociological Sc.	31	9	5,7	22	14.0	19.8
Law Studies	16	3	1,9	13	8.3	10.2
Economics	20	1	0,6	19	12.1	12.7
Catholic Theology	11	2	1,3	9	5.7	7.0
Total	157	26	16,6	131	83.4	100.0

Data source: University of Augsburg 2006

As shown in Table 7, 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. By contrast, the Department of Economics registered the lowest rate of female university professors. 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.

Table 8 shows the rate of female students who studied at the University of Augsburg in the winter semester 2006/2007 as compared to the rate of women who held a professorial position at this university in the same period of time.

Table 8: Female students and female professors at the University of Augsburg in the winter semester 2006/2007

Departments	Students				Professors			
	Total	M	W	W% ⁶	Total	M	W	W% ⁷
Applied Computer Science	1199	841	358	29.9	13	12	1	7.7
Math. & Natural Science	1418	847	571	40.2	38	35	3	7.9
Phil.-Hist. Science	4010	1049	2961	73.8	28	21	7	25.0
Phil.-Sociol. Science	3048	940	2108	69.2	31	22	9	29.0
Law Studies	1834	779	1055	57.5	16	13	3	18.8
Economics	2808	1565	1243	44.3	20	19	1	5.0
Catholic Theology	249	93	156	62.6	11	9	2	18.2
Total	14,566	6,114	8,452	58.0⁸	157	131	26	16.5⁹

Data source: University of Augsburg 2006

1.4 Scientific fields and departments

Gender specific patterns can be observed for both students and the scientific university staff. The proportion of women who studied humanities as well as law studies at the University of Augsburg in the winter semester 2006/2007 was considerably higher than the men's whereas

⁴ Women in percent of all professors (=157) at the University

⁵ Men in percent of all professors (=157) at the University

⁶ Women in percent of all students at the Department

⁷ Women in percent of all professors at the Department

⁸ Total percent of female students at the University

⁹ Total percent of female professors at the University

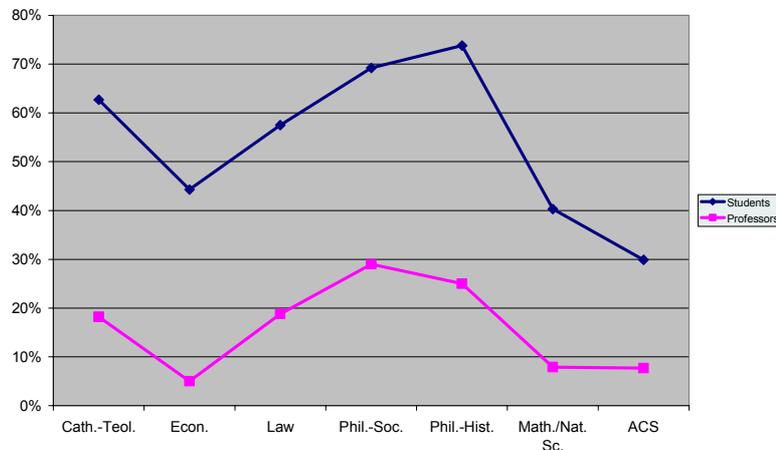
men studied natural sciences more often than women. The rate of female postgraduates as well as female scientific assistants and professors also tended to be higher at the departments of humanities whereas more men worked at the departments of natural sciences or the economic departments.

Table 9: Distribution of students and personnel and the proportion of women among the scientific fields¹⁰, 2005 and 2006/2007

Dept	Students				Scient. Assistants				Postgraduates				Professors			
	2005		2006/07		2005		2006/07		2005		2006/07		2005		2006/07	
	Total	W%	Total	W%	Total	W%	Total	W%	Total	W%	Total	W%	Total	W%	Total	W%
ACS	1,189	30.8	1,199	29.9	41	9.8	-	-	3	0.0	-	-	13	7.7	13	7.7
MNS	1119	35.4	1,418	40.3	141	15.0	-	-	1	0.0	-	-	34	2.9	38	7.9
PHS	3461	74.8	4,010	73.8	52	50.0	-	-	2	50.0	-	-	26	19.2	28	25.0
PSS	3,336	68.9	3,048	69.2	74	36.5	-	-	11	27.3	-	-	32	31.3	31	29.0
Law	1,729	56.0	1,834	57.5	37	27.0	-	-	20	25.0	-	-	15	13.3	16	18.8
Econ.	3,139	44.6	2,808	44.3	97	18.6	-	-	6	0.0	-	-	18	5.6	20	5.0
Cath.	289	60.9	249	62.7	14	14.3	-	-	0	0.0	-	-	0	0.0	11	18.2

Data source: University of Augsburg 2005

Figure 4: Percentage of female students and professors at the University of Augsburg according to the scientific departments in the winter semester 2006/2007



Data source: University of Augsburg 2005

1.5 Income of women and men at the University of Augsburg

The German academic payment system is based on four salary groups A, B, C and W (nowadays these groups are transferred to the so-called "Bund-Länder-Tarif" since 2006). Each of these groups correspond to different grades of the civil service: the employees paid according to the salary group A2 to A5, for example, are members of the lower grade of the civil service, whereas the salary group A5 to A9 comprises the employees of the middle grade of the civil

¹⁰ Data on the scientific assistants as well as on the postgraduates who work at the University of Augsburg are available only for the year 2005.

service. The table below gives a review of the salary groups and the corresponding grades of the civil service.

Table 10: Salary groups of the German academic payment system

Grade of civil service	Salary groups
Lower	A2, A3, A4, A5
Middle	A5, A6, A7, A8, A9
Upper	A9, A10, A11, A12, A13
Higher	A13, A14, A15, A16, B1, B2, B3, B4, B5, B6, B7, B8, B9, B10, B11, C1, C2 C3, C4, W1, W2, W3 (professors)

Employees are assigned to one of these salary groups according to their education, professional career, age and partly according to their job performance. As opposed to the salary group B the earnings of the salary group A increase with age of service. The members of the academic teaching staff are paid according to the salary group C. The group C1 and C2 match the salary groups A13 and A14. In 2005 the salary group C has been changed into the salary group W, which consists of the three subgroups W1, W2, W3. The difference between the salary group C and W is the fact that professors who had been employed after 2005 get a salary increase based on their job performance.

At the University of Augsburg there have been registered 157 professorships in the winter semester 2006/2007. In the summer semester 2005 145 professors worked at this university, i.e. 8.3% less than one year later. In 2005 101 C4/W3 (8.1%) and 44 C3/W2 (3.6%) professors had been registered at the University of Augsburg. For the winter semester 2006/2007 no detailed data concerning the salary group each professor has been in are available. Except for the professors who are in their first employment, both the C4/W3 and the C3/W2 salary groups include tenured professorial positions. The main difference between these two subgroups consists in the number of assistants a professor dispose of. As opposed to the C4 professorships the C3 professors usually have just a small number of assistants. From the total 101 C4/W3 professorial positions held at the University of Augsburg in 2005 only 6% were temporary, all being appointed to men. The women's employment rate among the C4/W3 professorships was 11%. This rate is 20.9% higher than the one estimated for Germany in 2004 (Erbe, B: WP4: Analysis of the German Framework, S.4, Table 3). The women's employment rate among the C3/W2 professorships shows that the proportion of female professors varies considerably according to the salary group. The female professors made up for 20.5% of all C3/W2 professors in 2005: 13.6% women held a tenured professorship and 6.8% had been appointed for a fixed period of time. Thus, the proportion of female C3/W2 professorships at the University of Augsburg is 3.9 percentage points higher than it was in Germany in 2004.

The members of the higher grade of civil service account for almost half of all employees (46.3%). From the total number of employees of the higher grade of civil service (563 employees) the proportion of women is merely 26.0% and thereof only 5.6% women are employed permanently.

Table 11: Men and Women in the Different Subgroups of the Higher Grade of the Civil Service at the University of Augsburg, 2005

Sub-groups	Higher Grade of the Civil Service						
	Total	W	M	W%	M in %	Total in %	
C2	permanent	0	0	0	0.0	0.0	0.0
	temporary	22	3	19	0.5	3.3	3.8
C1	permanent	0	0	0	0.0	0.0	0.0
	temporary	77	20	57	3.5	9.9	13.4
A16	permanent	3	0	3	0.0	0.5	0.5
	temporary	0	0	0	0.0	0.0	0.0
A15	permanent	39	1	38	0.2	6.6	6.8
	temporary	1	0	1	0.0	0.2	0.2
A14	permanent	27	5	22	0.8	3.9	4.7
	temporary	0	0	0	0.0	0.0	0.0
A13	permanent	22	6	16	1.0	2.8	3.8
	temporary	169	47	122	8.2	21.2	29.4
BAT Ia	permanent	2	0	2	0.0	0.3	0.3
	temporary	0	0	0	0.0	0.0	0.0
BAT Ib	permanent	33	7	26	1.2	4.5	5.7
	temporary	6	0	6	0.0	1.0	1.0
BAT IIa	permanent	26	10	16	1.8	2.7	4.5
	temporary	148	50	98	8.7	17.0	25.7
Total		575	149	414	26.0	74.0	100.0

Data source: University of Augsburg 2005

In 2005 nearly 112 employees (9.1%) were members of the upper grade of the civil service, 51 men and 61 women (54.5%). As opposed to the professorial positions as well as the higher grade of the civil service, the women's employment rate in this group was slightly higher than the men's. In the middle grade of the civil service there were substantially more women than men: women made up for 86.3% of all public employees and 65.4% of all civil servants who worked in the middle grade of the civil service. The majority of the professors and members of the upper, middle and lower grade of the civil service were employed on a permanent basis. By contrast, 73.6% of all members of the higher grade were temporarily employed.

1.6 Women in decision making positions

The academic board of the University of Augsburg consists of five leadership positions on the one hand (one rector, three vice-rectors and one so-called chancellor) and of an academic senate on the other hand. The top leadership position is held by the rector, whereas the chancellor is the head of administration with high budgeting competence. At the University of Augsburg 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 all members of the senate. However there are no women in the senate among the professorial group or the faculty deans. In addition to the leadership positions and the academic senate the University of Augsburg disposes of several committees, senate boards and representatives. The five committees have 63 members totally, from which some members join in two or more committees. The women's participation rate in these committees is 19%. This proportion is similar to the one estimated for Germany for the years 2003-2005 and 5.5 percentage points higher than the women's participation rate in academic committees in Bavaria (CEWS Statistics).

The senate board includes 44 members, 25% women and 75% men. Some members of the academic senate board are part of a committee at the same time whereas others hold different positions within one senate board.

1.7 Analysis of the availability and presentation of data concerning the situation of men and women at the University of Augsburg

Since 1990 one of the main concerns of the University of Augsburg has been to increase the number of female students and employees at the university and to create equal opportunities for them. This idea is based for the most part on data gained on the structure of the university employees as well as the students. Thus, in order to determine the development of women's participation at the different stages of their academic career longitudinal data is required. Furthermore, data need to be collected each semester for both employees and students. The data currently available as well as the presentation of the data are incomplete and inconsistent. Whereas data on the number of students, postgraduates and professorships are available from 1970/71 to 1997/1998, other data have been collected only for the years 1996, 2005 and 2006/2007. The rate of professorships, for example, has been estimated using recent data collected in the winter semester 2006/2007. The situation of students, postgraduates or scientific assistants has been described using data from 2005. However, the information gathered on the number of professors in the winter semester 2006/2007 is less specific than the one for 2005, i.e. there are no data on the different salary groups each professor has been assigned to.

