

GENDER MAINSTREAMING – MADE EASY

A manual



**Stadt
Wien**

Executive Group
for Organisation and Security

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Preface



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Chief Executive Director
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Gender mainstreaming has been an integral part of the Vienna City Administration for nearly two decades. The City of Vienna ensures that its services are equally available to women and men, girls and boys, and that gender equality is promoted. This has earned Vienna an excellent international reputation as “city of equality”. We want to continue to live up to this reputation.

That requires that all employees, experts and managers contribute to gender equality in their field of work: with a respectful and fair culture of communication, with differentiated data analysis and the precise analysis of target groups, in project planning, designing participation processes, and gender-sensitive budget planning. This new and revised edition of the manual “Gender mainstreaming made easy” provides support in the form of practical advice and tips.

We hope you will use this manual to create more equality in our city.

A handwritten signature in black ink, appearing to read 'Kathrin Gaál'.

A handwritten signature in black ink, appearing to read 'Erich Hechtner'.

Why this manual?

This manual is intended to support all employees of the City of Vienna in the implementation of gender mainstreaming. The tips, checklists and practical examples in this guide will show you that gender mainstreaming is easier than you would think. Whatever your department or position, this guide will give you useful advice for more equality in the Vienna City Administration.



Why does the city administration practice gender mainstreaming?

Women and men do still not have the same living conditions and opportunities in our society. As a result, they have different interests and needs, which must be considered in all decisions, projects, and plans of the city administration. The implementation of gender mainstreaming measures ensures that the products and services of the City of Vienna contribute to promoting the equality of women and men in Vienna.

The City of Vienna has long been committed to cross-cutting women's and equality policies. This political commitment is also reflected in the administration: Gender mainstreaming has been part of the City Administration's strategic goals since 1 January 2000, and the Section for Gender Mainstreaming was set up in 2005 to support the City Administration in its strategic implementation at all levels. The first edition of this comprehensive manual was published in 2011 to support all employees of the City of Vienna in the implementation of gender mainstreaming in different areas.

Why a new edition of this manual?

Our society is constantly changing, which also creates new demands for the administration. This new edition of the gender mainstreaming manual reflects this by including the changes in different administrative areas over the past years. Comprehensive updates were made to the contents and they were revised and adapted to the current requirements and conditions at the Vienna City Administration. At the same time, the experiences collected over the years were incorporated, and experts from different departments and areas were included in the process.

How do you use it?

This manual is intended as a reference work for your daily work. It purposely does not go into detail on theory. It includes checklists, tools and working materials to support you in the practical implementation of gender mainstreaming. The chapters are structured so that they can be consulted individually when needed. It is therefore not necessary to read the entire manual. Going by the table of contents, you can use it as a quick and easy reference manual to get information for different topics and tasks. Its format is flexible.

Some pages contain handy tips that you can print out and pin on your noticeboard. A lot of the advice is provided as checklists that can be easily copied and used while working.

We wish you success with the implementation of gender mainstreaming in your work and hope that this manual will offer support and new ideas.

Gender Mainstreaming – what is it?

Gender equality remains an important topic. There are **inequalities that are related to a person's gender**. **Gender mainstreaming**, a strategy that is also prescribed by the European Union, aims to counter them. The objective is to take into account the living and working conditions of women and men in planning, implementing and evaluating measures and laws. Only by recognising and considering these differences can inequalities be avoided.



Equality is not only an important issue when it comes to pay or personnel development. To achieve true gender equality, a comprehensive approach is necessary.

Definition

Gender mainstreaming refers to **consciously considering** gender in all parts of society. The objective is to **create conditions** where nobody is privileged or disadvantaged because of their gender. This is done by analysing the reasons for unequal treatment of women and men and developing suggestions for how organisations, institutions and areas of life have to be designed so that all people can use them equitably. **Equality** does not mean that all people have to be the same, but it does mean that nobody is discriminated against because of their gender.

