

Workpackage 11

Development of Instruments for Gender Budgeting at Universities

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1. Introduction

by Andrea Rothe

Our SSA “Gender budgeting as an instrument for managing scientific organisations to promote equal opportunities for women and men” aims at the development instruments and measures as well as indicators for the implementation of Gender Budgeting as an important part of budget planning in science – with the example of universities. Our main objective therefore is to contribute to the promotion of gender equality in science in the European Union.

We follow the definition of Gender Budgeting used by the Council of Europe and the European Union:

Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.¹

Gender budgeting includes an (re)organisation, improvement, development and evaluation of the budgetary process, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making. With Gender Budgeting the ideas of Gender Mainstreaming are extrapolated onto budgeting events in a broader sense as well as in respect to every single organisation. The main focus of Gender Budgeting is the implementation of gender sensible perspectives into all budget policies to allow an allocation of public money to achieve gender equality. The potential of Gender Budgeting for science lies in its positive effects on the planning and evaluation of science policies and strategies, the increase of the efficiency and transparency of the allocation of resources and of the decision-making processes.²

The proposed project will focus on universities for various reasons: Universities play an important role in research because most research in Europe is done at universities. Since universities are in charge of the education of the next academic generations, they are particularly important for the development of human resources of female academics in order to achieve a gender balance. Additionally, universities as public institutions have to be examples for the private sector and have to account to the national or regional parliaments.

Summary of the work performed up to now

To date, the following subsequent analyses and evaluations were made:

- Analysis of the national situation of women and men in science in Austria, Poland and Germany (WP 4)
- Evaluation of the national situation of women and men in science in Austria, Poland and Germany (WP 7)
- Analysis of the budgeting process at the University of Augsburg (Germany), University of Gdansk (Poland) and the Vienna University of Economics and Business Administration (Austria) (WP 5)

¹ Council of Europe 2005, p. 10 and European Parliament resolution on gender budgeting - building public budgets from a gender perspective (2002/2198(INI))

² With more transparency in budgeting, the implementation of Gender Budgeting may not only have positive effects on the advancement of women in science, but it may also show that certain other groups (male or female) suffer from underrepresentation in science (e.g. along class or ethincal frontiers).

- Analysis of the situation of women and men at the University of Augsburg (Germany), University of Gdansk (Poland) and the Vienna University of Economics and Business Administration (Austria) (WP 8)
- Evaluation of the situation of women and men and the budgeting process at the three universities (WP 10)

As we managed to show in our analyses so far, there is a considerable diversity between Austria, Germany and Poland in terms of gender equality policies.³ This includes both the scientific infrastructure as well as the equality climate. Austria e.g. has an official Gender Budgeting policy and a 40% target for the participation of women in all public funded organisations. According to an overview by the European Commission, Germany implemented most national policies to promote gender equality in science compared to all other European member states.⁴ Nevertheless is the womens' participation in science quite low in both countries up to now. Poland, in comparison, has no affirmative actions whatsoever, and equal opportunities of women and men are hardly an issue at Polish universities, but probably due to the legacy of the socialist era there is a high percentage of women with a full professorship.⁵ All three countries are similar, however, when it comes to women in so called "Grade-A-positions". Here the pictures of "pyramid", "scissors" or "leaky pipeline" apply for all three countries on a national level as well as at each of the three universities.⁶

Concerning the budgeting process we could show that fundamental changes took and are taking place at most universities in Austria and Germany and even Poland because the international competition among scientific organisations became considerably stronger during the past few years. At the same time public scientific organisations and along with them universities tend to concentrate more and more resources on an economic output of knowledge and technologies. New management methods, New Public Management (NPM), were already introduced at universities in Germany and Austria and will be introduced in Poland in order to achieve these more entrepreneurial objectives. They focus on an output and sometimes outcome orientated allocation of budgets. However, up to now the quality of output and outcome indicators is still being debated and the question of how gender equality is to be translated into the governance and control logic of NPM is not yet answered. Another result of the increasing international competition and the economisation of science is the discussion about the question what is excellence in science.

On a second level we analysed the budget planning process, because we assumed that despite a formal acceptance of objectives like new public management and Gender Mainstreaming, resistances are to be expected at other levels. These resistances can be traced back to the stability and pertinence of mutual (gender) role expectations which originate in the struggle for resources, power and micro-political considerations by all relevant actors involved.

³ This supports the findings of the European Commission, the Helsinki Group on Women and Science: National Policies on Women and Science in Europe. A report about women and science in 30 countries by Prof. Teresa Rees, Luxembourg, 2002

⁴ Commission Staff Working Document 2005

⁵ European Commission: *Waste of talents: turning private struggles into a public issue. Women and Science in the Enwise countries*. A report to the European Commission from the Enwise Expert Group on women scientists in the Central and Eastern European countries and in the Baltic States. Luxembourg, 2004

⁶ also see e.g. ETAN-report 2000 or Commission of the European Communities: *Women and Science: Excellence and Innovation - Gender Equality in Science*. Commission staff working document. SEC(2005) 370, 11.3.2005, Brussels, Annex 1.4

What will come

After the introduction, in chapter 2, we start with a theoretical discussion of some major factors influencing the actual development at and within universities. These are the global competition and the economisation of science, the corresponding effects on the institutional set-up and New Public Management instruments at universities. We will look at the organisational culture at universities and give an overview over the state of discussion on the difficult question on excellence in science. Each of the topics will be presented with a simultaneous consideration of the consequences for equal opportunities in science and esp. at universities, its chances and risks.

In chapter 3 we focus on the development of gender sensitive objectives based on general consideration and will follow up on the question of gender equality objectives at universities. In addition, we will give some short examples how equal opportunity aspects can be integrated in agreements on objectives.

In chapter 4 we develop indicators for objectives for gender equality on different levels. This includes process indicators as well as social environment indicators and target achievement indicators. These are based on our own findings and on results from experiences made in the development of gender indicators. At this point we are also taking into account the international experiences and already available considerations by the EU-Commission on implementing Gender Mainstreaming into policies.

In chapter 5 we will assess strategies, instruments and measures which can be used to achieve an increase of gender equality at universities. These cover measures for sensitisation, awareness rising and the attainment of gender competence, classical equal opportunity instruments, the gender impact assessment (GIA) and its adaptation for budgeting in science, special gender equality instruments in the field of budgeting and last but not least instruments and measures for monitoring and gender controlling.

In chapter 6 we will illustrate our findings with the presentation of best practice examples as to Gender Mainstreaming at universities.

In chapter 7 we will outline possible starting points for support actions at each of the three universities. The question will be how a single university can handle or change the situation. This will at the same time be the starting point for trans-national learning and the transfer of experiences and know-how of the project members to their universities. The actual support of the universities with specific and adjusted activities will be outlined in the workpackage to follow (WP 13).

2. Global competition, reforms in the higher education sector, introduction of New Public Management and its meaning for equal opportunities

2.1 Global competition and the economisation of science

by Andrea Rothe

Since about the 1980s there is an increasing trend towards an economisation of universities. The main reasons for this development are a general political orientation towards neoliberalism, the reduction of public funding of higher education (which is partly due to this development) and an increased global competition among universities as well as among each scientific field of research. As a consequence of these events, scientific research and as a follow-up the scientific organisations as well have to be redesigned in a manner that puts them in a position to fit the needs of the (inter-)national economy better than they did in the past.⁷ This allows the development of knowledge and human resources which fit into the demands of the market. This is considered as the best way to help national corporations to produce commodities which enable them to prevail in the global market competition and with which a relatively high national welfare can be protected or achieved. In this situation universities try to improve their output and outcome in respect to publications, technologies (e.g. patents) and also human resources.

A consequence of the global competition is that the output of the universities needs to be comparable to allow a ranking. For the educational system of the universities this means a standardisation of degrees which was fostered by the Bologna process. With the regulation and equalisation of the university degrees bachelor and master, one important step has been taken. This standardisation also improves the mobility of students not only within the European Union and simplifies the recruiting for industry as the educational level is standardised.

Another consequence of the global competition and the decreasing public funding of the universities was and is a change in the organisation of the universities towards entrepreneurial structures and the implementation of so called New Public Management (NPM) instruments.⁸ With the implementation of NPM entrepreneurial methods such as performance-related distributions according to specific criteria and agreements on objectives and formula based or incentive systems are introduced.⁹ For the universities, the entrepreneurial structures have the advantage that they gain autonomy within their organisation even though the European comparison still shows fundamental differences between countries or individual universities as to the extent of independency.¹⁰ The universities are now in the position to allocate resources according to necessities of the global competition, to reduce or even close departments or chairs in case these do not contribute to an increase of their reputation or contradict their objectives. The state controls the still mainly public financed universities with the help of NPM instruments.

Yet another consequence of the tight public funding is that universities need additional funding. This may be provided by national, European or international scientific communities or

⁷ See also: Gubitzer (2005), p. 27-52, Johnston/Edwards (1987), p. 2ff, Pasternak (2006b), p. 33-56, Lenhardt (2006), p. 71-84, Pelizzari (2005), 83-102

⁸ Faschingeder et al. describe this as a „Staatsprivatisierung“, a state or public privatisation. Faschingeder (2005), 7-25

⁹ See among others Pelizzari (2005), p. 83-102

¹⁰ See e.g. Klatzer/Mayrhofer/Neumayr 2006; Erbe 2006; Tarasiewicz/Lapniewka 2006: Analyses of the national frameworks in science in Austria, Germany and Poland (WP 4)

stipends. It becomes obvious, however, that third party funding is increasingly provided by private industry, resulting in the advantage that no tax payers' money is required. In order to motivate the universities to raise even more funds, many states and universities have introduced incentive systems which offer an additional publicly financed monetary gratification for universities or departments within universities which are successful in the acquisition of third party funding. A supporter of the growing neo-liberal orientation of universities emphasises the advantage of this development for industry: "The academic commercialization will make the universities more reliant on the goodwill of large corporations who donate equipment and supplies to the university."¹¹

The increasing acquisition of third party funding from private industry is at the same time an aspect which is criticised by many. Fischer e.g. states that by reorganising science and research on a strictly mission-oriented or earmarked basis under economic imperatives, the code of science will partly suspend in favour of the code of economy.¹² With the code of economisation the main aim of science will not any longer be the truth which is found in a methodical and impartial way. Instead, however, the main aim of science will be to find ways and means to develop an optimal return of investment and to research on the best sellable information in any way which is cheap and profitable.¹³ The strict focus on economical output will greatly enlarge the probability that any information which might endanger the market performance of a product is clandestinely kept under cover by the selling or funding corporation or even that the research on such a topic will immediately be stopped or even forbidden. Scientific research has always been interst bound to a certain degree and did represented common social norms which e.g. can be observed by the fact that women experience the same discriminations as in other employment fields. However, with the developments going on now enforce this trend with the consequence that many research topics which might be crucial for the identity and development of social development or may be a fundamental basis of future technologies may not be researched any more, if no immediate profit is detected and, as a consequence, no third-party funding can be obtained.¹⁴

Global competition in science affects not only the scientific organisations themselves but also each individual department within a university. The departments have to compete within there own scientific communities but also against one another within one university. In order to make the actual costs produced by a department or chair transparent many universities introduce a special system with an accounting per department, chair or person.¹⁵ The advantage of this system is an increase in transparency. However, this is often contradicted by the time and effort the documentation requires. A member of the University of Gdansk e.g. describes in our analysis (see Analysis of the budgeting process, WP 5) that nowadays one department has to pay rent to another if they use a seminar room for a lecture which lead to a dramatic increase in bureaucracy.

The tendency towards a commercialisation of education has to be critically reviewed in the long run, as science needs a high degree of independence to research ways and means from which society as a whole benefits.

When looking from a gender perspective at the development towards economisation and global competition we can state that gender equality is not yet automatically embedded in the

¹¹ Johnston/Edwards 1987, 22-33 and 133-138, citation 137

¹² Fischer, Klaus 2005

¹³ Fischer, Klaus 2005, Gubitzer 2005, 27-52 and Johnston/Edwards 1987. Gubitzer speaks of a *Verbetriebswirtschaftlichung* of education which says that the non profit educational sector is transferred to a for profit and a profitable sector.

¹⁴ Fischer, Klaus 2005, Johnston/Edwards 1987, 30-31

¹⁵ In German it is called *Kosten-Leistungsrechnung*

new concepts.¹⁶ And even if there are first starting points they often stay lip services with no real consequences or outcomes. If we look e.g. at the departments which profit most it shows that these are the departments of natural sciences (mainly physics), computer sciences and business administration as they can produce commodities which are easily transferred into profitable follow up technologies/products and where industry increasingly needs well educated human resources. The Humanities, where the vast majority of students is female, tend to drop out of this system. The basic public funding as well as the incentives from the formula based budgeting diminish as the universities do not see any profit in financing these research areas and there is also only little third party-funding from private industry as a short term profit is not easily obtained. As a consequence, important scientific fields are in danger to become neglected and scientific career chances for students in these scientific areas are not very good. Looking from a gender and Gender Budgeting perspective it becomes clear that departments which profit most from the current development of the economisation of science are those with a majority of men on all levels.

In comparison to the incentives for the acquisition of third party funding, the amount gratified for the advancement of gender equality in science, resp. at the universities is – yet – marginal. As NPM mainly aims at the optimal use of (human) resources it will be necessary to implement a monitoring system which allows controlling that gender equality measures are not reduced to the purely economical question in the advancement of women as they are – and only as long as this is the case – a profitable resource. Only with a consequent monitoring will it be possible to keep gender equality in the mainstream. Otherwise it might well be that it is displaced again and replaced by other efforts to use science and scientists for an optimal output.

A complete integration of gender equality in the new concepts will be a necessary consequence. It needs to be – according to the definition of Gender Mainstreaming in the ECO-SOC Agreed Conclusions, 1997¹⁷ – included in all fields of research and study, on all levels and in each area of the scientific organisation, in the organisational set-up and in the administration and management instruments like New Public Management (NPM). The allocation of financial and personal resources is one major aspect to achieve this. In the following chapter 2.2 the consequences of the actual developments at the universities on the institutional set-up are further discussed

2.2 Institutional set up at universities

by Elisabeth Klatzer

At present we are living through a period of institutional reform at universities. This goes hand in hand with other trends, like the economisation of science and the introduction of competitiveness in science institutions (see chapter 2.1.), the introduction of New Public Management instruments at universities (see chapter 2.3.) and a profound change of organisational cultures at universities (see chapter 2.4.).

We start with the hypothesis, that the overall institutional system and institutional set-up has an important influence on gender equality and the effectiveness of specific gender equality instruments. It is not only specific gender equality institutions and instruments which impact gender equality and the possibilities of making progress at universities, but very much the quality of the institutions and processes overall. This is an important starting point of any Gender Mainstreaming policy.

¹⁶ See also Langthaler 2005, 155-178

¹⁷ United Nations Office of the Special Advisor on Gender Issues and Advancement of Women

General characteristics of the present institutional changes throughout all 3 countries is a reorientation of the institutional set up geared to imitate private business institutions.

Universities have been structured more hierarchically with the latest reforms. The traditional representative participation structures in many important decision making areas like budgeting, personnel decisions and issues of overall interest have been abolished or at least radically cut back.

Some salient features of current reforms are:

- Tendency to centralization of decision making in the hands of a few; more monocratic decision-making
- Weak or missing monitoring and controlling mechanisms
- Creation of increasing dependency of staff from individual professors
- With a decrease of formal possibilities of participation in decision making, increasing importance of informal channels
- More flexibility in budgeting, no comprehensive budgets (e.g. third party funds become more important in overall financing, these are often not included in the overall budgeting mechanisms)

The experience of the cases under examination in the current project shows an increasing lack of transparency, formality and official procedures. At least during the present transition period there is even a widespread lack of knowledge about who decides by which criteria.

We are seeing a system change from institutionalized and legally secured participation to mere information of stakeholders within the university. The possibilities to participate in decision making for all groups present within universities have been significantly reduced in the course of the reform. Instead, what remains is an increasingly closed, hierarchical decision making system with often mere ex-post information about decisions.

These legal and institutional changes go hand in hand with cultural changes as well (see chapter 2.4). The gender content of institutional reforms is not easy to decode because it has many sub-texts.

From a perspective of gender relations the question of (in)dependencies is a crucial element. With the replacement of collective decision making, e.g. in budget and personnel decisions, with increasingly monocratic or small institutions the dependency of the staff might increase, reinforced if in combination with a tendency to temporary contracts. This has serious impact on the degree of freedom for researchers, e.g. with regard to their research topics. And these increasing dependencies tend to favour the reproduction of the prevalent male norms in universities as “disobedient” persons might not get a prolongation of the contract. For example, the institutionalization of feminist and gender research often requires a certain degree of freedom and deviation of prevalent preferences within universities.

With the outlined institutional changes in the last years informal structures become more important as there is less transparency as well as less formal opportunities for exchange and influence on decision making. From a gender perspective research shows that women act different than men within informal structures, being less effective in representing and asserting their interest.

When it comes to money, the attitude becomes a sort of *Mäzenentum* behaviour (generosity of the powerful) to reward the subaltern. This opens doors to *Willkür* (arbitrary elements) of the powerful. This is an example of increasing dependencies, and a reinvigoration of male, patriarchal norms.

A central question is whether there are certain basic elements which are essential to an equality-friendly institutional and decision making system. With reference to budgetary and personnel decisions some of these elements might be:

- collective decision making and democratic processes,
- strengthening formal channels as opposed to informal processes,
- transparency (every member of the university should know about the whole budget),
- a comprehensive budget,
- effective monitoring/controlling mechanisms with a comprehensive publicised reporting.

These elements provide a frame to include not only specific gender equality institutions, instruments and measures in any Gender Budgeting at universities but to broaden the perspective to the general institutional set-up and rules.

2.3 Quality assurance and New Public Management at universities

by Johanna Zebisch

New output orientated steering instruments which simultaneously require quality, result and effectiveness of teaching and research are being installed at the universities throughout Europe. At the same time, the allocation processes concerning public funds assigned to the universities as well as internal distribution systems are increasingly designed in accordance to these criteria¹⁸. The objectives of the new academic steering models, like e.g. providing transparency concerning the use of funds, the assignment of funds, and the objectives achieved are partially identical to some objectives of Gender Budgeting. At the same time, however, the steering models result in drastic changes which also can significantly influence the situation of women and their career chances concerning academic top positions. Thus it is of utmost importance to show in our SSA how these developments in the universities' steering can be used in order to promote gender equality in the academic world, to implement gender sensitive management strategies and instruments, e.g. show how to use indicators to reflect the changes in gender equality within these changing processes. In the following we want to give an overview about the most important steering instruments at universities plus a critical review concerning their gender coherency.¹⁹

Agreements on objectives

Agreements on objectives between the individual responsible governments and the universities are increasingly used – especially in Austria and Germany – as a steering instrument within the scientific area. They are, however, not yet being sufficiently used concerning the implementation of equal opportunities. The realisation of equal opportunities now is on one hand a constantly requested part of agreements on objectives, however, not always tangible and measurable gender equality targets are being stated on the other hand plus the objectives' effects themselves are then not itemised under a gender specific point of view. Additionally the weighting of the gender targets is often to low. The conference of the German universities' presidents (Hochschulrektorenkonferenz) recommends, however, to consider the subject of equal opportunities as one of the main points within the universities' target systems and to include the advancement of women as one of the individual agreements on objectives with specific target values also for the individual faculties (Hochschulrektorenkonferenz 2006b, 30 and 35). Presenting the correlations more precisely and showing how the agreements on objectives can be better used as an instrument concerning the realisation of equal opportunities is therefore an important concern of our SSA (please refer to chapter 3)

¹⁸ For an overview about various European academic regulation systems see Leszczensy et al. (2004)

¹⁹ General critical questions concerning the functionality of the new regulation and competition models placed by Kellermann (2002)

Research evaluation

In order to review the universities' and scientific departments' achievements, it is above all attempted to evaluate their performance in research. Throughout Europe a lot of effort is being made to develop the necessary instruments for the evaluation of research. Suitable indicators are required for the quality determination concerning research and teaching. Aptitude and relevance of indicators are, however, being controversially debated (also within a European context). Taking the number of publications as an indicator for the research performance, for example, is one way which is being increasingly criticized.²⁰ The outcome of the wide-spread use of this indicator is an internationally disputed publication practices. Critics aim at the poor validity concerning the research quality and on the other hand the women's publishing characteristics have a sometimes negative consequence for themselves within the frame of these evaluation modes (Hey 2006, 38). In order to ensure the quality of scientific performance, women cannot be recommended to adopt "male" publishing characteristics. In contrast it is necessary to improve the indicators for the achievements in research. Also the so-called *Peer-Review-method* in which profession colleagues review the quality of an article and thus decide about a publication is more and more being criticised (e.g. Fröhlich 2002, Weller 2004). Wenneras and Wold could prove that this system disadvantages women in a specific manner during a study about evaluation methods (Wenneras/Wold 2002).

Additional assessment criteria within research evaluations are the raising of third party funds, patents, international cooperations or cooperations between universities and external institutions. These indicators as well mainly assess quantitative factors which might reveal only little about the research quality. External research external evaluations are also often used. They are supposed to ensure the review of "the achievement of scientific, technological, economic or social objectives" (resolution of the conference of the ministers of education, Hochschulrektorenkonferenz 2006b, 7). They are mainly used in case of project, resp. program advancements affected by ministries, research groups or the EU.

Differentiation and profile set-up

Based on the conviction that it is not possible for every university to achieve excellence in each individual area, universities are now being recommended to set up regional focuses and to emphasize their individual profile as well as differentiation as regards content.²¹ This is promoted by the government (in Germany). Some authors explicitly point out the ambivalence of these efforts and the related dangers for the regional equality of education at universities which was to date pronounced especially in Germany. The distinctive aspects of the creation of classes, which resulted from the separation of elitist and other university education, e.g. in France or the United States, are described for example by Pasternack (Pasternack 2006a, 34). Teichler (Teichler 2007) points at the antagonism between the requested inner-European mobility and an academic world which is standardized by clustering.

The current developments within the initiatives towards excellence seem to indicate a bias in favour of technical sciences and in favour of very big universities (Scharff 2007). Rollinger therefore points out, that "excellence and size of a university are features which occur independently from one another" (Rollinger 2007, 10). This actually has to be emphasized considering the current development in university politics.

Staff development: appointment procedures

Appointment modes as central tools of quality management within research and teaching significantly determine a university's complexion / profile, reputation and accordingly its access to funds.

²⁰ Chapter 2.5 "Gender and scientific excellence" contains a more detailed critical description of the current modes of the research evaluation, as well as of the Peer-Review method.

²¹ Konferenz der deutschen Kultusminister about the system of quality assurance in Germany (2006, 12)

The regulations of the procedures as well as the requirements to get access to a professorship at a university are considerably different throughout Europe.²² In Germany, plans exist to increasingly transfer the right to appoint into the responsibility of universities in the long run plus that the universities' managements should be responsible for the procedures. The intention is to make appointments a more often used strategic measure concerning the decision making power as to staff questions than it used to be the case. The German Scientific Board (Wissenschaftsrat 2005), for example, offers recommendations concerning the set-up of appointment procedures. These recommendations do, however, not contain any instructions concerning a gender equal design of appointment procedures (except directions to pay attention to the Dual-Career-problem). Barbara Hey on the other hand, makes an attempt to trigger a discussion about gender equality within appointment procedures (*Hey 2006, 38 ff.*) She describes a number of starting-points for measures which above all refer to the process and the supervision of the appointment procedures as well as the formation of the committees.

There are empiric hints regarding a gender bias in appointment procedures concerning unclear definitions of qualification, the assessment of scientific excellency as well as the "adaptability" – i.e. the ability to work as a part of a team, which have a negative effect on the chances of women to be appointed. Women are more questioned concerning these features and have a stronger onus of proof than male candidates (cp. e.g. Allmendinger 2005, Schmitt et al. 2004, Wissenschaftliche Kommission Niedersachsen (scientific committee of Niedersachsen 2005), as to the overview of references, pls. see Lind 2006, 14). In Germany the decisive point for women on their way to a professorship, however, occurs often already at an earlier stage, during the conferral of doctorate and the habilitation.²³

Staff development: Promotion of junior scientists

Attracting excellent young scientists is an essential task of the universities and a decisive factor concerning their research quality and their future. This especially has to be considered as the basis for the young scientists' international orientation and also, on the long run, for the universities themselves. The current mode of recruiting young scientists in most European countries is marked by a poor standardisation, the principle of "homosocial co-optation" and, mainly in Germany, by a long and unsecured process of qualification. This has a segregating consequence especially for the female young scientists (e.g. Allmendinger 2005). Unequal, gender-related promotion of young scientists is also known, with low-status positions for women who additionally often work part time, have shorter terms of employment and whose positions are furnished with less resources.

A specific feature for Germany is a personalised promotion procedure during the graduation which also is a disadvantage for women as they are less often asked to graduate. This is why women more often live on external scholarships also during their graduation (and, in Germany, also during their state doctorate) – they receive less support during their graduation (Hochschulrektorenkonferenz 2006b, 22 ff.), the missing of female role models has a negative effect (Lind 2004b, 73), they are less often integrated in the scientific community (via constant positions) and have, additionally, poorer structures concerning their chances to be appointed (see e.g. Zimmer et al. 2006, a summary of the references existing hereto can be found in Lind 2006, 10 ff). In order to shorten the qualification process, Germany invented the "Junior-Professorship" in 2002. The proportion of women amounts to already 30% now and is therefore significantly higher in comparison to the "usual" C3 and C4 professorships (about 15%). Allmendinger advocates a better regulated and formalised education in gradu-

²² An overview regarding appointment procedures in selected countries is given e.g. by Schmitt/Arnhold/Rüde (2004)

²³ cp. e.g. recommendations of the German University Presidents' Conference (Hochschulrektorenkonferenz 2006b, 26)

ate schools, as well as a formalisation during the further education up until the selection for professorships by country-wide testing which seems to be of advantage for women (according to Allmendinger 2005, 65). This is her explanation for the respective higher proportion of women in those countries in which the academic post-doctorate-education is more formalised.²⁴

Performance-orientated allocation of funds (output and outcome orientation)

The allocation of funds by the responsible governments is increasingly made according to the performance criteria at the universities throughout Europe. These are, as described above, reviewed by means of indicators.²⁵ Here again we have the problem of reflecting performance by indicators which mainly assess quantity and not necessarily *the quality* of research and teaching which would have to be insisted on.²⁶ The advantage of a performance-orientated allocation of funds is above all seen in the achieved transparency concerning the distribution of funds. Some experts however, see the performance-orientated allocation as an inferior instrument compared to agreements on objectives, which they consider as the greater potential for a strategic controlling.²⁷ The conjunction of an orientation towards gender equality with a system of financial incentives is above all important in this connection here. Austria, for example, has an incentive system according to which the university receives about Euro 35,000 for each newly appointed female professor, as far as this appointment does not just replace a female professor who retires (Hey 2006, 41). The University of Graz has an additional internal incentive system by awarding those departments which worked most successfully against the “leaky pipeline”. (Please refer to chapter 5.5 concerning the realisation of gender equality by means of performance-orientated allocation of funds.)