Besides being incomplete, the data currently available also have deficiencies in respect of their content. The lack of important data affects both students and university staff since action cannot be taken to improve the situation of women if information about the status quo is unavailable. As far as the *situation of the students* is concerned, there are no data available to provide information about the number of female and male students with children. Data on the average study duration of male and female students and on their grades are necessary as well. Even though data on foreign students who study at the University of Augsburg are available, there is a lack of information regarding the number of students who are registered at the University of Augsburg but study abroad. A matter of particular interest is how many female and male students have got a scholarship and how many students graduate each semester. Furthermore, there have been collected no data on the number of female and male student assistants ("HIWIS") nor on the proportion of male and female students whose monthly income consists of BAföG.

Even though for the scientific and non-scientific university staff more detailed information is available, there is still a lot of data that need to be collected. So far, the University of Augsburg only has data on the distribution of its employees to the different salary groups and their sub-groups but it has no concrete data on the income of its employees. As shown in a previous chapter (see chapter 1.5), university employees are assigned to each salary group according to their education, professional career, age and partly according to their job performance. Thus, the income of the university staff varies according to these factors. Data on the temporarily suspended male and female employees are incomplete as well: there is no information about how many men and women are temporarily suspended because of parenthood or for other reasons. With regard to the members of the scientific staff there is no information about their scientific work and its acknowledgement. In this context it is necessary to collect data on the number of publications of male and female employees as well as the proportion of women among the laureates. The only data regarding the proportion of female scientists receiving grant support has been collected in 1999/2000. Since then no recent data has been available on this topic. A study of the postdoctoral grants awards conducted in Sweden in 1997 showed, for example, that female scientists who applied for a scholarship programme had to publish 2.5 times more papers than the male applicants in order to be classified as equally competent by the evaluation committee (Wenneras and Wold 1997). In addition, data availability is deficient with respect to

the number of female scientific and non-scientific members who apply for a job as opposed to the number of women who get a job at the University of Augsburg.

2. Policies, Regulations and Instruments for the Implementation of Equal Opportunities for Women and Men

2.1 “Konzept zur Frauenförderung und Gleichstellung” – Concept for the Advancement of Women and Equal Opportunities

As early as in the year 1990 the University of Augsburg has declared the advancement of all female members of the university as one of the central concerns of the entire university in its *Grundordnung* (University Constitution; Clause 12a of the Constitution of the University of Augsburg). In 1998 a concept had been developed¹¹, which recommends concrete measures to be taken to increase the proportion of women wherever they are underrepresented, and to crucially improve their studying and working conditions. A “staffing with equal representation at all levels of qualification and employment and in all organisational units” (Concept for the Advancement of Women and Equal Opportunities, Preamble) is the long-term aim.

In the section “Guiding Principles” the concept covers important requirements for the advertisements of vacancies, the selection process, staffing and promotions, which aim at preventing discrimination of women in the course of these processes and proceedings and serve to increase the proportion of women as a whole. New in this context is, among other aspects, the demand that a discontinuation in the applicants employment history or a decrease in employment or delays in the completion of education due to caring responsibilities for children, family members in need of care or other dependants must not be judged negatively. This also applies when the quantity of scientific performances (for instance the number of publications) is lower than expected due to the same reasons. Guidelines for staffing and tenure procedures are introduced that seem suitable to increase the proportion of women; for instance, special efforts have to be taken to fill a vacancy for mid-level faculty jobs with qualified female applicants; these efforts have to be demonstrated to the women’s representative, and, as a whole, the shortage of qualified young female scientists within the context of respective organisational units has to be met. Additional guidelines are introduced for the organisation of further training and education, for the organisation of working hours and work-life-balance, that, in sum, also aim at increasing the proportion of female employees and female faculty members.

In the context of research funding and the awarding of grants and scholarships women should be considered explicitly, and – if necessary – even in a disproportionately high degree. Within the relevant departments present priorities and emphasis regarding gender studies are to be maintained and continued. In addition in the concept it says that the university senate should ask those departments that hitherto have not practiced gender studies to develop adequate and suitable research goals and problem formulations, to provide academic courses for these purposes, and to integrate those within the context of examinations (this is not yet implemented). For that purpose, interdisciplinary collaborations and cooperations between different departments within the scientific field of gender studies should also be promoted.

To implement and institutionalise the Guidelines, the “Concept for the Advancement of Women and Equal Opportunities” suggests additional resources and funding for the women’s represen-

¹¹ Concept for the Advancement of Women and Equal Opportunities at the University of Augsburg, June 2001. This concept is at the same time the Concept for Equal Opportunities according to the Bavarian equality law from 1995 (referring to the administration).

tative and for the representative for equal opportunities as well as the establishing of a committee or board with the senate to deal with all matters regarding equal opportunities. The departments and faculties are asked to develop concepts for the promotion of women and equal opportunities for their specific domains and to substantiate and continually develop them by means of a detailed plan for implementation. One objective which is not yet achieved is that all departments and university institutions have to present annual reports that disclose the status of implementation of all affirmative action programmes as well as the status of gender structures in regards to departments and organisational units. (have to ask the women's representative) At the same time the senate should audit and control the effectiveness and efficiency of the "Concept for the Advancement of Women and Equal Opportunities" on an annual basis.

In 2003 the university administration, management, and senate resolved that measures have to be taken to increase the proportion of women at all levels of academic and scientific staff and especially to increase the proportion of female professors. In order to specify this resolution and to define the concrete content of this resolution as well as procedures to be taken, the women's representative of the University of Augsburg and one of her academic colleagues developed a plan for implementation.¹²

A distinctive feature of the equal opportunities policy at the University of Augsburg is the combination of gender mainstreaming with policies for the promotion of women and equal opportunities and with a scientific evaluation. Simultaneously, the aspect of quality assurance within the university is tied to equal opportunities and affirmative action programmes and it is expected that in the near future this may become a competitive advantage. It is a declared aim to "move the question of gender from the margins to the centre of all actions and activities - which actually is what gender mainstreaming means literally - and to position equal opportunities policy as structural policy."¹³ This does not mean that established and reliable strategies for policies for the promotion of women or equal opportunities should be substituted, rather these should be supplemented by consistent gender-sensitive analyses, and additionally also the effects of all decisions, measures and programmes on the status of equal opportunities has to be evaluated. With the Concept for the Implementation of Affirmative Action from March 2004 specific modules and measures have been developed, which since then gradually have been initiated, started or even have been established completely. All of the (planned and already active) measures for gender mainstreaming and affirmative action programmes of the University of Augsburg are described in Section 2.4 "The Gender Mainstreaming Complex at the University of Augsburg".

2.2 The Women's Representative, the Equal Opportunities Commissioner, and the Representative for Gender Mainstreaming

2.2.1 The Women's Representative and her Staff (*Frauenbüro* – The Women's Office)

The duties and responsibilities of the women's representative are legally specified by the Bavarian Higher Education Act ("*Bayerisches Hochschulgesetz*") adopted in 1989 and by the *Grundordnung* of the University of Augsburg. The *Grundordnung* will be amended shortly to comply with the current amendment of the Bavarian Higher Education Act. It is not expected that the women's representative's status will be devalued.

¹² Konzept der Universität Augsburg zur Umsetzung des Gleichstellungsauftrags (University of Augsburg's Concept for the Implementation Affirmative Action), March 2004.

¹³ Konzept der Universität Augsburg zur Umsetzung des Gleichstellungsauftrags (University of Augsburg's Concept for the Implementation Affirmative Action), March 2004, p. 3.

The women's representative is elected by the *Frauenbeirat* (Women's Advisory Council; i.e. the women's representatives of all seven departments, female students and female representatives of the non-scientific staff) for a term of two years and then appointed by the senate.¹⁴ As the women's representative she has access to all important university boards and councils¹⁵ and is also officially invited to all budget sessions. Yet her representational function is restricted to academic and scientific staff, i.e. to represent female academic and scientific assistants, female professors and students. Her main task is to represent women's issues within the university bodies, boards, commissions and councils and also attends those meetings where university appointment and employment procedures are negotiated.

According to the women's representative, at the University of Augsburg the women's representative has a very special status since she also acts publicly as the representative for all matters that relate to affirmative action/gender equality, equal opportunities and gender mainstreaming. Her acting as representative in these matters is no official function or role (the official equal opportunities commissioner is responsible for non-scientific and non-academic topics and non-scientific and non-academic staff), but rather results from her being a professor at whose chair research is done on topics like equal opportunities and gender mainstreaming. At her chair she has employed one permanently employed academic lecturer/scientific assistant, and additionally there are two research projects currently conducted at her chair on the topic of gender mainstreaming with, altogether, three researchers in temporary part-time appointments. One of these research projects is a scientific evaluation of the gender mainstreaming activities and programmes that have been implemented so far, the other research project is a report on the status quo of gender mainstreaming processes at German universities and successful strategies and best practices for the establishment and implementation of gender mainstreaming shall be defined and systemised (cf. Section 2.4).

The *Frauenbüro* (Women's Office) as facility and institutional resource is at the disposal of the women's representative. A 50% share of the Women's Office is financed by the departments (18,000 €) and the other half is financed by the Bavarian State Ministry of Sciences, Research and the Arts that has allocated a budget specifically for affirmative action/equal opportunity purposes (also 18,000 €). This financing is fixed and is not part of the annual budget negotiations.

2.2.2 The Equal Opportunities Commissioner

The equal opportunities commissioner's duties are defined by the Bavarian Equal Opportunities Act which had been passed initially in 1996 and which is limited in time. In 2006 the Bavarian Equal Opportunities Act has been adopted again and now without any limitations. Yet the new Act does not include any changes or amendments that could help to improve or strengthen the position of the equal opportunities commissioner. The equal opportunities commissioners at universities therefore tried to be included in the *Grundordnung* (university constitution) of their respective universities in order to strengthen and improve their position. In Augsburg the commissioner is nowadays included in the statutes. The divergent legal status of the equal opportunities commissioner (who is responsible for the non-scientific domain) on the one hand and the women's representative (who is responsible for the scientific domain) on the other is considered

¹⁴ It is not quite clear today (as of March 2007) in which form the senate will continue to exist after the amendment of the *Grundordnung* comes into effect; the consultations, negotiations and hearings in regards to the amendment of the *Grundordnung* are still continuing.

¹⁵ This has been regulated by the *Grundordnung* of the university. It is not expected that the amendment of the *Grundordnung* will weaken the status and position of the women's representative. The consultations, negotiations and hearings in regards to the amendment of the *Grundordnung* are still under way as of today (March 2007), therefore we can only speculate on the future position and status of the women's representative.

as problematic. At Bavarian universities the equal opportunities commissioner is only responsible for the non-scientific sector. She or he is not elected but appointed – in case of the universities – by the administrative head, which in this case is the chancellor. As a rule, all tasks and duties that come with the function of equal opportunities commissioner shall be attended to within the regular working hours. Only in huge organisations and only as an exception, his or her regular tasks and duties or working hours can be reduced.

The equal opportunities commissioner has only very limited rights and authority. That is why many commissioners try to obtain additional functions (such as being elected as member of the staff council) in order to thereby obtain sufficient information. At the University of Augsburg the equal opportunities commissioner is an elected member of the university senate. She participates in the senate meetings, however, not in her official role as equal opportunities commissioner (who is no official member of the senate), but as the delegate for the non-academic staff.

2.2.3 The Representative for Gender Mainstreaming

The position of a representative for Gender Mainstreaming at the University of Augsburg is an important step. This position has been installed only recently in the context of the appointment of a steering group for gender mainstreaming (Steuerungsgruppe Gender Mainstreaming) issues (cf. section 2.3 “The 5 collective agents (*Die 5 kollektiven Akteure*)). A member of the university administration and management board was to be put in charge to chair this steering group to better integrate the whole university administration and management board into the gender mainstreaming processes. This position has been called “representative for gender mainstreaming”. Since the representative is also one of the three prorectors of the University of Augsburg (from 2007 on the prorectors will be called vice-presidents), the representative for gender mainstreaming’s position is actually rather influential and powerful. Nevertheless, this position is not formally documented in the university’s *Grundordnung*. Therefore it is of utmost importance to formally establish and institutionalise the position in future amendments to the *Grundordnung* to provide the role of the representative for gender mainstreaming with more sustainability and effectiveness.