The English term “gender mainstreaming” is now used internationally. “**Gender**” refers to a person’s gender role, social or cultural gender, as opposed to biological sex. This means that gender is not only defined through physical characteristics but also through social processes. An example that may serve to illustrate this: Biological sex determines who can get pregnant. However, biology does not determine who takes care of the children. The question who is responsible for childcare is influenced by “social gender”: Gender roles, stereotypes and assumptions, and gender disparities and discrimination in the labour market lead to inequality, and women are therefore still largely considered to be in charge of childcare. “**Mainstreaming**” refers to bringing gender into the mainstream – in this context, it means that gender should be considered everywhere.

The concept and the methods emerged from the 1995 World Conference on Women in Beijing in order to make the promotion of women a cross-sectional matter. Gender mainstreaming was defined as a process that analyses all measures that are planned with regard to their impact on women and men.

Legal basis

In 2000, the Austrian Government recognised the Gender Mainstreaming Strategy, which is implemented across policy sectors at the EU level. Since then, gender mainstreaming has been established at the federal, provincial and municipal levels. In 2009, gender budgeting was enshrined in the Austrian Constitution as well. That means that all revenue and expenditure must be considered from a gender perspective to evaluate how they impact people of different genders, because the equitable distribution of public resources is an important stepping stone towards real gender equality.

Gender aspects must also be considered in public services, in interactions with clients, in public relations, in the internal steering mechanisms of the city administration, and when drawing up the budget (gender budgeting).

The City of Vienna has long been committed to gender equality, with gender mainstreaming being part of the City Administration's organisational structure since 2000 and gender budgeting since 2005.

Gender equality requires a multifaceted approach

Following the current definition, the gender mainstreaming strategy and its methods focus on women and men. However, neither women nor men are homogeneous groups, and need to be considered in all their diversity. Other factors that may lead to discrimination (such as age, education, social status, health, disabilities, ethnic origin, sexual orientation, etc.) need to be considered as much as possible in analysis and the development of measures.

Gender studies takes a much wider approach to gender, putting into question the concept of gender as a binary. This is supported by research, which shows that biology alone does not determine gender identity, and that social processes are an important factor in it. The sense of belonging to a gender is, in part, the result of gender roles ascribed by society, depiction of gender in the media, and recognition for certain types of behaviour. Furthermore, it is a medical fact that there are people whose sexual characteristics are not unambiguously male or female. This medical fact was recognised officially – if late – by the Austrian Constitutional Court in 2018.

Gender mainstreaming – one of many strategies on the road to equality

Gender mainstreaming is one of many strategies for achieving gender equality and preventing discrimination.

In keeping with the EU's approach, Vienna's gender mainstreaming strategy is being implemented in close cooperation with women's promotion, diversity management, and other anti-discrimination strategies.

Find more information here

Appelt, Erna (Hg.in) (2009): Gleichstellungspolitik in Österreich. Eine kritische Bilanz, Innsbruck/Wien.

Bendl, Regina (2012): Das Verhältnis von Chancengleichheitsprogrammen und Gender Mainstreaming zu Diversitätsmanagement – eine vergleichende Darstellung, in: dies. / Hanappi-Egger, Edeltraud; Hofmann, Roswitha (Hg.innen): Diversität und Diversitätsmanagement, Wien, S. 237–264.

Doblhofer, Doris; Küng, Zita (2008): Gender Mainstreaming: Gleichstellungsmanagement als Erfolgsfaktor – das Praxisbuch, Berlin/Heidelberg.

Löffler, Doris (2012): Gender Mainstreaming und Organisationsentwicklung: Meilensteine und Stolperfallen. Tipps für AnwenderInnen, ÖGB-Verlag, Wien.

Löffler, Doris (2012): Gender Mainstreaming im Betrieb, VÖGB/AK, Wien.

European Institute for Gender Equality (EIGE):

<https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

Most institutions and administrations use the 1998 definition of gender mainstreaming of the Council of Europe: "Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels at all stages, by the actors involved in policy making."



5 Gender mainstreaming principles



If you apply the following five principles, you will see that gender mainstreaming works.

