

5.3 Germany: Cologne

by Elisabeth Stiefel

Our initiative is an offspring of the Local Agenda 21 and its commitment to sustainable urban development. We are convinced that social sustainability largely depends on equality and equity for all which means at the same time balancing work and life, the economic and the social, the market and the care economy. Several of our group were engaged in the modelling of the 'Leitbild Köln 2020' (www.stadt-koeln.de/leitbild) which was organized by the municipality and carried out by officials, experts and citizens. When the Leitbild was passed by the city council (2003), our group started to work on the project 'Bürgerinnen und Bürger im Spiegel kommunaler Haushaltspolitik'. We organized a public event in order to find additional contributors (men and women). After a few meetings of the enlarged initiative the only man who had joined us left the common effort, but after one year of hard work 14 women proudly presented their gender appraisal of the municipal budget to the public (November 2004). We had analysed the municipal library and the folk high school and had found that women paid more for their courses than men because their interests seemed to deserve less support by public money. We had compounded the unit costs of adult education separately for women and men, (Download: [www.koelnagenda.de/docs/gender budget.pdf](http://www.koelnagenda.de/docs/gender%20budget.pdf))

In the meantime, we calmly do PR and lobbying towards the public, the administration and the city council. Simultaneously we are engaged in the implementation of the mission statement. We have cooperated with other groups in compiling sets of indicators for sustainable urban development, and we advertise the Gender Budget in the context of a citizens' budget which is envisaged by the mayor and others for the end of the decade.

During the last months, we scrutinized several topics in order to create a new project. Finally, we adopted the open all-day primary school which is new in North Rhine-Westphalia. We are quite sure that our work will bring forth interesting details about the personnel, the methods and the organisation of the schools and - last but not least - the different needs and achievements of girls and boys taking advantage of the new form of entering the school system.

While so far we have had ample support on behalf of all institutions and persons involved in our investigations, the city of Cologne is just on the point of departure for the implementation of Gender Mainstreaming. The official procedure started with a pilot project only three months ago. Gender Budgeting was taken into account, but after some discussions it was postponed. The members of the commission referred to our study and decided that official steps should be taken up in a time to come.

5.4 Germany: Gender Budget Initiative Munich

by Birgit Erbe

The initiative is a civil society group. Its members work honorary. They come from various backgrounds: feminist projects, the Greens and the Social Democratic Party, municipality and city council. The group started its work in November 2002 after the Munich city council planned severe cuts in the area of women's and girls' institutions.

Its demands towards the city council are:

- the development and implementation of a concept of gender budgeting for Munich
- the development of procedures of citizens' active participation within the budgetary process.

The activities of the initiative are:

Publicity and lobbying:

- public presentations (workshops, presentations at conferences in Munich, Berlin, Cologne, Stuttgart, Düsseldorf, Mainz etc.)
- talks with politicians (supporting the preparation of a resolution on gender budgeting which passed the city council in January 2004)
- E-mailings, flyer
- Nov. 2004: organisation of an international conference about gender budgeting, called "Haushalt für alle! Mit Gender Budgeting zum geschlechtergerechten Haushalt" (proceedings in German, see www.gender-budgets.de)
- Summer 2005: „Wahlprüfsteine“, questioning of the parties' manifestos for the federal election, with the support by the GBI's Berlin and Cologne. The parties and candidates were asked about their plans in respect to fiscal policy, economics, labour-market, representation of women and the implementation of gender budgeting. (Questions and answers by all parties represented in the German Bundestag (federal parliament), see www.gender-budgets.de)
- Autumn 2005: letter by the GBI's Berlin, Cologne and Munich to the Lord Mayor of Munich and the leaders of the parliamentary groups regarding the implementation of the council's resolution on gender budgeting.

Collection and distribution of expertise:

- internal discussions of strategies and instruments
- presentations for expert groups (e.g. Munich equal opportunity commission)
- co-operation with scientific institutes

Networking

- with other gender budget groups
- with women's projects, social services organisations, trade unions, politicians
- Contact: genderbudget-muenchen@gmx.de

Activities by the Munich city council:

- motion by the Greens regarding the budget consolidation and gender mainstreaming (July 2002)
- recommendation by the equal opportunity commission (July 2002)
- resolution by the council (January 2004) including engendering all aspects of the city budget, gender budget analysis as part of all budgetary decisions, forming of a group of experts, report about the effects of consolidation measures, training

Activities by the municipality, especially by the women's advocacy bureau:

- Gender mainstreaming as part of New Public Management
- Improvement of the collection of sex-disaggregated data
- Brochure about how to engender the city budget (written by Birgit Erbe, FAM, 2003)
- Gender budget questionnaire sent to all departments (2003)