Accreditation and modernisation of study courses

In order to grant the quality assurance concerning the new Bachelor and Master study courses, Germany invented accreditation procedures during which independent, authorised agencies certify the new study courses prior to their implementation and review them again after a period of five years (“re-accreditation”). The integration of Gender Mainstreaming in these procedures should be urgently observed, however, this is not very likely for the time being²⁸, although there are already numerous proposals as well as considerable motivation existing.²⁹

The modernisation of study contents is currently being discussed also in connection with a better integration of women in study courses of technical and engineering science. Spellerberg (Spellerberg 2005, 16), for example, reflects the testing of new ways of studying and

²⁴ Please refer to 5.3.2 concerning the advancement of young scientists by means of mentoring – tools (specific tools for the equality of the genders).

²⁵ Please refer to Jaeger 2005 for an overview concerning the various rating procedures.

²⁶ Please see, et al., Kultusministerkonferenz 2006, 16 f. and 19.

²⁷ Please see Jaeger / Leszczensky 2007 et al. „Hochschulinterne Steuerung durch Finanzierungsformeln und Zielvereinbarungen“ in “Forum Hochschule“ 4/2007, Publication of the HIS Hochschul-Information-Systems (the universities’ informational system). Critical review of the performance promoting effect of formula models see e.g. Jaeger 2005.

²⁸ As to the integration of the gender mainstreaming though in the accreditation procedures: „... im Akkreditierungsrat sitzen 15 Männer und zwei Frauen, davon ist eine die Vertreterin der Studierenden. Eine Genderexpertin (...) fehlt bisher.“ –“the accreditation board consists of 15 men and 2 women and one of them is the students’ representative. Up to now there is no female gender expert (...)“ (Becker et al. 2006, 22)

²⁹ Please see Mühlenbruch et al. (2004) concerning the consideration of gender equality during the accreditation). The Federal Conference of the womens’ representatives and the equal opportunities commissioners of the universities published a position paper concerning the consideration of gender aspects during the modularisation of study courses (Bundeskonferenz der Frauenbeauftragten 2004). Please refer to Becker et al. 2006, 23 f. for an overview concerning criteria of a “gender equal” study course.

teaching in computer sciences and Neusel (see Neusel 2005, 93) pleads for a mono-educative master study course in technology. A stronger interdisciplinary development of the study contents offered in the fields of technology and engineering science is also considered as beneficial to an increase of the proportion of women (Neusel 2005, 80, as well as the Bund-Länder-Kommission 2002, 17 f. / i.e. the committee of the Federal state and the individual Länder). Women are particularly interested in interdisciplinary study courses and female first-year students have other motives for choosing science and technology as fields of study than their male colleagues. Neusel believes that observing the gender aspect could be utilised as a motivation for a future-orientated development of the technological sciences (Neusel 2005, 82 and 83 ff.). Another point becoming more and more obvious in the course of discourses about sustainability is, that the current classification of scientific fields (which is mainly affected by men) is sometimes very obstructive and that there is no more progress within the individual disciplines. Quite a number of socially relevant problems within a globalised world require other ways to merge knowledge. Mainly female scientists attach a higher importance to the social benefit of research and criticize that a number of universities do not offer any know-how about e.g. important questions concerning the cultivation of natural resources (water, air, soil, etc.) (cp. Neusel 2005, 90).³⁰

Evaluation of teaching

The evaluations of the university teaching which have become usual for quite some time in Germany could be made use of for demonstrating gender-specific particularities within the universitarian teaching or to detect different requests from teaching and the teaching staff.

The evaluations show, for example, that 60% of the female students in engineering science would like to have more female teaching staff, a better cooperation and a more gender equal interaction structure between male and female students (Dahmen 2006, 39). The debates about mono-education could also receive new impetus from gender-differentiated teaching evaluations.³¹ The University of Applied Sciences of Dortmund had a remarkable effect with an offer especially for women by providing a didactic offer in maths and physics and the practical contact with technology matching their specific needs. This led to quite a number of male students who contacted the (female) head of the lab asking for the permission to participate. This "made obvious that there is a much higher request for support concerning the communication of basic knowledge" (Michel 2003, 154) and obviously not only in the case of the young women. A critical consideration of this aspect would also make sense in the case of study courses with an extreme surplus of women, like e.g. currently at the University of Augsburg in the teacher training study courses.

Monitoring and controlling (= sustainable quality assurance)

Controlling as a prompt and continuous review of the achievement of objectives is one of the central elements of the new steering models. This also includes an ongoing reporting system within which account is given concerning changes of structure and the achievement of objectives, by using key figures³². The request to integrate the criterion "gender equality" into monitoring and controlling, according to the Gender Mainstreaming strategy, has been existing for about 10 years now (et al. Roloff 1998c). To date, this works out only rudimentarily and within first pilot projects. First experiences from practice, however, seem to show, that equality-controlling and New Public Management have the potential to complement one an-

³⁰ Please refer to Nowotny 1999 concerning the relation between science and society and the production of knowledge resulting from it .

³¹ Please see et al. Dahmen 2006, 40 ff.

³² This includes now the report form of the so-called „Wissensbilanz“ (Intellectual Capital Report) , at first developed within the area of free enterprise, serving as the description of intangible assets, resp. investments and the output and results deriving from that. The Austrian Research Centers GmbH (Ltd.) was the first German-speaking research organisation to issue the first Intellectual Capital Report in 1999 (Kirchhoff-Kestel 2006, 375). The new Austrian university statutes from 2002 commit the Austrian universities to issue a Intellectual Capital Report since 2005. (Please also see Klatzer / Mayrhofer / Neumayr 2007 in this context)

other. The representatives of equal opportunities thus are "...in the front rank within the organisational development process and are in the position to substantially contribute to the development and the implementation of the new leading instrument in the entire organisation" (Sander/Müller 2003, 15). (A detailed description of monitoring and controlling of equal opportunities can be found in chapter 5.6.)

2.4 Organisational culture at universities

by Malgorzata Tarasiewicz

Organisational culture can informally be defined as the shared assumptions, beliefs, and "normal behaviours" (norms) of a group. These are powerful influences on the way people live and act, and they define what is "normal" and how to sanction those who are not "normal." The same person in different organisations (or parts of the same organisation) would act in different ways. (David Zatz 1994) Organisational culture can also be defined as an organisation's values, beliefs, principles, practices, and behaviours. "Evidence of the organisational culture can be detected in its public language: the printed documents such as brochures that describe the organisation's vision, values, and mission, as well as the policy and procedure guidelines. Organisational culture changes very slowly. The deeper values and beliefs implied in the language of the organisation's culture may not be within the conscious awareness of the organisational members and leaders" (Denison 1990).

Organisational climate, which is integral to and yet only a part of an organisation's culture, is easier to change than its culture. Organisational climate is found in the private language of the organisation, such as the conversations about work among the staff during coffee breaks. As the private language of an organisation changes, the public language slowly begins to change as well (Schneider 1990; Schneider, Brief, & Guzzo 1996). Thus, one key dimension of changing the culture of an organisation is to change the organisational climate.

The understanding of an organisational culture is a crucial factor necessary for transforming the institution and achieving strategic outcomes. In case of universities, as in case of all organisations in order to influence its culture it is necessary to see the dynamics of the culture, what should remain, and what needs transformation.

If an organisation wants to incorporate gender responsive organisational culture, it needs to begin by strategically focusing on what the current organisational climate towards gender and equal opportunities for women and men is. Organisations are made up by the people in them. If the people do not change their attitude and / or behaviour, then the organisation itself also cannot change. Determining an organisation's climate (culture) involves three levels of analysis: the individual (employee), the groups (departments, units, program areas), and the overall organisation (Schneider 1990; Cox 1994).

One aspect which shows that the impact of the organisational culture is quite powerful is the "gender culture" of an organisation, i.e. the behaviour towards women in all fields and all levels of the hierarchy. The statistics show an obvious tendency towards a glass ceiling phenomenon in scientific organisations with a constantly decreasing number of women the higher the position level is, even though there are no formal discriminations. Another example can be the existence of an institutional support for men's participation in childcare or number of prestigious fellowships and scholarships granted to women. In order to achieve a change of an organisational culture, organisational learning is necessary.

The Gender Mainstreaming and Gender Budgeting process can be understood as the changing of the organisational culture, its ritual procedures and its explicit knowledge (documents,

departments), and thereby as an elemental innovation, in which the supporting interconnections of the systematic processing can be observed (Göhlich 2001 and Göhlich/Althans 2004).

The introduction of these might help in the process of designing and developing new opinions and attitudes which might – over the time – form new structures and lead to a change in the organisational set-up.

The introduction of such organisational culture changes to a university is a challenge if this educational institution is immersed in a general cultural context not favourable to such changes. Nevertheless, even in Poland with a traditional division of gender roles, slowly but gradually gender equality finds its way into society and to institutions like universities. While in some institutions the organisational change is introduced by the authorities, in many of them the change is coming together with a change in the staff's attitudes towards gender equality.

When attempting to introduce changes to the organisational culture it is crucial to see the way in which organisational culture and gender interaction influences the staff's attitudes about gender equality. There is a strong correlation between organisational change and the ability of the organisation to create a gender-sensitive environment. Since gender equality is the key objective in the organisations' cultural change, it is important to commence to understand the gender dynamics within an organisation, and then work on them.

The process of the sensitisation towards gender issues and the introduction of Gender Mainstreaming including Gender Budgeting and the forming of a gender responsive organisational culture should begin with an analysis of the organisational resistance to gender equality. Thus it is possible to identify the ways to overcome these barriers and find ways of acting effectively. While promoting Gender Mainstreaming with a Gender Budgeting component it is important to develop an individual and institutional understanding of and support for Gender Mainstreaming. Gender training, conferences and all known instruments for gender sensitisation are major instruments to promote gender equality and Gender Mainstreaming at all levels of a university. These measures should be accompanied by changes in the policies of that institution. (See also chapter 5.2)

The final aim of the Gender Mainstreaming process is influencing the organizational culture in such a way that it would most effectively mainstream gender into its activities and become a gender-responsive organization. This would mean that an organization would have a culture in which everyone responds positively to the organization's requirement and that they actively demonstrate their commitment to advance gender equality in their daily work and in their interactions with others.

The introduction of Gender Mainstreaming and Gender Budgeting are relatively new measures in Poland, whereas in Austria and Germany they have already found their way to higher educational institutions. It is nevertheless necessary to improve the existing instruments alongside with taking new measures necessary for introducing gender responsive organizational culture at the universities.

2.5 Gender and scientific excellence

by Birgit Erbe

The primacy of excellence in science is often a point in the debates about the promotion of equal opportunities. A quote of those interviews made at the University of Augsburg may serve as an example at this point: "The excellence, however, is the decisive factor in science, the best are those who are selected and each male or female professor will try to get those young scientists who are best for the performance of the chair. (...) The University of Augsburg is competing with other universities. And we just have to see to stand out by excellent research and science and to strengthen our name". (K 509-515) In the meantime, however, there are less arguments like "the women are not able to", but increasingly in the tenor of "the women don't want to". Science and research are still understood to be a mission and excellence is only possible if a person does only exist for his/her science (AL 175-193 and 215-245)³³. Women, however, do not want to live just for science according to widespread assumptions. It is obvious that the discussion about excellence is of high significance for the stake holders in the scientific field to be motivated to advance female scientists in a serious and sustainable way (see also Rothe 2007, 29). As we will show below equal opportunities and excellence are no antagonisms, in fact equal opportunities is the basis of an excellent science.

The term of excellence originates from the Anglo-Saxon management language and made its way to the German speaking – and also now into the Polish – education and research policy fields in the course of the economisation of the sciences. Competition and profile set-up are supposed to be advanced by differentiation. The term "excellence" is interpreted as an "outstanding performance" which is achieved by the performance and the talent of an individual person. Volume and quality of publications in the field of research are considered as indicators for performance in a scientific context. Other influencing factors are considered to be non-scientific and distort the evaluation. The scientific community is the panel in which scientific performance has to find acknowledgement and thus it is the peers to evaluate the output. The ethical neutrality of research and the autonomy of science grant the scientists' self-perception that the best will prevail.

Important factors to proof performance and talent – i.e. to become a successful scientist, are resources, time, social networks, and encouragement. There is no balanced distribution of these factors between women and men (cp. the national reports in WP 4: Erbe 2006, Klatzer et al. 2006, Lapniewska/Tarasiewicz 2006). However, not only the starting conditions for the young scientists are different. It is also the general conditions within which they have to proof themselves which are different for both sexes or have different consequences on women and men as we will show in the following.

Bibliometrics and peer reviews are the international methods for evaluations. The counting of publications is considered as objective at first as there are no tolerances concerning the interpretation. This procedure, however, leads to disputed publication practices like the separation of research results and multiple publications. Accordingly, the frequency does not necessarily give valid statements about the work performance (cp. et al. Bojanowski 2004). Plus it is difficult to compare the individual disciplines as the subjects sometimes differ significantly concerning their publishing practices. Quantity, in addition, does not reveal anything about the scientific quality. The frequency of citation is to reveal that. The Science Citation Index, however, is also disputed: it considers mainly English literature, covers only few of the humanities and social sciences' journals and shows more positive results for the established research fields than for new ones (European Commission 2004, 16-17). Scientists from

³³ Regarding the expert interviews at the University of Augsburg please see Rothe 2007, 4.

countries abroad the Western hemisphere or research results from transition countries are being marginalised or completely ignored (see Kozminski 2002, 368).

Research showed that the productivity of women is all in all lower than that of men. The different publishing behaviour can be traced back to the fact that women are more often working in lower ranks, because recent publications clearly show that productivity appears to be related to the academic rank (European Commission 2004, 17). On the other hand it can be traced back to discipline-specific publishing traditions. Research fields with a stronger female presence are less represented in bibliometrics. There is no evidence that maternity has an influence on the number of publications (ibid.).

The admission to publish, the allowance of subsidies or appointments, in short the evaluation of excellence is made via peer-review-procedures. The qualitative evaluation is the advantage. The problem is the definition of the quality criteria and their emphasis (teaching, for instance, is usually undervalued). Making the criteria transparent and publicising the justification result in a higher objectiveness. However, none of these is hardly ever the case. A study of the award of postdoctoral grants in Sweden by Wenneras and Wold evaluated applications by women and proved that they had to produce 2.5 times more publications than their male fellow applicants in order to be classified as equally competent by the evaluation committee. Those applicants who had a higher social capital were more successful at the same time. In case of a personal relationship with one of the evaluators, the evaluator was not allowed to decide about the application, however, the fact of an acquaintance was a quality factor for the other evaluators (Wenneras/Wold 1997). Allmendinger as well has critical remarks about the peer review system (2005, 66 f). On one hand, there is a subjective pre-selection already prior to the admittance to the peer review. On the other hand, women are not only not as often represented in important committees, resp. working as evaluators, but their research applications are also more often turned down by the male as well as the female evaluators compared to the mens' applications, in case the gender of the applicant is known (Allmendinger/Hinz 2002).

Krais (2000b, 34) additionally points at two vital dimensions of obstacles for women within the scientific structures which result in exclusion from the selection of the best – and which are even more difficult to tackle:

The epistemic dimension:

Since the 1980ies, a vivid feminist debate has been going on about the male obliviousness in science. The male and female producers of knowledge are in contrast by no means “neutral” as they like to describe themselves, but act out of a specific social and cultural context. The term “situated knowledge” was invented for that (see Singer 2004, 257). The male-centred thinking but also the eurocentrism of view and theories were oftentimes revealed. Being “foreign” in a course can be taken as a starting point for an explanation why women are under-represented in certain courses. Research on women and gender is at best tolerated rather than an acknowledged discipline. The fact that women more often work on “side-issues” of their subjects or have a more interdisciplinary approach, also leads to less acknowledgement in this context. Various studies emphasise that the assessment of excellence is based on the principle of „similarity“ (cp. European Commission 2004, 19).

The social dimension:

The organisation of scientific work is based on the division of work between the sexes and presumes male life patterns for its functioning. The (current) requirements of the scientific world are difficult to combine with family obligations. This is why many women decide to pursue a career outside of the scientific area from the first. Those staying in the scientific field are confronted with the presumption that they are not fully dedicated to science anymore in the case of children and are therefore considered as a risk. There is, however, no evidence

that female scientists with children are less productive, apart from a restricted mobility. (ibid., 17; Lind 2004b, 99-100)

Even top-level researchers like the Nobel prize winner Christine Nüsslein-Vollhard describe a vague feeling that the scientific community did not fully accept her (Krais 2000b, 46). In this context, Engler points at gender-aligned mechanisms and structures within the scientific area (2000, 123-4). Following Bourdieu, she uses the term of “social games” in which it is all about the distribution of acknowledgement and social capital. This “game of competition” between the scientists does not integrate women and thus they are not in a position to gather social capital. Krais adds, that refusing acknowledgement in competition should not only be considered as neglecting, but as actively elbowing-out: because women do not have any chance within the scientific selection process when nobody quotes them, when nobody listens to their contributions and when nobody thinks of them when it comes to vacant positions (Krais 2000b, 47).

Another disadvantage rather for women is the frequently observed circumstance that experts tend to over-estimate established scientists, whereas they have a more reserved attitude towards unknown scientists. The “Matthew Effect”, i.e., achievements are attributed to the more famous researcher, (Merton 1968, quote from the European Commission 2004, 19), goes into reverse for women, i.e. the so-called “Matilda Effect”: achievements of female researchers are frequently attributed to their male colleagues or otherwise minimised and underestimated (ibid.).

The analyses concerning gender and excellence show that women are methodically excluded from the selection of the best. Thus, science does not only lose highly-qualified and gifted female scientists, but the preference of conform subject areas also results in a loss of important innovative potential. As Baer pointed out during a conference during the German presidency of the council of the EU in 2007, research without reflecting the gender issue is nothing but “merely deficient” (Baer 2007, 7).

The gender bias gives diverse options to react to as to the assessment of excellence on the university level. As a first step to prevent further blocking of women’s careers in the future, it is necessary to raise awareness of scientists, particularly of members of application committees or experts (female or male), concerning the gender bias during assessment procedures. This should be supplemented by a professionalisation of the quality management (cp. chapter 2.3). The university’s management could increase their esteem of inter-disciplinary steps, new fields of research and the research on women and gender, e.g. by integrating these points in the university’s profiling and as agreements on objectives or by increasing the funds allocated. In order to increase the social capital of women it is necessary to apply quotas to committees (please also see the European Commission’s recommendations 2004, 29f.)

3. Development of gender sensitive objectives

3.1 Objectives and the performances of universities and their impact on women and men

by Johanna Zebisch

Universities are run for a certain purpose: They produce and provide knowledge (research) and make it available for society, they are educational institutions that provide education, and they offer employment, mainly for highly educated parts of the population. Thus, universities affect society by their activities, while they themselves are embedded in society and recruit their members from it.

Considering the effects that emanate from universities and that can be influenced by means of university governance or policies, two levels have to be examined:

- the level of the university as an organisation
- the level of the overall social system, where universities are embedded and which is in turn affected by the university's output (e.g. providing research findings, expert knowledge, education and employment etc.) and outcome (effects at the social level)

Relevant topics that can be addressed concerning the performance of universities are the following:

- Which services are rendered?
- Which objectives are pursued with those services?
- For which target groups?
- Within which budget?

To implement gender equality for women and men at universities, it is not sufficient to just formulate gender equality as a general or an abstract target, but very specific objectives have to be defined for each field. These objectives have to be phrased in a gender differentiated way and have to be operationalised (either by a quantitative or qualitative dimension). It is not possible to measure the degree of achievement of gender equality without these features. "Gender Mainstreaming cannot be promoted if it cannot be measured." (Paper presented by Xavier Prats Monné 2004) This applies to output and outcome of university activities likewise. (see also chapter 4. Indicators)

In this SSA our main focus for developing tools and instruments for a gender responsive budgeting of science is an examination on the university level. To analyse the effects on the overall level of society a more complex approach is needed than can be achieved with a single project and is far beyond the frame of this SSA.

In the framework of so-called agreements on objectives, for instance, the following important objectives for universities (among others) are presently being negotiated between the state secretaries of education and the university governments in Germany:

- budget consolidation
- improvement of offer structure
- strengthening the competitive capability in research and teaching
- developing or improving networks and co-operations with private enterprise corporations
- improvement of management formation and organisation
- quality assurance

Concerning these objectives, which are pursued by most European universities in this or a similar manner, central questions can be posed in order to identify gender specific approaches respectively to show how and if the effects of these objectives' implementation have an (un-) equal impact on women and men. The effects differ as well, since (according to statistical frequency of occurrence) women and men find themselves in different socio-economic circumstances. These circumstances have an impact on the benefits women can receive from public services, on women's access to public services and on the effects public services have again on women's personal circumstances.

In the case of university policy this mainly concerns the fields of education, employment, research and knowledge production, which again have direct and indirect social effects. For instance, due to processes of social segregation (educational segregation, labour market segregation, segregation of research fields) women and men are affected with unequal frequency and with unequal effects by changes in these fields. That is why we also have to consider and analyse the issue „agreements on objectives“, which many German and Austrian universities conducted already. These agreements have to be scrutinised about their gender-relevance and it has to be demonstrated how women and men are affected by them in a different way. This is basically already kind of a gender impact analysis, which is introduced in chapter 5.4.

By the example of the objectives of universities mentioned above, central questions concerning gender-specific effects are raised:

Budgetary consolidation

First of all we have to ask in what respect and in what proportion women and men respectively are subjected to potential consolidating actions. What kind of effects can be expected concerning faculty, administrative personnel and student body? Which departments are affected in which proportions? Do the cutbacks concern spending, which affects certain target groups (faculty or student body) in specific ways?

Improvement of offer structures

Improvement here aims at the optimisation of offer structures in respect to equal opportunity orientations. A structure can only be considered as optimal, if it is also optimal under the aspect of distributive justice, i.e. no group should be systematically preferred or discriminated. If the offer structure of a university systematically serves only certain parts of the population, then this is a political decision. It is possible that this decision was made upon other priorities, but this specific effect has to be made transparent, and it is necessary to compensate the group that is discriminated.

Strengthening the competitiveness in research and teaching

These goals are usually associated with profile enhancement, cluster formation and specialisation. Specialisation often means abandoning departments or pooling services and supplies. This complicates regional access and requires higher mobility by students, administrative staff or the faculty. It is a well known fact that women are more frequently negatively affected by mobility requirements than men. This is due to the fact that the personal circumstances of women offer less scope for responding to changes in a mobile and flexible way. As women still have to carry the main responsibility for children most of the time the closing of a certain department at "their" university can raise severe difficulties and possibly be the cause for having to forsake a job, an academic career or simply a certain course or field of study.³⁴

³⁴ The same applies to a man with parental responsibilities. The focus of our considerations is based on statistical frequency and, as several social surveys show, parental and other caring responsibilities can statistically be considered as a "female problem".

Creating or improving networks and co-operations with private enterprise corporations

In this context it is necessary to point out that women are often excluded from "old boys' networks". Well-directed compensating measures are still necessary to enable women to get better networks. This means that within the agreement of objectives specific action plans have to be implemented, which include quantifiable objectives that can be measured and that are thus available for examination and evaluation. Additionally it should be analysed if there is already an inherent bias in using enterprise management (unmodified) as the model for universities.

Improvement of management formation and organisation

Management structures are considered as ideal, if all existing potentials are covered in the best possible way. Consequently this means that the staff of an organisation can apply all their available skills and that they can be used most effectively. The more diverse employees' abilities and skills are the more advantageous for the organisation. Diversity management turns this perspective into account. Diverse abilities do not pose problems for an organisation but instead they are a valuable pool that can be drawn upon. Yet, problems may be caused by the fact that abilities are gender prejudiced and are differently and stereotypically attributed to women and men. In this respect, gender competence training for all stakeholders are of utmost importance, so that different qualifications, interests and skills can be realised and can unfold optimally without being restricted by gender role attributions.

Quality assurance

While implementing instruments for quality assurance special consideration has to be given that not merely output quality (e.g. gender-sensitive output indicators) is subjected to a continuous monitoring but that process quality (e.g. gender-sensitive process indicators) and structural frameworks are also taken into account. Especially the frameworks and the process quality offer many links to Gender Mainstreaming considerations. The challenge is to connect the universities' controlling instruments with quality assurance systems that take into account gender-relevant aspects. This means that content and connotations of the term quality have to include potentials of women as well as their probably differing situation. University quality assurance processes that are currently under discussion like accreditation systems, comparisons of strengths and weaknesses of individual universities and quality audits, unfortunately are up to now being discussed and implemented without considering any gender aspects. The low percentage of women within the technical and engineering sciences as well leads to specific attitudes and experience backgrounds from entire scientific fields being put out of sight, concerning the approach just as concerning the content preferences (see also Neusel 2005 as well as the discussion in chapter 2.3 of this paper). The under representation of men in e.g. primary school teachings poses the same problems.

In a next step we provide a range of objectives on gender equality which we consider to be relevant for universities. These objectives reveal which dimensions have to be taken into consideration when phrasing "agreements on objectives" or by which dimensions the objectives defined so far have to be amended.

3.2 Objectives for equal opportunities

by Michaela Neumayr and Johanna Zebisch

Firstly we will formulate objectives on gender equality, which have to be aspired and pursued in the realm of science and tertiary education.

Concerning the staff of the university

- Equal participation (and power) of women and men in decisions on science and tertiary education (development of universities, teaching, research)
- Equal opportunities concerning access for women and men to teaching and research in all scientific fields
- Equal representation of women and men at all levels (research assistants, assistant lecturers, professors)
- Equal opportunities for women and men to get permanent employment
- Equal pay for women and men
- Equal opportunities for women and men concerning professional advancement and development
- Equivalent distribution of voluntary and unpaid work (within the university) of women and men
- Equal opportunities for women and men concerning the balance between work and private life (Work-life-balance)

Concerning the students

- Equal consideration of the needs of female and male students in the design of lessons and in teaching and supervision methods
- Equal promotion of female and male students to develop their individual capabilities and skills
- Broadening the fields of interests of female and male students
- Equal distribution of soft skills of female and male students (and to avoid to reproduce stereotypes by that)
- Equal access for women and men to any kind of education regardless of social background, ethnicity etc.
- Educating female and male students in not traditional professions
- Equivalent share of students (female and male) in all scientific fields
- Equal support for female and male students to build up a stable personal identity as a scientist.