- 1. Gender-sensitive language**
Use gender-sensitive language. When referring to or addressing both women and men in writing or in speech, make both visible. Include other genders as well.
- 2. Gender-specific data collection and analysis**
When collecting and analysing data, consider gender. Services and products can only be designed to meet everyone's needs if you have data on both women and men. All data must be collected and shown by gender.
- 3. Equal access to and use of services**
Make services equally accessible for women and men. Check whether the frequently different circumstances of women and men are considered in planning and designing services.
- 4. Equal participation of women and men**
Involve women and men equally in decision making. The gender ratio at all levels of work and decision making has an impact on processes and results. Ensure a balanced gender ratio.
- 5. Integration of equality into steering instruments**
Integrate equal treatment into steering processes. To ensure sustainable equality policies, gender mainstreaming must be incorporated into steering systems such as controlling and quality management and into all evaluations.

Tip

Get fit for gender with the e-learning module of the Section for Gender Mainstreaming on the 5 gender mainstreaming principles at the Wien Akademie online

<http://www.intern.magwien.gv.at/viva/noframe/genderfit/index.html>

(go to: Katalog > Standard > Sicherheit, Haltungen, Gesundheit)

Language and image use



It is an important goal of the City of Vienna to promote the equality of all genders in all areas of life. We make this visible in language as well. Language and images influence our thinking and our ideas of people, genders and the way we live together in a society. For a long time, women were not made visible in language – the idea was that they were “included implicitly”, so they were not addressed directly. Austrian law only recognised a third gender option in 2018. Other genders must be recognised as equal and addressed respectfully.

The way we speak is often a matter of habit. We use gender-sensitive language purposely to challenge outdated gender roles and address all people respectfully and equally.

In German, the use of an asterisk * is a way to make genders beyond the binary gender system visible. We use it when there is little space, e.g. in headings or tables.

Example:

instead of: Liebe MitarbeiterInnen, liebe KollegInnen (Dear colleagues!)

write: Liebe Mitarbeiter*innen, liebe Kolleg*innen

instead of: Ein Architekt muss die Pläne unterzeichnen. (An architect has to confirm the blueprints)

write: Ein*e Architekt*in muss die Pläne unterzeichnen

Pronouns matter

When using pronouns, write in a gender-inclusive way: Instead of “The employee is usually appointed on the basis of his or her training,” say “Employees are usually appointed on the basis of their training”.

Avoid ascribing roles

Avoid expressions that imply things about female or male roles: Instead of “her solution was statesmanlike”, say “her solution was excellent”; instead of “man / mankind”, say “people / women and men / the public / society”; instead of “chairman” say “chairperson”.

Balanced representation of women and men in public relations work

In addition to using gender-sensitive language, the gender-sensitive and balanced portrayal of women and men must be considered in all media (internet, intranet, websites, posters, flyers, brochures, magazines, videos, etc.).

- Address differences between women and men: If there is separate data for women and men, discussing the differences can enrich your reporting.
- Break clichés: Many articles contain hidden clichés and stereotypes. Reverse it: What does a sentence sound like if you switch women and men?
- Ensure a balanced representation of women and men in quotes and pictures.

Balanced portrayal of women and men in illustrations

It is also important to ensure that women and men are portrayed equally in illustrations.

The objective is to not visualise clichés but instead show different realities of life:

- When portraying women and men in a work-related or professional context, do not only use traditional roles. Women work in many different professions and men also have private lives and families.
- Pay special attention to the posture and positioning of women and men in pictures: Who is sitting, who is standing, who is in the foreground? Who is shown in an active, who in a passive role?
- Consider the clothing style and accessories or objects with which women and men are shown.
- Don't forget the captions: Women and men should be addressed equally.

Data and statistics



Gender mainstreaming means that all measures are analysed regarding their impact on women and men. Such an assessment requires a solid foundation: data that is gathered and evaluated by gender.

Gender statistics describe the existing differences between the genders, which makes them an important tool for recognising inequalities. Only the analysis of the data by means of suitable indicators shows where adjustments need to be made to achieve the equality of women and men, girls and boys.

Legal basis

The **Vienna Provincial Statistics Act** (Provincial Gazette No. 21/2017 as amended) regulates the provincial and municipal statistics in Vienna including the gathering, processing and publication of data.

Gender statistics and equality data

Gender statistics refers to grouping person-related data by biological sex (women/men), both in the collection and the analysis of the data. Gender statistics are not separate statistics, but rather add the gender perspective to existing statistical calculations to highlight any differences between women and men.