One of the representative’s main tasks is at the moment to support the women’s representative’s requests and suggestions within the university administration and management board (*Universitätsleitung*). The representative himself considers his role in particular as explaining the gender mainstreaming policies in meetings with the university board and as troubleshooting in case of conflicts, for instance whenever the relatively powerful deans would not support affirmative action programmes or other activities to promote women. “That is (...) my job, to wrest some funding from the deans in personal discussions...” (AL 75-77).

2.3. The network “5 collective agents” (“5 kollektive Akteure”)

At the university of Augsburg the women’s representative successfully established a very efficient network, “*die 5 kollektiven Akteure*” – the 5 collective agents. They are the “protagonists” (respectively the key commissions and boards with respect to affirmative action/gender equality or equal opportunities and gender mainstreaming activities at the University of Augsburg. Since this network supports a top down strategy it is looked upon as a very efficient instrument for gender mainstreaming. It consists of the following boards and commissions:

The university (administration and management) board

At the University of Augsburg the university management board regards itself as a key member of this network. On the one hand, one of three prorectors, who by definition are members of the

university board, is also the representative for gender mainstreaming (cf. Section 2.2.3). On the other hand the university president considers himself as standing “in the front line” with regards to the implementation of affirmative action and equal opportunities at the University of Augsburg. “If this university has decisively pleaded for (...) actual gender equality (...), then it had something to do with my having taken up this cause for gender equality] (...) and that I have tried to do and change things in close cooperation with the women’s representative” (WB 112-118). According to the rector, the university board is also responsible for concerns regarding gender equality policies during the budgeting period. (WB 138)

The Gender Mainstreaming Task Force (Project Team)

The women’s representative and her staff refer to themselves as a task force for gender mainstreaming. Not only do they bring forth ideas, but they also evaluate the implementation thereof, and they are involved with a series of gender studies projects and research projects on gender mainstreaming. A more detailed description of the activities that have been initiated and partly realised by the gender mainstreaming task force can be found in Section 2.4.

The steering group for gender mainstreaming (Steuerungsgruppe Gender Mainstreaming)

Following a proposal by the Gender Mainstreaming Task Force a “steering group for gender mainstreaming” had been called into being. Based on the experiences in the equal opportunities processes so far, it had been the expressed wish of the Gender Mainstreaming Task Force to entrust the chair of the steering group for gender mainstreaming to a member of the university administration and management board. By this the university board should be integrated in the processes from the very beginning and a top-down process should be guaranteed. At the same time the tasks and responsibilities should be shared between the Task Force and the steering group for gender mainstreaming so that not all tasks and responsibilities lie alone with the women’s representative. That is why one of the vice rectors has been appointed as chair of the steering group for gender mainstreaming and by this he obtained the position of a general Representative for Gender Mainstreaming for the university. The representative for gender mainstreaming is the link between the gender mainstreaming process as such and the university board. The steering group is responsible for both project planning and its supervision and controlling. On the steering group are members and representatives of all status groups, for instance the head of the human resources department, the director of the finance department and the representative of the staff council. The steering group is responsible for the provision of the required data for gender analyses. (HM 852-868)

The Women’s Advisory Council (“Frauenbeirat”)

The Women’s Advisory Council is - in equal share - comprised of the women’s representatives from each department, the representatives of female students, the equal opportunities commissioner and representatives of the female non-scientific staff. Its duty is to promote equal opportunities at the respective departments and to support the women’s representative of the university. The council’s function is specified in the *Grundordnung* of the University. The women’s representative of the university can join the meetings as a consultant. In Bavaria women’s representatives from the department have a very weak position as they are often scientific employees with temporary appointments. Generally they will not dare to act against the deans or the chairs if they do not want to ruin their career.

The Equal Opportunity Committee (Senatsausschuss für Gleichstellungsfragen oder Gleichstellungsausschuss)

This committee is also unique at the University of Augsburg. It has been codified in the Concept for the Advancement of Women and Equal Opportunities (“Frauenförder- und Gleichstel-

lungskonzept", cf. Section 2.1) in 1998 for the first time. (See Rothe, 2007, p. 8) Today, there exists a provision passed by the university senate which regulates the rights and duties of the committee. (*Ordnung für den Ausschuss für Gleichstellungsfragen der Universität Augsburg vom 01.07.1998*)¹⁶ Duties of the Equal Opportunities Committee (*Gleichstellungsausschuss*) are 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 also to advise the university board in questions concerning the Bavarian Equal Opportunities Act.

2.4 The Gender Mainstreaming Complex at the University of Augsburg

The following are the explicit aims and targets of the gender mainstreaming processes as they are promoted at the University of Augsburg:

- to advance the situation of female scientists and non-scientists
- organisational and human resources development regarding the abovementioned matter
- to develop an adequate organisational culture → "culture of encouragement"
- to improve structures

As a vision for the future it has been formulated that all members of the university, regardless of their sex or gender, shall be able to develop their potentials. Additionally, the university would like to assume an exemplary function as multiplier, advocate or role-model. According to the women' representative, universities need not only be excellent but also family-friendly, allow a high quality of life and should also be a good place for work and leisure. This helps to create a distinctive image and profile that is not only appreciated by employees but also noticed by the students. It is considered as of utmost importance that also the mission statement of the university should contain a gender perspective.

To implement these objectives the gender mainstreaming process at the University of Augsburg should not be limited to the level of theoretical recommendations and suggestions, but rather concrete implementations of specific projects should be promoted as single modules of a cumulative gender mainstreaming complex. This complex is continually refined and advanced. For the time being the following modules are installed or prepared to be implemented:

Communication Policy

An open communication policy shall be pursued both inside the university (to inform and give feedback), within the scientific community (by means of cooperations with other universities as well as by means of academic publications and conference papers), and also on the political level (by means of integrating the public and mandate holders like politicians or elected municipal officers into the processes). Thereby the establishment of gender mainstreaming at the university shall be improved. One example for the successful establishment of this open communication policy is the willingness of the university to grant the project team insights into budgeting processes and access to important boards and commissions as well as to provide helpful assistance with all requests regarding data.

¹⁶ In the committee there is one representative of the professors from each of the 7 departments *called gender representatives*. Normally they are full professors and in this way have a better and more powerful position than the women's representative of the department. There are also 2 representatives of the scientific employees, 1 representative of the non-academic employees, 2 representatives of the students, the women's representative and the equal opportunities commissioner. And only with advisory rights there are 1 representative of the employee committee and 2 consultants for questions on equal opportunities in this committee (*Gleichstellungsausschuss*). At least half of the members must be female. The women's representative is the head of the committee.

Gender Training

To sensitise the university board and senior management at the University of Augsburg for a total quality management in regards to gender equality and equal opportunities policies, an advanced training was conducted. The so-called "Gender Representatives" of the faculties and departments (= representatives of the professors of all 7 departments and faculties) are, jointly with the departmental women's representatives, responsible to advance this process.

Agreements on Objectives with the Departments

It is an agreed aim that the university board and the departments stipulate that specific objectives have to be met with regards to equal opportunities in sectors like research, teaching and course of studies, human resources development, promotion of young researchers and general social conditions. Though these objectives have been finally formulated after lengthy discussions in February 2007, they in total nevertheless do not answer the women's representative's demands. It has not yet been achieved that gender mainstreaming has been integrated and embedded in the agreements on objectives insofar that the achievement of certain objectives have been defined in such a way that the achievement of those objectives can be precisely measured (for instance whether fixed women's quotas in the context of staffing and appointments for academic positions have been met) and that the compliance with those objectives can be controlled. (Cf. also Section 2.6.2, Agreements on Objectives)

Agreements on Objectives with non-scientific personnel (i.e. administration, central business units)

For the non-scientific sections, too, specific objectives for gender equality/equal opportunities shall be agreed upon referring to all relevant issues. This module is still in a developing phase; currently (March 2007) no objectives with regards to the non-scientific personnel have been agreed upon.

Economic incentive scheme for research funding and the promotion of women: "Continuance instead of Exit" (*"Verbleib statt Ausstieg"*)

With the slogan "continuance instead of disembarkment" budget funds shall be redistributed and reallocated within the university in such a way that young women are encouraged to pursue an academic career and to stay at the university. Talented women who meet the defined standards of academic excellence shall - in all disciplines - be identified at an early stage and shall receive material assistance, among other things by receiving financial support to participate at academic conventions.

Programme for a combined planning for career and personal life - *KLeVer* Programm (*"Karriere und Lebensplanung verbinden"*)

This programme offers workshops and advanced training (topics include efficient scholarly work, career strategies and attaining third-party funds) in order to support women who aspire to pursue an academic career or are already pursuing one, and built networks among them.

Mentoring Programme at the University of Augsburg - *ProMentora* (*"Programm Mentoring der Universität Augsburg"*)

The mentoring programme aims at supporting young women in the (natural) Sciences and encouraging them to pursue an academic career in the sciences. The female and male mentors of the female students and young female researchers work in business companies and private enterprise. They shall act as successful role models and offer possibilities for identification. The mentoring programme is comprised of work in groups of two and also of specific events for mentors and mentees. This programme is supplemented by a module for pupils.

Child Care Initiative for Employees at the University of Augsburg - IKBU (“Initiative Kinderbetreuung für Beschäftigte der Universität Augsburg”)

A variety of child care options (nursery, child care during school holidays, *Kontaktforum* for babysitting, toddlers’ group and room for parents), time flexible and close to the university campus, which are oriented closely to the demands, are a necessary supplement to the other measures and programmes of the gender mainstreaming complex.¹⁷

Evaluation

The whole packet of measures is accompanied by an evaluating process, both output-oriented and process-oriented, which includes all stakeholders. Already first positive results of those measures can be presented: the topic of gender justice is already firmly anchored at the University of Augsburg by means of an all-embracing communication policy, by means of the gender mainstreaming workshop, and by means of the successful implementation of other measures. For instance, the university chancellor said in an interview that it can be observed in regards to academic appointment and tenure procedures that even now more women apply for vacant professorships than a few years ago (K 526-528).

Additional a new research project is conducted at the University of Augsburg.

Project financed by the Federal Ministry for Education, Science, Research and Technology (BMBF): “Gender Mainstreaming at Universities – Report and Improvement” (BMBF-Project: “Gender Mainstreaming an Hochschulen – Bilanzierung und Optimierung“)

This project is a nationwide survey on the state of gender mainstreaming at German universities and on improvements for the gender mainstreaming processes. The project is funded by the Federal Ministry for Education, Science, Research and Technology (BMBF). The project aims at reporting on the status quo of gender mainstreaming processes at German universities and systematises successful strategies and best practices for the implementation of gender mainstreaming. The duration of the project is from 2006 to 2008 and it resides at the chair for pedagogy/adult education and extracurricular juvenile education of Professor Dr. Hildegard Macha, who is in charge of the project. The findings of this survey shall be published, together with the documentation of the conference which will be held jointly with the CEWS (*Centre of Excellence – Women and Science*), and shall contribute to a better networking and cooperation of German universities in order to support gender mainstreaming and the implementation of gender equality/equal opportunities at German universities.

The project pursues two long-term objectives: On the one hand it strives for an improvement of strategies for implementation of gender mainstreaming, on the other it wants to offer those who are accountable in politics, the academy and university management a basis for decision-making by presenting examples for good-practice. Moreover, it is a goal that a nationwide task force “gender mainstreaming at universities” should be established which will be directed and coordinated by the University of Augsburg.¹⁸

To further stabilise and continue the gender mainstreaming process and to place it on a broader foundation, an additional gender mainstreaming module – currently formulated as a “vision” – is aspired for.