Concerning the scientific fields and departments

- Equal funding of and access to resources for women and men (according to their scientific field or department)
- Equal influence and power of individual departments within the university
- Self-reflection concerning scientific excellence
- Implementation of gender research as a specific field of research
- Consideration of gender dimensions in all fields of research
- Consideration of gender dimensions in all study courses

Concerning the university management

- Composition of decision-making bodies with an equal share of women and men
- Gender-competence in all decision-making bodies

Based on these objectives of achieving gender equality it needs to be proved if and to what extent the objectives mentioned in the 'agreements on objectives' take the subject of gender

equality into consideration. If, for example, the objective of the “improvement of offer structures“ is supposed to lead to a structure which mainly improves the support of male areas, this aim would contradict the objectives on equal opportunities. Another contradiction was if the agreement on the objective „Strengthening the competitiveness in research and teaching“ lead to a university structure (cluster, special institutes and organisations) which is disadvantageous mainly for women.

These equal opportunity objectives (and additional ones which might have to be particularly specified for each individual university), have to be operationalised by using suitable indicators (see chapter 4) and their accomplishment has to be monitored and quantified within the framework of a consistent Gender Monitoring (see chapter 5.6). Examples will demonstrate in the following how equal opportunity targets can be integrated in agreements on objectives.

3.3 The integration of gender equality in agreements on objectives

by Johanna Zebisch

Particular targets are deduced from the general objective of gender equality at universities and scientific institutions, which refer to the concrete realisation of individual requests. Increasing the proportion of women in new appointments up to a specific percentage could, for example, be one concrete target within a particular period of time. In the course of the development of targets, it is necessary to observe that the equality should be included in the agreement on objectives within a “dual strategy“ on two levels, as requested by the EU, which means the following:

Integration of the gender-dimension in agreed objectives:

All agreements on objectives and performance agreements have to be considered according to Gender Mainstreaming aspects (i.e. the structural equality aspect has to be also paid attention to in all individual agreements on objectives). Thus, a concrete formulation of gender specific targets has to be made. In case one agreement on objectives is called the “promotion of young scientists“, for example, it is necessary to take gender aspects into consideration plus it is necessary to formulate if and up to which extent the gender proportion should be deliberately altered. In addition, all targets concerning staff development, advanced training, appointment procedures and generally as to quality development would have to be connected to the advancement of equality. (Biffli, Löther and Roloff 2006, 3)

Additional formulation of general equality objectives:

On the other hand, however, it is necessary to also phrase a separate, additive field of gender equality as one specific sub-ordinate target of high priority. (Güttner 2002, 53 ff.) It is necessary to explicitly state that “the target of equal opportunity has a vital significance within the target system of the state and the university“ (Hochschulrektorenkonferenz 2006b, 35). In this connection, for instance, it is possible to agree on general, comprehensive and for all levels important measures for the improvement of equal opportunities, like e.g. the implementation of gender training, the establishment of child-care facilities, resp. support concerning an improved work-life-balance, the implementation of a financial incentive system aiming at the advancement of equal opportunities, gender balanced personnel development measures, etc.

A connection of these two principles supplies good preconditions for the agreements on objectives and their combination with a performance-related distribution of funds, to provide steering options for the integration of equal opportunities for women on all levels and within all departments in the scientific area (Güttner 2002, 54). At the same time it is necessary to ensure that the university management’s political targets as to equal opportunities are sup-

ported by the individual departments. Thus, the university's management and the individual departments usually phrase their own specific agreements on objectives, which are supposed to ensure the implementation of the superordinate agreements on objectives plus which should allow to formulate department-specific agreements on objectives with different target values (Hochschulrektorenkonferenz 2006b, 30 and 35).

Therefore it is necessary to principally aim at an increase of the proportion of women in the field of graduation and the qualifications for an appointment; however, in some individual departments it might be an important target to just increase the percentage of female students. A department specific development of study course options which specifically observes the needs of female students could therefore be an important department specific objective target (Hochschulrektorenkonferenz 2006b, 30)

According to the opinion of the Berlin university's womens' representative, the combination of the two new steering instruments (new public management instruments) "agreements on objectives" and "performance-related distribution of funds" significantly strengthens gender equality within the scientific field (Koreuber and Güttner 2003, 222)³⁵. Improvements in the field of equal opportunities are automatically rewarded, provided a continuous review by means of controlling is effected and respective consequences (positive or negative) follow. Therefore, the linking with the instrument of gender controlling is also necessary – however, this might indeed have negative consequences concerning the finding of a consensus about too rigid agreements on objectives. The linking of these instruments could, however, contribute to improvements within the field of equal opportunities due to the continuously increasing financial pressure for the universities. The integration of ensuring equal opportunities in the university's controlling as a management task (by agreements on objectives controlling and performance-related distribution of funds) parallelly leads to the university's management's accepting the responsibility for its realisation. This at the same time invigorates the womens' representative's position (ibid.).

The Dortmund University of Applied Sciences' agreements on objectives with the ministry of science and education in North-Rhine-Westfalia from 2003 provides a good example for the described integration of equal opportunity targets within individual fields of the universities. They explicitly phrase that the university aims at a balanced participation of men and women in the decision making structures concerning science, research and administration. One of these agreements on objectives was concerning the denomination for a professorship with the following subject description: social competence, mentoring and Gender Mainstreaming in engineering sciences. Another agreement on objectives made it possible to keep the coordination point for women in the technological departments, as well as a child-care facility (Michel 2003, 152).

The University of Augsburg made agreements on objectives with the ministry for the first time in 2006. It is basically agreed upon that agreements on objectives are a reasonable steering instrument for universities, resp. could be that in case they are phrased "correctly" – i.e., operationalised and measurable plus in case their realisation is binding and if there are consequences whenever they are not being observed. Several interview partners of the University of Augsburg, however, mentioned, that nothing of that happened (up to now).³⁶

³⁵ Critical comments, resp. specific conditions concerning a reasonable linking of these instruments can be found in Ziegele 2000, 39 ff.

³⁶ A detailed description of the phrasing of agreements on objectives and the integration of equality aspects in the agreements on objectives at the University of Augsburg can be found in Zebisch et al. 2007, 26 ff. As to agreements on objectives and performance agreements at the Vienna University of Economics and Business Administration, see Klatzer et al. 2007, 17 f.

One of the advantages of agreements on objectives is seen in them being sort of a moral commitment to actually execute publicly phrased and written formulated projects. This could be mainly useful for the realisation of an actual equality of women and men on all hierarchic levels of the universities. One of the interview partners at the Vienna University of Economics and Business Administration mentioned the problem, that only little is known about what to do with the instrument of agreements on objectives up to now. On one hand they would be hoping too much that this would solve all open problems that have occurred during the past years and on the other hand there is nobody who would know how to precisely do that. This applies for the individual departments at the universities as well as for the technical colleges themselves as it applies for the ministries which have to make the decisions according to the formulated agreements on objectives.

Exemplary integration of the orientation towards equal opportunities in the agreements on objectives of the University of Augsburg

Targets phrased in the agreements	Orientation towards equal opportunities in the objectives (resp., relevant questions hereto)
To constitute competence centers <ul style="list-style-type: none"> • innovative technologies: material sciences & applied computer sciences • global business & law • cultural and educational science (et al. by the build up of further positions and incentives to improve science)	Who benefits from them? What is the proportion of wo/men among the students? equality-orientated target (e.g.): quotas for the new positions An improvement in teaching should also aim at the increase of the percentage of women within the male dominated study courses and vis versa.
To increase the raising of third party funds	Who benefits from the third party funds? Who acquires them? (women / men) Increase of the third party funds acquisition particularly by women Especially aiming at the increase of the third party funds acquisition for research which is done by or for women
To realise the university reform according to the Bologna-Process	Paying attention to how the proportions of women / men develop within the Bachelor- / Master study courses. Observing the possible drop out in the master study courses, resp. cope with that by taking the suitable counter steps.
To internationalise: Increase of the exchange rates of scientists and students within co-operations with universities from abroad.	Ensure a gender neutral language! Explicitly aim at the increase of the proportion of women in the exchange relationships, which are supposed to be a benefit for the specific promotion of and the gain of reputation for female scientists, also concerning the improvement of their preconditions for an appointment.
To extend the scientific and professional advanced training (et al. promoting the young scientists by programs for graduates and junior groups in the field of complexions).	Increasing the percentage of women among the young scientists in general, increasing the percentage of women within technological courses and engineering sciences,

	increasing the percentage of men in subjects where they are extremely under-represented designing of the graduate programs in a way that enables mainly women to profit from them.
To extend the co-operations with the universities of the city of Munich	Explicitly aiming at the increase of the proportion of women within networks which is supposed to be a benefit for the specific promotion of and the gain of reputation for female scientists, also in regards to an improvement of their preconditions for an appointment.
Example for agreements on objectives of the departments with the university's management:	
In the courses of applied computer sciences: the development of an economic-orientated cluster Innovative Software	Quota specifications for the cluster „Innovative Software“: Percentage of women aimed at (e.g. a fixed quota for the academic non-professorial teaching staff / fixed quota for female professors).

4. Development of indicators

by Werner Fröhlich

Levels of promotion of the equality of women and men at universities

Basically each process of promotion has to consider several levels and so does the promotion of the equality of women and men at universities.

In general we can differentiate six phases in this context:

- Analysis of the starting position
- Deduction and development of objective targets
- Strategies for the target achievement – organisation of the promotion program and the measures
- Appraisal of the effects of the promotion
- Realisation – development and performance of individual projects
- Monitoring and evaluation
- Sensitisation, awareness rising and communication of competence have to be named as another phase, in a diagonal position to the a.m. six phases. This seventh phase, however, is of an immense importance for the implementation of gender mainstreaming.

Task and sorts of indicators

Indicators are features by which it is comparatively simple to reflect changes in complex situations,³⁷ provided the dimension, resp. the specifications of the features chosen can be measured (described by a figure) or at least precisely verified. Indicators are essential for a clear and precise definition of program and project targets. They are a vital instrument for the systematic and coherent monitoring of success and the controlling of programs and promotion measures.

Indicators, however, can only function properly as instruments of the project controlling, when they are applied in all phases of the program development, resp. realisation.

Several sorts of indicators can be differentiated in the promotion of gender equality, according to their individual task within the realisation and the evaluation.

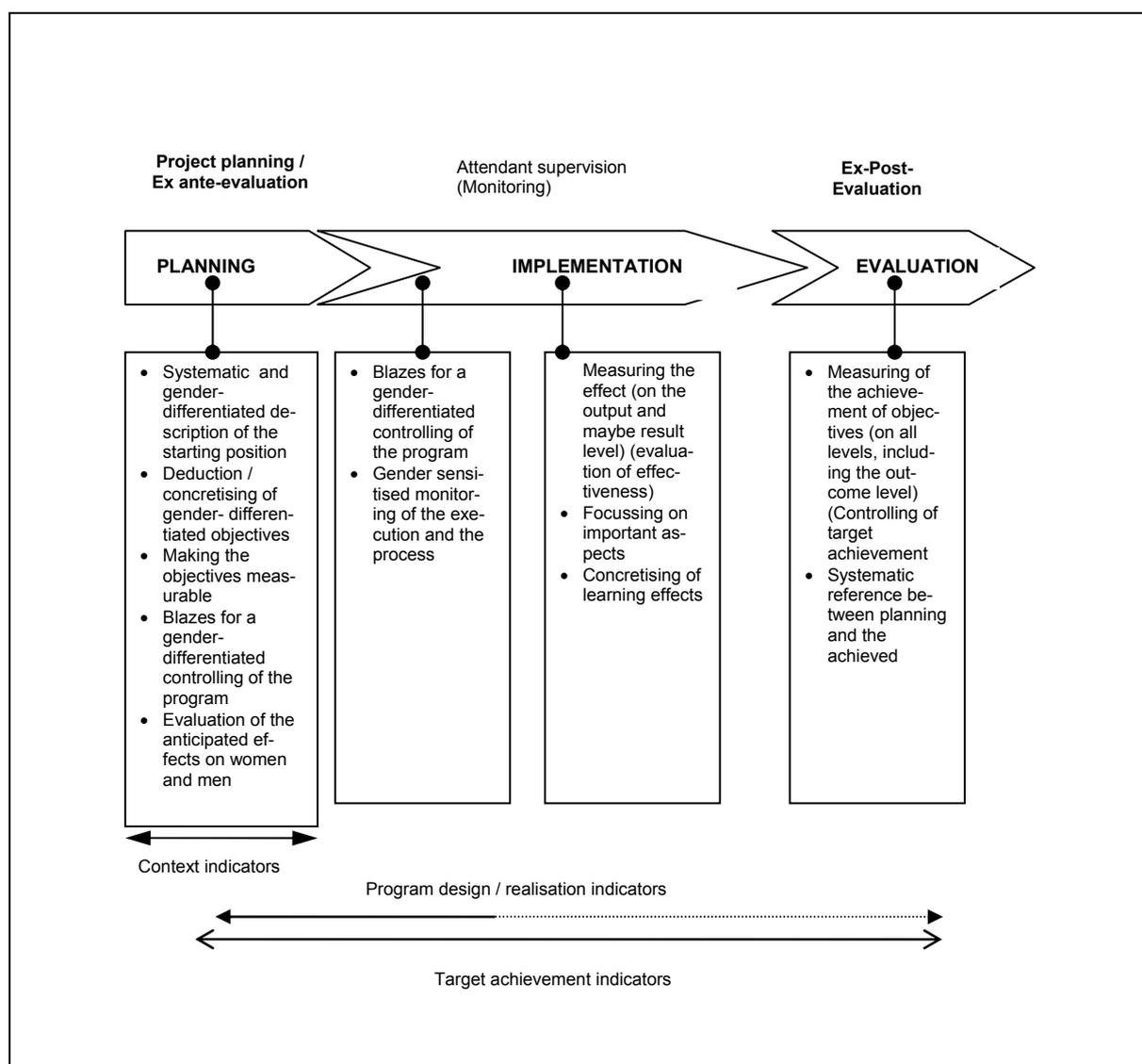
- Context or social environment indicators are very important during the preparation of programs. The context indicators which are to be used within a framework of starting analyses are supposed to describe the imbalances in the starting situation in a simple and comprehensible way. Thus they serve as a basis for the deduction and the legitimisation of the promotion targets.
- Process indicators have an important controlling function within the process of the program development and the program realisation. They give information about the specification of the execution of a program as well as the performance and cooperation processes. The planning and realisation indicators are of a comparatively great importance mainly in the gender orientated promotion policy. This is because the success of a gender orientated policy is not “only” evaluated according to the performance achieved, but rather according to the gender aware specification and realisation of the programs themselves – in contrary to “classical” promotion programs. Plus it can be stated that there is often coherence between the gender-balanced specifications and

³⁷ For a suitable introduction in the problems concerning indicators see for instance KEK/CDC 2001.

the success. Indicators of the program development and the realisation are mainly qualitative.

- Target achievement indicators are used for the quantifying and the analysis of the achievement of objectives – either prior to, during or after the execution of a measure. They serve as a description of the effects of projects, measures and programs with a view to the objectives defined in the run-up. The success of promotion measures and projects cannot be determined without suitable target achievement indicators. Thus they are the “very core” of any promotion policy aiming at efficiency and effectiveness.

The realisation of a gender orientated promotion policy requires the specification of equality orientated indicators in all three groups of indicators. The tasks and sorts of indicators within the program development and realisation can be charted as follows:



Reference: own design (SIM) following (KEK/CDC 2001, 7)

It is basically possible to differentiate between output, result and effect by using target achievement indicators.

This differentiation which is propagated by the European Commission (2000, 234), has become accepted in case of most of the promotion programs in the meantime.

Output indicators refer to the physical products or achievements which can directly be traced back to the project. They do not reflect any socioeconomic effects.

Result indicators also refer to the direct and immediate effects of a program, a measure or an individual project. They, however, supply primarily information about *changes* in the performance or in the behaviour of the beneficiary. Apart from the contribution of the program in question etc. they are already significantly affected by other factors from the environment.

Effect indicators (or referred to as outcome indicators) refer to the long-term effects. Thus, their time horizon is often longer than the period of the program, the measure or the project. Outcome indicators are particularly important on the level of the entire program in order to reflect the impact of the funds and instruments used, resp. to show and to justify project approaches (KEK/CDC 2001, 10).

The effects and partially also the results of measures of an equality orientated policy and interventions can, however, be measured only up to a certain extent by means of quantitative indicators. Quantitative effect (outcome) and partially also result indicators are of a limited use as success assessment instruments as equality political measures are necessarily embedded in a complex mesh of inter-relations and effect coherencies. Particularly changes of the social structure can hardly ever be one-dimensionally ascribed to individual initiatives, resp. promotion programs.

In reality, they mostly depend from numerous decisions and influencing factors the effects of which can be measured only within a certain range. That means:

To precisely reflect the connections between cause and effect is often difficult with regards to the methods, resp. at least not to be executed with acceptable means. In other words: there is a considerable area of conflict between the limited methodical possibilities of indicator-based outcome measurements, the specifications of the political field and the requirements of the political bodies. Thus measured effects often owe factors like the so-called soft skills or the players' gain of information or knowledge, besides superior factors like changes within the legal conditions. This also applies for many other essential outcome indicators.

Measurements which are made shortly after the termination of a program or even after a period of up to three years tend to emphasize the effectiveness of the programs due to the time lag.

The intricacy of the functional chains and the effects scattered along the timeline increase the value of the ex ante evaluations and the controlling options during the specification and the realisation of promotion programs. When referring to indicator systems, this underlines the importance of process orientated indicators (in the sense of the terminology used above: program design and realisation indicators).

This, however, does *not* mean, that outcome indicators are of no importance for the evaluation of an equality-orientated policy, as they supply in any case important background information in terms of a trend analysis for the controlling of effectiveness and success, despite their partially limited significance. Plus interpreted as context indicators they demonstrate up to which extent the designated global objectives have been achieved at all – due to which factors ever.

The difficulty of the realistic measurability of long-term effects is therefore no reason to abandon the specification of corresponding indicators.

The actually existing difficulties in measuring the long-term effects on the equality of men and women likewise do not in any case justify abandoning the specification of equality-orientated outcome indicators. These are of an outstanding importance as to the design and the controlling of programs and measure chains, the more within the context of an equality-orientated business development.

Apart from that, equality-orientated outcome indicators also have the task of sensitisation and awareness rising. They indeed are not only instruments of description and measurement, but also management tools which (can) contribute that equality-orientated decisions are even taken into consideration in the first place. The developing process of equality-orientated indicators and the associated design-matching contribute to a better understanding of gender mainstreaming.

It is basically possible to differentiate between output, result and effect on all program levels. Due to theoretical and practical reasons though, it is recommendable to assign the output, result and effect indicators to different levels of the target system. Thus the graphic above indicates that outcome measurements should focus on higher intervention levels: it is of only restricted reason to aim at the evaluation of effects (of individual projects) on the level of singular projects in view of the project environment's impact. The indicators introduced below are to be interpreted as a list of proposals which are an option for the respective individual fields. The objective targets and indicators are for a considerable part far beyond the specified objectives and should be therefore considered as an important sign of up to which extent it is recommendable to consider objective targets and their transfer to measurable indicators already during the phase of the program design.

Decisions about priorities in the realisation and the implementation of the indicators listed below have to be drawn on the level of the university policy, resp. the administration's. Those indicators, however, for which it is easy to gather data, resp. data is already available, should be used at first (out of the imaginable indicator cluster). Still the use of indicators should not be only considered as dependent, from which data is already available, but the content's relevance of those indicators used should be considered as most important plus it is necessary to take the required measures in order to collect the data needed in this respect.

4.1 Context indicators

by Werner Fröhlich

Nr.	Indicator	Explanations (reasons, definitions, etc.)
K 1	Number of professors, promoted professors, full-time scientific staff, administrative staff at all universities of the country (in total, as well as according to departments and working time: full or part time and full time equivalents) (proportion of women and men)	Basic indicator for the (different) positions of men and women in the academic field in total. Serving the individual universities as orientation parameters. Changes of the indicator have a direct relevance for equality.
K 2	Number of the students at all universities of the country (in total as well as according to departments) (proportion of women and men)	Basic indicator for the (different) positions of men and women in the academic field in total. Serving the individual universities as orientation parameters. Changes of the indicator have a direct relevance for equality
K 3	Number of graduations from school (matriculation standard) per graduation age-group) (proportion of women and men)	The indicator shows how many women generally achieve access to a tertiary education. This pool which considers the entire society defines the starting point for the situation at the universities.
K 4	Child-care options (vacancies / number of children according to sort of institution - day nursery, kindergarten, nursery, etc.) and age groups	An adequate furnishing of families with social services, especially in the field of child-care, serves the improved compatibility of career and family. A good offer can have a positive impact on the percentage of female scientists. A lack in offers, however, can also lead to an increase (due to the possibility to achieve more flexibility concerning the working time), but this often results in part time jobs.
K 5	Satisfaction of the female and male university staff about the compatibility of career and family	Apart from the quantitative development status of the child-care options, it is vital to also reflect the satisfaction of the parents who are working at universities with the range of offers (opening hours, flexibility, etc.) (differentiated according to mothers and fathers).
K 6	Number of mothers and fathers among the professors, the promoted professors, full time scientific staff, administrative staff at the universities of the country	The percentage of women at universities is growing, however, this applies mainly for women without children. This is an important indicator for the compatibility of career and family.
K 7	birth rate in general	The indicator serves as a sign for a sustainable and functioning balance between the different areas of life. A low birth rate points at negative general conditions (structures that allow the compatibility of career ; Different income and careers of women and men, etc.) which, at least up to a certain extent, can ALSO be influenced by structural promotion measures.
K 8	birth rate differentiated according to the women's position (career)	Varying birth rates according to the women's' positions are (another) sign for obstacles within the structural general conditions.

Nr.	Indicator	Explanations (reasons, definitions, etc.)
K 9	Quality of life according to gender	Quality of life refers to social values and targets like equal opportunities. A high quality of life is achieved when the objective life conditions as well as the subjective well-being are on a high level. In the context of academic policy the focus is set on the satisfaction with the employment conditions, the options to combine career and family and the infrastructure. The contentedness with these aspects is, as experienced, an important factor for the well-being within an area and social environment, particularly for women. The quality of life indicator (= index) has to be set up from the contentedness indicators.

4.2 Process indicators

by Werner Fröhlich

Nr.	Indicator	Definition	Explanations (reasons, definitions, etc.)
P 1	Institutional implantation of persons with gender competence on all academic planning and controlling levels	Persons with gender competence = women's representatives, representatives of women's organisations, external experts.	The systematic realisation of gender mainstreaming within the academic policy implies that players with stated experience and knowledge in the gender-related area are authoritatively included in the design and the implementation and that they are granted suitable authority and responsibilities.
P 2	Gender-competence of the decision makers in higher education	Central questions: Do the responsible persons have access to the required gender specific knowledge? Are there competent institutions who could be asked for advice, resp. who could take over qualified investigative tasks? Up to which extent are these institutions asked to give support?	It is not possible for individual persons with stated gender competence alone to sustainably assure the realisation of gender mainstreaming in academic policy. It is of great importance that the persons responsible for the academic policy themselves have a corresponding knowledge and the possibility to contact competent partners whenever necessary. The directed development of gender competence plays a vital role concerning the realisation of gender mainstreaming, particularly in case of the decision makers.
P 3	Systematic consideration of the gender perspective in promotion plans	Promotion plans = all documents which are issued in the course of the development, the planning and realisation of promotion programs, including the guidelines. Consideration = process for the controlling of the gender specific effects of the promotion programs and the advancement activities (guidelines).	Taking the gender perspective continuously into consideration in all promotion plans is essential in order to improve the integration of women. A "gender neutral" concept of promotion guidelines and promotion documents undermines the strong gender relevance of innovation-political strategies. Orientation towards innovation means to take gender mainstreaming serious as a strategy of innovation.

Process indicators

Nr.	Indicator	Definition	Explanations (reasons, definitions, etc.)
P 4	Composition of relevant consulting and deciding committees (proportion of women and men)	Central questions: Are there any women as decision makers during the decision procedure? Are sufficient women participating in the process of opinion formation and decision within the academic policy	The indicator shows up to which extent women (can) participate in the process of opinion formation and decision. The appropriate representation of both sexes in the opinion formation and decision procedure within higher education is vital for the gender mainstreaming strategy.
P5	Management functions at the university (number, resp. proportion of women and men)	Management functions and decision makers = President, Dean, Dean of Students, Dean of Research, Chair Person of the department committees and their deputies	The indicator shows up to which extent women are entrusted with management and decision making functions. The appropriate representation of both sexes in management functions within higher education is vital for the gender mainstreaming strategy.
P6	Directors of institutes, faculties and or / chairs and departments at the university (number, resp. proportion of women and men)	Directors of institutes, departments and / or chairs = professors who are in charge of a department or hold a chair. Departmental managers = managers of the central departments of the administration	The indicator shows up to which extent women are entrusted with line and decision making functions. The appropriate representation of both sexes in line functions within the academic policy is vital for the gender mainstreaming strategy. Particularly concerning the distribution of leading positions within the central administration it is necessary to avoid a Gender Gap (i.e. men lead the powerful departments, servicing departments are led by women)
P7	Formation of curricula committees (number, resp. proportion of women and men) – differentiated according to professors, mid-level faculty	A team composition of important decision making bodies with a gender equal representation	The indicator shows up to which extent women are entrusted with management and decision making functions. The appropriate representation of both sexes in management functions within higher education is vital for the gender mainstreaming strategy
P8	Composition of habilitation committees (number, resp. proportion of women and men), differentiated according to professors, mid-level faculty, etc.	Consideration of a balanced representation of the sexes in important decision making bodies	The indicator shows up to which extent women are entrusted with management and decision making functions. The appropriate representation of both sexes in management functions within higher education is vital for the gender mainstreaming strategy.
P9	Composition of budget committees (number, resp. proportion of women and men), differentiated according to professors, mid-level faculty, etc.	Consideration of a balanced representation of the sexes in important decision making bodies	The indicator shows up to which extent women are entrusted with management and decision making functions. The appropriate representation of both sexes in management functions within higher education is vital for the gender mainstreaming strategy.
P10	Transparency of the documentation about the decision	Granting access to documents in connection with the decision making process	The disclosure of decisions can contribute to avoid group-specific selection or decision effects.
P11	Standardisation of the selection and the decision	Availability of standardised decision fundamentals	The standardisation of the instruments for selection and decision can contribute to avoid group-specific selection effects.