In order to be able to draw conclusions and relate the results to the social context it is often not enough to just gather separate data on women and men. For a well-founded gender analysis, additional **equality data** need to be collected for other characteristics. Linking characteristics such as gender, age, language, income or level of education gives us more detailed information on access, barriers and discrimination. Often significant differences only become visible once several indicators are combined, e.g. women with children and women without children, or young girls/boys and older women/men.

Data protection

Personal data that include characteristics such as religion and beliefs, sexual orientation, disabilities, etc., are considered sensitive data and are subject to special data protection rules. When working with personal data, it is therefore necessary to ensure that it is not possible to infer information about a specific individual. Further information on data protection and privacy is available from your data controller and Municipal Department 63 – Commerce and Trade, Data Protection and Register Offices.

Uses of gender-specific data

Analysing statistical data by means of gender statistics and equality data allows the City of Vienna to manage its services better.

Two examples:

- **Libraries – ongoing user analysis**

The analysis of user numbers in libraries shows clearly that from age twelve on, boys use libraries far less frequently than girls. With this knowledge, libraries can adapt their services, e.g. by advertising them in a way that attracts boys.

Since August 2017, the Vienna Provincial Statistics Act Art. 2(4) reads: "In the performance of their tasks, the Provincial and Municipal Statistics Office shall ensure a gender-specific collection and analysis of data in all cases in which natural persons are affected by the collection or analysis, directly or indirectly."

Knowing your target group allows you to tailor measures to their needs.

- **Night shelters for homeless persons – making the invisible visible**

The example of night shelters shows that data must often be reviewed critically to avoid drawing wrong conclusions: The numbers show clearly that night shelters for homeless persons are used nearly exclusively by men. That can give the impression that homelessness is a male phenomenon and no services are needed for homeless women. This fallacy is the result of looking only at the current user statistics. The causes of homelessness are different for women than for men and they react differently to the situation. Life on the streets is especially dangerous for women, carrying e.g. the risk of sexual assault, which is also a risk in mixed shelters. Experiences of sexual violence and other past traumatising events mean that women do not seek refuge in the regular homeless shelters, making them “invisible” to the statistics. In order to gain a better idea of the true need, it is necessary to gather qualitative data and collect experiences from women’s counselling facilities.

Where to get data

1. **Use existing data:** The first point of contact within the City Administration is Municipal Department 23 – Economic Affairs, Labour and Statistics (MA 23). You can get general data on the City of Vienna e.g. on the webpage of MA 23, the Statistical Yearbook, or the Open Government Data (OGD) Portal. If you need specific data, the colleagues in the competent department can help. Of course, there are also good data sources outside the City Administration (e.g. Statistics Austria).
2. **Collect new data:** If there are no data that can help answer the question, there are two options: for complex questions, studies can be commissioned. Data can also be collected directly, e.g. by keeping track manually of user numbers, surveying the clients, or gathering statistics on cases managed by the department.
3. **Commission studies:** If you want to commission a study that also includes data or other empirical content, you should consider not only procurement rules but also the principles of Vienna’s equality and diversity policy (e.g. definitions, anti-discrimination measures) in all phases of the study: commissioning, conducting and accepting the completed study. External contractors of the City of Vienna should also consider gender and other equality aspects in their data collection and analysis.

Indicators are variables that show quickly whether a measure was successful or a goal was reached. They can be quantitative (numbers, rates) or qualitative (e.g. satisfaction). Indicators must allow comparability and visualise trends over time to show desired and undesirable developments.

Recommendations for the interpretation and visualisation of data

Check the data sources

You should always consider the reliability of your data source. Is the source indicated? What do you know about the source? Is it a recognised and reputable institution?

Relate data to each other

For example: „Women in Austria earn a third less than men.“

Reverse ratios

“Men in Austria earn one and a half times as much as women“ is equally true.

Nevertheless, the first statement seems more familiar because we have heard it more often.