¹⁷ For this demand-oriented child care concept the University of Augsburg received an award of 25,000 € in 2006 by the Bavarian State Ministry for Sciences, Research and the Arts for having the best concept for fulfilling the equal opportunities mandate at an university.

¹⁸ Cf. press release, 5. October 2006: The gender-just University. (*Die geschlechtergerechte Hochschule.*) . www.presse.uni-augsburg.de/unipressedienst/2006=pm2006_126.shtml.

Concept for a centre for gender justice and gender competence at the University of Augsburg

This aims at stabilising and continuing all proposals and measures for gender mainstreaming on an ongoing basis, to deepen and supplement them with further measures and programmes, especially for monitoring, knowledge transfer and networking. Here the topic is first and foremost scientific steering and evaluation, expertise and research, as well as networking and knowledge transfer. The idea is to conceptualise this centre either as a specialised “institute for gender justice and gender competence” or to establish a specialised staff unit with the university board. (Cf. Macha, Hildegard (2006): *Report of the Women’s Representative at the University of Augsburg 2002-2006*, p. 8.)

2.5 Women’s and Gender Studies at the University of Augsburg

Women’s and gender studies are so far mainly conducted in the social sciences, this is also true at the University of Augsburg. The present women’s representative at the University of Augsburg is professor for pedagogy and has been engaged with women’s and gender studies for quite a while. Recently she added to her range of expertise the scientific examination and analysis of the topic of gender mainstreaming. In the interview she made quite clear that 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:

“We have to lift this up onto a scientific basis. The women’s representative’s job has to get out of this promotion-of-women-bottom-up-track. This is so unsatisfying! (...) And so I have said, I’ll only do it under the condition that we do it scientifically, on a theoretical basis, supported by data as an evaluation project. Otherwise I wouldn’t even start. (...) You cannot cope with those people unless do it [*gender mainstreaming, note from the author*] based on data and scientifically sound. Only then it is sustainable.” (Int. FB 53-63)

By this the women’s representative has considerably contributed to launching these topics for discussion on the overall university level. It is her goal – quite in accordance with the spirit of gender mainstreaming – that gender studies gain more significance at the overall university level also. The *Concept for the Advancement of Women and Equal Opportunities* therefore recommends to extend gender studies more and more on to the academic disciplines sociology, psychology, pedagogy, history, and economics. Furthermore, the topics and findings of gender studies shall be added as extra content for teaching and as integral part of study and examination regulations in these disciplines and shall be promoted by additional teaching assignments, guest lectures and guest professorships.

Another recommendation from the concept for implementation is to especially promote research projects in the field of gender studies and to assess in particular research know-how and experiences as well as a main focus on gender studies when new academic positions are appointed. Additionally the senate asks those departments that hitherto have not been engaged in gender studies, to develop adequate research goals and problem formulations and to integrate those into the content of teachings and examinations. Appropriate projects and activities, as well as interdisciplinary collaborations of various departments in the field of gender studies, are promoted by the university. Furthermore, the university supports the establishment of a main focus of the library on “gender studies”. (Concept for the Advancement of Women and Equal Opportunities at the University of Augsburg, June 2001, Section 2.6: *Gender Studies in Research and Teaching*.)

2.6 Additional management instruments which influence Equal Opportunities

2.6.1 Directives for Employment, Academic Appointment and Tenure Track Procedures

Since gender equality expresses itself last but not least in equal career opportunities and job positions for women and men, the practice of staffing and employment of co-workers – both on the scientific as on the non-scientific area – is one of the most important coordinating points for professional and job-related equal opportunities.

At universities the hiring procedure for non-scientific personnel is regulated in a standardised way. For appointment procedures for professorships, too, a strongly formalised procedure has to be followed. But for all other scientific positions (Ph.D. students, postgraduates, assistant professors and non-professorial teaching and research staff, project-related staff, researchers funded by third-party-funds, lecturers and instructors etc.) there is a wide variety of special regulations due to specific situations or specific funding. Therefore, it cannot be said that there is a clear and consistent recruiting procedure.

With all formalised and standardised recruiting procedures the human resources department has to make sure that all procedural steps are strictly observed, that the employment and appointment procedures are handled orderly and that the decision for employment or appointment is formally substantiated and well reasoned. For vacancies in supportive functions and for vacant positions at mid-level faculty, too, there are job advertisements and a formalised employment procedure. For instance, a reason has to be given, why a male applicant is employed if there are female applicants as well. With equal aptitude the woman has to be chosen. The human resources department refers unclear or ambiguous cases to the staff council for decision-making or approval.

All formalised employment and appointment procedures are accompanied by the human resources department. The HR department cannot pass decisions on resources or expenditures like e.g. budget allocations, however, the preparations for employment and tenure track appointments and the implementation of all HR decisions are executed by the human resources department. The department therefore plays a key role in all recruiting matters, accompanying, supervising and controlling, coordinating, and – as soon as a decision has been reached in favour of a certain person – executing the employment procedure.

At universities, however, there is also a rather large amount of staffing that is not formally regulated and accompanied and that, therefore, is not transparent at all. There are a large number of temporary employees, academic and scientific researchers in projects and collaborative research centres (CRC = *Sonderforschungsbereich SFB*), staff in temporary Ph.D. programmes or employees funded by third-party-funds, student and graduate assistants etc. In this context the problem of usually low-paid instructors and visiting lecturers should also be mentioned. Setting the course for an academic career usually takes place at these early intersections – at the transition from graduation to employment or during the first years in an academic position – therefore, these intersections are of particular importance for the promotion of young researchers and scholars, and that again is decisive for the promotion of women and the increasing of the proportion of women at all academic levels. In other words, at these intersections the decisions are made, whether a sufficient and adequate number of excellent female applicants for professorships are available a decade later. Therefore, these areas need to be focussed on significantly more than has been the case so far.

2.6.2 Agreements on objectives

Agreements on objectives between the Ministry and the University

Agreements on objectives have been discussed as an important element in university governance for the last few years. The University of Augsburg's rector in an interview called agreements on objectives a "central means for development planning" (WB 539). The Bavarian universities have agreed upon finalising agreements on objectives with the Bavarian state government in an "Alliance for Innovation at Universities 2008" which was passed on 11. May 2005. On 21. July 2006 the University of Augsburg (represented by its rector) has signed this agreement on objectives with the Bavarian State Ministry of Sciences, Research and the Arts. The objectives that have been defined in the agreement are first of all strategic objectives for action like the establishment of three competence centres, the increase of third-party-funding, the implementation of the Bologna-Processes, the extension of further academic/scientific and vocational trainings and the expansion of cooperations with the universities in Munich.

A main focus is the establishment of three competence centres which have been launched on 1. November 2006. The competence centre "Global Business & Law" at the department of business administration and economics and the department of law gets 4 new regular professorships and extra funding, the competence centre „Innovative Technology: Material Science & Applied information technology“ at the department of mathematics and natural sciences and the faculty of applied computer science gets 7 new regular professorships and extra funding, and the competence centre for "Cultural and Educational Sciences" receives only funding, yet a smaller amount than the other centres (cf. Agreements on Objectives between the University of Augsburg and the Bavarian State Ministry of Sciences, Research and the Arts, pp. 8-9). At the level of the competence centres there are no written gender agreements on objectives.

All of these objectives are quantitative output-oriented goals, and in the agreements for implementation only and exclusively the output quantity to be aimed for is defined, e.g. that a certain number of new staff positions are to be established, the transformation of the courses of studies into bachelor/ master programmes, the increase of third-party-funding by a certain percentage, the establishment of a research group or of a collaborative research centres (*Sonderforschungsbereich*) etc. Qualitative objectives have not been defined, even not in a context where "total quality management for research and teaching" (Agreements on Objectives, p. 20) is explicitly stated as an objective. Here it is only stipulated that for reasons of quality management a "internal management for the tasks of consultation and control" has to be established and a concept has to be submitted. Nothing is said about how the term quality is to be understood nor how this undefined quality and its achieved level can be measured. Nevertheless, it is hinted that a concept for evaluation based on indicators (*indikatorenbasiertes Evaluationskonzept*) will be introduced that is aimed at providing the basis for the evaluation of university courses and seminars and for the introduction of change processes. This can be considered a preparation for a qualitative outcome-oriented rating of effectiveness.

Not in a single area stated, a target orientation for gender equality or equal opportunities is mentioned. Even when concrete persons are mentioned for instance when "the increase of exchange ratios of academic researchers and students in the context of cooperations with international universities" (Agreements on Objectives, p. 21) is aimed at, apart from the exclusive use of masculine language, there is not a single instance that it is indicated that care should be taken to increase the proportion of women in these exchange programmes, to particular increase the proportion of young female scientists and scholars in male dominated departments or the like. Affirmative action and the promotion of gender equality is treated here as a mere

additive “extra objective” in an extra section; it is referred to in a very general way as continuation of the “gender mainstreaming process in all areas and at all university levels” (Agreements on Objectives, p. 22) and references are made on the already conceptualised and partly established complex of actions and programmes.

Furthermore it is agreed upon that the university will report on the status of implementation by 1. December 2007. For the performance review according to the resolution of the council of ministers from 9. August 2005 an evaluation has to be conducted, however the state ministry reserves its right to include external referees and evaluators. Yet, how this is to be done has not been regulated so far in detail. According to a statement by one member of the university administration, the universities have to report whether they meet the agreed objectives and responsibilities. Yet, again, how this procedure is to be done in detail has not been regulated so far. Since the agreement on objectives in its current form is restricted principally to naming quantitative objectives (output parameters), the evaluation process can probably be restricted to a merely quantitative revision. Qualitative outcome-objectives (as, for instance, the improvement of gender equality, research quality, improvements in teaching etc.) are not envisioned in the present agreements on objectives so far.

The consequences in the event that the agreed upon objectives are not met, are also for the most part unclear. It is possible (Agreements on Objectives, p. 25) “in particular that the resources that have been allocated in the agreements on objectives are (partly) reclaimed and called back, that budgets or the establishment of university budget positions or budget resources are frozen. Furthermore granted and promised monetary or non-monetary incentives can be revoked or denied.” (Agreements on Objectives, p. 25)

These “external” agreements on objectives between the university and the state ministry are supplemented by “internal” agreements on objectives that have been decided upon by the university board and the respective departments.

Agreements on objectives between the University and the departments

Currently the internal agreements on objectives between the university and the respective departments are being negotiated. These objectives are defined by the faculties/departments autonomously and in individual responsibility. Their aim is most of all to define the precise implementation procedures for the (external) agreements on objectives that have been reached with the state ministry and to state, which procedures are to be followed at the departmental level. The agreements on objectives cover (quite similar to the external agreements that have been reached with the state ministry) predominantly quantitative output-oriented objectives like the establishment of competence centres, research cooperatives, specialised courses of study, an increase in third-party-funds, the implementation of a graduate schools or the increase of the numbers of international visiting scholars and exchange students.

It is quite typical for both the internal and the external agreements on objectives that they are gender-neutrally worded even when a gender differentiation would have been possible and would have made sense. Two examples will serve to illustrate this: Instead of a neutral agreement to increase the exchange rates of “academic scholars and students”, it could have been stated, for instance, that a special notice should be taken to ensure a disproportionately high increase in the exchange numbers of female researchers and students in male-dominated departments and fields of study. Similarly, the “promotion of young researchers” or the efforts in establishing junior professorships could have been worded in such a way that the aspiration to decisively promote young female researchers and female junior professors even to a dispropor-

tionately high extent, wherever this seems useful to balance existing disparities, becomes obvious. Such an approach could be considered as “applied gender mainstreaming”, which means nothing else but to transfer “the gender question from the margins to the centre of strategies for action – which is what gender mainstreaming literally means – and to position equal opportunities policy as structural policy” (University of Augsburg’s Concept for the Implementation Affirmative Action (= *Konzept der Universität Augsburg zur Umsetzung des Gleichstellungsauftrags*) 2004, p. 3).