4.3 Target achievement indicators (effect targets)

by Werner Fröhlich

4.3.1 Target achievement indicators (effect targets): students

Objectives	Gender-orientated formulation of objectives	Indicator	Explanations (reasons, definitions, etc.)
Consideration of the requirements concerning the kind and mode of the courses, the teaching methods and the support	Target-group specified bias of courses, teaching methods and options of support for both female and male students	Number, kind and mode of the courses (number of attendants; proportion of female students) Listing of the teaching methods applied Range of supporting offers (number of students who use support; proportion of female students) Satisfaction with kind and mode of the course, the teaching methods and the options of support according to gender: hereinafter - if need be - differentiated according to faculties, semester, student status (graduated, post-graduated, etc.)	Corresponding data should be generated via monitoring (regular evaluations of teaching and support)
Support of the students concerning the development of their individual skills and knowledge	Target-group specific support of the development of individual skills and knowledge for female and male students	Satisfaction with the support rendered by the university (persons and structures) concerning the development of the own individual skills and knowledge, according to women and men: hereinafter - if need be - differentiated according to faculties, semester, student status (graduated, post-graduated, etc.)	Corresponding data should be generated via monitoring (regular evaluations of teaching and support)

Target achievement indicators (effect targets): students

Objectives	Gender-orientated formulation of objectives	Indicator	Explanations (reasons, definitions, etc.)
Extension of the spread of interests	Target-group specific extension of the spread of interests of female and male students, corresponding to their respective percentage	Number / proportion of male and female student per study field and course	
Support concerning the development of a stable personal identity as scientists	Target-group specific support concerning the development of a stable personal identity for female and male students as scientists corresponding to their respective percentage	Number / proportion of male and female student per study field and course	
Promotion of soft skills	Target-group specific support concerning the development of soft skills for female and male students	<p>Listing of offers (number of students who use support; proportion of female students)</p> <p>Satisfaction with kind and mode of these offers, according to the sex: hereinafter - if need be - differentiated according to faculties, semester, student status (graduated, post-graduated, etc.)</p>	Corresponding data should be generated via monitoring (regular evaluations of teaching and support)
Equal access to each individual kind of education	Target-group specific reflection of the access to education	<p>Number of first year students in total and the individual courses (distribution according to sex, class, ethnicity, nationality, age etc)</p> <p>Allocation of scholarships according to sex, class, ethnicity, nationality, age etc (percentage of fe/male students etc.), differentiated according to departments, kind (research or other scholarships) and the amount of the scholarships</p>	<p>Figures concerning the freshmen students are usually available.</p> <p>Corresponding data concerning scholarships should be generated via monitoring.</p>

Target achievement indicators (effect targets): students

Objectives	Gender-orientated formulation of objectives	Indicator	Explanations (reasons, definitions, etc.)
Education within departments with an under-representation of one sex	Target-group specific support of the education of both women and men in departments with an under-representation of one sex	<p>Number of students in total and in the individual departments (percentage of female students); differentiated according to status (graduated / post-graduated study courses)</p> <p>Dissimilarity Index (refer to She Figures 2006)</p> <p>Comparison of numbers of freshmen students and graduates (percentage of female students)</p> <p>Registration of Drop-outs in total and in the individual departments (percentage of students)</p>	<p>On university and faculty level the apportionment of the sexes in different study courses should be reflected. The Dissimilarity Index can give a first reference in this context. Figures are usually available.</p> <p>The difference in the percentages of women between initial registrations, students and graduates should not be viewed over only one year, but over a longer period of time in order to achieve a more realistic reflection of the development.</p> <p>For a better estimation of success or failure it is necessary to make it possible to record the drop-out rate and to implement monitoring of these data.</p>
Successful graduation	Target-group specific reflection of the graduation	<p>Success rate according to sex (percentage of female students)</p> <p>Examinees according to sex (percentage of female students)</p> <p>Duration of study according to sex (average as to female and male students)</p> <p>Duration of doctorate study according to gender (average as to female and male students)</p>	<p>The success rate measures how many students graduate in relation to the number of freshmen students.</p> <p>The examinee rate shows how many students absolve a minimum of XX semesters within the standard period of study, including one "tolerance semester".</p> <p>Duration of doctorate study = period of time between diploma and doctorate.</p> <p>The calculation of the duration of studies (above all doctorate studies) should include the actual duration between the first and the second graduation, additionally to the registered semesters. This key figure can be an important starting position for the description of career processes.</p>

4.3.2 Target achievement indicators (effect targets): Scientists (and administration)

Objectives	Gender-orientated formulation of objectives	Indicator	Explanations (reasons, definitions, etc.)
Contribution in decisions concerning science, research and higher education	Target-group specific involvement of female and male scientists in decisions concerning science, research and higher education, according to their proportion	Number and formation of the decision making committees (number of the committees' participants; percentage of female scientists) ; possibly differentiated according to their status within the decision making process (e.g. chair, deputy chair, etc.)	Corresponding data should be generated via monitoring (regular evaluations of teaching and support)
Access to teaching and research in all scientific fields	Target-group specific support of the equal access to teaching and research in all scientific fields for women and men according to their proportion	<p>Number of scientists in total and in individual departments (percentage of female professors, scientific staff)</p> <p>Dissimilarity Index (see in She Figures 2006)</p> <p>Number of courses held by the scientists (percentage of female professors, scientific staff); possibly differentiated according to departments, kind of the courses (lectures, courses, practices, etc.) "full time equivalent (FTE)</p> <p>Number and volume of the scientific projects (percentage of female professors and scientific staff), differentiated according to departments, FTE</p> <p>Number of laboratory hours (percentage of female professors and scientific staff), differentiated according to departments</p> <p>"Gender-sensitive" questions in teaching evaluations</p>	<p>On university and faculty level the apportionment of the sexes in different study courses should be reflected. The Dissimilarity Index can give a first reference in this context. Figures are usually available.</p> <p>It is furthermore important to consider up to which extent women are contributing to teaching and research at the university in total and in the individual departments.</p> <p>Queries of "gender-specifics" in the case of course evaluations (e.g. the tutor observes the equal treatment of women and men, e.g. by the use of a gender neutral language and the course communicates contents under the consideration of gender aspects)</p>

Objectives	Equality- orientated agreement on objectives	Indicator	Explanations (reasons, definitions, etc.)
Permanent employment of the scientists	Establishment of permanent employment relationships, mainly for women	Number of temporary and permanent employment relationships according to sex (percentage of female professors and scientific staff)	
Equal representation at the university	Target-orientated representation of women and men at the universities, according to their percentage or each sex not less than 40 %	Number of employed persons according to sex (percentage of administrative staff, scientific staff, habilitated, female professors), differentiated according to departments, FTE, salary classes, age	<p>The aspect of representation is always a basic information during gender analyses: how many women and how many men are working in particular areas, positions, etc., professional levels, etc.</p> <p>The age pattern should also be taken into consideration when speaking of a mid-term follow-up job filling policy.</p>
Equal payment	equal payment for women and men	Annual wage costs according to sex; hereinafter differentiated according to faculty / department, administration and assignment groups; the individual age (of service) should be taken into consideration if possible, in order to reflect the actual " Gender Pay Gap"	

Target-achievement indicators (effect targets): Scientists (and administration)

Objectives	Equality- orientated agreement on objectives	Indicator	Explanations (reasons, definitions, etc.)
Equal career opportunities	Equal opportunities for women and men concerning the scientific career	<p>Doctorate indicator (in total and differentiated according to departments)</p> <p>Habilitation indicator (in total and differentiated according to departments)</p> <p>Indicator “full-time scientific staff” (in total and differentiated according to departments)</p> <p>Professorship-indicator (in total and differentiated according to departments)</p> <p>Glass ceiling index (in total and differentiated according to departments) - in the following: consideration of “full time equivalent (FTE)</p> <p>Duration of habilitation according to sex (mean values women and men) differentiated according to departments</p>	<p>(Number of doctorates by women (period of 3 years) / number of doctorates in total (period of 3 years) / (number of female students (period of reporting year/s / number of the students in total (period of reporting year/s))</p> <p>(Number of habilitations by women (period of 3 years) / number of habilitations in total (period of 3 years) / (number of female students (period of reporting year/s / number of the students in total (period of reporting year/s))</p> <p>(Female full-time scientific staff (period of reporting year/s) / full-time scientific staff in total (period of reporting year/s)) / (number of female students (period of reporting year/s) / number of students in total (period of reporting year/s)</p> <p>(Female professors (period of reporting year/s) / professors in total period of reporting year/s)) / (number of female students (period of reporting year/s) / number of students in total (period of reporting year/s)</p> <p>The reference to a 3-year period for doctorates and habilitations is supposed to render more reliable figures, which do not depend from accidental variations.</p> <p>The glass ceiling index is an indicator for the measuring of the relative opportunity of women compared to that of men, to achieve top-level positions. (Female full-time scientific staff (period of reporting year/s) / full-time scientific staff in total (period of reporting year/s)) / (female professors (period of reporting year/s) / professors in total (period of reporting year/s))</p> <p>Duration of habilitation 1 = period between doctorate and habilitation Duration habilitation 2 = period between first degree (diploma) and habilitation</p>
		Number of persons in different levels of appointment procedures (proportion of women); hereinafter differentiated	Proportion of women among the applicants, in case of appointment dissertations, lectures, appointments

		according to departments	
Equal acknowledgement and distribution of optional merits / services / financial support		Number of the voluntary tasks of the scientists (percentage of female professors, scientific staff); possibly differentiated according to departments, kind of tasks, FTE	

4.3.3 Target-achievement indicators (effect-indicators): in general

Objectives	Equality- orientated agreement on objectives	Indicator	Explanations (reasons, definitions, etc.)
Equal distribution of financial incentives	Target-group specific consideration of the female and male scientists concerning additional financial funds according to their apportionment	Incentive indicator differentiated according to faculties / departments	<p>Examples:</p> <p>Indicator 1 = percentage of women in doctorate group / percentage of women in graduate group (PQ / AQ)</p> <p>Indicator 2 = percentage of women in habilitated group / percentage of women in post-doctorate group (HQ / PQ)</p> <p>Indicator 3 = percentage of women in appointments / percentage of women in habilitated group (BQ / HQ)</p> <p>Main indicator = $(0.2 \times PQ / AQ) + (0,3 \times HQ / PQ) + (0,5 \times BQ / HQ)$</p> <p>The indicator measures the successful passing of career steps which are seen in their corresponding relation to the percentage of women in the prior career steps and are differently weighted.</p>
Equal financing and equal access to financial resources	Target-group specific consideration of the female and male scientists concerning financial funds according to their apportionment	Distribution of funds (proportion of female scientists) differentiated according to departments, FTE	

5. Developments of strategies, instruments and measures

5.1 Short introduction and budgeting cycle

by Andrea Rothe and Johanna Zebisch

This chapter refers to strategies, instruments and measures which support the implementation of Gender Budgeting in scientific organisations. We use the three terms “strategies”, “instruments” and “measures” in this context because the definition is often dependent on the circumstances in which they are used. Gender Mainstreaming or Gender Budgeting for example is a European strategy to achieve gender equality. Within an organisation Gender Mainstreaming and Gender Budgeting can be either instruments or measures to advance women in science. Others could be the improvement of child care facilities from which both mothers and fathers profit, but as mothers still carry the main responsibilities this is also an instrument for the promotion of women.

For the development of strategies, instruments and measures we start with a consideration of budgeting within an organisation as a process that can be described as a budgetary cycle. Only if we understand Gender Budgeting in a broad sense we will be able to cover all the dimensions and levels. Within this process it is necessary to align budget decisions with their specific effects, to observe and control the course of cash flows, to measure changes and to evaluate results. Rhonda Sharp argues as well that Gender Budgeting should be pursued as a “performance oriented budgeting”.³⁸ This means that with regard to public spending the effects on women and men have to be observed in the first place. Only then it becomes clear whether and up to which extent women and men benefit unequally from public spending.

As a consequence the following steps of the budgeting cycle can be identified:

- Gender-differentiated analysis of the initial situation.
- Development and formulation of gender-sensitive objectives and indicators..
- Strategies for the achievement of the objectives: Development of instruments and measures.
- Gender-differentiated estimation of effects (ex ante and ex post) (Gender Impact Assessment)³⁹
- Allocation of money
- “Implementation” – Adaptation of projects and measures to the organisation.
- Monitoring and gender-controlling with the help of the indicators.
- Sensitisation, raising of awareness and improvement of gender competence is a process which has to continuously take place.

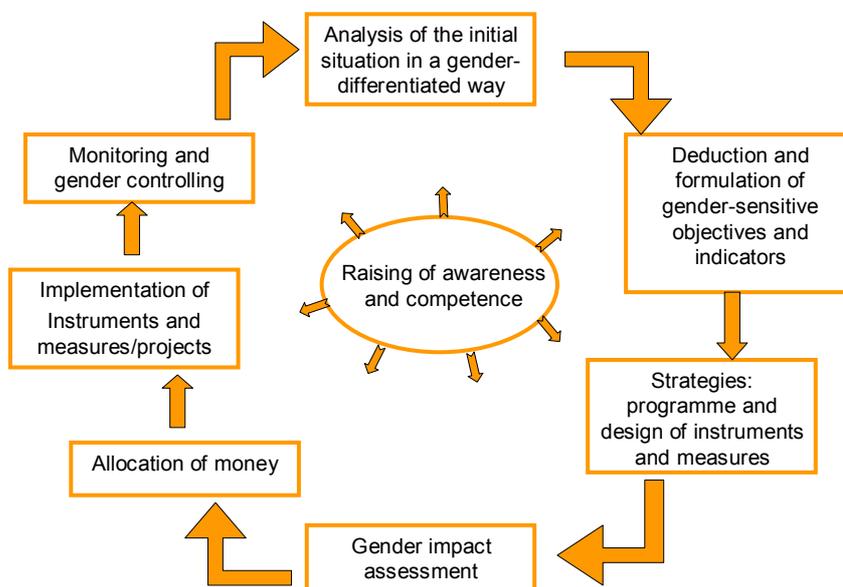
We will start off with considerations on strategies, instruments and measures for sensitisation, awareness rising and the possibilities to obtain gender competence in respect to budgeting at universities. In the chapter on equal opportunity instruments we will describe and evaluate the findings of our own research at the universities but will also evaluate experiences from other scientific organisations and nations and will analyse them in respect to their benefit for the targets of Gender Budgeting.

³⁸ Sharp, Rhonda (2003): Budgeting for equity: Gender budget initiatives within a framework of performance oriented budgeting. New York: United Nations Development Fund for Women (UNIFEM). www.gender-budgets.org

³⁹ GIA should be used as an ex ante as well as ex post instrument. In our cycle the ex post GIA is included in the step “monitoring and gender controlling”. For a detailed description of GIA see 5.4.

The chapter on gender impact assessment (GIA) will offer a short general outline and will then focus on GIA in regard to budgeting. This focus will be extended in the chapter on gender equality instruments in the field of budgeting. Last but not least strategies and instruments for a monitoring and a gender controlling will be discussed.

Budgetary Cycle



Source: own illustration

The findings of our own research as well as experiences from other researchers clearly show that EU communications play a major role in the development of universities and scientific tendencies towards gender equality. That is why in our opinion Gender Mainstreaming and Gender Budgeting will have more strength if the recommendations for strategies, instruments and measures are transferred to a European gender watch system which includes a continuous trans-national monitoring of the progress in all European countries.

5.2 Sensitisation, awareness rising and gender competence

by Zofia Lapniewska and Andrea Rothe

As the depiction of the budgetary cycle demonstrates, awareness rising, sensitisation and gender competence are basic prerequisites for a successful implementation of Gender Budgeting in organisations. This fact is based on studies that show that a change in regulations and the organisational set-up does not suffice to enhance an innovative process as it would be necessary to implement real gender equality. In addition to these changes an alteration in the organisational culture is required. In order to achieve this target, organisational learning is inevitable. For a sustainable change and awareness rising, we assume that a simple change of behaviour due to new regulations does not suffice (the so-called “single loop learning”). This can be e.g. observed for many measures for equal opportunities in the last 20 years. In many cases there was a change in the regulations but the measures failed nevertheless because the attitudes and the organisational culture within the organisation remained patriarchal.

If Gender Mainstreaming and Gender Budgeting is to be implemented in an organisation “double-loop” and “deutero learning” in the sense of Argyris/Schön (2002) will have to be performed. This means that a learning process takes place which is based on insight and the comprehension of discriminatory actions and processes leading to the development of an orientation towards new values. At the next step the members of an organisation do not only have a new value orientation which effects the organisational culture but they also learn to learn what measures support the further development of the process of including gender equality on all levels and in all processes (Also see Wilkesmann, 1999, 2003, Geißler 2000, Göhlich 2001 and Böttcher/Terhart 2004). The alteration (and assurance) of the organisation’s knowledge basis then does not only affect given aims and measures, but gives alternative options and reflects the normative horizon of behaviour and learning in the organisation. In the case of a diffusion / dissemination of the leading criteria of Gender Mainstreaming and Gender Budgeting in the whole organisation (in our case: the university) or even in a bigger group of this kind of organisations (e.g. other universities within this nation), one can speak of an innovative process.

We presume that the potential for innovation and a learning process of the organisation and its members does not only depend from rational behaviour choices and directed knowledge acquiring. Innovative and flexible changing of knowledge particularly depends from implicit knowledge and know-how. Learning to know, learning to be able, learning to live and learning to learn can be distinguished as per Göhlich (2001, 231ff. and 246ff.) and the support of learning can be differentiated into stabilising, clarifying and inspiring behaviour (Also see Neuweg 2000, Höhne 2000 and Zielke 2004). Systematically viewed, the Gender Mainstreaming and Gender Budgeting process can be interpreted as the changing of the organisational culture, its ritual procedures and its explicit knowledge (documents, departments), and thereby as an elementary innovation, in which the supporting interconnections of the systematic processing can be observed (See Göhlich 2001 and Göhlich/Althans 2004).

Sensitisation, awareness rising instruments and by this the improvement of gender competence are the central measures to change organisational cultures. Many models of sensitisation and also awareness rising workshops have been developed during the recent years. The choice of the method depends on the individual university. Gender Mainstreaming can be restricted to the management level of the organisations – especially to heads of departments and units. In this way they may enhance the ability of decision makers to introduce aspects of gender equality in their department and faculty and their curriculum. Up to now only few departments do have women and gender study courses. Among the measures and instruments for sensitisation, awareness rising and gender competence are:

- Gender training and Gender sensitisation workshops
- Women and gender studies
- Regular meetings between special gender representatives and heads of departments concerning gender issues
- Presentations of gender analyses and dissemination of findings
- Awareness campaigns
- Gender focused curriculum development for departments
- Conferences
- Informal meetings
- A Gender and Science university web page

5.2.1 Gender training and Gender sensitisation workshops

An active program of gender training and sensitisation workshops aiming at university policy makers and a cross section of the academic community is one of the major factors that can influence the organisational culture.

Mainstreaming training and sensitisation workshop should strengthen the capability of the universities' staff, both academic and administrative, to understand the nature of Gender Mainstreaming and to be able to introduce it in their work (this is crucial), so that the entire academic community has access to gender sensitisation activities.

The participants of the training and workshops should be women and men in more or less equal shares. Further more it often showed that it is an advantage if the trainers are a woman and a man as they may serve as a good example ("best practice") for the participants how people may be or may behave who are gender sensible in their live and work. Therefore it is of crucial importance that trainers have a good theoretical background in women and gender studies.

Who participates in which training and workshop referring to vertical and horizontal hierarchies depends very much on the individual aim of a training or workshop. In some cases the different groups at a university (academic, non-academic, students) may be mixed to facilitate a discussion on different levels and about the attitudes of others concerning Gender Mainstreaming and discrimination. Additional appropriate training manuals should be developed for the training/workshops.

Gender training and gender workshops can be targeted at different groups: academic personnel, administrative or non-scientific workers and students. Students can be motivated to attend gender sensitisation workshops by their clubs and associations

As regards content a series of training sessions may be conducted to provide gender sensitisation for staff and students of the university. During the Gender Mainstreaming training, participants could be asked to demonstrate how they want to integrate Gender Mainstreaming in their working fields. Some stereotypes present in our cultures may provide hostile environment for discussions of gender equality. Hence it is important to provide sensitisation so that students and staff understand the key issues involved and the value of gender equality. Their understanding and support may facilitate the success of the program. Participants should also be made familiar with the existing models of introducing equal opportunities at other universities in the European Union.

It is also important to take care that differences between women and men and a bipolar thinking are not enforced in the training. This often is not easy as for finding out if outputs and outcomes affect women and men differently it is necessary to ask the participants to make analyses along sex borders. So, in a second step it needs to be reflected if these differences exist because the persons are female or male or because in our society or in this specific situation social role models "force" the person to behave in a certain way. In a third step it should be discussed that any restricting gender role models can be deconstructed and changed.

5.2.2 Women and Gender Studies

Women and gender studies are one crucial mean to rise the awareness for gender differences and discriminations. As in all other fields gender studies need to be supported top-down. There should be a clear commitment for the consideration of gender in all fields of research and study in the basic regulations of each university (~ Grundordnungen). Within the departments this could be regulated with the help of agreements on objectives. The successful consideration of gender should be supervised with the help of a monitoring. This should cover e.g. the number of term papers, final year projects and theses which consider gender in a decided way as well as the sex of the person who wrote them and the sex of the teaching personnel of these courses. To further advance a gender perspective in research and

study the results of the monitoring should be interconnected with the allocation of budgets in a performance-orientated incentive system.

To advance women and gender studies as an expert field of research there should be – apart from the consideration of gender in all fields of research and study – a chair within (at least) each university which concentrates on women and gender studies and works closely together with all other departments and chairs at the university.

The combination of a separate chair and the horizontal consideration of gender issues in research and study allows a broad as well as deep insight into gender relations which is the precondition to do excellent work in a scientific field. With the findings gained in this way, universities can improve their profile in the (inter-) national ranking.

5.2.3 Regular meetings on gender issues of special gender representatives and heads of the university units

Some formalisation of the sensitisation process is necessary as well as a unit responsible for its realisation. The gender representatives mentioned can consist of a small unit of those persons providing equality research at the university as well as of bigger and well organised groups providing also gender sensitisation training and monitoring of the cultural changing processes (and results). This group should meet the heads of the units on a regular basis (i.e. once a month) and communicate them their findings about the progress or regression of the gender awareness and sensitisation. The discussion about possibilities, chances and opportunities as well as problems that occur is necessary for the further development.

5.2.4 Presentations of gender analyses and dissemination of findings

The outcomes from the research can be presented to various groups in different ways. It can be via an annual summary meeting for students as well as academic staff, or briefings for key persons and heads of the units, full reports with the outcomes of the analysis, press releases, submitted to the Senate's task forces, planning groups, questionnaires, in popular education publications. Consideration must be given to the most effective way to present the analysis in view of accountability, transparency and democratic participation in decision making.

5.2.5 Awareness campaigns

A good example of gender awareness campaign was the "Gender Awareness Week" organised by the Jacobs University Bremen from March 8th until March 18th 2007. For more than one week the gender issues were underlined in different ways – cultural (performances), political (Gender and International Politics panel), economical or religious (Gender Roles in Islam). The role of such a campaign is to demystify boundaries and stereotypes that destroy freedom of choice and way of living of women and men and undervalue women's scientific interests. Campaigns can take place as one-day interactive events with workshops, presentations or competitions. It can also be designed as an information campaign – with posters, brochures and sending informative e-mails to all the students and staff. Again, the most effective way has to be discovered for each individual and specific environment of different universities in different countries.

5.2.6 Gender focused curriculum development for departments

Every department should develop a Gender Mainstreaming implementation plan (or strategy) to integrate in its work. It is of essential importance that all employees understand what Gender Mainstreaming is. Why it is implemented. What can be gained by its implementation.

What difference it will make. The curriculum can be developed during a special training for each department with the external gender expert as a trainer and is supposed to lead to a concrete, measurable and achievable plan within a certain and fixed timeframe and naming the people responsible for its realisation.

5.2.7 Conferences

Conferences and foras can be designed for a greater audience – also from other universities as well as citizens and other interested groups (i.e. NGOs, local government).

5.2.8 Informal meetings

University is not only a space for official gatherings, but also for ad-hoc actions, sharing the ideas and discussions between students and workers in an informal way. Staff members as well as students who are interested in gender and feminist topics should have the possibility to network and discuss various topics, issues, changes and challenges not only on the organisational, but also conceptual level. It is very important to give them a chance to contribute to the entire gender awareness rising process at the university. Also informal advisory groups for the gender issues' representatives can be formed to ease the work of this unit and to focus on important issues that can be omitted by chance by the unit itself.

5.2.9 Gender and science university web page with internet fora

Today the internet plays a great role in people's lives. This is an easy way to communicate; it is also impersonal, thus leading to the users generally being braver than in reality when it comes to express their opinions. The establishment of a special university gender competence web page with internet fora will not only offer the option to discuss the gender awareness rising plan, but will also allow new ideas to emerge.

On this website all the official statements of the university on gender equality should be published. The website and the fora should allow students as well as the university staff to signalise the problems that occur or necessary actions which should be taken.

5.2.10 Conclusion

In the last few years this work of sensitisation and imparting of competence has been pushed extensively at the University of Augsburg. The situation in Poland, for instance, is quite different though, there is no interest among officials for gender issues yet (or is very low). It is still necessary (even at the University of Augsburg) to sensitise for the topic and cultivate the necessary competence for the implementation of Gender Mainstreaming. This especially applies in the case of areas which – like infrastructure policy – at first glance are often seen as gender-neutral. In the area of structural advancement policy the topic of unintended side-effects of interventions must be particularly sensitised. Irrespective of this it is important to further make clear the sociological benefit of equality and to describe the problems and costs that can be expected in the long run if equality is not implemented. Sensitisation measures also live through knowledge transfer, since nothing is more educational than good examples or "hard facts". For this it is helpful to incorporate know-how from evaluations of previous or comparable advancement measures or activities.

Gender competence at all levels of the university is necessary to change the organisational culture. With more gender competence it is possible to form new structures and an organisational set-up which allows equal opportunities for women and men at universities. But an increase in gender competence might also result from the implementation of other gender equality instruments. As a consequence universities should use both approaches as they can

influence each other in a positive way. Which specific instruments are useful and necessary will be shown in the following chapters.

5.3 Equal opportunity instruments

by Birgit Erbe and Michaela Neumayr

The purpose of equal opportunity instruments and affirmative action is to overcome existing disadvantages, which predominantly women have to cope with. Considering the advancement of women in science, we can distinguish between (1) legal measures and institutions, (2) individual instruments, (3) measures with program character, and (4) accompanying structural measures⁴⁰ (Wroblewski 2005, 73ff). Legal measures and institutions aim to overcome asymmetries of historical origin and to contribute to gender equality. Examples for institutions are the Women's Representative and the Working Committee on Equal Treatment. They are responsible for the recruitment process and promote and enhance individual measures, but increasingly contribute to the change of structures. The goals of individual measures in higher education comprise the increase of women in leading positions and the encouragement and promotion of women in their scientific career. Measures with program character often focus on women in the fields of natural science and engineering. The balance of family and work or study is one among other goals of accompanying structural measures.

In the following, we will describe the practical experience with instruments that have been implemented at universities in Germany and Austria. Therefore, we will

- elaborate on the description of the instruments (goal, method, and implementation) and – as far as evaluations are available – on the achievements of these instruments and
- assess whether they are useful for our SSA.