Consider ratios and absolute figures

In order to determine goals or implement measures, it can be necessary to look at both the ratios and the absolute figures. For example: More boys than girls drop out of school. The goal should not just be to equalise the rate of school drop-outs, as this could also be achieved by increasing the number of female drop-outs. The objective should be to reduce the overall number of drop-outs while trying to achieve similar rates for both. Therefore, concrete measures should focus particularly on boys.

Examine the indicators closely

Indicators must always be examined closely to avoid unintentionally problematic or even wrong statements. Analyses often only make sense if you look at several indicators at once and how they relate to each other. For example: The part-time employment rate of women is defined as the “share of women in part-time employment of all female employees”. This indicator is not easy to interpret from a gender perspective. Changes in the part-time employment rate of women can have two possible causes: If it rises, it can mean that women are losing full-time jobs and working part time instead, but it could also mean that women who were not working before have taken up part-time employment. The indicator must always be examined in conjunction with other indicators.

Lack of space is no excuse

If differentiating data by gender would make a table too large, only show an excerpt with the most relevant data in the text and put the full table in the appendix.

In reports, do not confine gender-specific content to a separate chapter – integrate it into the entire text

Women and men should be visible throughout the whole text and portrayed equally. Previously, it was common to have tables that showed the total data (women and men) in one column and had a separate column titled “of which women”. This should be avoided because women are not the “exception”.

Avoid bias

If possible, all relevant population groups should always be included in a survey to avoid undesirable bias effects that distort the results, which means that it is no longer easily possible to draw conclusions about the population.

Combine indicators

When considering complex social contexts, such as unemployment, it is usually advisable to consider several combinations of characteristics. This can help answer the question whether women with a migration background or single fathers are more or less affected by unemployment.

Charts should not distort the truth

Visualisations must portray the results of the data accurately. The scale or presentation style chosen can overemphasise or underemphasise differences between women and men in problematic and unintended ways.

If you are planning to create or commission a database or a report with a lot of data, get feedback from the colleagues at the Vienna Provincial Statistics Office first. They will be glad to support you with their expertise. For more information, you can also consult the data guideline of the City of Vienna and the publications of Municipal Department 23 – Economic Affairs, Labour and Statistics.



Find more information here

MA 17 – Integration und Diversität: Integrationsmonitoring und Diversitätsmonitoring – Daten und Fakten aus Wien. Online: <https://www.wien.gv.at/menschen/integration/daten-fakten/monitoring.html>

MA 57 – Frauenservice Wien: Wiener Gleichstellungsmonitor. Online: <http://www.gleichstellungsmonitor.at/>

MD-OS, Dezernat Gender Mainstreaming (2015): Leitfaden – Kurzversion: Genderstatistik und Equality Daten. Online: <https://www.intern.magwien.gv.at/documents/37900/6627533/Leitfaden+Kurzversion+Genderstatistik+und+Equality+Daten+2018.pdf/d74fa6ab-21ec-41cd-99d5-0d1f44c737ba>

MD-OS, Dezernat Gender Mainstreaming (2015): Leitfaden – Langversion: Gute Daten im Magistrat: Genderstatistik und Equality Daten. Online: <https://www.intern.magwien.gv.at/documents/37900/6627533/gute-daten-langfassung.pdf/a2106cae-8507-48b3-b8e3-ba84b9fdb1f5>

Stadt Wien: Für eine offene Stadt – Open Government Wien. Online: <https://open.wien.gv.at/site/open-data/>

The 4 R method



The 4 R method is an established gender analysis tool. It is the basis for the application of gender mainstreaming and gender budgeting.

The 4 R method was originally developed in Sweden to monitor the development of equality at the municipal level and is now used across Europe – including by the Vienna City Administration.

As a tool for gender analysis, the 4 R method helps you with the initial assessment of

- whether there are gender-related differences and how large they are, and
- where there is a need for action.

Each question has a number of sub-questions. With these questions, different areas of work, products and services can be examined for their gender aspects.

Representation (WHO)

First, ask yourself who the users of your services and measures are. Listing them by gender is the beginning of a gender analysis.

- How many women and how many men use a service or are affected by a measure or decision?
- Who has a particular need for this service?
- Who cannot use the service?