Instead the mandate for the orientation towards gender equality is drafted and shaped as a merely additive aspect in an extra section – very much like it is done in the external agreements on objectives, and by this constituted as “special programme”. This practice is not in compliance with the described policy of gender mainstreaming to transfer the question of gender to the centre of all strategies for action.

The negotiations between the university board and the deans as well as the women’s representative and the representative for gender mainstreaming have come to a close in February 2007. Topics of negotiations were the following requests by the women’s representative, the equal opportunities commissioner and the representative for gender mainstreaming:

- a gender equal distribution and allocation of staff and funding for the three new competence centres
- a gender equal assignment of all positions in all the other newly founded establishments such as graduate schools, research groups etc.

In addition, the women’s representative of the University of Augsburg had tried to introduce mandatory quota for women into the agreements on objectives, yet her proposition, at least for the time being, can not prevail against the wishes of the deans. Therefore the wording is for the most part a non-binding target agreement that characterises an assertion of good will but not a legal commitment.

In most agreements on objectives it has been avoided to define mandatory data, figures or quota and, therefore, a measurability of whether the targets and objectives have been met is not given. The routine wording, for instance, is thus:

- The department “in principle supports” the actions and programmes the university takes to promote gender equality and equal opportunities and “considers them – if possible – when filling vacancies”
- In the context of staffing and new appointments “special attention” shall be given to increase the proportion of women
- To promote young female researchers “the department supports actions and programmes” like the workshop-programme KleVer, the mentoring-programme (sometimes the wording is: “own mentoring-programmes”, from this it has to be assumed that they reject the university-wide mentoring-programme)
- The department “supports long-term” initiatives for child care in accordance with the overall concept and after consulting with the women’s representative
- The departments “seek to consider” the content and results of women’s and gender studies in the curricula
- Regularly words and phrases are chosen like “increased employment of women”, “adequate consideration of women”, “the department will strive for”, “it should be worked towards” or “the department is willing to support programmes and measures as far as the financial possibilities allow it”.

As concrete – and therefore revisable – commitments only the following have been agreed upon:

- The department for applied computer science stipulates that all funds that are received from the University of Augsburg due to the criteria for gender equality and equal opportunities that have been agreed upon within the university will exclusively be used for the promotion of gender mainstreaming programmes and the department also describes in detail which measures and programmes are to be financed with those funds.
- The department for mathematics and the natural sciences stipulates that “if demanded” women-only seminars are held.
- Most departments announce that they will support the programmes of the gender-mainstreaming project with 1% of the funds received for research and teaching (Title group 73, cf. Table 12).

Mandatory quota, for instance to increase the proportion of women could not be implemented in a single faculty/department. It has to be said that even among the women at the university the quota agreement finds only little support, because often it is considered as discriminatory (telephone call with women’s representative). Especially in those departments with a small proportion of women it can often be heard that women emphasise that they were employed or appointed due to their qualifications and not because of a quota.

In an interview one vice-rector of the university pointed out the interrelation of the debate on quota and the debate on excellency. He thinks that as a prerequisite for the introduction of quota a broad discussion were to be held first on how to deal with the problem of “excellency and gender equality/equal opportunities”. So far, this is most often considered as an antagonism that is used in debates on gender equality and equal opportunities as a secondary area of conflict, but that so far has never been discussed as an independent topic. This becomes clear in again and again re-emerging questions like for instance “Is gender equality/equal opportunity or excellency our top priority?” Here it becomes obvious that first of all it has to be defined what the relation of these two objectives is and whether they really are mutually exclusive or whether they maybe even complementary and determine one another. (Cf. also Macha 2000) However, as long as it is predominately estimated that women’s quota interfere with excellency in a general way, or as long as women believe that a women’s quota may damage their reputation simply because everybody would assume that she only obtained her position due to a quota, as long these targets and objectives will not become acceptable at universities.

Another important aspect is the period these agreements on objectives span. Now the period is two years. Within this period, however, an increase of the proportion of female professors possibly cannot be realised. In the agreements on objectives, therefore, next to short-term objectives also long-term objectives should be aimed for. This is especially true for the objective of a modified policy for the appointment of professors, yet for this objective additional preconditions have to be established, like for instance a significant rise of the proportion of women at mid-level faculty in male-dominated fields of studies in order to have a sufficient number of women available, who meet the criteria for becoming professor at all, and thus to arrive at a gender equal appointment and employment policy. The agreements on objectives therefore should start from there. Quota for Ph.D. positions (supported by grants or with paid salary) seem to make sense and can be realised. By this a higher proportion of women at mid-level faculty can be reached in a rather short period of time. For this long-term objectives can be laid down in the agreements on objectives which could be adjusted and updated and, by and by, be expanded to also cover the proportion of female professors. (AL 728-781 and 1255-1337)

As these are also important questions in regard to gender budgeting we will try to get further information about it in our additional expert interviews, which we have planned for WP 11 – Development of Instruments.

2.6.3 Evaluation of Teachings

The evaluation of teachings is important in the context of gender budgeting because of the following reasons:

- it constitutes an impact analysis
- it can supply impact indicators to measure the achievement of objectives in the context of teaching (which is an important aspect of a university)
- here it can and should be ascertained, whether there are gender differences both on the side of those teaching (in regards to the quality of teaching) and also on the side of those being taught (in regards to their rating and assessing the teaching)
- the evaluation of teaching is part and parcel of the total quality management and total quality management must be an important aspect of gender budgeting (for instance gender differentiated criteria for quality).

We have not enough knowledge of this point yet. There have been three interviews concerning this topic, but they do not provide sufficient information, because every department has another way to carry out the evaluation. However, what we found out about the evaluations of teachings so far is the following:

At the University of Augsburg there is a „Centre of University Didactics“ (Hochuldidaktisches Zentrum), which runs a lot of the evaluations of teachings, but in a different extent. According to our information until now the evaluation for the Department of Theology and for the Department of Philology and History is done exclusively by the Centre of University Didactics. The Department of Law runs the evaluation by itself, but the Centre helps with the data analysis. The Department of Philosophy and Social Sciences is supported by the Centre in respect to the electronic scanning of the data. The Department of Mathematics and Natural Sciences receives consulting referring to social science principles. There are only two Departments (Applied Computer Science and the Department of Business Administration and Economics) which carry out the evaluations altogether by themselves. According to our knowledge until now only the Department of Applied Computer Science asks about the variable “gender”.

At the department of business administration and economics the results of the evaluation of teaching are used as a performance criteria for the distribution of funds.

To do a thorough analysis it would be necessary to make at least one interview in each department. This could be done in an additional project.

3. Financing regulations and the distribution of the budget

The Bavarian higher education area including the relevant legislation is currently undergoing a period of upheaval. Therefore, on the one hand the situation for the present research project is very good concerning the possibilities of an SSA-assisted exertion of influence. On the other hand, there is often only diffuse information available. This is obvious in many points and makes it difficult to e.g. access informational material as the responsible persons act extremely restricted and to refer to the changes which are currently taking place. This problem also occurs repeatedly during the expert interviews. We therefore have to refer to the currently arguable situation of information as well as to the lack of willingness to hand out preliminary informational material during some of the following paragraphs. This applies especially to the following paragraph: „persons, stakeholders, board and committees of the budgeting process“, as the committees, positions and persons, who play an important role in the budgeting process, are regulated by the statutes (Grundordnung) of the University of Augsburg. These statutes are being debated again currently (March 2007). A final revised form can supposedly not be expected before September 2007. By that time we cannot give any binding statements concerning the future situation.

3.1 The Persons, Stakeholders, Boards and Committees of the Budgeting Process

The university's administration includes the rector, three pro-rectors and one 'Kanzler' (= head of administration). The administration department of the university, which is referred to as the "research backing group", is subordinated to the 'Kanzler' according to the hierarchic structures. The individual departments are relatively independent with regard to the hierarchical structures. The departments are also widely self-governed with regard to the distribution of their funds which they handle in different ways (please also refer to paragraph 3.6, Distribution of Funds within the Departments). In addition, the departments have their own department administrations which – considering the hierarchical structure – are subordinated to the 'Kanzler' (head of the entire administration) as well as to the dean (head of the department). Each department has a board as a counselling body. This organisational structure will be maintained without any changes even after the introduction of the new statutes.

Currently, the university has the following advisory boards (in addition to its management board): the senate, the university council, the Consilium Decanale (council of deans) and the department bodies.

The Senate

According to the Rector the senate still has an „overall academic-democratic legitimation (..), in contrary to all the other boards“ (WB 80-81). For the time being, the senate is still responsible for the approval of the budget. Up to now the senate has been the major board to discuss equal opportunity topics and the board members are characterised as open and amenable to equal opportunity matters. Furthermore, the senate is characterised as a democratic forum since the members are open minded and their interests are not exclusively focussed on the departments or on pure research matters.

By the time being there have been additional „steady commissions of the senate“, like the commission for teachings and students, the commission for research and young scientists, the commission for university planning and the budgeting commission, environmental and constructional matters. By now, the latter commission has been in charge of the debates about the budgetary matters (in this committee there are selected senate members with voting rights are – please see Rothe (2007): Process analysis of the University of Augsburg, Germany, Workpack-

age 5 of this SSA). A decision whether these commissions will be maintained with the current structure has not yet been drawn.

The University Council

The current structure of the academic board is rather undefined and temporary, the new Bavarian academic legislation from the 23rd of May 2006 has not yet been realised and a definite decision about the future number of the external members will not be made before fall 2007 along with the passage of the new statutes.

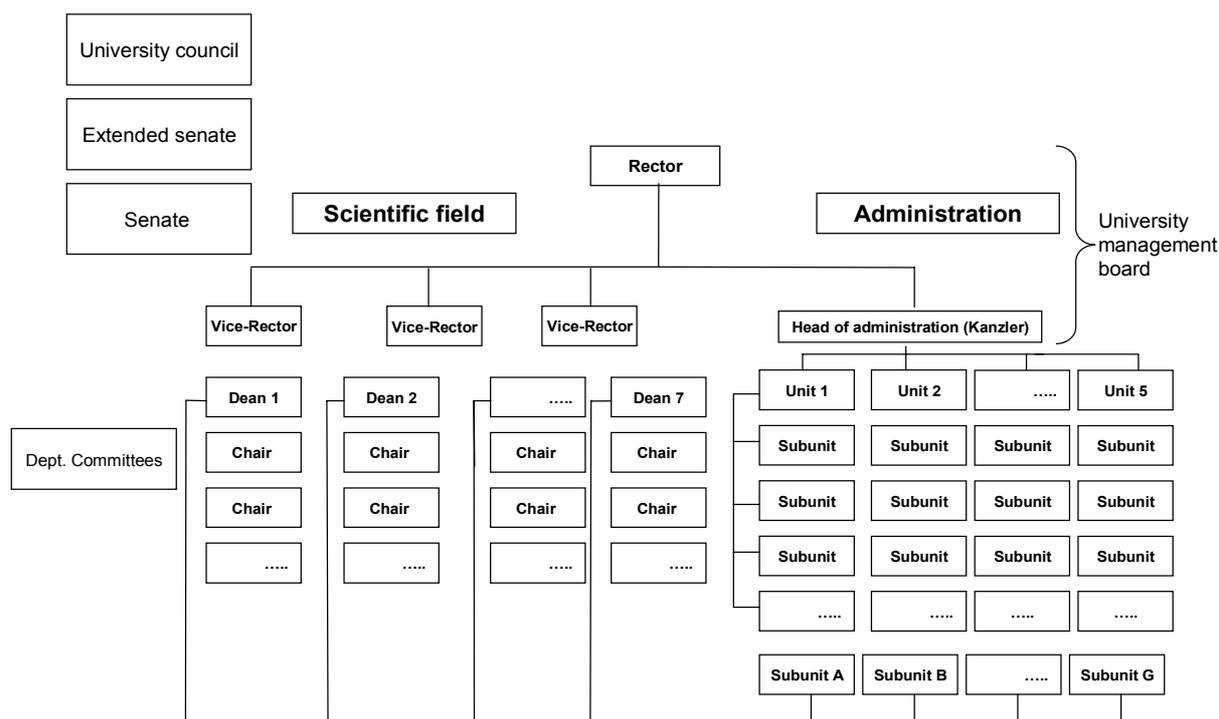
The Consilium Decanale (informally) (council of deans)

This council is a conference of the deans which takes place sporadically: However, it is not mentioned in the old statutes. The new statutes are scheduled to integrate this council officially in the future expanded administration of the university and thus involve formally the deans in the university's administration as well.