5.3.1 Legal measures and institutions

Institutionalised equality policy include

- equal opportunity or women's representatives
- decentralised equal opportunities representatives
- women's / equal opportunities commission / working committee on equal treatment
- the university's women's bureau

The **equal opportunity or women's representative** is traditionally woman biased and well connected to the staff. It is her task to minimise the historically grown asymmetry between women and men and to establish gender equality. The first position in women's promotion in Germany was established at the rectorate of the University of Hamburg in 1985. Nowadays there are women's representatives at all German universities and also some women's bureaus supporting the women's representatives' work (Kahlert 2003, 41). Their work basis is regulated by the federal states' higher education and equality legislation, the universities' statutes and mostly by a framework plan about the promotion of women. Thus, the women's representative has to be informed and heard about all subjects, which she, in addition, has to comment. In case a decision violates the Equal Rights Acts (Gleichstellungsgesetz) of the individual federal state or infringes a committee's decision upon her comment, she has the right to effect a new decision. Her options to sanction, however, are rather restricted. In this respect, the women's representative's communicative capabilities – and her informal networks, if available – are of great importance for her effectiveness, apart from her instrumentation and the time she has to invest (Färber 2000, 187-8). The German Framework Act for Higher Education, which stipulated the implementation of women's representatives in its amendment from 1998, will be abolished by October 1st, 2008 in the course of the reform of

⁴⁰ Instruments relating directly to the budget are not incorporated in this chapter, but in chapter 5.5.

federalism (Bundesministerium für Bildung und Forschung 2007). The consequences for equal opportunities are not yet conceivable.

The advantage of her work – i.e., that the women's representative task is of cross-sectional character and thereby grants that equality aspects are considered in all fields, can also become a disadvantage for her. The university delegates its mandate to grant equal opportunity to her and the plenitude of their tasks result in overwork and thus in a possible failure. Another disadvantage is that she generally can act only ex-post.

The tasks of the **Working Committee on Equal Treatment (WCET)** is to work against discriminations based on sex by university organs, in particular in the course of selection processes. Thus, for instance, the WCET assures that qualified female candidates are invited, and, in case it has a reason to assume that a decision of a university organ constitute a discrimination of a person based of his/her sex, the committee has the right to appeal to the arbitration commission. The members of the committee are university professors, scientific staff, general staff and students – who do this work besides their scientific or administrative obligations.

An evaluation on the WCET (Wroblewski et al. 2005, 176-204) concludes that the main effects of the activity of the WCET is an improvement of the quality of the selection processes, that it sensitised on questions of discrimination and that at some universities (for engineering and natural science) it contributed to increase the number of female professors (ibid. 201). The mode of action of the WCET is not that much due to successful appeals, as many women who have been discriminated retreat and do not want to get the post due to legal proceedings, but because the WCET functions as a watchdog. (ibid. 198). Thus, if university organs know that a member of the WCET inspects the selection process and attends job hearings, they act differently – the knowledge and the threat that in case of discrimination legal actions will follow, are often sufficient. However, from that it could be concluded that the WCET does not contribute to a sustainable process of sensitisation, but that the actors only want to avoid negative sanctions (ibid. 278).

To improve the work of the WCET, a supportive administrative unit (office rooms and personnel) is necessary, as the work is very time consuming and it is impossible to combine the work in the WCET with research activities. Due to the new short-term contracts for scientific personnel and the agreements of objectives within the universities, it is only reasonable for persons who are already habilitated to become member of the WCET, because otherwise the scientific career would inevitably suffer. As the work of the WCET is not appreciated within the university and could hamper the career of the members as well, Buchinger et al. (2002, 304) suggest special protection measures to its members. Another result of the evaluation shows the need for precise concretisations of the work of the WCET. In view of the broad legal basis, this is especially important in order to prevent excessive demands on the Committees and subsequent frustrations (ibid. 202). Furthermore, the WCET has to be supported by the head of the university (ibid. 201).

The "**Centre of Excellence Women and Science**" (CEWS) in Bonn/Germany is a national centre for co-ordination, information and consulting. The centre aims at increasing the proportion of women in executive positions in science and research, at increasing the efficiency of measures for equal opportunities and the establishment of Gender Mainstreaming. In order to help universities in finding women for leadership positions or panels, the CEWS maintains the FemConsult-Database which contains 6500 data sets of female scientists.

The women's promotion and equal opportunities plan, which is statutory in some German federal states, is considered as an important fundament of the work for equality at the universities. This plan is the locking-up of multiple equality-political measures. The equality

plan contains the definition of equality-political objectives, gives a time-frame for the accomplishment of these objectives and describes measures et al. concerning the staff, the organisation and the advanced training and retraining which are supposed to contribute to the achievement of the objective targets. Despite the fact that plans for the promotion of women did not contribute directly to an increase of the proportion of women at universities according to evaluations affected up to now, their existence is considered as an important and binding basis (Wroblewski et al. 2005, 277).

The **quota** is the most famous but at the same time most debated measure to increase the percentage of women in Germany⁴¹. Quota regulations are part of equality plans and applicable as an agreement of objectives within the indicator-controlled distribution of funds. These preference regulations either apply for the decision process (women are to be considered in the first place – regularly subject to the qualification) or a specified quantitative target in order to increase the percentage of women in jobs (or positions, scholarships, etc.). The increase of the proportion of women aims at the compensation of the structural discrimination of women within the academic world. At the same time there are hopes that structural barriers against female presence diminish due to adoption and thus lead to the quota becoming dispensable. Schiek emphasizes that effective women quota could significantly increase the proportion of women in professorships (1998, 102-3), especially during a period of time where a new generation of university professors succeeds.

Pfarr considers the qualification proviso in case of the preferred employment of women as a trap because according to her experience it is not about a competition of the best when it comes to appointments, but “about the power to define, influence and pleasant and well paid jobs” (1996, 41-2). Serious equality can only be achieved via result quota, resp. target objectives according to Plöger. These quota include a precise number and a specific period of time and have to be sanctioned in case of non-compliance (Plöger 1998, 147).

5.3.2 Individual Measures

Instruments addressing individuals can be monetary, like stipends, prizes, positions, tenure tracks, or non monetary, like mentoring or coaching programmes.

In the context of universities, **mentoring** constitutes a formalised one-to-one relationship between an advanced academic (mostly a professor) and a young scientist at the beginning of her (or his) academic career. Within this temporary relationship, the senior advises and supports the junior in his/her career. The mentoring-network for women in science and engineering at the Universities in Hessen can be called a pioneer-program, which started in 1997. Because of the lack of long-term studies, the effect on women scientists' and engineers' careers cannot be measured. However, the evaluation of the program proves high satisfaction of both mentees and mentors. Mentees esteem orientation during their study, support in finding the right subject for their thesis and a network to start a career. In the fields of science and engineering, the mentor is often the only female contact for students. (MentorinnenNetzwerk 2000; see also overview by Koch-Thiele 2002) Though mentoring is a measure to support individuals, Franzke (2004) refers to the possibility to change structures within universities as mentoring programs expose deficits and barriers in higher education and research.

Against this one-to-one approach, the Vienna University was the first university in the German speaking countries implementing group-mentoring (Buchinger/Gschwandtner 2003, 41). Group mentoring, compared to one mentor who supports 2-4 mentees, focuses on the structure and strategies of academic career planning, but less on individual support referring to

⁴¹ The strong refusal especially of universities against a quota is often legitimated with reference to their idea of excellence (see Zebisch et al. 2007, Rothe 2007).

the scientific topic of the mentees. The advantage of group mentoring is that the mentees do not only learn from their mentors, but as well from each other – and that they can influence the relationship between them and their mentors. According to evaluations the building-up of and the access to networks – which are indispensable to get access to career relevant-knowledge and supportive relationships – are central effects of mentoring programs (Wroblewski et al. 2005, 284). The pilot program in Vienna, which comprises same- and cross-gender mentoring (means: male and female mentors) as well as an interdisciplinary approach, can be judged as a very successful form of mentoring (Buchinger/Gschwandtner 2003, 45). Requirements to improve mentoring programs and to ensure their effects are: (i) mentors have to be honoured financially, which is important for the acknowledgement of their mentoring-job within the universities; (ii) the mentoring program should have a duration of at least two years; (iii) within group mentoring, mentees should have the possibility for (additional) individual mentoring (to support their scientific work); and (iv) the program should be anchored in the structure of the university. (Nöbauer et al. 2003, 47ff). Wroblewski et al. (2005, 284) suggest as well an implementation of mentoring programs in the regular programs on the development of human resources, which would implicate the potential not only to promote individuals, but to change structures. This would also apply for coaching programs for women: they should also be implemented in the regular measures for staff development (ibid).

Further measures concern special programs for women, including **positions for the promotion of women**. Their merit is the establishment of positions especially for women, which are integrated in the university. The transfer into regular positions, however, is problematic (Schiek 1998, 106). When speaking of qualification programs (doctorate and habilitation positions), Schiek points at the fact that the generational change would be completed in about eight up to ten years (i.e. today!) and only those having achieved the competency required for an appointment by then could have a realistic chance to achieve a professorship. (ibid.).

The Free University of Berlin, for instance, responded to the expected generational change with the implementation of a “special program for the promotion of female scientists” in 1989. The program had a budget of 5 million German Marks. This special program has in the meantime become an established one. Based on this program, the Free University of Berlin could increase the proportion of women in habilitation positions from 20% (in 1989) to 37% (in 1996) (Böhmer 1998; Färber 2000, 43). As a part of the Special Funding Program for Higher Education and Research III (HSP), which was co-financed by the Federal Government and the *Länder*, all federal states implemented programs for the promotion of habilitation, however, only ten of them on the basis of positions (Löther/Mühlenbruch 2004, 25). The evaluation of the habilitation programs has a comparatively positive result. The integration in the academic routine succeeded most of the time and the persons promoted consider their professional prospects as significantly improved. Compared to scholarships, the position programs turned out to be more successful concerning the integration in scientific networks (ibid. 27).

The most widespread instrument to promote women are **special scholarships for women**. A critical time concerning gender equality is the transition from being a student to become a PhD and secondly the time when completing the dissertation. As women often experience less encouragement and financial support for their dissertation than men, the time to make a decision on the dissertation is often longer – and therefore needs to be financially backed. For some women the completion of the dissertation is delayed because of being pregnant or because they care for children during this time. In those cases the Berlin Program for the promotion of equal opportunities of women in research and teaching provides stipends (Blome et al. 2005).

Similar to scholarships for completing the dissertations scholarships for working on a habilitation are offered – the first program established in Germany therefore was the Lise-Meitner-

Scholarship-Program.⁴² More than 280 female scientists were promoted between 1991 and 2003. The habilitation rate was between 100% and 75% up to the year 2000. The effects of the Lise-Meitner-Program on the percentage of tenured female professors is all in all difficult to be estimated. The increase in the federal state of North Rhine-Westphalia corresponds to that of the entire country, whereas the rate of increase concerning habilitations of female scientists in North Rhine-Westphalia is significantly higher with a rate of 9,2% than the German average with a rate of 4,2%. But the pool of habilitated women has not been used because the increase of appointments in the federal state of North Rhine-Westphalia does not exceed to that of the entire country (Lind 2004a, 139-40).

Although the number of habilitated women increases due to such scholarships, evaluations showed that today the formal qualification to be habilitated is only one precondition within others to get a professorship. Other criteria, like the number of publications, work experience abroad, personal contacts and networks as well as flexibility and mobility are much more important – as the number of posts for professors is limited. However, these additional qualifications can only be obtained when the scholars are integrated in the university, which is only rarely the case. The evaluation also showed, that scholarships do not longer “open the door” for a scientific career, but serve those who have already a job at a university for a scientific “sabbatical” or enables those who are not in the system a transitory occupation due a financed research project (Wroblewski et al 2005, 283). Schiek (1998, 106) points out that scholarships do not include any social protection, which is problematic.

Bavaria invented a **lectureship program for the promotion of the female junior scientists at universities of applied sciences** from 2001 to 2006. Women with doctorates and at least five years of professional experience were offered the opportunity to acquire teaching qualification in order to be in a position to apply for vacant professorships at universities of applied sciences. An initial evaluation showed that it had been failed for the most part to address the intended target-group: most of the women questioned already had teaching experience before the program was invented and only few of the assistant lecturers were working in the departments of engineering sciences and natural sciences (Schindler/Stewart 2004, 87). Nevertheless the assistant lecturers considered the program as helpful. More than a third of them had applied for a professorship during the time the questioning was made. It was not possible to definitely state how many attendants of the program could achieve a professorship at the time the study was made (ibid. 85).

Not least do **Scientific awards** serve the promotion of the young scientists. Although individual measures motivate and promote women, they hardly change structures.

5.3.3 Measures with program character

The target-group for **attracting female students to technical and natural sciences** becomes younger and younger. Efforts are being made in order to attract explicitly female pupils as future students by publicity and informative events (lectures, workshops, practices and visits at laboratories or trial sessions). The Ada-Lovelace project trains for instance female students in technical and natural sciences as mentors who then again inform, consult and coach female pupils between 10 and 20 years of age, plus there are special events for female pupils at the universities and taster days in companies. Studies showed that the program was well accepted by the girls and especially those who liked maths or natural sciences best were attracted most. The events help concerning the decision for a study or profession in the first place. It showed, however, that the female pupils between 16 and 20 years of age had oftentimes already made a decision concerning their future career, for instance by choosing the respective specialised courses (Sander 2004, 239-40).

⁴² For more details see Graap 2003

Mono-educative study courses are another approach for women in the natural and technical sciences. The target is to “invalidate the hierarchical effect of the structural category gender and to give leeway to the young women concerning decisions and development also beyond the traditional gender assignments. The advantage of a gender homogeneity course of studies among women is also seen in the possible growth of the (female) students’ self-confidence and independence” (Kahlert 2001, 174). There are two women-only study courses “industrial engineering” (FH Wilhelmshaven and FH Stralsund) and an international women-only study course in computer science at German Universities of Applied Sciences.

There are two versions of **visiting professorships**: visiting professorships are invented for specially qualified female scientists in areas in which women are particularly under represented. This results in the development of female models and contact partners in science (e.g. the Emmy-Noether-professorship at the faculty of maths, University of Göttingen); or visiting professors can contribute to the sensitisation and the promotion of gender research and equality subjects in courses or topics in which women or gender research has not been firmly established up to now (Blome u.a. 2005). Finally examples for specifically invented **women’s professorships** exist. Lower Saxony invented the legal option to advertise professorships for women only in order to open a door to courses in which there has no female professor been working before (Schiek 1998, 107).

5.3.4 Accompanying structural measures

Accompanying structural measures include, for instance, financial support for scientific events on women- and gender-topics, coordination-units on equality, equal treatment, affirmative action and gender studies, and child-care facilities at universities. One of the main objectives of them is to abolish discriminating structures.

Graduate schools and study courses for (post-)graduates are, however, no real measures for equal opportunities, but they accommodate women in particular. Regularised application procedures assure an increase of equal opportunities, the coaching of the PhD students is performed by several professors which leads to a reduction of the extensive dependency on the (female or male) PhD advisor.

Individual promotion measures concerning the compatibility which in addition addressed only mothers with a doctoral degree, showed little success as the evaluation of the Special Funding Program for Higher Education and Research HSP II (1991-95) proved. (Löther/Mühlenbruch 2004, 27). Thereupon it was seen to the improvement of the general conditions for students and scientists with children. Most important features are **more flexible study and examination regulations, improved options for individual studying, more flexible working hours and organisation, leaves and child-care facilities**. Another intention was to explicitly encourage men to assume their family duties, et al. by taking parental leave (see Färber 2000, 152ff).

The provision of **substitute means in cases of maternity protection and parental leaves** is according to Färber’s appraisal the best instrument to cope with the fears of some organisational units concerning longer periods of absence of their female co-workers. These means would do more for the employment of female junior scientists than all regulations in employment procedures and should be integrated in the academic contract like it is the case e.g. in Berlin (Färber 2000, 153-4).

Child-care facilities at universities aim at a better and easier combination of work, study, and family. They address men and women, students and university staff. An important feature of such child-care facilities is a flexible offer when and for how long a child can be brought (just some hours for a seminar, for block-seminars, for conferences). In Austria these

child-care facilities at universities somehow have to compensate the general deficit of child-care facilities – especially for children up to three years.

The **coordination-units** for women's and gender research, which are implemented at almost all universities in Austria, are an important and effective measure to integrate women- and gender studies as a fix part of the universities' curricula – and to coordinate the curricula of different departments. In addition, they contributed to make women's and gender research more visible within the universities but as well outside of them. In many cases the unit is tied to the personnel department or the rectorate, which enables the development and support of affirmative measures (Wroblewski et al. 2005, 288).

5.3.5 Conclusion

Of outstanding importance for the implementation of equal opportunity instruments in Germany were the funds of the **Special Funding Program** for Higher Education and Research II/III (1990-2000) and the Academic Science Programme (HWP) (2001-2006). 75 % of the 30.7 million Euro HWP funding were to support the qualification of women for leading positions at universities, 15% should be used for women's and gender studies and 10% were to support measures to motivate women in scientific and technical subjects. At least 80% of all women promoting programs in higher education were financed by HWP funds, according to Dagmar Höppel, spokesperson of the HWP commission of the Federal Conference of Higher Education Institutions' Women's Representatives (zwd Frauen und Politik 2006). After the phasing out of the HWP it is still not clear who is going to provide funding for equal opportunity programs in German higher education.

Löther emphasizes in the assessment of the Bund-Länder-Programm HSP and HWP (programs of the Federal Republic and the individual federal states, see above) that causal connections between measures and success cannot be deducted from statistics. She assumes that the German reunification and the integration of the East German universities with a comparatively higher proportion of women were contributing to the increase of the percentage of women in the various qualification ranks on one hand, and on the other hand the Bund-Länder-Programs for the promotion of women were integrated in a wide spectrum of equality-political instruments. The continuous increase of the percentage of female professors since 1991 – after a long period of stagnation – would, nevertheless, argue for an at least supporting effectiveness of the programs (Löther 2004, 10-11). The Bundeskonferenz der Frauen- und Gleichstellungsbeauftragten der Hochschulen (BuKoF – i.e.: the Federal Conference of the Higher Education Institutions' Women's Representatives) considers “special programs for women only as important instruments to balance disadvantages during the next years” (quote following Löther/Mühlenbruch 2004, 34). Löther and Mühlenbruch additionally assume that female scientists would have had a significantly restricted access to the promotion means in case a particular part of the financial resources would not have been reserved for the promotion of women (ibid.).

Although an increase of the proportion of women in achieving professorships is obvious on one hand, (see Erbe 2006, Klatzer et al. 2006), there is, however, an overwhelming male dominance in top-level positions of all scientific fields, even after almost 20 years of the promotion of women. Wetterer therefore repeated her 1994 criticism concerning the policy of the promotion of women as “rhetorically present – factually marginal” (2000). She states that even the impression was raised that women have a problem with science instead of the fact that science has a problem with women.

The target, however, has to be the structural change, which the equality policy has to aim to achieve. This was requested in Germany already during the early 1990ies (cp. et al. Niedersächsisches Ministerium für Wissenschaft und Kultur/Ministry of Science and Culture of the

land of Lower Saxony 1994, where this is already revealed in the title: The promotion of women is an university reform – research on women is criticism of science), however, the implementation of Gender Mainstreaming at the end of the 1990ies was a significant impulse.

Färber responds to critics saying that special programs for female scientists would provoke negative connotation, that it is the conception and the furnishing, which is important, like it is the case in all kinds of controlling (Färber 2000, 45). Pfarr considers special promotion of women as acceptable in case it “is possible to further the filling of regular jobs with women by corresponding programs and plans at the same time” (Pfarr 1996: 41).

5.4 Gender impact assessment (GIA): short general outline and GIA in regard to budgeting

by Elisabeth Klatzer and Michaela Neumayr

This estimation of gender-differentiated effects, also termed *Gender Impact Assessment* (GIA), assesses the impact of any policy or activity on the economic and social position of men and women, boys and girls as well as on gender relations. According to a definition of the European Commission (no year, 4)

“[g]ender impact assessment means to compare and assess, according to gender relevant criteria, the current situation and trend with the expected development resulting from the introduction of the proposed policy.”

To be more precise, it has to be estimated how policies contribute to the elimination of existing inequalities and promote equality between women and men in participation rates, in the distribution of and access to resources, benefits, tasks and responsibilities in private and public life, in the value and attention accorded to male and female, to masculine and feminine characteristics, behaviour and priorities (comp. European Commission no year, 5).

As Gender Budgeting in most parts of literature is understood as to be applied to governmental expenditures, the definition of the European Commission refers to the assessment of proposed policies. However, when analysing universities – as we are here – the assessment does not correspond to policies, but to the strategies and instruments at the university, instead.

GIA is often used as an ex ante instrument. In the context of universities it can and should be applied ex post as well in order to highlight the actual effects of measures implemented and to also highlight the need for necessary changes from the gender perspective.

5.4.1 Assessing gender-sensitive impacts on different levels

Gender-sensitive impacts of strategies and instruments can be assessed on five different levels:

- (i) On the input level: How does the measure effect employment?
- (ii) On the output⁴³ level (activities): How does the measure affect the activities and services performed at universities?

⁴³ Outputs are the final goods or services that the university either plan for or actually produce or deliver. Examples include students educated, childcare places, income support, publications, research data, etc. (comp. Sharp 2003:32). As it seems to be more practical, for our assessment we divide outputs to two sub-categories: outputs concerning activities and services (like number and quality of publications, of courses offered) and outputs concerning users and beneficiaries (number of recipients of scholarships by sex, number of graduated students by sex).

- (iii) On the output level (utilization): Who are the users and beneficiaries of the measure?
- (iv) On the outcome level: Which direct and external effects of the measure can be assumed?
- (v) On the process level: How does the measure influence the power structures in the decision making process of the universities?

On each of these levels several dimensions that could be affected have to be considered. Those dimensions, which show structural inequalities between men and women, have to be considered by all means (e.g. thus when in the security/duration of contracts of employment between men and women structural inequalities occur, this dimension has to be considered on the input level). To provide a basis where to start from with thinking, inequalities between men and women very often refer to participation, to the allocation of and access to resources, to norms and values, and to rights (Ministerie van Sociale Zaken en Werkgelegenheid no year, 2):

- **participation:** sex-composition of the target/population group(s), representation of women and men in decision-making positions.
- **resources:** distribution of crucial resources such as money, time, space, information, political and economic power, education and training, job and professional career, new technologies, health care services, housing, means of transport and leisure.
- **norms and values** which influence gender roles, division of labour by gender, the attitudes and behaviour of women and men respectively, and inequalities in the value attached to men and women or to masculine and feminine characteristics.
- **rights** pertaining to direct or indirect sex-discrimination, human rights (including freedom from sexual violence and degradation), and access to justice, in the legal, political or socio-economic environment.

Examples for relevant dimensions on the five levels mentioned above could be:

- (i) Input: employment: share of females in leading positions (=participation); average number of long number by sex (=resources); share of women and men in different fields (e.g. IT and administration) (=norms, values);
- (ii) Activities: services and (in)tangible goods provided, e.g. teaching and research activities;
- (iii) Output: students: men and women in students representative bodies (=participation); number of people served;
- (iv) Outcome: job placement of male and female graduates, contribution to the development of a research field, policy impact of research;
- (v) Process: decision making processes, participation, power structures etc.

In the following for each of the five levels tools for the gender impact assessment are presented.

5.4.2 INPUT: Gender analysis of (different types) of employment (income effects)

As human resources are the most important input⁴⁴ of scientific organisations, the analysis of possible effects on personnel is fundamental for the GIA at universities. The leading question for this analysis is:

How would the measure/instrument influence the job situation of women and men concerning type of employment, career development, work-life balance and income?

⁴⁴ „Inputs are the labour, capital and financial resources that are combined to produce outputs and outcomes”, ... like “teachers, ..., equipment, information technology and office space” (Sharp 2003, 32).

For the analysis of the gender-sensitive effects on employment and income effects we ask, if the measure/instrument creates or ensures new jobs at the universities or present employees are affected. Therefore the following criteria/indicators are relevant (comp. Buchinger et al. 2005: 35):

- *Type of employment* (social insurance, job security, duration of the contract and possibilities to prolong the contract, working-hours)
 - Number and share of male/female employees by type of contract (civil servants, employees with permanent contract, employees with temporary contract, persons with contracts for work and labour) – and where possible more detailed: professor, assistant, research assistant, project assistant, etc.
 - Number and share of male/female employees by working-hours (full-time, part-time)
 - Number and share of male/female employees in full-time-equivalents
 - Number and share of male/female employees by hierarchical position (vertical segregation)
 - Number and share of male/female employees by research fields/department (horizontal segregation)
 - Share of males/females in leading position in comparison to share male/female employees

- *Career development* (promotion at the job, chances for further career within the university)
 - Average number of days of advanced training of women and men (and field of training)
 - Number of women/men in a mentoring program
 - Number and share of women and men who finish their master, their PhD and their habilitation
 - Number and share of women/men who do their PhD at the university within their paid employment, next to their paid employment at the university, next to their paid employment somewhere else, who do it without job enrolment – in comparison to all persons doing their PhD

- *Work-life-balance* (flexible working-hours, child-care facilities, parental leave, unpaid leave)
 - Average number of days men and women use parental leave
 - Average number of days men and women use unpaid leave (for teaching, research, research abroad, etc.)
 - Number of men/women with child care responsibilities (children aged between 0-6 years, 7-14 years)
 - Possibility to choose between a part-time and a full-time employment in the job
 - Supply and Demand of child-care facilities at the university (free places, waiting lists)
 - Satisfaction of employed fathers/mothers with work-life balance

- *Income effects*
 - Average annual (gross) payment including all extra-pay by sex, age group, type of contract, and working-hours (full-time/part-time)
 - Average payment for long hours by sex, age group and type of contract
 - Gender pay gap (average income of women as share of average income of men – again by age group, type of contract and working-hours)
 - Total and average amount of premiums and monetary prizes by sex (compared to applications by sex)
 - Total and average refund of travel expenses by sex
 - Total and average refund for advanced training by sex

- Total and average amount of scholarships by sex

5.4.3 OUTPUT: Gender analysis of activities/services (mainly teaching, research, consulting)

The leading questions for analysing the activities and services offered at the university are:

How would the measure/instrument influence the activities and services offered?
Do the activities meet the different needs and requirements of men and women?

For the assessment of the effects on activities and services provided by the university firstly a list of relevant activities supplied by the research institution, which could be affected by the measure, should be made. This list would mainly contain study programs, teaching, research activities, publications, and consulting activities. Each of these activities will be analysed according to relevant criteria. The following list serves for illustrative purposes and should be adapted to the context of the respective universities.