If you do not have exact numbers, you can collect data e.g. through a user census. If this is not possible, estimate the ratio. Where possible, you should also consider other parameters such as age, income situation, health, migration background, etc.

Resources (WHAT)

In the second step, ask how the resources and the possibility to use the service are distributed between women and men in your target group.

- How are financial resources and possibilities distributed between the users of the services of the City of Vienna or the department?
- Do all users have equal access to information about the services?
- What kind of impact do the services have on the distribution of resources between women and men?
- Do women and men really have the same opportunities to use the services?

Resources do not only include money, time and physical space but also access to infrastructure and information, mobility, education, access to networks, social contacts, language skills, etc.

Reality (WHY)

Reality here refers to the different living situations and conditions of women and men in our society. This step is a first evaluation of the background and causes of gender differences.

WHO (representation)
gets
WHAT (resources) and
WHY (reality and legal
situation)
or
WHY NOT?

- Why is the situation the way it is? What approaches can be used to change it?
- Are the different interests and needs of women and men recognised and taken into account?
- Do the services consider their different circumstances (e.g. available time, income, education)?
- Is there a factual reason for the different treatment of women and men or might it even be necessary in order to remove discrimination?

It is especially important to question roles, values and traditional ways of doing things.

Rights (WHY)

This refers to rights and regulations that influence and regulate the behaviour and environment of the target group. In this step, you will identify the legal situation and analyse its impact on women and men.

- Do the legal provisions provide sufficient protection from inequality and discrimination?
- Are all target groups equally informed about the legal situation?
- Do the current regulations take the different realities of women and men into account?
- What other circumstances must be created to ensure equal opportunities?

Do not only consider laws, ordinances and decrees, but also informal and unwritten rules.

Tips

Apply all four steps of the 4 R method in order, even where it seems irrelevant at first glance. If you detect unequal use or opportunities, think about approaches to change this and explore your scope for action. The 4 R method works best if you apply it with a partner or in a mixed-gender team. Seek the support of gender experts if you need it.



Find more information here

Doblhofer, Doris; Küng, Zita (2008): Gender Mainstreaming: Gleichstellungsmanagement als Erfolgsfaktor – das Praxisbuch, Berlin/Heidelberg

Examples

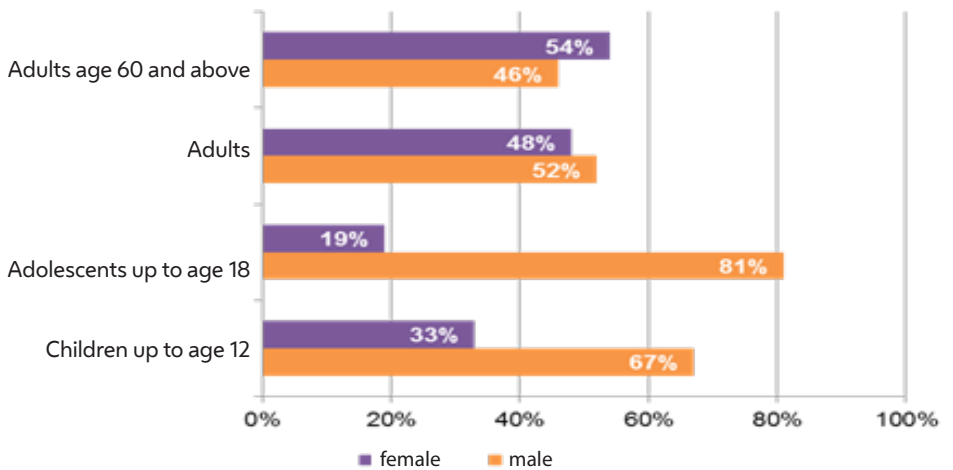
The following two fictional examples show what a gender analysis using the 4 R method can look like.

Example 1: Park design

Background: The popular Heroes Park is being redesigned. Its most frequent visitors are children who attend the school next to it and people from the neighbourhood who have small children.

Goal: To offer an attractive, robust park that can be used by as many people as possible and encourages them all to be physically active.

Representation



A gender-based user census shows that the park is used especially by boys (67% of children up to age 12) and young men (81% of adolescents up to age 18), while girls (33%) and young women (19%) visit it less by comparison. Among adults and older people, the gender ratio is relatively balanced.