Department Bodies

The departments' bodies consist of the dean, the vice-dean, the students' dean and the department council, the latter of which associates seven representatives of the professors, two representatives of the scientific and artistic staff, one representative of other staff, two student representatives as chosen members as well as the women's representative of the individual departments. The department council elects the deans and the vice-deans among the professors' representatives.

We can only guess what the future administrative and counselling boards and bodies will be like. The organisation of the administration as well as the structure of the departments will remain unchanged and the university administration will still consist of the rector (to be called the "president" in the future), the three pro-rectors (to be called vice-presidents in the future) and the 'Kanzler'. In addition, the university will have an expanded management board in the future. This will include the current management board as well as all deans and the women's representative, plus the representatives of the different groups (similar to the current senate). Thereby, the "Consilium Decanale", which has been an unofficial organ, will get an official framework. Under those circumstances the Consilium will be in a position to influence budgetary subjects on the level of the university management board and not only within the departments. The budgeting commission is likely to remain unchanged. The university council (Hochschulrat) however, will probably receive the exclusive responsibility for the statement about the budget according to the future legislation. (WB 85-91)

Figure 5: Organigram of the University of Augsburg

3.2 Laws, Guidelines and Agreements That Regulate the Financing and the Budgetary Procedures at the University of Augsburg

The statutes and guidelines which regulate the budgetary procedures of the university as well as the funds distribution or directly influence them are described below.

The Statutes of the University of Augsburg

The statutes are currently being revised and have to be in accordance to the new Bavarian academic legislation by September 2007. The statutes regulate, among other things, the formation of the university management board, of the senate and the extended senate, of the standing committees (among others also the formation of the budgeting commission, environmental and constructional matters, mostly in short referred to as „the budgeting commission“) as well as of the central institutions. The statutes also regulate the departments' bodies (dean, vice-dean, students' dean, department council and the departments' women's representative), as well as their elections and their appointment procedures respectively.

Guidelines Concerning the Inter-University Funds Distribution

These guidelines are issued by a superior board on the *Länder* level (Universität Bayern e.V.) and are to provide the redistribution of a part of the federal funds to the Bavarian universities, according to specific performance and cost criteria (formula based). We did not get these criteria up to now – it seems to be quite difficult for the university to provide us with these data.

Guidelines Concerning the Inner-University Funds Distribution

The university can distribute the funds for teachings and research independently (title group 73) allocated by the ministry. The university's administrative guidelines for the distribution of budget funds of title group 73 (new) dated July 06, 1999 (now in the version from October 18, 2006). A detailed description of this process follows in chapter 3.5. These guidelines will end at the 31.12.2007 and new guidelines will have to be developed.

Guidelines Concerning the Funds Distribution within the Departments

The guidelines concerning the inner-university funds distribution also contain a few regulations concerning the distribution of funds from the federal budget to the departments, which mainly regulate the allocation to tenured professors and stipulate additional funds for chairs with extraordinary expenses (like e.g. for laboratory or other equipment or material costs). Apart from that, the guidelines indicate only that „the departments distribute the funds they have been supplied with within the framework of the legal specifications in their undivided responsibility”. (Guidelines of the university's administration for the distribution of budget funds of title group 73, page 3)

Tuition fee statutes

The University of Augsburg's regulations concerning the amounts, the raising and the appropriation of tuition fees (tuition fee statutes), dated August 2nd, 2006, administer the appropriation of the tuition fees which will be charged as of the summer semester 2007. The departments are currently debating and will decide in their sole responsibility how the appropriation of the tuition fees is to be handled in the individual cases.

A general informal agreement is the fact that the university's administration and the boards do agree that the principle of the academic democracy should also apply for the budgeting process. Therefore, it is necessary to give the right to a say to all status groups involved also concerning budget decisions and these should be drawn under the democratic participation of all groups with the aim to achieve a consensus if any possible.

3.3 The Länder Budget

The Bavarian Ministry of Finance and the Bavarian universities negotiate a so-called biennial budget periodically every two years. 80% of those funds are already committed to the staff and are not available for free distribution (AL 1040-1056). Another share of these funds has to be spent on material costs, on operating and maintaining constructional measures, the purchase of equipment as well as on administrative issues. The remaining funds form the so-called “title group 73 teachings and research” which the universities are free to spend according to their needs and requirements. The annual total budget of the University of Augsburg amounts to ca. €70 million, whereby all funds (also those for the staff) are included. The funds which the title group teachings and research has for their free distribution amounts to an annual sum of ca. €5.8 million (see Freistaat Bayern budget plan 2007/ 2008, Individual plan 15 for the business unit of the Bavarian Ministry for Science, Research and Arts, Par. 1523 University of Augsburg, page 310).

Usually, these shares as well as the absolute amounts are subject to only marginal changes from financial year to financial year. Nevertheless, the university expresses their requirements from the biennial budget periodically every 2 years and forward these requirements to the ministry. These are the preliminary estimates for the national budget suggested by the university's administration which are being debated by the budgeting commission and which the senate has to confirm in the end.

The universities have limited influence on the amount of funds available. As the principal confirms in an interview, the universities' respective financial requirements indeed are under political observance. Therefore it is necessary for the universities to cooperate since a cooperation leads to remarkable influence whereas competition results in a rather negative effect. The amounts scheduled for the individual universities are the result of a historic process and sometimes reason for arguing and a competitive situation between the bigger and older universities and the smaller ones. This was one reason for the founding of the University of Bavaria e.V. (Universität Bayern e.V.) which is intended to have a positive influence on the political coordination of the universities. (WB 142-154) (see also paragraph 3.4)

Table 12: The Expenditures of the Ministry for the University of Augsburg (tuition fees excluded)

Title	For the years 2007 and 2008 respectively
Expenses for human resources	48,062,100 €
administrational expenses / material costs	5,611,900 €
Constructional measures	484,100 €
Title group 71, 72 (expenses from subventions)	3,200,000 €
Title group 73 Research and Teaching	5,808,000 €
Title group 74, 75, 76, 77, 78, 80, 81 (e.g.expenses for professional training)	2,785,800 €
Title group 91, 92, 93, 94, 95 expenses for specific research areas and diverse subsidies	4,400,000 €
Title group 99 costs for data processing	356,700 €
Overall budget (without tuition fees and third-party funds)	70,708,600 €

Data Source: Freistaat Bayern, Budget Plan 2007/2008, Individual plan 15 for the business unit of the Bavarian Ministry of Science, Research and Arts, paragraph 1523, University of Augsburg

3.4 Allocation of Resources between Universities

Bavaria has a specific procedure for the distribution of the a.m. amount from title group 73 Research and Teaching to the Bavarian universities. This procedure (currently, i.e. until 2007) defines that 50% of the amount of title group 73 is allocated to the universities directly according to the respectively intended shares whereas the other half of the amount is subject to a performance-related redistribution according to specific criteria. A board called "University of Bavaria, registered association" (Universität Bayern e.V.), which consists of the presidents and principals of all Bavarian universities, is in charge of the distribution. This board was established in 2003 and since then it has taken over this "inter-university funds distribution" which should function as an incentive for more competition among the Bavarian universities. The weighting was made in Bavaria in 1998 for the first time and at that time for 30% of the amount to be distributed. In 2001 40% and since 2003 50% of the amount have been distributed according to the weighting. This share will increase to 60% by 2008.¹⁹

The individual current weightings are:

Cost-related weightings:

- 20% according to the number of professors

¹⁹ This proportion is not standardized due to the sovereignty of the Länder concerning the academic policy. It ranges between 5% and 60% in the individual German Länder.

- 5% according to the number of scientific employees
- 18.5% according to the number of students within the standard time frame (since 2004)

Performance-related weightings:

- 20% according to the number of graduates within the standard time frame (since 2004)
- 22 % according to the number of third-party funds acquired (since 2004)
- 7% according to the number of PhD graduates, habilitations and Humboldt-scholarships

Equal opportunity-related weightings

- 7.5% according to equal opportunity criteria (since 2004)

This mode of distribution is disadvantageous for the University of Augsburg, as the university's current third-party financing is lower than that of other universities (on an average) – this means, that the university receives less funds from the national budget due to this performance-related shift of weighting than it would get in case the funds would be distributed directly. In 2006, this meant ca. 93% of the possible 100% and the absolute through was ca. 84% in 2003.

Compared to this, the university receives ca. €126.000 from the budget share which is distributed according to the range of equal opportunity measures. The women's representative comments on this as follows:

„We finally managed not only to get information about the exact amount of money, but we also achieved that this money had to be spent entirely on the advancement of women. Currently the financial incentive system is (paid) from that sum and the womens' representative gets (...) €40.000 for her research budget, which we now partially re-invest in the gender mainstreaming project. (...) A while ago the (previous) (German) chancellor distributed it at his will and we never got to know anything. (...) And now, under the current chancellor, we finally get all the information and we really use it all for the advancement of women“ (HM 788-802)

3.5 Allocation of Resources within the Universities

The funds which flow from the national budget (and here again, from title group 73 Teachings and Research) to the university are forwarded to the individual departments and the university's central institutions according to the procedure for the “inner-university funds distribution”. The amount distributed consists of the basic amount which is directly forwarded from the national budget to the university (currently 50% of title group73) and that amount resulting from the *inter-university* distribution (by the “Universität Bayern e.V.”, see the previous paragraph) for the University of Augsburg.

The university can distribute these funds independently for (title group 73) Teachings and Research - the “administration guidelines of the university concerning the distribution of the budget funds of title group 73 (new) dated July 06, 1999 (now in the version dated October 18, 2006), apply. These funds are also distributed according to a weighting system. The number of chairs and professors, as well as the number of scientific employees and the students who stick to the standard time frame, are the cost-related parameters. The departments receive amounts of between €25 per student up to €3.000 per chair. The percentage of the respective department's graduates among the students who stick to the standard time frame, the number of Phd. graduates and ‘habilitations’ (i.e. post-graduate degrees), the amount of the third-party funds acquired (during the year before the decision about the distribution) and the number of recipients of Humboldt-scholarships at the department stand for the performance-related parameters.

The bonuses for the third-party funds are differentiated according to the amount of the funds acquired. These can amount up to a share of 7.5% of a third-party-funds' amount of €100.000 - for higher amounts, the percentage is decreased again. Only shares up to €400.000 are taken

into account, higher amounts are not being considered for the bonification – in order to prevent departments who acquire extremely high third-party funds from receiving the entire bonification possible. This way of distribution is called ‘Opitz plan’ according to a former professor of the University of Augsburg named Opitz, who developed this formula based distribution.