- Study programs/teaching:
 - degree of integration of gender/feminist topics;
 - diversity of scientific approaches included;
 - responsiveness to preferences of female/male students with regard to topics included, forms of teaching etc.
 - etc.
- Research activities:
 - number of female/male researchers according to level
 - share of gender/feminist research
 - basic/applied research
 - importance of research teams, composition of teams
 - funding sources of research, differentiated by researchers (female/male)
 - support available to researchers
- Publications:
 - number of publications by women/men, type of publication,
 - funding for publications available, accessibility
 - ...
- Consulting:
 - activities by female/male researchers
 - gender sensitiveness of consulting activities (e.g. gender awareness schemes included)
 - ...
- Each of the last categories should be assessed in terms of meeting needs/preferences of female/male researchers:
 - Child Care support
 - Support for conference participation
 - Support for acquiring research skills
 - Career development support

5.4.4 OUTPUT: Gender analysis of users of activities/services (students, beneficiaries of research, general public, etc.)

The leading questions for analysing the gender-sensitive effects of measures and instruments concerning the users or recipients are (comp. Gubitzer et al. 2007, 15):

How would the measure/instrument influence the usage of the universities' activities and services by men and women?

Does the measure/instrument have an influence if the activities meet the different needs and requirements of men and women?

For this measure qualitative as well as quantitative criteria are relevant:

- *Usage of activities and services (like study programs, study courses, conferences, research programs, publications, research results, libraries, counselling, IT-facilities, etc.)*
 - Number and share of female and male users
 - Differences in the extent, way, frequency, age, etc. of female/male users
 - Expenditure for this service on females/males (calculation of average cost or directly allocable (like scholarships))
- *Activities and services tailored to suit the needs of women and men (according to interests, needs, time-restrictions, mobility-restrictions, etc)*
 - Reasons why men and women use certain services in different ways (extent, frequency, do not use a service at all, etc.), like different interests, different modes of learning, different levels of information, public relations for services do not reach males/females, different needs concerning opening hours, etc.

5.4.5 OUTCOME: Gender analysis of outcome (indirect effects for users; individual and general external effects etc.)

When evaluating the outcome of a measure, an instrument or a strategy, two different kinds of effects need to be examined: the direct effects for users on the one hand and general or individual external effects, either positive or negative ones, on the other hand. The main questions therefore are (comp. Gubitzer et al 2007, 18):

Which direct effects does the measure in the short- and in the long run have on women and men?

Which external effects on women and men and on gender-relations in general does the measure initiate (e.g. on the distribution of unpaid labour between men and women, on gender roles and norms, on power relations, on possibilities of political participation)?

Does the measure comprise any incentives for women or men to change their behaviour, their decisions (on employment, career, family planning, etc)?

As "measuring" outcome is quite challenging, because it hardly can be traced back to on certain cause, for this level of analysis we do not provide precise criteria, but only categories which are relevant when thinking of possible effects on men and women. A useful resource for developing relevant criteria is delivered by the objectives for equal opportunities formulated in chapter 3 of this workpackage.

- *Access to resources*
 - Would the measure encourage or discourage men/women to apply for grants, scholarships, job vacancies, external funds, etc.?
- *Unpaid labour*
 - Would the measure influence the number of not paid long hours of men/women?

- *Gender-/feminist research*
 - Would the measure encourage or discourage men/women to focus on gender topics/feminist topics (as a researcher, as a student), like offering courses, writing master thesis or PhD on that topic, visit seminars in that field of research?
- *Academic career*
 - Would the measure support/encourage or hamper/discourage men and women to pursue an academic career?
 - Would the measure give incentives for men and women to maintain or expand their employment at university or to retrench from the (university) labour market?
- *Norms and Values*
 - Would the measure change existing (stereotyped) norms and values concerning gender?

5.4.6 PROCESS: Gender analysis of power structures in decision making processes

Central questions during the evaluation of the impact of measures on the decision making process are:

Would the measure encourage or discourage men/women to engage in university committees, apply for leading positions?

Would the measure strengthen/weaken the position of men/women in decision making bodies, influence informal power of men and women?

Some relevant criteria for a GIA of decision making processes are listed below. As the support action is dedicated to Gender Budgeting, the focus is on decision making in the budgetary context:

- bodies/persons with decision power, advisory competences resp. mere information (women/men; which groups at universities are represented)
- participation in setting the frame for budgeting, e.g. guidelines, rules (women/men; different groups at university)
- participation in budget decisions (women/men; representation of different groups at university)
- role of gender institutions/responsible persons (both regarding gender equality policies as well as regarding the promotion of gender research) in budgetary decision making (degree of involvement; co-decision; right for proposals)
- participation in allocation of the budget within university (women/men; different university groups)
- degree of transparency about budgetary decisions and the distribution of the budget.⁴⁵

This exercise involves a gender sensible mapping of budgetary competencies at the university using the above mentioned criteria and dimensions.

⁴⁵ For each of the above mentioned points a scheme for analysis with the help of different tables could be developed, but this is not possible within this report

5.5 Gender equality instruments in the field of budgeting

by Elisabeth Klatzer and Zofia Lapniewska

This chapter presents a variety of gender equality instruments linked to budgeting. In general it has to be taken into account that this is a set of instruments, meant to be implemented jointly in order to provide for mutual reinforcements of its effectiveness. A set of gender equality instruments is not intended to offer a pick and choose menu, but to be implemented in a coherent way.

5.5.1 Basic funding/sufficient personnel for gender equality institutions

A *conditio sine qua non* is the set-up of gender equality institutions at universities, which are integrated in the university structure, which are working out well and have the adequate resources (budget and personnel).

The specific set of institutions depends from the specific context, but basic institutions are:

- an institution controlling equal treatment and recruiting at the university
- an institution promoting/coordinating/supporting gender and feminist approaches in teaching and research
- an institution responsible for supporting the implementation of Gender Mainstreaming at the university
- an institution dedicated to the promotion of women (Frauenförderung) at the university

Each of these institutions has a specific task and it will not be appropriate to merge all of these. The prerequisite of sufficient personnel and budget cannot be predetermined, because it depends et al. on the tasks and the size of the university. But in general none of the above mentioned institutions will function well as long as it cannot rely on several staff members, both supporting staff and academic staff.

In addition, the provision of adequate child care facilities for the university personnel and students has to be mentioned in this context. It might be important to carry out regular surveys or the like in order to get information about the preferences and needs of parents at the university with regard to opening hours, flexibility etc. of child care facilities.

There is a need to include indicators which measure funding the issue of gender equality at the university (see chapter 4), some basic indicators can be the

- amount and share of budget for gender equality institutions in relation to overall budget for university management (including changes over time),
- number and share of gender equality personnel in relation to overall management personnel.

Any gender equality/Gender Budgeting reporting needs to include data on the gender equality institutions and the development of its resources over time.

5.5.2 Gender criteria for budget allocation

Within the present budget systems there is some experience with gender criteria for budget allocations. Still, the existing gender criteria are examples, but not good practices. The analysis shows, that (1) only a minor part of the budget is affected, (2) the gender criteria used up to date are not very helpful and thus (3), the gender criteria do not offer any incentive to change behaviour, respectively take action to promote gender equality targets (see e.g. Klatzer et al 2007).

In the context of formula based budgeting, experience shows that the weight of gender indicators is marginal, priority lies somewhere else. The value of this instrument depends on the priority of gender aspects, meaning the relative weight of gender indicators in the budgetary allocation. If not given any higher priority in terms of financial significance, the instrument will not be of much practical use.

A prerequisite is to set up a clear, simple and comprehensible system of indicators, reflecting gender equality objectives. This involves (1) clear strategic goals, (2) clarity about the desired outcomes (and the necessary inputs and outputs to achieve this), and (3) a decision about which incentives are appropriate.

The choice of strategic gender equality objectives to be integrated in the budgetary allocation system needs to be limited to a few central dimensions which can be well represented by indicators (e.g. increase of female professorships; promotion of gender research in terms of money allocated). Depending on the specific objectives, a set of suitable indicators (see chapter 4) will be selected. In order to reflect both, past and current achievements, a combination of performance indicators indicating the level as well as the change over the last period might be suitable.

In order for the system to work, irrespective of whether it is designed to allocate funds between universities or within an individual university, a system of gender controlling needs to be established from the outset. This involves the formulation of desired outputs and outcomes emerging from the strategic goals and the translation into measurable indicators with precise definitions, based on a uniform, coherent system of data collection and processing.

Transparency of the system, continuity and simple allocation criteria are important in order to unfold the desired steering effect.

5.5.3 Incentive system: money for specific gender equality measures

We have to consider different effects of incentives on individuals before implementing any financial system focused on gender equality. One can differ between extrinsic motivation and intrinsic motivation. Extrinsic incentives serve the indirect satisfaction of a need, the extrinsic approach is “a means of satisfying needs” (Schanz 1991, 15). Motivations also differ – very often something is done only to have positive results or to avoid negative consequences.

According to Wolfgang Semar (2004, 2) the classic extrinsic motivation is a monetary gratification whereas intrinsic motivation is the opposite: satisfaction is achieved immediately from the activity or from accomplishing the aim. However, most individuals are not exclusively intrinsically or extrinsically motivated.

Extrinsic incentives consist of both: material and immaterial incentives. Material incentives may be **direct monetary allowances or grants** of immediate monetary nature, i.e. special prizes or other benefits. The monetary incentives have the advantage of being variable, easily controlled, and universal (Schanz 1991, 14).

The effectiveness of monetary factors tends to be decreasing from a certain level on, purely material incentive systems are added-on by immaterial incentives. The immaterial incentives are defined by six features: **career, organisational culture, personal environment, leadership, working environment, and qualification**. Applying the immaterial incentives is far more demanding and requires great knowledge about current staff situation, different peoples' reception of it, and the difficulties with control (Wälchli 1995, 131 f.).

The motivation psychology defines seven issues critical for an incentive system: transparency, individuality, sustainability, qualification, flexibility, performance and economy (see Table 1 below).

Table 1. Requirements to an incentive system

<i>What is wanted</i>	<i>What it means</i>
Transparency	Show the connection between motivation for action and the usefulness action. Ensure frequent feedback of participants' performance
Individuality	Appeal to the individual's specific motives for performance
Sustainability	Adapt to the participants' motivational structure, step by step
Qualification	Ensure the participants' qualification for taking part in the knowledge management system. Learning components such as tutorials and courses should be applied.
Flexibility	Adapt the system to changing conditions and circumstances, i.e. the motivational instruments have to meet changing motivational structures.
Performance	Make performance results quantifiable on the basis of adaptable measurement. Fit rating of participants' results to their performance, i.e. achievement, outcome, and conditions.
Economy	Ensure balance of input and output, i.e. introduction and maintenance of incentive components must not require more effort than the success they generate.

Source: Semar 2004, 3.

Furthermore, based on the various incentive systems designed for companies, we can elaborate the tools of an incentive system for universities. Different incentives can be effected by such means as **working climate, contents of work, the university's prestige, income, opportunities, social benefits, and time models**. For gender equality especially important are encouraging tools such as: **being honoured by co-workers, getting time-off, bonuses, material incentives (travels, books), prestigious ambience, training, publications, promotions, or bigger internal budget**.

Interesting supplement to the mentioned tools constitute an intrinsic motivation that can be derived from various work factors (Table 2 below).

Table 2. Intrinsic motivation: What a task needs.

<i>Subject of work</i>	<i>Interesting and demanding tasks to fulfill</i>
Diversity	One must appeal to the different abilities, commands, and qualities of the individuals
Holism	The individuals are working on a task throughout its whole life cycle
Social interaction	The individuals are working collaboratively
Autonomy	The individuals have opportunities to choose from, they are entitled to make decisions
Feedback	There is regular feedback on each one's performance
Clarity, acceptance, and difficulty of aim	The aims of a task have to be clearly defined

Source: Semar 2004, 5.

Designing a satisfactory incentive system to motivate all the administrative staff as well as tutors can be challenging, however – as it was mentioned in point 5.2. all the groups (including students) can be involved in gender sensitisation workshops and training to create the best system for themselves that includes all ideas and suits all individuals.

Anna Maija Lehto (Lehto 2005) from Finland has described the obligations of every workplace with at least 30 employees just after the amendment of the Finnish Equality Act in April 2005. The Act puts more emphasis on equality plans at the workplace and is expected to improve the awareness of equality measures at the workplace. The plans must report, among other things, on how women and men are placed in different tasks and on pay levels. This very good example of introducing gender equality measures at a working place can be transformed to the university's environment.

The equality plan of the university would have to include:

- an analysis of the situation regarding gender equality at the workplace;
- an analysis of hierarchal structures and decision making processes;
- a breakdown of the placement of women and men in different tasks, and an analysis of men's and women's tasks, pay, and pay differentials;
- measures, planned or implemented, to promote equality and equal pay;
- an evaluation of how measures of the existing equality plan were implemented, and what results they have produced.

A motivation for a university to create such a plan will be of course i.e. fines for not delivering them to an ombudsperson, or a prize for the best constructed plan. Then it is necessary to monitor their realisation.

Equality measures

In general very little is done to promote gender equality. This is in the context of the existing pay differential between women and men, in favour of men. In addition, tasks are not divided evenly between the sexes at workplaces, and men do not exercise their right to statutory family leave as much as women do.

Equality plan

If such standards are set, all the employees have to be aware of their existence. The gender composition of a workplace can be assumed to have an impact on the grade of importance that is attached to an equality plan. It is, however, very hard to be realised at the higher scientific levels (i.e. women professors consist in average about 10% of all professors).

Decreasing pay differentials

Some actions must be taken to examine all the occupational groups' incomes (also some granting opportunities). The views of women and men on this issue can strongly diverge in public sector areas – including university. In Poland women oftentimes marginalize themselves claiming that it's a male privilege to earn more on the same position "because he is the head of a family".

Encouraging men to take family leave

Special programs and campaigns are necessary to encourage men to take family leave. Women often resign from their academic careers because they find it difficult to combine their professional and family life. If men were supportive at home (and taking care of the children) the chances would be more equal for both sexes.

Equal division of work

Many social issues can be treated only through a deep structural transformation of prevailing values, norms and behaviours and through having a clear vision of the status of women and

having an equal division of work between the two sexes – in both places: at work and at home.

5.6 Monitoring and gender controlling

by Johanna Zebisch

Management by objectives as a new steering model requires a continuous monitoring of the achievement of objectives itself as well as of the processes which are supposed to lead to the objectives agreed upon. Thus monitoring and controlling are essential elements in the university steering. It is necessary to also design the controlling in general in a gender-sensitive way within the frame of the Gender Mainstreaming strategy to make the academic equality-political process transparent. Thus the German Hochschulrektorenkonferenz (conference of the German universities' presidents (HRK 2006b, 31) requires to perform a specific gender controlling as part of the general academic-internal quality assurance. As a consequence, the weighting of the equality aspect as a quality criterion within the evaluation of the university's performance (evaluation of the agreements on objectives) has to be increased and more explicitly awarded in order to appear as an incentive for the entire university (Herrmann 1998, 92).

The for the most part consensual objective of all European universities is the increase of the proportion of women within the academic field in specific departments and the higher levels. This objective has to be precisely specified and measurably defined (by key-figures or indicators) for all individual fields and should be connected to the distribution of funds (Riegraf 2001, 47). The achievement (or the failure) has to be documented in the reporting system and this is done by the key-figures and indicators defined the run-up. Controlling thus is an important basis for management decisions and should include the following:

- the development of an informational system which is decision orientated
- the development of an early-warning system
- a reporting system
- the coordination of financial and target planning (Riegraf 2001, 46)

The specific equality controlling has the task to carry out the “furnishing with and the preparation of information, the planning and the controlling in reference to the gender situation. (...) [It] then means to make available the required information about reduction of staff, etc., as well as to carry out the checking of the process plus to point at deviations, problems etc., if need be” (Riegraf 2001, 47). The key-figures and indicators used for the controlling thus have to directly refer to the defined objectives of a university (Güttner 2002, 85).

The term “gender controlling” is partially used in literature as broad as the term “Gender Mainstreaming” (in the field of organisational development) or the term “Gender Budgeting” as an enclosing cycle which we use. In this use “...controlling is interpreted as a process of planning, definition of objectives and steering, which uses various instruments. Gender, resp. equality controlling is supposed to carry out the systematic recording of deficits in equal opportunities, to support the development of target-settings and allow to check the effectiveness of initiated measures”. (Kirsch-Auwärter, 2003, 86).

Thus Sander and Müller (2003, 3) define the complex of gender controlling as follows: “The central components of the equality- controlling... consist of the process, the (new) roles and the reporting (reporting system and key-figures)” (Sander/Müller 2003, 3). With the help of the reporting it is intended to mainly observe whether the concern of equality is integrated in the management process. “The equality controlling attempts to agree upon binding equality

objectives within the planning (e.g. by agreements on objectives) and steering (e.g. supported by key-figures and evaluations) for all executives in all hierarchies. The success, resp. the failure of the internal equality can be measured and made transparent by the reporting system according to these objectives and the criteria which can be checked.“ (Sander/Müller 2003, 4).

The most important effect here is that by this the realisation of equal opportunities has also become a part of the management's responsibility – apart from the monitoring and controlling function, because this is where controlling takes place. Thus the implementation of gender equality becomes a part of the management process, i.e. a permanent task of the management which cannot be delegated, in accordance with the interpretation of controlling as a part of the operational leading process (Sander/Müller 2003, 4).

An **operative controlling** in the sense of a “supervision by means of reporting systems and key-figures” has to include the following elements: (cp. Güttner 2002, S. 83 ff.):

- The development of an informational system making and the improvement of decisions (to decide more efficiently)
- To make an information pool available for different needs
- To design information according to the requirements of the individual decision makers
- The conception of a reporting system which is designed according to the requirements of a university

According to the general standards in quality management⁴⁶ the controlling also includes the monitoring of the processes and the measures which are supposed to serve the achievement of objectives (process quality), apart from the supervision of the accomplishment of objectives itself (outcome quality). It is therefore necessary to emphasize here (please also see chapter 5.3, gender equality instruments) that the controlling has to also involve the results of the evaluation of promotion programs, mentoring programs, etc. The evaluation of the HWP⁴⁷ is also to be examined with regards to this aspect. The proof of success and thus also the legitimation of such programs is a consulting task and could also help in continuing e.g. a similar promotion measure for a longer period of time. We had a number of reactions on the HWP of many who were interviewed at the University of Augsburg for our SSA which show, that this program was of utmost help. Some evaluations of this program⁴⁸ were made, however, it would be above all important to connect such programs (as a process for the achievement of objectives) with the achievement of objectives itself (e.g. an increase of female habilitations) with the help of a systematic controlling.

Biffli, Löther and Roloff as well emphasize that a precise monitoring concerning the success of measures and corresponding developments of equal opportunities is oftentimes lacking and thus they plead for the development and the implementation of a pattern for a quality-related gender monitoring at universities (Biffli, Löther and Roloff 2006, 6)

Furthermore they demonstrate how the checking of the achievement of equality objectives should basically be carried out. And furthermore they bring forward the argument that the implementation of a gender monitoring also concerning the participation of (both female and male) students in the new study courses and concerning drop out rates would be necessary plus, if need be, to start corresponding measures in case gender-specific barriers should become obvious (Biffli, Löther and Roloff 2006, 5). Please also refer to Mühlenbruch et al. 2004, p. 10: a drop out in the new study courses becomes already now obvious in the form of

⁴⁶ DIN EN ISO 9004

⁴⁷ See chapter 5.3.5 Assessment of instruments and programmes

⁴⁸ Concerning the evaluation of the HWP see printing of the German Bundestag, 12.07.2005, 57 f., as well as Löther (ed.)(2004 and Lind 2006.

low proportions of women in the master degrees compared to the bachelor degrees in most of the subject groups. This could already be evaluated as a hint towards the early resigning of women from the scientific career. Mühlenbruch et al. therefore plead for a continuous monitoring of these mechanisms on a national level, as well as on the level of the universities and the faculties (Mühlenbruch et al. 2004, 10)

Sex-differentiated data are a basic condition for an ongoing monitoring and reporting of the development of gender equality at the universities. This is repeatedly emphasized in literature and we have also debated about this problem in chapter 4 concerning the development of indicators. The European commission as well requests to oblige the universities' administrations and the scientific institutions to develop gender differentiated statistics and data with the help of guidelines which are subdivided according to sex and level. This is supposed to ensure that it is possible to systematically check research and science organisations concerning their equality situation and to implement legal regulations in all member countries. The statistics should be gathered and published in an EU-standardised form in order to make comparisons possible. (EU-commission 2001, 83)

The monitoring and the recording of quality features with regard to the equality situation of a university or a scientific organisation leads to comparisons on a national as well as an international level, and it also leads to the conferment of titles and certificates.⁴⁹ It appears to make sense to thereby promote competition and to make use of it concerning the improvement and the assurance of quality.

The importance of a gender monitoring (in the sense of an extensive gender watch system) can not be evaluated positively enough concerning the implementation of gender equality. Seeing to not creating a new bureaucratic monster is important, but the ways of approach as described are necessary steps towards an installation of a European gender watch system.

⁴⁹ E.g. the certificate Total E-Quality, which is awarded by the association "Total E-quality Germany e.V." which was founded in Frankfurt/Main in 1996 – the audit "Familiengerechte Hochschule" (i.e. family-orientated university) or the German academic contest "Initiative D21", in which the universities can compete for prize money with concepts for the increase of the proportion of women in technical and natural sciences. (for an overview see Lind 2006, 25)

6. Best practice examples with Gender Mainstreaming at universities

In this chapter we want to look at the experiences with Gender Mainstreaming of two other universities than the ones we analysed in the project before.⁵⁰ This is the University of Dortmund and the University of Graz. Both universities are examples for best practice in respect of introducing Gender Mainstreaming in the reform process.

Aspects to look at are:

- concept and adjustments of the concept over the time
- process of implementation
- lessons to be learned
- recommendations

6.1 University of Dortmund

by Birgit Erbe

The University of Dortmund began to integrate equality aspects in the starting university reform process already in 1994. The first experiences resulted in the model project "*Qualität und Innovation – Geschlechtergerechtigkeit als Reformstrategie (QueR)*" (quality and innovation – gender equality as a strategy for reform (QueR)), which was advanced by the Volkswagen Foundation⁵¹ and the Ministry of Research and Science in North Rhine-Westphalia from 1998 until 2003. The University of Dortmund was the first in Germany to make an approach to combine the university reform and the equality of women and men and thus to aim at structural changes in order to achieve actual gender equality.

This approach referred to the central university structures just as to the decentral structures with their departments and central facilities. The management was in full responsibility and was supported by the project team of QueR. The subject of equal opportunities had a promoting function in this process. The university's general problems and challenges were revealed based on the women's situation concerning studies, teaching, research and organisation and thus reforms were initiated. Women were at the same time motivated to contribute to the development of the reforming process. The project manager, Christine Roloff, characterises the realisation of the project as the introduction of a change of paradigms: "Equal opportunity policy is not any longer considered as a policy of special interests or even as an aid programme for women, but as a contribution to the optimisation of institutional objectives – in this case the primary academic tasks." (Roloff 2002b, 24) Equal opportunity criteria were introduced in the quality assurance (review procedure), the internal distribution of funds and the reporting system / controlling on the level of central steering. The objective of equal opportunities was additionally integrated in the university's profile and structure set-up. Four pilot departments existed on the faculty level, which represented the university's subject spectrum and executed projects of reform in their own authority. In addition, all departments could claim for the management's financial support for equality-orientated projects of reform (Roloff 2002b, 24-26). Roloff describes the role of the project team with hindsight as follows:

⁵⁰ The experiences with Gender Mainstreaming at the University of Augsburg, the University of Gdansk and the University of business administration in Vienna can be read in the Analysis of the actual situation of women and men (WP 8) and the Analysis of the budgeting process (WP 5) at the three universities.

⁵¹ The Volkswagen Foundation launched a programme in the field of higher education on „Efficiency by Autonomy“. The project QueR by the University of Dortmund was one of ten funded projects and received DM 1.5 million. (Roloff 2002b, 24)

“The project QueR was a project of the management of the Dortmund University. (...) The task to not only motivate the departments to cooperate, to push activities and to acquire both female and male players though was a task within the project group’s responsibility – as was to continuously challenge the rectorate to make the corresponding structural decisions within the frame of the project’s work“ (2007, 3). Below please find a short overview over the measures initiated.

Central implantation of gender equality at the University of Dortmund (cp. Roloff 2002b, 24-27; 1998b, 245-249, Roloff/Selent 2005, 2):

- **Review system:** Reviewing includes a self-evaluation plus external peer reviewing of the departments and the central institutions. The quality of teaching and studies, research and organisation are evaluated. The management aims at reliable information concerning the internal steering and improvement of quality. This should also include the systematic promotion of progress in equal opportunities for which quantitative and qualitative aspects of equality were integrated.
- **Financial allocation system:** By inventing a limited global budget, the universities in North Rhine-Westphalia got more flexibility concerning their budgetary decisions. Although performance and strain indicators were introduced in 1994 along with an internal key for the distribution of funds for research and teaching, these were not gender specific. The key was extended by the establishment of a so-called *Frauenförderbeitrag* (or contribution to the promotion of women) in the context of the project. A *Frauenförderbeitrag* becomes due when there are differences between the proportion of women amongst university entrants, the proportion completing a course of study and the proportion obtaining doctorates. A *Frauenförderbeitrag* is part of the funds to which a faculty is entitled on the basis of the indicator key, but has to be spent on measures promoting equality. Further money is distributed via a system of quality points and through agreements on objectives. Apart from other features, quality points can be gained, and with them funding, for the features "equality whilst studying", "staff development/support for junior staff" and for "structural improvements in organisation". The third component is the agreement on objectives between the university leadership (the *Rektorat*) and the faculties, which also covers equality targets and concrete measures.
- **Controlling and data information system:** By this, the data processing was improved in the first place and the university’s management thus obtained improved options concerning the planning of due changes of staff or appointment procedures and the development of the student figures. The records were all differentiated according to sex. An equality controlling was still not implemented in 2002. Plans existed to summarise information in the form of key-figures, whereby changes of the key-figures could be traced via further informational levels in order to reveal causes.
- **Target setting process and primary objectives:** Equal opportunities are here not only considered as an organisational target. According to the self-conception, the gender-sensitive development also includes the consideration of the category gender within science, the contents of research and teaching as well as its integration in the study courses. The University of Dortmund acknowledged the achievements of the long-time research on women and gender by integrating gender research in its research profile and including them in the agreements on objectives with the state’s government. The interdisciplinary main focus “Dynamics of Gender Constellations” has been invented in 2002. The agreement on objectives includes by the way also the creation of sustainability of a gender-equal development beyond the time-frame of the QueR project (cp. Zielvereinbarung 2002).