Resources

The next step in the analysis yielded the following findings on access and use of resources:

- Male adolescents can be found everywhere in the park; the ball court is used almost exclusively by them. They actively take up a lot of space.
- The girls spend their time on the benches along the main paths and sometimes at the playground where they look after their younger siblings.
- Younger boys play football on the lawn or ride around on their skateboards and bicycles.
- Toddlers and their parents or guardians stay in the fenced-in playground.
- Adults – if they are not at the playground with their children – and older people mainly sit on benches in the quieter parts of the park, the latter especially often in the shade.

Reality

The different ways in which these groups use the park has spatial and social causes and is also rooted in gender roles:

- Male adolescents are used to claiming space actively and, if necessary, vehemently.
- Girls and younger boys are often uncomfortable with and bothered by this behaviour. They avoid the ball courts to avoid conflict.
- Adults without children and older people avoid the loud and lively parts of the park. They prefer quieter spaces and need more seating and shaded areas.

Rights

An analysis of the legal situation yields the following results:

- In compliance with gender budgeting (Article 13 of the Austrian Federal Constitutional Act), public funds must be distributed fairly among women and men.
- The Vienna Park Concept stipulates that the needs of different user groups must be considered. There are planning recommendations for gender-sensitive park design.

Real results of a gender analysis for park design using the 4 R method

- The planning recommendations of Municipal Department 42 – Parks and Gardens (MA 42) include a commitment to gender-sensitive park design.
- Numerous parks have been designed following these recommendations, such as Einsiedlerpark in Vienna's 5th district and the park at Odeongasse in the 2nd district.

Example 2: Library

Background: The library branch at Heroes Park is being renovated.

Goal: Modernise the services and attract new users; encourage young people, in particular, to read.

Representation

The analysis of the library's user structure yielded the following results:

- Gender ratio of library card holders: 65% women, 35% men.
- Loans by gender: 67% women, 33% men.
- Boys aged 12 to 18 borrow far fewer books than girls in their age group.
- Adult men also borrow fewer books – when they do, they mainly borrow non-fiction books or magazines.
- Audiovisual media (e-books, DVDs, audiobooks, videos) are borrowed equally by women and men.
- Women borrow mostly fiction and self-help and advice books.
- The largest user group are women with toddlers and school-aged children.

Resources

The next step is to analyse how and to what extent women and men use the library's services:

- Women have longer stays in the library, especially if they are accompanied by young children.
- Younger and older boys mainly use the few computers with internet access. Girls have little opportunity to use them unless special times are reserved for them.
- Older women and women with children ask for advice and recommendations most frequently.
- Books and audiovisual media are mainly available in German.

Reality

There are social reasons for the difference in use, including gender roles:

- Women are still mainly responsible for childcare.
- Older boys read little in general and hardly borrow books for fun.
- Adolescents use the library services for schoolwork.
- Many adolescents do their homework at the library because they do not have a computer or quiet place to work at home.
- Men often ask others to borrow books for them and say they cannot make it to the library during opening hours.
- Many adults in the neighbourhood of this branch have a migration background and German is not their first language.

Legal situation

Pursuant to Article 13 of the Austrian Federal Constitutional Act, the goal of gender budgeting is to distribute the budget fairly among women and men.

Real results of a gender analysis of libraries using the 4 R method

Municipal Department 13 – Education and Youth (MA 13) implemented the following measures for the Vienna Public Libraries:

- More gender-specific media, e.g. two book boxes on gender themes for kindergartens and schools.
- Buying media for male adolescents.
- A few computers are always reserved for girls.
- There is a “Children’s World Library” and several branches carry media in many languages.

Find more information here

MD-OS, Dezernat Gender Mainstreaming und MA 13, Bibliothekspädagogisches Zentrum (2017): „Gender Matters!“ – Themenboxen gegen Geschlechterstereotypen.
<https://www.wien.gv.at/menschen/gendermainstreaming/gender-matters.html>



Advice and consultations



The employees of the City of Vienna provide advice and consultations for citizens in many different areas, such as housing, social affairs, environmental affairs and health. To provide client-oriented and needs-based advice, it is important to consider gender mainstreaming.