- Gender budget analysis of three pilots: measures for long-term unemployed, micro-credits for start-ups, licenses for the Christmas market (research by Johanna Zebisch, SIM, 2005-2006)
- Exchange of experiences between large cities (organised by Deutscher Städtetag, German Association of Cities and Towns, since 2005)

Assessment of the process of implementation

- the implementation of the council resolution stopped in the very beginning
- some motivated employees who start own, but rather isolated activities
- lack of instruments and training how to do gender budgeting (but also problems how to do product-oriented budgeting as part of NPM!)
- resistance and blockades of administrators, e.g. no answers to questionnaire, no information because of the protection of data privacy
- lack of parliamentary and public pressure to implement gender budgeting
- hardly any funding for research or pilot studies

Scientific activities

There are two scientific institutes working on gender budgeting in Munich: FAM and SIM. Together they developed an approach to gender budgeting in public administration and in scientific organisations.

- **FAM - Frauenakademie München e.V.** (Women's Academy, Munich) supports women to gain equal access and opportunities in science, economics, politics and in the public by doing research, education and consulting. It is part of the local, national and international women's movements, has a bias for the support of women and declines all forms of discrimination. FAM as an organisation is actively involved in women and gender studies. It supports the transfer of research findings into the realisation of equal opportunity actions and carries on the dialogue between feminist science and experts from real life. FAM wants to strengthen the individual, work and political competence of women and supports the international communication about equal rights and equal opportunities of women and men. (www.frauenakademie.de)
- **SIM - Sozialwissenschaftliches Institut München** (Institute of Social Science, Munich) is an independent research institute which does research and consulting in the field of social and economical sciences. SIM co-operates in a network of other research and consulting institutes in order to permit a continuous transfer of knowledge, experience and research findings. The competency fields of SIM are organisational development and human resources, social planning and monitoring, urban and regional development, social research and evaluation. SIM started its work and activities related to gender budgeting (especially gender sensitive indicators) in connection with the "Münchner BürgerInnenbefragung" (citizen survey) 2000 and in connection with projects concerning the implementation of new public management in Germany and Italy. (www.sim-sozialforschung.de)

Approach to develop gender budget instruments

Our approach is based on international studies of gender budgeting and own experiences by the two institutes. There are first experiences gained by a few projects within the municipality of Munich which cover aspects of gender budgeting. Within the 6th Framework Programme for Research by the European Commission FAM and SIM together with NEWW-Polska and the Vienna University of Economics and Business Administration (Austria), Institute for Institutional and Heterodox Econom-

ics, successfully applied for the funding of a Special Support Action (“Gender Budgeting as an instrument for managing scientific organisations to promote equal opportunities for women and men – with the example of universities”).

Gender budget’s potentials are assumed in its positive effects on the planning and evaluation of policies and strategies, the efficiency and transparency of the allocation of resources and the decision-making process. It should involve quantitative and qualitative gender-based assessment of budgets, while also addressing and incorporating a gender perspective in the whole budgetary process. This implies a better understanding of how resources are being spent and can improve policy outcome.

Besides all risks we see with the implementation of a new public management, we argue for the utilisation of this governance instrument. There are attempts to implement fundamental ideas of business management like transparency, goal-oriented governance and financial controlling within the realm of public administration and universities by means of different instruments which should be used for gender budgeting. To have effects at the operative level, the goal “gender equality” has to be translated into the governance and control logic of the respective system. Since governance tends towards an indicator-based output-orientation, gender-sensitive indicators are key elements. In our projects we plan to develop gender-sensitive output indicators, but more importantly outcome and performance indicators. On the basis of a systematic description and analysis of instruments for budgeting from a gender-sensitive point of view, recommendations shall be made.

The analysis of the budgeting process aims at the question of how the budget planning and implementation works in organisations. This analysis should provide information to answer the question in which part or parts of the process gender budgeting must be implemented to achieve a gender responsive budgeting.

The findings of our analyses (with respect to indicator development as well as to process observations) will in a further step be discussed with the participating organisations (communicative validation) concerning their capability for implementation. This is an essential contribution to diffuse the perspectives and instruments into the organisations. It is crucial that gender budgeting strategies are not to be considered as another time-consuming and cost-intensive “extra challenge”, but as a methodological sustaining structure to implement upcoming reform challenges. For instance, gender disaggregated data necessary for gender budgeting analysis can also most effectively be used for target group and performance orientation, for quality assurance systems and management structure improvement, all in all central claims of new public management.