Processes within the faculties

At the decentralised level the project’s main field of work were four pilot faculties: Chemistry, Mechanical Engineering, Spatial Planning and the teacher training faculty for So-

cial/Philosophical/Theological Studies. The starting point and strategic instrument in each faculty was an organisational analysis made in order to gather data on the situation of women and the state of reforms. At the same time relevant agents (dean, professors, students, assistants, advisers, etc.) were interviewed and a network of contacts was established. The results of the analysis were discussed and suggestions for improvements were made. An incentive system was launched to give impetus to the activities (see above). In order to establish special measures the pilot faculties could apply for surplus money given by the leading board⁵². Thus each faculty has appointed project groups working out special subjects on their own authority. They were supported and guided by the project team and advised by the steering group (including the responsible member of the *Rektorat*, the *Kanzler*, the deans of the pilot faculties and the head of the project). (Roloff/Selent 2005, 2-14; Roloff 2007, 5))

The selection of the departments was made according to their individual structural characteristics concerning the gender relations and the conditions for studies and career based on the department's culture (cp. Roloff 2002a). Accordingly a wide spectrum of measures was expected. Roloff and Selent describe the process of implementation in a way that the organisational development was a new experience for the departments and could therefore not be executed in an all-embracing sense. They considered the implementation of a working basis with the deans and a quick, success-orientated start as of higher importance (2005, 4). This process revealed that the know-how for the promotion of equal opportunities was oftentimes missing. As a result, a list of questions was developed concerning the "focus concentration and decision guidance" plus counselling was offered for the project development and the application. By-and-by a pool of ideas had emerged on which other departments could revert to and then develop their own projects based on this source. The commencement of the *Landesgleichstellungsgesetz NRW* (equality law of North Rhine-Westphalia) in 1999 with the requirement to develop plans for the promotion of women is seen as also supportive for this process. (Roloff/Selent 2005, 9)

The fact that the project was not designed as an explicit promotion of women is considered as a successful strategy. According to Roloff and Selent this would have led to opposition especially from women who would not consider themselves as having deficits and being needy⁵³. Apart from that, the programmes of the departments were supposed to contribute to the university reform by promoting measures which had an alternating impact concerning structures and culture. "All projects promoted so far benefit both sexes, however, women can specifically benefit from them as they take place in fields in which structural discrimination against women is existing" (ibid. 10).

A sustainability of the projects was established by the integration of all players of a department. Thus the department had to decide about the measures applied for and the dean had to execute the application. Plus each department had to absorb 25% of the costs (ibid. 6). The respective project group for the measures approved was implemented directly in the deaneries – this, however, did not lead to the intended integration in the department internal structures of tasks, information and communication. The QueR project-team therefore rendered additional support as to cooperative counselling, networking and advanced trainings. Plus it had to enforce the participation of the project members in the meetings of the decisive committees of the department (ibid. 10-11)

The reforming efforts were continued even after the end of the project. The equality commission of the University of Dortmund took over the counselling of the departments concerning

⁵² Criteria for a project application see Roloff/Selent 2005, 8.

⁵³ The departments chemistry and mechanical engineering decided to open the programme also for men after one year of mentoring for female students. The female students refused any "special treatment" (Koch-Thiele 2002, 82).

the planning of measures and the applications. The flow of information is ensured by the fact that the equal opportunities representative is the head of the equality commission plus at the same time a counselling member of the university's management. The decentralised project groups as well found a suitable contact partner, i.e. the departmental head for academic and students' affairs, where also all important information about the reforming process are gathered. In this respect, the academic activities concerning the equality policy as a complete task seem to be well assured institutionally and process-related.

The fact that the reforming process is continued in combination with equality shows that this is considered as a reasonable way. However, prompt results are not to be expected as structures, cultures and attitudes need time to change. Nevertheless there is success which can be measured in figures: the department of mechanical engineering, for instance, managed to increase the proportion of female students from 9% (WS 1997/98) to 14% (WS 2001/02) by implementing an inter-disciplinary study course industrial engineer (Wirtz 2002, 160, 163). The postgraduate studies for graduates of the teaching certificate in *Primärstufe* and *Sekundarstufe I*, newly established by the department of social sciences, theology and philosophy, gives access to a following conferral of a doctorate. This was an initiative to strengthen the department's research in didactic and to attract junior scientists. The study course increased the perspectives of a professional field mostly chosen by women and was widely accepted by the female students with a proportion of almost 70%. (Schönleben et al. 2002, 199)

6.2 University of Graz

by Monika Mayrhofer

At the University of Graz three institutions are responsible for the promotion of equal opportunities of men and women: the working committee for equal opportunities, the coordination unit of gender studies, women studies and the advancement of women and the vice rectorate of international relations and equal opportunities. The main responsibility of the working committee is to counteract discrimination on the basis of sex and to consult and support employees of the university. Members of the committee supervise recruitment procedures and are responsible for raising awareness concerning gender issues. The field of duty of the coordination unit is on the one hand the implementation of measures in order to promote equal opportunities of men and women and on the other hand to support and develop gender research and teaching activities. The vice rectorate of international relations and equal opportunities represents the issues of equal opportunities as well as the issues of women and gender studies within the university management and promotes these issues within all levels of decision-making and is responsible for the implementation of a specific incentive system.

The University of Graz has adopted various measures to promote equal opportunities. The performance agreements between the Ministry of Science and Research and the University of Graz includes the advancement of women within the chapter „societal objectives“. The performance agreements are partly the basis for the calculation of the overall budget provided by the Ministry. Another important element to bring forward equal opportunities is the affirmative action plan which contains, among other issues, the obligation to mandatory reports, the use of gender neutral language, institutions of promoting women and equal opportunities and the enhancement of women and gender studies. The affirmative action plan is seen as an instrument which addresses various levels and contains different strategies i.e. Gender Mainstreaming (Hey 2003, 156).

The affirmative action plan comprises the following obligatory elements (ibid., 156f):

- **Financial incentive system:** The financial incentive system awards those faculties which have taken successful measures against the low representation of women.
- **Mandatory reports:** The mandatory reports contain different levels of data (representation and share of women as well as travel allowances, the distribution of research funds, access to resources, the distribution of remunerated and unpaid teaching a.s.o.)
- **Gender sensitive evaluation of teaching:** The questionnaires comprise issues to examine the gender competence of teachers.

The subject of equal opportunity for men and women is integrated in the strategic objectives of the basic principles of the University Graz. The chapter of quality management stipulates that decision-making processes have to be gender-equitable (ibid., 157).

In the following two special projects adopted by the University of Graz are presented: The first one is the „Gender Impact Assessment“, an instrument designed in order to provide comprehensive and systematic analysis and evaluation of measures and circumstances in regard to gender relevant criteria. The second project is called „Potenziale, Barrieren und Chancen. Programm zur Etablierung einer symmetrische Geschlechterkultur an den Grazer Universitäten“ (Potentials, barriers and opportunities. Program for implementing a balanced gender culture at the universities in Graz).

Gender Impact Assessment

The objective of the Gender Impact Assessment is the integration of Gender Mainstreaming into the strategic management of the University of Graz. Hence, it is perceived to be a central method of Gender Mainstreaming (Eckstein 2006, 6). As its title suggests, the Gender Impact Assessment is an instrument in order to evaluate the gender impact of all political activities within the universities. The basic principle of this instrument is the method of the assessment of gender impact meaning that decision-making has to take place on the basis of comprehensive knowledge of the issue and with regard to the estimation of the gender specific consequences of the decision in advance. Gender Impact Assessment can be retroactively adjusted to measures as well and consequentially make visible need for changes (ibid.).

The main criteria for the Gender Impact Assessment are representation (share of men and women among the personnel and boards), resources (time, money, power,...), realities (societal norms and values) and rights (direct and indirect discrimination). Based on the analysis of the status quo the Gender Impact Assessment points out potential fields of development and suggestions for measures which aim at counteracting discrimination and promoting gender equality (ibid.).

The starting point of the project was to collect data in order to analyse the status quo of the implementation of Gender Mainstreaming emphasising the categories of representation and resources. In addition, expert-interviews were conducted in order to find out specific structures and cultures which lead to the discrimination of women. The intention was to optimise the existing financial incentive system and to extend it with new steering indicators which are aimed at improving the steering capacity of the organisational units and which are the basis for proposals of action within the faculties (ibid.).⁵⁴

The project contained the following steps (ibid., 9):

- **Research:** This part contained research about existing Gender Impact Assessment-Tools, implementation at other universities and indicators used for measuring gender equality and the promotion of women and equality of opportunities.

⁵⁴ A comprehensive description of Gender Impact Assessment can be found in chapter 5.4

- **Analysis of data:** The data analysis provided a basis regarding the situation of men and women in different faculties highlighting the main differences and locating five potential fields of development in each faculty.
- **Interviews with the faculties:** In the course of the interviews the situation at the respective faculty was discussed, gender gaps and potential fields of development were considered and objectives were formulated. In addition, barriers were located and further steps of development were outlined.
- **Formulation of policies:** On basis of the aggregated data and conducted interviews conclusions were drawn and further objectives, indicators and steps of development were developed.

Potentials, barriers and chances. Program for the establishment of a systemic gender culture at the Universities of Graz

The project „Potenziale, Barrieren und Chancen. Programm zur Etablierung einer symmetrischen Geschlechterkultur an den Grazer Universitäten“ was a project of three universities in Graz carried out from 2001-2003. It was funded by the European Social Fund and the Austrian Ministry of Education, Science and Culture. The project was drafted by the interuniversity coordination unit for women and gender studies of Graz and the vice-rector of personnel development, teaching and equal opportunities of the University Graz at that time. A central objective of this project was to design measures of affirmative action by avoiding the typical trap of stigmatising women as being in deficit. An additional aim was to raise awareness that the actors being responsible for equal opportunities are not the women concerned but the persons at the management level of the University (Hey 2004: 95). Based on the assumption that specific patronising and recruiting concepts usually practised at universities are fostering the carriers of men, the first step in the project was to identify mechanisms and practices which privilege men and hamper the advancement of women. Therefore the aim of the project was to address various levels: Not only the introduction of specific programs for female personnel was introduced but also the gender specific structure of the university was considered. This approach is based on the conclusion that the reasons for genderdissymmetry at the universities are not exclusively located in the gender specific conditions of the society or cannot be ascribed to the women concerned (lack of motivation, low self-esteem, ...) and the domination of male interests. Low representation is also a result of the specific organisational culture of the university and therefore the project tried to address this level as well (ibid., 98).

The project differentiates between eight fields of action which were considered to be relevant for the promotion of equal opportunities:

- recruiting personnel and staffing
- development and qualification of personnel
- compatibility of work and family
- work schedule
- steering instruments concerning the organisational development (criteria of equal opportunities in regard to agreements of objectives and controlling procedures, allocation of funds, evaluation, research and teaching)
- organisational culture
- students, curriculum and teaching (ibid., 99).

The project tried to address as many levels as possible:

- organisational culture
- compatibility of work and family
- teaching, curriculum
- recruiting personnel and staff development

- gender equality policy
- steering instruments (ibid.)

The project was addressed to the following target groups:

- senior managers
- total staff
- students
- junior researchers
- responsible persons for anti-discrimination (ibid., 100)

Within the project six measures were drawn up and implemented within a period of three years (2001-2003) (Kastner 2004, 110):

- Workshop for female students and project employees in order to provide information about the scientific field of work and carrier planning for this target group at an early stage.
- Advanced training in order to increase the gender competence of university employees. Courses, workshops, lectures and information material about different topics like gender sensitive didactics, Gender Mainstreaming and measures concerning equal opportunities were provided.

Implementing Gender Mainstreaming at the management level: This part aimed at raising awareness about gender specific issues among senior managers.

Advanced education and support for representatives of the anti-discrimination units, in particular the working committee for equal opportunities, was offered via: courses, lectures and trainings.

In course of the measure aiming at an improved childcare, different models were tested i.e. flexible childcare, childcare during the summer holidays, facilities for very small children etc.

Training for female scientific personnel, in particular junior researchers, was offered three times during the project, each lasting one year.

The project was well received. The different measures were well accepted and the trainings and courses couldn't always cover the demand. The analysis of feedbacks and evaluations reveal that the measures were perceived to be helpful and effective. The implementation of Gender Mainstreaming at the management level had a clear impact and the evaluation of the one-year-trainings of female junior researchers shows at one hand that the trainings were successful but on the other hand it became obvious that different fields are in need of further development within the concept (Hey 2004, 104). The objective of the project of avoiding the stigmatisation of women of being in deficit was not achieved satisfyingly although the project succeeded in communicating that equal opportunities is not any longer exclusively a problem of women (ibid., 106).

Important for the success of the project was the initiative of high-ranking senior managers (vice-rector of international relations and equal opportunities) and the bottom-up support by equal opportunity activists (ibid.). A new three-year period of the project was started after the first pilot project.

6.3 Conclusions and Recommendations

Since universities became more and more autonomous, state control diminished – also in respect to gender equality. The above mentioned universities are presented as examples how gender equality policies as an overall strategy can be integrated in the institution. The following recommendations can be drawn:

- Equal opportunity measures have to be initiated and supported by high-ranking representatives of the management level as well as backed up by actors at the bottom level of the university system.
- Equality laws are supportive for the implementation process and make it binding for all universities.
- The measures depicted above suggest that it is necessary to address different levels of the university. Although essential it is not sufficient to concentrate exclusively on the situation of women but it is also necessary to address the organisational culture and system of the university as well. Equal opportunities have to be perceived as being essential for the pursuit of optimising the organisational system of the university.
- A comprehensive and obligatory reporting and evaluation system prove to be useful in order to analyse the status quo, monitor the progress in different fields and to detect the areas in need of action.
- Concerning the measures of advancement of women it is crucial not only to focus exclusively on professional aspects (i.e. improvement of professional skills) but to consider personal circumstances of women and specific “female” career stumbling blocks (i.e. family situation) as well.
- The projects presented above suggest that it is necessary to implement a combination of different complementary measures addressing different levels of the university. It seems that a mixture of measures comprising positive action as well as financial incentives, awareness raising or reporting and monitoring.
- Differences between faculties in respect to their specific situation of gender relations and circumstances for studying and career have to be taken into account while planning measures.
- Commitment and sustainability can be enforced by faculties’ financial contribution.
- Besides a quantitative approach to equal opportunities (i.e. increasing the number of women at all levels of employment), a qualitative approach has to be adopted as well meaning that women and gender studies have to become an integral part of research and teaching.

The University of Dortmund as well as the University of Graz were advanced as model projects by extensive funds which lead to the generation of findings which can be generalised. Each university, however, has to pass and adapt the individual process for which supporting funds are supposed to be made available. The aforementioned examples show that qualified staff, time and leeway for experiments are required.

7. Adaptation of strategies, instruments and measures to the three universities

In this chapter we formulate specific support actions which we intend to offer to the the universities, University of Gdansk, University of Augsburg and Vienna University of Economics and Business Administration. The proposals concentrate on the specific situation at each of the universities. In the following workpackages the proposals are discussed with the universities and part of the proposals to implement Gender Budgeting at their univesitiy will be transferred into practice in close cooperation with the budgeting and gender equality stakeholders of the universities. Due to the time and extend of the SSA it will be possible to acompany the process of implementing Gender Budgeting only for about 6 months within the framework of this project.

7.1 Adaptations at the University of Gdansk

by Maciej Debski

The participation of women in the decision making process on financial issues in Gdansk University can be defined as diverse. One can generalize that women are responsible mostly for preparing data and drawing financial documents (Office of Economic Analyses, accounting). Accepting and evaluating of these documents belongs to collective organs (the Senate) or the Rector. On both levels the participation of women is not proportional. On the preparatory level they are overrepresented, on the level of management and evaluation women are underrepresented.

Considering recommendations resulting from the above analysis one should bear in mind that they pertain to the higher level of decision making. Three questions of importance arise:

- How to make the process of financial decision making more efficient?
- How to improve the gender equality in the process?
- How to make sure that financial means will be divided taking into account the gender of the beneficiaries and their needs?

To answer the first question one has to point to some formal barriers, which the Gdansk University is not responsible for and not capable of removing. To make the financial flow more efficient one has to achieve:

7.1.1 Formal barriers at the University of Gdansk

Good timing of financial transfers

This is mostly up to the Ministry of Education. In Poland donations to universities and colleges are granted after the central state budget had been accepted. Transfers are made in the second quarter of the calendar year and by the end of the year (December). To improve the timing is beyond the capabilities and influence of universities.

Preparation of detailed and itemized needs for money by administrative units within the university

So far the problems related to the financial flow can be partially traced back to the lack of specialized needs expressed by institutes and departments of the Gdansk University. Financial planning does not exist on the level of department and institutes. This results in the annual debt of particular units and lack of transparency and justice in financial expenditure. In Gdansk University it is important to change and improve the financial flow between the Rec-

tor's office and particular departments and institutes. More decentralization is necessary to achieve this to give more freedom to directors of institutes and deans.

Long term planning

As the research indicates there is no long term planning in the University of Gdansk. Some elements may be present, but then they pertain more to the investment projects and not to the general finances. The impossibility to implement long term planning lies in the lack of predictable information on the governmental annual donations and their amount. As for now it is not realistic for the university to try to change it and it seems that the government is not likely to change this method of financing in any predictable time in future.

Obtainig finances from non-governmental sources

The Ministry of Education is the basic source of income, but it is not the only one. The university is capable of generating its own income and it can also apply for European funds. These funds are directed to particular projects and the university should aim at obtaining more of them. These funds can greatly contribute to the financial security of the university. The other way is to expand the curriculum and diversify the education offer to attract more students paying tuitions. It is especially important to attract students who pay full tuitions (evening hour students who work)

Organizing frequent interdisciplinary meeting within the university and outside

As the research indicates the meetings of different teams working on the preparation of financial documents with persons responsible for the finances is a very strong point in the whole process. It seems however that there are not enough meetings on the level of institutes and departments.

There are issues that cannot be settled through phone and e-mail and personal meetings are necessary. Hence there should be people appointed by departments and institutes for these meetings. So far this role was taken by the deans and directors of institutes, but the meetings were not held on regular basis. They could be more frequent and regular if there are appointed persons, who are not necessarily deans. These meetings would definitely improve communication.

7.1.2 Engaging more women in the decision making process

The second issue that needs to be tackled deals with greater engagement of women in the decision making process. As the research shows there are many formal and informal obstacles for the equal participation of women in the decision making process with reference to finances.

One of them is the under-representation of women in the bodies responsible for approving the decisions. The others can be enumerated as: the lack of a formal unit monitoring gender equality, strong stereotypes of women performing tasks of lesser importance and lack of social sensitivity to discrimination of women at work.

Some recommendations can be drawn from the analysis of the above mentioned facts. They in turn can lead to introducing some changes in the area of gender equality as far as finances and decision making on financial issues are concerned. It should be stressed that it will not be a quick and easy procedure and the implementation of changes will depend on recommendations. To improve the participation of women in the decision making it is necessary:

To increase the number of women in the managerial and approving bodies of the university

It is clearly visible from the study that the final decisions belong to the Senate and the Rector. To increase the number of women in the Senate it is necessary to increase the general num-

ber of women as researchers and academic employees of Gdansk University. Those who are independent academic teachers and researchers can easily become members of the Senate through democratic elections. Only then women can exert more real influence on all issues pertaining to the university including finances.

As far as the proportion of women in managerial bodies is concerned the institutes are in the best situation. On the higher levels of departments and rectorates men still dominate. Bearing this in mind the directors of institutes, deans and rectorates should pay more attention and focus more closely on the development of their researchers and teachers. To achieve these there should be more meetings between employees of particular institutes with directors to discuss the progress in work and achievements and classes with students should be more frequently visited by directors of institutes.

7.1.3 Improve promotion of women

To make promotions faster and more realistic there should be changes in the rules regulating the time frameworks of promotions. So far the writing and passing of doctoral thesis can take up to 8 years, as well as habilitation. To shorten the time framework leading to the title of professor from 16 to 8 years would mean not only better chances of development for the university, but also would make it possible for more women to participate in the managerial structures. Hence the changes in the promotional procedures and the time framework would indirectly result in a better and more balanced representation of women in the Senate and would create better chances for a woman to become the Rector.

Equal chances for women in scientific careers

Scientific career of didactic employees is achieved and furthered not only through their personal commitment and talent, but also through financial means available for the research. The procedures of applying for funds are the same for everybody; however the process of granting is unclear. To ensure gender equality in the area of scientific careers one should strive for the equality in obtaining funds for research.

It is necessary to remember that the gender structure of the Gdansk University is very imbalanced. Some departments or institutes (social science, pedagogic, psychology) employ a lot more women than men in some others (physics and mathematics) the situation is reversed. Hence the full gender equality is not always based in reality.

Overcoming of cultural stereotypes defining the role of women as subordinate

Fighting stereotypes is a laborious task, it takes persistence, it is difficult, sometimes impossible. That is why the content of this paragraph relate to the situation of women in Poland, not just the Gdansk University.

Women are still perceived by a big segment of the Polish society as less educated, less efficient and earning less money than men. Gender roles are strongly polarized and women are seen as mothers and wives first and working persons next. Discrimination at work follows this way of thinking about the role of women. There are elements of discrimination in social, political and all public spheres. Transposing this to the reality of the Gdansk University one can say that this stereotype results in the situation, when men hold most important positions at the university. Some actions are necessary to introduce more balance in the gender relations at the university. Some of them are as follows:

- Working towards achieving more social sensitivity directed at women's problems. More awareness about those problems is needed and society should be given chances to find out about discrimination as a problem facing women every day. Media has a big role to play and media campaigns are one way to raise social consciousness about gender equality. University media should also be used as campaign tools (university TV and

magazines). There are some non research units within the university (publishing house, center of culture) that can play a significant role too.

- popularizing knowledge of scientific character through conferences on national and international scale. Those conferences may be of theoretical nature (lectures by university employees) and practical (speeches by specialist on gender studies from non governmental organization having hands-on experience with gender problems and discrimination). Conferences like this are also a good occasion for publications with all most interesting materials from the conference.
- consciousness-raising about gender discrimination can also be achieved through national debates open and accessible to all. Organizing such debates takes cooperation of government, NGO and business.
- creating an interdisciplinary and multimedia space for meetings for all people interested in gender equality. A web page should be created to launch it and it should be linked to the home page of the Gdansk University. This space should be a place for discussion engaging students, researchers, didactic employees and all interested persons.
- implementing local research aiming at consciousness-raising of the Polish society in gender equality issues. So far no reliable analysis has been conducted concerning the participation of women in science and their access to scientific careers in Pomorskie Region. Providing such an analysis would help to identify areas of inequality and most urgent problems and its results could launch a public discussion in the region

Creating formal structures within the university dealing with gender equality

The study clearly indicated that people in managerial positions see no need to organize a unit, whose sole task and responsibility would be monitoring gender equality. Even though creating such a structure seems to be a worthy objective. If it started its activity all persons who experienced discrimination would be able to seek counsel or legal help there. This unit should consist of didactic employees, administrative workers and students. This institution would cooperate with other commissions which exist already, e. g. commission on ethics, commission of appeals etc.

Creating the Senate Commission on Gender Equality

There are 13 different commissions working for the Senate and created by it. They deal with finances, social issues among other things. It makes a lot of sense to organize another commission for monitoring gender discrimination as it would contribute significantly to gender equality for both employees and students.

This commission should be a formal tool of the Gdansk University. The Senate's commission should closely cooperate with the university's internal unit. This would guarantee a holistic and systematic approach to fighting all forms of gender-based discrimination,.

Organizing scientific institutes studying gender issues

Gender studies as a research area should be strongly considered. They could be launched as groups of interest for students who want to deal with this area. So far there is one group devoted to gender studies in Gdansk University in the Department of Social Studies. It is worth considering creating groups for particular issues not directly related to gender (as economy or finances) with strong participation of women. These groups should provide expertise for the key researchers in the university and be used in the process of budgeting or preparing materials for the drawing of the financial plan.

Implementation of European programs with focus on gender equality

So far neither didactic employees nor researchers made an attempt to apply for European funds for the project aiming at equalizing the chances of men and women within the academic community. It seems that such an attempt would be an excellent promotional material for equality and the project would boost creating reports in the area. Creating an institutional-

ized unit for monitoring gender discrimination could be easily funded by this project and become an item in its budget.

Next thing to review within the framework of recommendations is to look for an answer to the following question: how to ensure the division of funds with taking into account the gender of beneficiaries. The following recommendations can be suggested:

More social funds for women working at the university

It is possible to obtain some extra money from the social fund of the university. Employees who work full time or part time and employees who are on parental leaves or sabbaticals are entitled to apply. Retired people also can apply for social help as well as their families. All persons who are dependent on the income of the employee, children and spouses and their children and siblings till the age of 18 if they go to school and parents, but only if they share the same household. Families of deceased employees may also apply for financial assistance if they are entitled to some benefits as dependents. It is possible to get some financial reimbursement of the cost of holidays and help for the purchase of necessities. Practically however the financial assistance takes the form of two extra payments - one in summer and the other one around Christmas. The amount of money for that purpose is limited.

7.1.4 Better promotion for gender equality

To promote gender equality one should consider some forms of assistance directed at women. It could be a form of a stipend for child care in a day center or extra money after childbirth.

New options for credits

Employees of the Gdansk University have a chance to apply for credit for the purchase of an apartment or furnishing it. However there are no credits for expenditure, which is necessary to ensure the education of children. Credits for the education of children are worth recommending as well as credits for health care in case of disabilities of children. University tries to be helpful to people in financial distress. Apartment credits are usually granted to those employees who are buying their first apartment or whose living conditions are calling for urgent improvement or who have several children. Single parents or persons with disabilities may have preference for loans.

Additional assistance to the neediest employees

Social funds are divided not so much basing on gender as on the financial situation. It happens that some employees live on the verge of poverty or below the poverty level. Single mothers have it especially tough. People in need have an option to apply for some extra money, but every time they have to apply and motivate anew. Permanent extras for employees in exceptional need should be considered, e.g. for single parents. This however should be strictly monitored to eliminate abuse.

Division of funds with consideration of gender

The social fund of the Gdansk University is divided as follows: 93.5% for current employees, 6.5% for the retired and pensioners. This ratio can be changed from years to year depending on the number of retirees in need. 63% goes to social needs, 37% is meant to alleviate apartment problems of both employees and retirees. Nobody ever considered the gender of the beneficiaries of these social funds. To ensure gender quality one should start to work on the division of funds that factors in gender. It must be preceded by a reliable and profound analysis of the situation as far as the gender/sex of the beneficiaries is concerned. It would be a novelty and there has not been a study on the above issue yet concerning UG.

7.2 Adaptation at the Vienna University of Economics and Business Administration

by Elisabeth Klatzer, Monika Mayrhofer and Michaela Neumayr

In this chapter we will present some options for specific support actions at the Vienna University of Economics and Business Administration (WU). This is not to be understood as a final work plan, but much more as a list of options. With the items proposed here we want to communicate the University, that there are several starting points and measures for implementing Gender Budgeting and improving gender equality at the WU.