In addition, up to 5% of the funds of title group 73 are made available to the departments for the promotion of equal opportunity. The following mode applies: the annual basic amount for female scientific employees has been increased to Euro 750 (compared to Euro 500 for male scientific employees) and the basic amounts for post-graduate degrees are doubled for women, i.e. a particular department receives €1.000 for each woman who gets a PhD and €500 for every male PhD. For each woman that qualifies as a professor the department receives €2.000 and €1.000 for each man. The womens’ representative of each department receives an annual amount of €750 while the remaining budget is centrally allocated to research projects on women and gender mainstreaming (the process of the inner-university funds distribution is explicitly described in Workpackage 5 of this SSA, Process analysis of the University of Augsburg, Germany).

3.6 The Departmental Funds

Altogether the departments have the following amounts available. They are presented according to their range. We’d like to mention though that these amounts are nowhere to be found that accurate. They also do not refer in each case to the same year. The amounts of the first line (Inner university budget allocation) (public funds, title group 73) represent the exact amounts of funds, which had been allocated to the departments for the year 2007. By contrast, line 2 (tuition fees) shows the amounts estimated in advance for the year 2007 according to the expected number of students. Line 3 shows the average amount of the third party funds between 2000 and 2005, since the listing of the third-party funds for one specific year would lead to a very incidental image due to the significantly varying amounts of these funds. The other two kinds, however, vary only marginally in their ranges over the years.

Table 13: Departmental Funding and the Several Resources (Ministry Fund, Third-Party Funds, Tuition Fees), per Year, in €

	Cath.- Theol.	MNS (with- out phys- ics)	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 (esti- mated) ²⁰	136.000	547.000 ²¹		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 ²²	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

²⁰ Calculation of the data is based on students’ equivalents in the next summer semester 2007 and for a period of one year.

²¹ Total amount of the Department of Mathematics and Natural Sciences (including Physics)

²² Average per annum (2000-2005).

Total amounts (rounded)²³	243.000	4.330.000	1,486,000	2.526.000	1.000.000	3.232.000	2.663.000
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Data Source: University of Augsburg, 2000-2005.

3.6.1 The Departmental Funds from the National Budget

Besides some binding regulations concerning the allocation to tenured professors, the directives for the distribution of funds by the departments indicate that

“The departments distribute the funds they were allocated within the legal provisions in their sole responsibility” (The university administration’s guidelines for the distribution of budget funds of title group 73, page 3).

This means that the departments are currently in a position to act absolutely autonomously and that they handle this matter in different ways. Usually, the funds are distributed by the respective dean in cooperation with the department council. The department council is a democratically constituted body of the department which associates seven representatives of the professors, two representatives of the employees from science and arts, one representative of the other employees, two representatives of the students as elected members as well as the department’s womens’ representative as members with voting power.

Usually it is up to the department council to determine the distribution of the funds and they could theoretically even enforce their decisions against the dean’s will. According to the statements of several interview partners though, this hardly ever occurs, as all parties involved try to achieve an amicable decision.

Most of the departments currently debate about the use of the „fund surplus“, which the department is to receive due to the number of female employees in the scientific field, (see the performance criteria of the inner-university distribution of funds, chapter 3.5). By the time being, this surplus was forwarded to the chairs involved. The Department for Applied Computer Science plans, however, to establish a so-called “gender account” with these funds starting with the year 2007. This “gender account” is designed to finance concrete advancement or equal opportunity measures on the department level (P 47-49).

The Department of Economics chooses a performance-related procedure for the distribution of the variable funds (title group 73) - a novelty within the university. One third of the entire amount is allocated to teaching, research and the “external reputation” according to specific performance criteria. The results of the teaching evaluation are consulted concerning the teachings performance, publications in the technical literature define the performance criteria in research and the criteria concerning “extern reputation” consist of the acquisition of third-party funds and activities within bodies with positive publicity (e.g. the membership in an expert council, tasks as coordinators or other activities with positive publicity, etc.). These three performance columns determine not only the distribution of finances within the department, but also that of jobs.

We do not have any information about the criteria according to which the other departments distribute their funds. Additional studies on this topic are far beyond the framework of this project, but are however of high importance in order to achieve better knowledge about the funds distribution within the departments and the according control effects. Therefore, it is essential to emphasize that more research concerning the internal funds distribution within the universities is necessary.

²³ Because of the average sum of third-party-funds the total amounts per year can vary and are not exactly to describe

3.6.2 Third-party funds

The so-called funds rendered by third parties („third- party funds“) include all funds which do not come from the national budget and which are no direct university income (e.g. from tuition fees). They include:

- sponsorship money
- capital paid by the economy for research programs
- capital being made available by trusts or advancement funds, by the EU, the Deutsche Forschungsgemeinschaft (DFG, German Research Association) the Federal Ministry for Education, Science, Research & Technology (BMBF / Bundesministerium f. Bildung + Forschung) or other organisations for the financing of research programs
- scholarships of university members

Third-party funds are not subject to the distribution by central committees. They are a direct benefit for the chair that raised them and it is the chair that appropriates these funds, however, they must be spent on the project/s for which they were requested.

The sponsorship funds which finance e.g. a specific course of studies - as it currently is the case in business sciences – are an exception. In this case it is essential to find a consensus concerning the distribution mode.

The amounts of the acquired third-party funds vary significantly. Third-party funds do not only have a very strong influence on the financial assets of a chair or a department, but also on the entire university's capital due to the superior performance-related distribution systems which are strongly geared to the amount of the third party funds. The information which we could gather about the amounts of the third-party funds and their individual allocation up to now is very poor. The acquisition of third-party funds is a problem which nonetheless was hardly ever mentioned during the interviews.

The Department of Physics is the number one among all departments with high third-party funds: at this department each professor acquired an average of almost €103.000 between 2000 and 2005. The Department of Economics and the other departments of natural sciences also have high third-party funds but still not as high as the Department of Physics. Even though the Philological-Historical Department as well as the Philosophical- Sociological Department have higher absolute values, they have a considerable lower fundraising related to the number of professors. The average per capita amount estimated for these departments between the years 2000 and 2005 is €28.000. The Catholic-Theological Department (€6.500 per capita / per annum) and the Department of Law Studies (€12.200 per capita / per annum) have the lowest third-party fundraisings.

3.6.3 Tuition fees

Tuition fees will be implemented at all Bavarian universities starting with the summer semester 2007. Every student has to pay a fee of €500- per semester to the university based on the Bavarian academic legislation (Bayerisches Hochschulgesetz = BayHSchG), Art. 71/ par. 6, as well as the Statutes of the University of Augsburg concerning the amount, the charge and the appropriation of tuition fees (tuition fee statutes) dated August 2nd, 2006.

The tuition fees will remarkably improve the financial situation of the university. They are estimated to ca. €10 Mio.– this amount represents a share of more than 14% of the university's entire budget (of about €70 Mio.). The major part of the entire allocation from the *national budget* is spent on regular employments as well as on central institutions of the university, whereas the departments receive only a very small share. Almost 2/3 of the income from the tuition fees however, end up with the departments²⁴. 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.

The statutes regulate that the tuition fees have to be divided among the departments, in proportion according to the number of their students (student's equivalents) - after the deduction of the administrative costs as well as of 15% up to 20% designed for the university requirements in order to improve the conditions for the students. As we know from the department of applied computer science, they also consider it important that the sum of the tuition fees is distributed to the institutes and chairs again according to the students' equivalents. This is to ensure that the students' contribution is spent exclusively for their own respective field. (We do not know whether all departments handle this matter in the same way as this would require by far more interviews on department level).

The Dean and the Student's Dean decide about the department's internal appropriation of the funds, in consultation with the head of the students' representatives in the department council. The departments have to submit a report on the appropriation of the tuition fees to the university's administration on an annual basis (tuition fees statutes dated August 2006, §9 clause 2-6)

As a basic principle, the appropriation of the funds has to improve the teaching - however, a large diversity of interpretation concerning which expenses belong into this category and which do not, is already obvious. The departments are still debating about the distribution of the future tuition fees. The Department of Economics is planning to establish a study and service center which offers advance training and levelling courses (e.g. for students who need to catch up in maths) or revision courses. (73-83). A different idea is to use the tuition fees for the advancement of young women in the teaching field. However, this is subject to a very controversial discussion. Here is a statement of one of our interview partners concerning this subject:

The humanities, where most women are, do not have any money at all. That means, I now know quite a lot who teach their classes only to stay in the business. We're speaking of women, maybe with a child who don't have much time (...), then they graduated and would basically like to qualify as a professor but don't have a position (...) but they also don't want to quit the scientific field. That means, that in the end they are in the university twice a week and supervise some crowded seminars and hope that something will improve. Now, with the tuition fees they could get the chance to get a part-time job, i.e. the PhD or the 'habilitation'. And all those who have children get a part-time job now that is financed by the tuition fees. Because what they lack most are jobs that enable people to make ends meet. (AL 450-461)

3.7 The Financing of Equal Opportunities and Advancement Measures

The following points will show by which funds and up to which amount the current equal opportunity and advancement measures of the University of Augsburg are financed.

The following modules are either already established or in preparation:

²⁴ Currently a projected amount of Euro 633 out of the annual Euro 1,000 / student is expected to reach the departments directly.

Communication policy

Aim is an open communication policy within the university and the scientific community as well as on the political level (integration of the public)

Costs: to date about €3.000.- for printing and travel expenses

Financing: From the funds of the Academic and Scientific Programme “Equal Opportunities for Women in Research and Teaching” (HWP programme)²⁵ or (in the future) by the womens’ representatives budget

Gender Training

Advanced training for the quality management concerning gender equality for the university’s senior management as well as important representatives of the administration, including documentation and communicative validation.

Costs: €4.550²⁶

Financing: from central funds of the university

Agreements on Objectives with the Departments

The objectives which the university management and the departments agreed upon concerning equal opportunities in fields like research, teachings and studies, human resources development, promotion of young researchers and general social conditions were ultimately phrased. However, there are only few concretely measurable objectives formulated.

Costs: this module is basically considered to generate no expenses

Agreements on Objectives for the Research Supporting Staff

This module is still in a developing phase, so far (March 2007) no objectives concerning the supporting staff have been agreed upon

Costs: this module is basically considered to generate no expenses

Economic Incentive System for the Promotion of Women within Research: „Continuance Instead of Quitting“ (“Verbleib statt Ausstieg”)

Budget funds will be subject to an inner-university redistribution with the aim to identify and financially advance talented women who fulfil the defined standards concerning an extraordinary research performance, at an early stage (e.g. by awarding grants for the attendance in scientific congresses).

Financing: from the funds of the inner-university distribution of funds according to equal opportunity criteria. The amounts vary from department to department as they are a result of the number of the female scientific employees as well as of the PhD and ‘habilitations’ achieved by women at the individual department. The amounts in 2007 will range between € 1,500 and € 13.500. By now, not all the departments appropriated these “women’s’ bonuses“in the same way. Some departments include them into the department’s overall budget whereas some departments absorb these bonuses and invest them for the advancement of women. (see chapter 3.6).

Programme for a Combined Planning of Career and Personal Life (Programm KLeVer = Karriere und Lebensplanung verbinden)

This programme offers workshops and advanced trainings for the support and networking of women who aim at a scientific career or are already pursuing one.

Costs: No data available

²⁵ Hochschul- und Wissenschaftsprogramm „Chancengleichheit für Frauen in Forschung und Lehre“ (Academic and Scientific Programme “Equal Opportunities for Women in Research and Teaching, duration 2001 - 2006)

²⁶ A second training was planned but did not take place up to now.

Financing: Start-up financing from the funds of the HWP programme. The future auto-financing of the seminars via dues is intended.

ProMentora (Mentoring Programme of the University of Augsburg / „Programm Mentoring der Universität Augsburg“)

The mentoring programme is intended to support young women in the natural sciences and to encourage them to pursue a scientific career.