The first step of the SSA will be to present the options developed below to the main stakeholders at the WU (i.e. rector, members of the rectorate, Working Group on Equal Treatment). By this means we will initiate a decision making process on which focus the WU wants to pursue and thus ensure a greater feeling of ownership of the measures within the SSA.

Before presenting the list of options we have to clarify what Gender Budgeting generally means and more specifically what it can mean for the WU to implement Gender Budgeting.

According to the definition used by the European Council and the European Union,

Gender budgeting is the (re)organisation, improvement, development and evaluation of the budgetary process, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

This basic definition makes clear that Gender Budgeting means transforming existing budgetary processes and policies with the overall objective to promote gender equality.

At the core of the Gender Budgeting approach is a thorough gender analysis of budgets, budgetary processes and policies (measures). The results of the gender analysis enable decision makers to design and implement the necessary changes towards a higher degree of gender equality.

In the light of this general approach of Gender Budgeting we want to propose several elements which will enable the WU to implement Gender Budgeting. As a first element it is important to get to a common understanding of the gender equality goals of the WU, based on declared objectives and necessities emerging from gender analysis (chapter 7.2.1.). As a prerequisite of any implementation of effective Gender Mainstreaming and Gender Budgeting measures, it is important to have the right institutions in place which actually can perform the tasks related to promoting gender equality in a comprehensive sense (chapter 7.2.2.). As already mentioned, a gender analysis is at the core of any gender policy, thus a meaningful Gender Controlling system in place is crucial in order to provide accurate gender sensitive information for stake holders (chapter 7.2.3.). This is related to establishing a Gender Impact Assessment (GIA) to evaluate the gender effects of the individual budget items, both ex-ante and ex-post. Even though it is a central element of Gender Budgeting, at this point we do not include a GIA in the proposed set of specific support actions⁵⁵. If so desired by the WU, we still can support the implementation of a meaningful GIA in the course of the SSA.

⁵⁵ This has several reasons. First, we do not have access to the budget in the necessary itemisation. Second, to carry out a GIA is a demanding undertaking which is beyond the possibilities within this SSA, both with regard to resources as well as time.

Within a broad set of budget related measures, incentive systems can play an important role to induce changes in favour of gender equality, thus we present some options related to incentive systems (chapter 7.2.4.). Finally, the quality of budgetary processes is a crucial element of any implementation of Gender Budgeting, especially with regard to transparency and broad, gender balanced participation (chapter 7.2.5.).

7.2.1 Implement/put into practice Gender Equality Objectives

The gender equality objectives are an important starting point for any Gender Budgeting. Therefore it is important to take stock of the declared gender equality objectives and make sure that these are put into practice. The consulting within the frame of the SSA will be to put all the gender equality objectives of the WU on the table and support the development of strategies in order to achieve progress with regard to the specific goals.

The main written sources for gender equality objectives are the national laws and the statutes of the WU. A preliminary list of declared gender equality objectives includes the following:

- **40% target quota for women** in all functions and positions and employment groups, depending on qualification (Federal Government Equal Opportunities Act). To work towards reaching the target is a duty of all universities. The measures to achieve this goal are preferential employment, promotion, training and education of women.
- **Command of affirmative action** (§ 41 UG 2002): All organs of the university have to work towards reaching a well balanced ratio of men and women working at the university. The attainment of this goal is to be strived for by appropriate measures, especially the adoption and implementation of an affirmative action plan.⁵⁶
- **Equality of men and women as one of the leading principles** for the universities when accomplishing their tasks (§2 Z 9 UG 2002),
- **Gender equality and affirmative action as part of the tasks of universities** which they have to deliver in the frame of their sphere of action (§ 3 Z 9 UG 2002),
- **Affirmative action and equal opportunities as strategic goals** are written down in the affirmative action plan, an annex to the statutes of the WU. The affirmative action plan refers to the provisions and objectives of the UG (§1 AAP) and states in its preamble:

“The WU avows itself to the concern of affirmative action, in order to take into account the competences of women in scientific, professional and social contexts. The effective equal treatment of women and men and affirmative action have to be adequately taken into account in personnel policies, research and teaching as well as in the distribution of resources. This is especially an obligation for persons in leading positions. Efforts to reach not only legal but also effective equality of men and women shall have a financial reward. Therefore the WU obligates itself to take into account the progress in fulfilling the equality mandate in the internal distribution of resources for research and teaching.”

- Furthermore, the WU states the following strategic and operative goals in implementing the AAP (§3 AAP):
 - Equal Opportunities
 - Gender Mainstreaming
 - Affirmative Action
 - Elimination of under representation
 - Prevention of disadvantages/discrimination

⁵⁶ „Alle Organe der Universität haben darauf hinzuwirken, dass in allen universitären Arbeitsbereichen ein ausgewogenes Zahlenverhältnis zwischen den an der Universität tätigen Frauen und Männern erreicht wird. Die Erreichung dieses Ziels ist durch geeignete Maßnahmen, insbesondere durch die Erlassung und Umsetzung eines Frauenförderungsplans, anzustreben.“ (§41 UG 2002).

- Women's and Gender Research
 - Work environment
 - Information
 - Infrastructure
- The AAP specifies (§4 AAP) that the **gender perspective has to be integrated in all decision making processes**.
 - According to the AAP of the WU, the **allocation of budgets** has to take into account the 40% quota of the in Federal Government Equal Opportunities Act and the affirmative action provisions of the UG and the AAP as relevant criteria for planning and distributing funds (§51 (1) AAP).
 - The AAP stipulates (§5 AAP) that the **objectives of gender equality and affirmative action have to be included in the strategic documents**, such as agreements on objectives, development plan, performance agreement with the ministry, performance reports, in the intellectual capital reports as well as in the guidelines for the activities of the bodies of the university.

Thus, there is a quite broad set of legally specified gender equality objectives. This list will have to be completed by including gender equality objectives in other documents and unwritten objectives, especially those of major concern to the main stakeholders.

The Challenge for the WU is to put these objectives into practice. Some are well implemented others rather neglected so far. Within the SSA we will support the WU to get clarity about the set of objectives, communicate these gender equality objectives to all stakeholders at the WU and develop strategies as well as adequate instruments for its effective implementation. Milestones on this way will be concretization of these broad objectives into clear, operable goals which are measurable. The set-up of systematic gender analysis and gender controlling is a prerequisite in this context (see chapter 7.2.3.). Existing reporting systems can be used as starting points.

7.2.2 Institutions

In order to implement gender budgeting at the WU in the long term – thus to ensure that after our SSA is finished gender budgeting activities will go on – institutions which will promote, push on and monitor such activities are an important prerequisite. At the WU – where, in contrary to legal obligations – there is no Coordination Unit established, the only institution which could undertake this task would be the Working Committee on Equal Treatment (WCET). However, this institution has – as the evaluation in WP 8 showed – only scarce resources and for women who engage in the WCET it is very difficult to combine this work with their job at the university. The work in the WCET is very time consuming and the list of tasks of this institution is quite extensive (Klatzer/Mayrhofer/Neumayr WP8:18):

- Appraisal of Curricula changes (§20 AAP)
- Provide expertise in the implementation of Gender Mainstreaming at the WU (§4 AAP)
- Make proposals for criteria for budget appropriations. (§ 51 (1f) AAP)
- Information of new staff about equal treatment and the work of the WCET
- Involvement in the development of new models of work time and the recording of working hours (§70 AAP)
- Counselling of persons affected by sexist behaviour, sexual harassment and mobbing (§44 (3) AAP)
- Consulting of university organs and persons in dealing with cases of sexist behaviour, sexual harassment and mobbing (§44 (3) AAP)
- Proposal for the nomination of child care representatives (§42 (3) AAP)

- Networking with gender equality and affirmative action institutions at other universities, with the responsible units in the federal ministry as well as with other relevant institutions in Austria and abroad (§48 AAP)
- Surveillance of the compliance with regulations regarding equal treatment (§ 47 AAP)
- Proposals for criteria for distribution of resources (§ 51)
- Reception of data on wages of university staff (§14 AAP)
- Reception of an annual report on research funding for men and women as well as resources for research relevant further education measures (§54 AAP)
- Proposal for the evaluation and amendment of the AAP.

Thus it seems quite impossible to burden the WCET with this new task, although it would be – according to the list – be part of their work. Instead, we will develop strategies which will support the WCET to be able to meet their obligations, together with the relevant stakeholders of the WU, above all with the members of the WCET. Options therefore would be to identify existing institutions within the WU which could take over some of the tasks or to support a process to set up a new institution which could support the WCET. Therefore the legal obligation to establish a coordination unit could be helpful – however, the decision on the strategy has to be made by the respective members of the WU.

7.2.3 Gender controlling

According to our investigation on the budget of the WU, the expenses dedicated on personnel are the most important part of the budget (about 60%) of universities. On the other hand the enhancement of the share of females in positions at universities – which is one of the main aims to attain gender equality – is tightly tied on personnel expenditures, too. Thus, these expenditures seem to be a significant starting point for gender budgeting. Another argument for a measure applying on personnel spending is that it could be incorporated to the existing controlling unit of the WU, as the example of the university in Graz showed. To extend controlling activities by gender controlling would somehow adapt to the management culture of the university and therefore it might be easier to convince the WU to focus on that issue.

The targets which could be reached by gender controlling are twofold: Firstly, gender disaggregated data not only on personnel, but as well on the salaries, could be made available and as well be published, as the current annual reports on women's issues does not include data on wages (and the wage gap). By developing a kind of index for the gender wage gap, which would be published, awareness could be raised. Secondly, it would be useful to calculate such a key figure for all departments and to inform them about. A next step would be to ask about a statement by each department on what they are going to do to improve. This culture of informing and asking for a statement could – in case there is a strong resistance against publishing aggregated figures on wages – be introduced for other key figures (e.g. glass ceiling index) by department, too.

The tasks for introducing such a tool would be, after consulting with the rector, the WCTE, and the persons in charge for the annual women's report, to develop some – two or three – key figures which can be collected on a regular base. The development of these figures (kind of index) has to happen in close cooperation with the staff in the controlling department. Therefore a deep insight in which data are collected currently as well as the full commitment of the controlling department are necessary. Although in case this measure cannot be introduced, the practise of asking departments for their efforts to improve gender equality considering their staff could be incorporated separately.

7.2.4 Financial Incentives

The Vienna University of Economics and Business Administration has already gained some experience in regard to financial incentive measures (i.e. the introduction of specific posts for women, the formula-calculated budget with the better weighting of women or the financial gratification of the appointment of female professors). These measures are said to be important although they do not have a direct effect. The effectiveness is always an indirect one because it raises awareness concerning this topic. In making this instrument more effective two important questions have to be considered:

- At which point do such measures initiate processes which are more far-reaching like being a real factor in strategic considerations (concerning research and publications). The crucial point is to get aware of those measures which have an influence on the practice of actors and which offer an actual incentive. We intend to support the university in this regard by figuring out those financial incentive measures which have far-reaching consequences concerning the practice of actors and by adopting those measures to the institutional setting of the university.
- As at the Vienna University of Economics and Business Administration the promotion of equal opportunities is a top-down process it is not sure if the process is a sustainable one. It is not clear whether the conviction that equal opportunities is indeed an important issue is leaking down to the lower levels of the hierarchy. So the crucial question concerning financial incentives is if they can be deployed in a way that awareness raising concerning gender equality is a sustainable process which is supported by lower levels of the hierarchy as well. We want to provide advice in regard to the adoption of this instrument in such a sustainable way.

A possible starting point might be the gender gap between the departments and the financial rewarding of growth rates of female scientific personnel of top-performing departments in this regard.

7.2.5 Transparency

Transparency is perceived to be a crucial factor for any democratic institution. The European Transparency Initiative (EC 2006, 2) states “that high standards of transparency are part of the legitimacy of any modern administration. The European public is entitled to expect efficient, accountable and service-minded public institutions and that the power and resources entrusted to political and public bodies are handled with care and never abused for personal gain”. As found out in WP 5 transparency is a problematic issue concerning decision making at the Vienna University of Economics and Business Administration. The informal ways of decision making are a very important factor for the decision-making process in general and for the budget process in particular. It is important for the actors who want to have an influence on decision-making to be included in this process, to be provided with informal information and to actively involve in this process. It is not easy to figure out the mechanism of this process. The distribution of information and the involvement of actors is not done in a very transparent way.

As transparency is an important part of gender budgeting, because having access to information about the budget (process) in any way is of importance for considering the gendered ways of allocating money, it is crucial to introduce the principle of transparency within the WU-budgeting process.

Possible measures in this respect might be:

- access to documents
- access to databases providing information about any budget-related issues

- clear criteria for the inclusion in the informal ways of decision-making
- openness towards all interest groups
- clear criteria for the distribution of information.

Therefore we offer the university to examine each phase of the budgeting process and recommend at which stage the principles of transparency (distribution of information, participation of diverse interest groups,...) have to be implemented.

7.2.6 Conclusion

The above depicted topics provide several fields of action in which the WU can take measures in order to implement the principles of gender budgeting in a systematic and comprehensive way. It is important to highlight that there are several fields where there is need for action and that the success of the implementation of gender budgeting is dependent on a comprehensive understanding of gender budgeting. The diverse elements indicate that not only the substantial dimension of the budget is important for gender equality but also process-related aspects are to be considered. Therefore in the course of the SSA fields of action shall be pointed out to the WU comprising both dimensions.

7.3 Adaptations at the University of Augsburg

by Johanna Zebisch, Andrea Rothe, Michaela Pichlbauer and Birgit Erbe

As the analysis of the situation at the University of Augsburg showed equal opportunity measures and gender mainstreaming aspects have only a marginal influence on the budget as a whole and at the process of budgeting planning (Rothe 2007; Zebisch/Mircea 2007). At the same time it could be shown that budgeting has an extremely high impact on equal opportunities.

Various starting points could be identified for the support action at the university (ibid.). In the following we formulate various activities which shall be proposed to the University of Augsburg. Considering limited resources we will decide together with our counterparts at the university which actions shall be done within the SSA. However, already now the suggestions were developed in discussions with the women's representative, the women's bureau and the equal opportunity commissioner of the University of Augsburg. This allows us to focus on topics which are fundamental and up to date in respect to the progress of the university towards an output and outcome orientated organisation with consideration of gender equality as a fundamental objective of the process.

Recent changes within the financial management of the university provide the opportunity to mainstream gender in the course of development and implementation of the new system (chapter 7.3.1). Agreements on objectives are a rather new steering instrument by the state ministry as well as within the university. How this instrument can be used for the promotion of gender equality at the University of Augsburg will be discussed in chapter 7.3.2. A further starting point we see in the reformulation of the guidelines for the allocation of money (7.3.3).

The impact of these management instruments on gender relations will depend largely on whether or not the frameworks and criteria adopted are favourable to equality. There is a danger that, through the NPM, policy options will be driven by financial considerations only. Therefore it is of utmost importance that gender is reflected in science and teaching and criteria for evaluation are gender-sensitive. As part of quality management evaluations can and should provide criteria for the performance-based allocation of funds. (Chapter 7.3.4)

Gender equality and the possibility of making progress are also affected by the institutional set-up of the university and the quality of internal communication. How both should be designed in support of women and gender equality in budgetary decisions will be discussed in the concluding chapter 7.3.5.

7.3.1 Gender sensitive *Kosten-Leistungsrechnung* (KLR)

At the University of Augsburg the so called *Kosten-Leistungsrechnung* (KLR) will be implemented in 2007/2008. *Kosten-Leistungsrechnung* or KLR is an instrument for financial management which relates costs and revenues to performance. At the moment the university is preparing and discussing the new system and there exists a nearly finished concept for the system. The KLR will be a central management tool of the university in the future. To make sure that gender equality is considered – as required by the basic regulations of the university (Grundordnung) and the Bavarian university law – it is necessary to analyse the current proposal from a gender perspective. Only then it is possible to succeed in a gender sensitive performance-orientated allocation of budgets. Possible criteria and questions for an analysis are:

Process of the implementation:

- Do men and women equally participate in the development of the KLR system?
- Is a representative for equal opportunities involved in the process of developing the KLR system?
- Is there a continuous monitoring as to the success of the KLR also in respect to its use for the improvement of gender equality?
- Are women and men likewise involved in the monitoring and is a representative for equal opportunities included?

Content of *Kosten-Leistungsrechnung*:

- Is the data on all the different levels collected in a sex disaggregated way?
- Is the structure of the KLR able to cover questions of gender equality or inequality?
- Is the intention to advance gender equality visible in the KLR?
- Will results of the *Kosten-Leistungsrechnung* allow the allocation of budgets in a gender sensitive way which supports objectives of gender equality?
- Does the KLR cover gender sensitive evaluations of teachings? (please see chapter 7.3.4.2)
- Does the KLR cover different positions and salaries as well as hierarchies in a sex disaggregated way?
- Is a gender sensitive language used?

If the KLR is chosen as an important point, where the university wants the support of the project, we will discuss the above listed points with the supporters of gender equality (women's representative and her staff, Gender Mainstreaming representative etc.) and with the stakeholders of budgeting. We will work out how and where the KLR needs additions and will try to find ways to include a gender differentiated and gender sensible data collection in this management instrument.

7.3.2 Gender sensitive agreements on objectives

Agreements on objectives have been recognised as an important element in university governance for several years now. The University of Augsburg has signed a document, Agreements on Objectives, with the Bavarian State Ministry of Sciences, Research and the Arts in July 2006. (For more details see Work Package 8, Zebisch/Mircea 2007, Chapter 2.6.2). As shown in detail in this chapter, agreements on objectives can only be effective for the imple-

mentation of gender equality at universities, if they are formulated in a gender differentiated and gender sensitive way. The following examples show how this could be done:

- Use gender-neutral / gender-specific language
- the target 'increase of exchange ratios of academic researchers and students with international universities' should be amended with the target 'to increase the proportion of women in these exchange programmes'.
- Re-phrase the target for the promotion of young researchers and scientists as 'to promote particularly young female scientists, especially in male dominated departments or scientific fields'.
- Phrase efforts to establish junior professorships as 'to decisively promote young female researchers and female junior professors, even to a disproportionately high extent, to balance existing disparities'.

These recommendations concern the agreements on objectives between the university and the ministry as well as the agreements between the university and its departments.

We believe this is a crucial point, also for Gender Budgeting, because the agreement on objectives is a basis and a prerequisite for the allocation of money by the budgeting commission. As a consequence for our 'support action', we propose to assist in the creation of a gender-sensitive formulation of the agreements on objectives, both the external agreements between the university and the ministry and the internal agreements between the university management board and the individual departments. This would include the formulation of measurable targets and the use of indicators. To this end, we would work closely with the persons responsible for the agreements on objectives (internal and external) as well as with the women's representatives (the central women's representative and also the women's representatives from each department). Together, we would work out how agreements on objectives could be used for the advancement of gender equality at the University of Augsburg.

Additionally it is still planned, but not yet finalised, to phrase agreements on objectives with the non-scientific personnel at the university. This is a most important target, and it should be addressed in the very near future.

7.3.3 Guidelines for the allocation of budgets within the University of Augsburg

During the meeting of the budgeting commission in January 2007 it was decided that the current guidelines for the allocation of budgets within the university will be replaced by end of 2007. At the same meeting a working group was installed which has the task to reformulate guidelines for 2008 and after. In this working group the women's representative is a member. Apart from her there are only few women.

During our support action we will offer our support to the women's representative and her staff to develop guidelines which can improve a Gender Budgeting. We will also look at proposals made so far and discuss as to their use for the improvement of gender equality within the university. Again important questions will be:

Process of the development of the guidelines:

- Do men and women equally participate in the development of the guidelines?
- Is a representative for equal opportunities involved in the process of developing the guidelines?
- Is there a continuous monitoring as to the success of the guidelines also in respect to their use for the improvement of gender equality?
- Are women and men likewise involved in the monitoring and is a representative for equal opportunities included?

Content of guidelines:

- Are the guidelines able to address questions of gender equality or inequality?
- Is the intention to advance gender equality visible in the guidelines?
- Are objectives formulated as to the use of the guidelines for the advancement of gender equality?
- Do the guidelines refer to qualitative as well as quantitative criteria and how do they refer to gender equality?
- Is a gender sensitive language used?

We will discuss the above listed points with the supporters of gender equality (women's representative and her staff, Gender Mainstreaming representative etc.) and with the stakeholders of budgeting. We will work out how the guidelines need to be formulated to include an advancement of Gender Budgeting.

7.3.4 Gender sensitive science and university teaching

Gender sensitive science

During our interviews, many of the interviewees at the University of Augsburg pointed out an interrelation between gender sensitive science, gender equality and the debate on excellence. This is often considered as an antagonism. Although this is not openly debated, this view quickly becomes obvious in questions such as, for example, what should our top priority be: gender equality or excellence? This reveals an underlying conviction that women are not dedicated to science to the same extent that men are. One interviewee suggested holding a conference where those questions could be debated. It was suggested that this might help to remove some important obstacles to getting more women into professorial positions.

Important questions to be discussed (see also chapter 2.5 and 5.3 above):

- What is the relationship between the two objectives: gender equality and excellence?
- Are they mutually exclusive, is there an antagonism?
- Are they complementary; do they even determine one another?
- Can science be excellent when it is not gender sensitive?
- Would a female quota system interfere with excellence in a general way?
- Would a female quota damage the reputation of women scientists, or even the reputation of scientific fields?
- Is it really important, or even necessary, to have equal share of women and men in the scientific field and, if so, why?
- Are the instruments currently used to measure scientific excellence appropriate? Do they really measure excellence (in the sense of outcome) or do they just measure quantitative output without proper consideration of quality?
- Do these instruments disadvantage female scientists?

Since we are convinced that this is one of the most important obstacles currently facing women in science, we propose to initiate a conference on the issue 'Gender and Excellence' at the University of Augsburg where the relationship between gender and excellence in science and its outcome on applications for professorship and the allocation of budgets could be discussed. Even if it is not possible to hold that conference as part of our project, such a suggestion would inspire a university-wide discussion on the issue and lead to a better awareness of this problem in the long run.

Gender sensitive university teaching

The evaluation of teaching is currently part of the quality assurance process at every university. Within the context of gender budgeting this is important because this part of the quality management can and should provide criteria for the performance-based allocation of funds.

At the department of business administration and economics at the University of Augsburg the results of the evaluation of teaching are used as performance indicators for the distribution of funds. It should be analysed whether there are gender differences both on the side of those teaching (with regard to the quality of teaching) and also on the side of those being taught (with regard to their assessment of the teaching). If those evaluations were to be designed in a broader sense (for example, a 'systemic evaluation') they could also be used as a source of information for the composition of study courses as a whole as well as for the configuration of mentoring programmes.

We would like to initiate a discussion about the evaluation of teachings, the used methods, and a possible or necessary differentiation according to gender (teachers and students), with the persons involved in designing and carrying out these evaluations within the University. We propose the following points for discussion:

- What are possible criteria to be additionally considered in a gender-sensitive evaluation of teaching?
- Which methods would be most useful to identify possible differences between women and men?
- How could a 'systemic evaluation' be incorporated? What factors would need to be considered? How should it be handled, and by whom?
- Gender sensitive university teaching as benchmarking and ranking criterion or indicator

For this support action, we would cooperate closely with the persons in charge of the evaluation of teaching as well as with the women's representatives of the departments. The aim of this part of the support action would be to find out whether it is necessary to incorporate gender-differentiation into the evaluation of teachings, which means to differentiate between female and male students, as well as between female and male teachers and professors. We would also consider the concepts used for the evaluations and provide support for a gender differentiated evaluation of teaching.

7.3.5 Improvement of the formal organisational set-up and the communicative structures

Organisational development

From a strategy-centred perspective it is very important to focus on the organizational setup of the university as a whole and whether it is appropriate for the promotion of gender equality. Recent changes which led to entrepreneurial structures and the implementation of NPM instruments "pretend" at the first glance to increase the autonomy of the universities but at the second glance it is obvious that at the same time universities are forced to raise non-governmental funds, to cut down complete study courses because of financial cutbacks and are only able to "react" to changes. This has a negative impact on the original goal of science which is "to be in search of the truth" and which has been connected on the organizational level of universities with the claim of "freedom for research" and the "unity of research and teaching". Universities have been structured more hierarchically with the latest reforms. The traditional representative participation structures in many important decision making areas like budgeting, personnel decisions and issues of overall interests have been abolished or at least radically cut back. (See also chapter 2.1 and 2.2)

So we suggest in our support action to assemble a working group at the university which has the task to develop a vision for the necessary organizational, transparency, decision-making and monitoring structures to deal with these environmental changes. For selfconfident actions of the university it is very important that informal structures which evolved over years because of steering necessities (for example the *Consilium Dekanale* – Council of the Deans

or to mention another one, the Representative for Gender Mainstreaming) are transferred into formal positions.

A central question could be whether there are certain basic elements which are essential to an equality-friendly institutional and decision making system. With reference to budgetary and personnel decisions some of these elements might be:

- collective decision making and democratic processes,
- strengthening formal channels as opposed to informal processes,
- transparency (every member of the university should know about the whole budget),
- a comprehensive budget,
- effective monitoring/controlling mechanisms with a comprehensive publicised reporting.

We suggest establishing a working group to deal with these topics because it could provide a frame to include not only specific gender equality institutions, instruments and measures in any gender budgeting at universities but to broaden the perspective to the general institutional set-up and the necessary rules.

Cooperation within the Women's Advisory Council ("Frauenbeirat") and between all stakeholders of gender equality at the university

The Women's Advisory Council of the University of Augsburg which is 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 has to deal with strategic as well as with operative topics. On the one hand it is very important for this council to develop common strategic goals but on the other hand it has to deal in detail with a very different framework for gender equality in each department. For example mentoring programs have to address to very different target groups and the mixture of women and men within the staff as well as within the students have to be taken in serious account by each single action. The duty of this council is to promote gender equality at the respective departments and as well to support the women's representative of the university.⁵⁷ Therefore communication and coordination structures have to be developed and these structures should also be fixed in the *Grundordnung* (basic regulations) of the university later on. Coordinative structures are also needed between those who are responsible for the budgets and those who are responsible for the promotion of equal opportunities.

To support the women's representatives of the departments and to implement gender budgeting in a sustainable way, regular trainings and the provision of counselling should be provided regarding gender-sensitive budgeting and the formulation of gender-equal objectives. Thus we suggest establishing a working group for this at the university. Also members of the Gender Mainstreaming Steering Committee, the Gender Mainstreaming Task Force and the Equal Opportunities Committee could be involved.

⁵⁷ From an organisational point of view the women's representatives from the departments 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. So if the universities really want to implement organizational structures like those which are common in enterprises they will have to create formal positions (with regular payment) with formal rights and duties and with the necessary independence.

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