The female mentors work in business companies and private enterprise. It is possible to work in teams of two as well as in specific courses for the mentors and the mentees.

Costs: ca. Euro 55.000 / annum (including personnel cost)

Financing: To date from the HWP programme's funds, follow-up financing for 6 months from central funds of the university. Further financing unsettled.

Child Care Initiative for Employees at the University of Augsburg - IKBU („Initiative Kinderbetreuung für Beschäftigte der Universität Augsburg“)

A variety of demand-oriented, flexible as well as nearby child care options represent a necessary supplement of the other measures within the gender mainstreaming complex.²⁷

Costs: Euro 126.350 in total for the year 2006 (for the nursery school „Unibärchen“)

Financing: The nursery is run by a parents' initiative. Financing via mixed financing, divided into parents' contributions (Euro 31,000), membership fees (Euro 1,160), subsidies by the City of Augsburg (Euro 74,300), subsidies by the university (Euro 42,800), subsidies by the German Research Association (Deutsche Forschungsgemeinschaft, Euro 6.000) and from donations, bazars, etc. (Euro 800). The gains were by almost Euro 30,000 higher than the expenditures (in 2006).

Evaluation

The entire package of measures is accompanied by a process of evaluation which includes all parties involved. This evaluation is designed as a scientific accompanying analysis which started in 2004 and has not been finalized yet.

Costs: no data available

Financing: The employment of a scientific female staff member who works 75% of the standard working time was financed. The employment 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'

Process Accompanying Measures

The Gender Mainstreaming Process was additionally accompanied by expert discussions and a group session with the university administration board, by the documentation of results, a "feedback workshop", project management as well as a coaching for the Gender Mainstreaming task force. (October 2004 – August 2005).

Costs: Euro 14.300

Financing: From funds of the HWP programme. For the time being, there are no plans to continue.

²⁷The University of Augsburg was given a Euro 25,000 award by the Bavarian Ministry of Sciences, Research and Arts for the best academic concept for the fulfilment of the equal opportunity mandate.

4. Conclusion

4.1 Presentation of Data and the Situation of Women

At the University of Augsburg there has been collected a lot of data. The question is, however, whether the collected data is enough respectively whether the kind of data collected are suitable to illustrate the situation of women at the university in an appropriate and adequate way.

Since the 1970s the number of women at the University of Augsburg has increased significantly. In the winter semester 2006/2007 58% of the first-year students were female. However, if one looks at the situation in a more differentiated way, differences at two distinct levels can be discerned even at the stage of first-year students. On the one hand, the gender ratio is not very well balanced between the different departments on the other hand significantly more men than women are planning to complete their course of studies with a Ph.D. degree right from the start. Therefore, obvious gender-specific differences exist in both in the choice of field of study and in career planning. These differences sustain when the academic career is further pursued as figure 2 illustrates.

The status quo is sufficiently described by the data currently available. However, it seems also necessary to track down possible causes for the drop-out of women. It can be presumed that a multitude of causes exist, which so far have not been clarified sufficiently in regards to extend and complexity of the underlying causes. This last but not least is due to the fact that no sufficient data relating to this question is available so far. Even though it certainly is not an universities business to collect data on the subjective attitudes of female students towards an academic or scientific career, it nevertheless would be useful to set up a better data record on the objective situation of students. Currently, for instance, no information is available on the proportion of students who have children, on the income situation or on the proportion of students (of course these data would have to be gender-specific, too), who receive BaföG (a student loan based on the Federal Student Financial Aid Programme) or other financial assistance like scholarships or grants. The income situation of the scientific and non-scientific staff at the university is also not sufficiently comprehensible. Though formal pay scale groups exist and all staff members are classified according to these groups, the information given on the actual extent of financial earnings, on security of employment or on whether employment is permanent is inadequate. There is also too little information available on the proportion of women who receive Ph.D. scholarships, who hold funded postgraduate posts, who receive grants for their 'habilitation' (postdoctoral qualification, usually second book) and so on. If this data was available it would be much easier to effectively argue in favour of, e.g. the continuation of the HWP-Programme for the promotion of women in science. There is some concern that the discontinuation of the programme might lead towards a renewed change for the worse of the situation of women in research. It would be interesting e.g. to find out and understand how changes could be traced back to earlier interventions or promotion programmes, for instance, how the number of female habilitations has changed in consequence of such promotion programmes.

4.2 Equal opportunities and helpful management instruments

The question is here, which management instruments do have direct or indirect impact on equal opportunities for women and men, what is the most effective area of influence capability, where things can be improved even in the short-term or where long-term strategies have to be aimed at. The university's Concept for the Implementation of Affirmative Action from 2004 has established the basis to realize some strategies, which for the time being seem to be very promising. So the establishment of the network "5 collective agents" is certainly well capable of responsibly

integrating the university board into the gender mainstreaming strategy and by this of safeguarding the top-down-process. Simultaneously, the departments, non-scientific staff as well as the student body are theoretically well integrated by means of the women's advisory council. In everyday practice, however, it becomes clear that these "integrations" and connections do not work harmoniously (cf. also WP 5 Participating Observation of the Meeting of the Women's Advisory Board on ...). Ultimately, not the quality of a theoretical concept, but its successful implementation determines its success.

The same is true for the single measures and activities of the gender mainstreaming complex. Here, too, difficulties in implementation can be observed, despite an outstanding conceptual design. For instance, it has not been possible so far to define precise and measurable objectives for truly relevant areas in the agreements on objectives between the departments and the university board except for a few exceptions. For the time being, for instance, it has been impossible to assert a precise quota for the proportion of female professors aimed at.

Under the perspective of gender budgeting, of course it has to be explored, too, how strong respectively how effective and efficient the impact of every single activity, programme or measure is, i.e. which effects are actually achieved by the activities and programmes and how does this relate to the financial input and expenses. In regards to the data available, it could be questioned which data could show us what the costs for the complex are and what its respective effects are. Methodological problems are linked with this, like for instance how changes in the proportions of gender can be traced back on modules of the complex (e.g. mentoring programme, incentive system, KLeVer programme, IKBU etc.). Hopefully, the evaluation of the gender mainstreaming complex, which is now well under way, can deliver some insights and results.

It appears that there are grave department-specific differences in regards to the gender equality situation. To take this seriously means to realize that not every problem can be dealt with centrally, but that department-specific measures have to be taken additionally and simultaneously. In the interviews, a variety of assumptions and speculations for the reasons for the drop-out have been expressed:

- In the department for physics it has been said that many women are not willing to accept the usual extra-long working hours. In addition, even the very good and excellent women do not dare to qualify for a professorship – quite contrary to the average men.
- In the law department it has been pointed out that female lawyers do consider the civil service as offering far better opportunities for balancing career and family. That is why so few women are interested in a university career in law.
- In the department of Catholic Theology half of all professorships and chairs have to be staffed with priests due to church administrative regulations.
- In the department for computer science the problem is addressed that only few women feel themselves capable of pursuing a career as professor. In addition, it has been articulated here, too, that many women strongly refuse and dismiss direct promotions like quota because they fear adverse image effects.
- Yet another problem is expressed in the Philological-historical and philosophical- sociological faculties: here usually only insufficient financial funding for Ph.D. positions is available. Though women here show greater interest in pursuing a doctoral degree than for instance in the departments of mathematics or the natural sciences, they can hardly earn their livelihoods, if they plan to pursue a doctoral degree or a 'habilitation'.

Department-specific barriers have to be observed in more detail and it might be useful to systematically collect data and information on the respective main structural obstacles in each department (see also Heintz, B. 2004).

4.3 Impact of the Budgeting Instruments on Equal Opportunities

The question here is about the steering effects of budgeting decisions and financial funding. Which decisions have direct or indirect influence on equal opportunities of women and men, where are central areas for influence capabilities, which funds have direct effects, and which are better used as a long-term strategy? For instance, are incentive systems that are oriented towards criteria for equal opportunities an effective instrument that produce a factual improvement of the situation of female researchers?

For this it is not only necessary to understand how exactly these incentive systems work, what the underlying criteria are and which indicators are used as benchmark, furthermore it has also to be watched how the funds are used in each case and where they bring about precise improvement. At the university of Augsburg is a highly controversial discussion going on how the funds allocated by the redistribution system (between and within universities) that is oriented at gender equality, are to be used. The departments and faculties presently manage the funds variably. But the university's women's representative seeks that these funds do not merge in the general budget of the departments and faculties, but rather that they have to be used exclusively restricted for the promotion of women.

It is also important to consider the relative scale of the negotiated amounts. The percentage of the freely negotiable section 73 (= "Titelgruppe 73"; funds for teaching and research) at the total budget of the state budget for the university of Augsburg is about 8.3% (in the budget for 2007/2008). The percentage for fixed personnel expenditure (in the same budget year) amounts to 68%. We have scarcely received any information on the negotiation mechanisms for staff planning. These, according to the university chancellor (K....), have by and by developed by "historical growth". At first glance, this seems to be secondary under the perspective of gender budgeting; important in this context is the proportion as well as the hierarchical positions the women can achieve and obtain in the university's staff planning. Yet, it has to be considered that especially by employments and appointments the decisive directions have to be taken.

In a study²⁸ published recently it is shown that especially two aspects have an effect on the proportion of women in executive or leading positions.²⁹ On the one hand that is the proportion of women in decision making positions, on the other the proportion of women in the application process, i.e. the proportion of applications by women. This means that under otherwise equal conditions women are selected and appointed to a leading or executive position with a higher probability, if the decision maker is a women herself, and at the same time, the probability that a woman is selected and appointed for an executive function is the higher the higher the proportion of female applicants is. A logical consequence to be drawn from this is that first of all a critical mass of women in scientific leading positions at universities has to be reached and at the same time a critical mass of female applicants for these very positions has to be available. These are necessary preconditions for the increase of women in executive and leading positions. One has to consider, however, that this might not be enough to make sure that the gen-

²⁸ Kay, Rosemarie (2007), Auf dem Weg in die Chefetage. Betriebliche Entscheidungsprozesse bei der Besetzung von Führungspositionen. Gutachten des Instituts für Mittelstandsforschung Bonn, erstellt für das Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen.

²⁹ The results and findings from this study do not refer to universities, but the mechanisms described for business companies tend to be similar in an academic context of research institutes and universities.

der-equal recruiting of women becomes a matter-of-course. From this follows further that one central starting point is to be found in the motivation and promotion of young female researchers. This is the key to increase the number of potential female applicants for professorships. The second starting point is to increase the proportion of women on boards and other administrative organs that decide on the employment or appointment of female and male applicants.

In the following work packages 11 and 13 of this project these correlations and interrelations will be further broadened and sharpened in more detail and strategies will be developed how by adequate allocation of funding the targeted steering effects can be met

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- Juristischen Fakultät
- Philosophisch-Sozialwissenschaftlichen Fakultät
- Philologisch-Historischen Fakultät der Universität Augsburg.

Interviews with

- Rector of the University of Augsburg (will be called president from 2007 on)
- Prorector (University Planning) and Representative for Gender Mainstreaming (will be called vice-president from 2007 on)
- Head of the Administration of the University of Augsburg ("Kanzler")
- Women's Representative, Prof. for Education Science
- Dean for Students, Department of Business Administration and Economics
- Head of the Department III (Administration): Finance Department
- Head of the Department IV (Administration): Strategy and Research
- Head of the Centre of University Didactics
- Head of the Departmental Administration of Applied Computer Science
- Women's Representative of the Faculty of Laws
- Scientific employee, who is responsible for the evaluation of teachings for the Department of Business Administration and Economics
- Scientific employee, who is responsible for the evaluation process of the Gender Mainstreaming Complex of the University of Augsburg
- Equal Opportunities Commissioner (responsible for the non-scientific staff)
- Head of the Women's Office