The employees of the City of Vienna provide consultations and advice for people with many different backgrounds (e.g. cultural or linguistic). This can be a great challenge. The clients' sex and gender aspects play as much of a role here as other aspects of diversity.

Questions for providing gender-responsive advice

- Do more women or more men use the service? What reasons could this have?
- How many women and how many men use the different services, such as queries by phone, filing applications, or individual face-to-face consultations?
- Do women and men have different needs concerning the situation, e.g. the duration of the appointment? Can it be adapted to suit individual needs?
- When giving out appointments, do you consider childcare or other caregiver duties?

4 R evaluation of consultation services in the department

Examining the representation, resources, reality and rights of your clients will allow you to ask more precise questions and make inequalities visible.

Improve your gender competence

It is very helpful for client contact if the employees providing advice and consultations periodically examine their own gender roles and attitudes. Employees at the reception desk also need to have gender competence, as they are the first point of contact for the clients. The training courses address gender-related aspects in different areas that should be taken into account in consultations. When applying for the Austrian citizenship, for example, women must be asked about their own income, not just that of their husbands. Job and career counselling should not only provide stereotypical suggestions (women in household-related services) but offer more varied ideas.

Advertise your service to a wider audience

How, where and when can you reach your different target groups? Using different advertising channels (e.g. flyers, posters, information events, newspaper ads, etc.) is necessary to enable equal access to services.

Document your consultations in a gender-sensitive way to learn from them

You often know the needs of your clients very well. Use this to collect comprehensive gender-specific data. The data is the basis for an analysis of your counselling services that can help you recognise and consider the true needs of your clients. Gender-sensitive documentation should also be done for phone consultations.

Equip your premises for people with children Um Frauen und Männer mit In order to provide the best possible assistance for women and men who have children with them, it is a good idea to provide nursing rooms and play areas in waiting rooms. Baby changing rooms that are accessible to both women and men should also be part of a gender-balanced facility.

Offer advice in other locations in some subject areas

If you cannot reach your target group through the usual channels, it can be a good idea to offer advice outside of the offices. You could hold a presentation followed by individual counselling in places where your prospective clients are anyway.

Meetings, working groups, teams and juries



The composition of working groups and teams influences the course of the discussion and its results.

When you are preparing a meeting, consider the following questions:

- **How many women and how many men are invited?**
When compiling a team, the number of women and men is important. The numbers should be as balanced as possible.
- **Where are the invited women and men in the hierarchy of your organisation? What knowledge can they contribute?**
At times it might be necessary to invite employees with competence in gender issues from your own department or one of the City of Vienna's specialist departments concerned with equality matters.
- **What roles will women / men play in the meeting?**
The roles during the meeting are also important. Who keeps the minutes, who brings drinks, who chairs the meeting, who holds presentations? A good way of breaking up traditional roles is a rotation system, where all tasks rotate among all participants. For the meeting or working group to work well and yield results, all participants must be heard equally. The chairperson should also ensure that speaking time is balanced.
- **Are gender aspects on the agenda or is the setting suited to addressing gender aspects?**
Gender-relevant topics should have their place in meetings or working groups.
- **Do the place and time of your meeting allow people with care obligations (part-time work) to attend?**
- **Is gender-sensitive language used in all documents and presentations?**

Mixed teams have better results because they incorporate diverse viewpoints.

When choosing a jury, consider the following:

- A call must be issued whenever a jury is to be chosen. This invitation to contribute should explicitly include gender aspects.
- Selection processes and criteria should be standardised and implemented with the highest possible degree of transparency to give as little space as possible to subjective gender-based assessments and opinions.
- Every jury decides based on certain evaluation criteria. Therefore, gender criteria are an important part of the jury process. They should be decided before the judging and be part of the evaluation criteria. If there are preliminary steps, the gender criteria should be applied there as well.
- Juries should consist of an equal number of women and men. Diversity within the jury expands their perspective and contributes positively to the processes and outcomes. Mixed teams have better results because they incorporate different perspectives.
- At least some members of the jury should have gender competence and know what gender mainstreaming means in the field in question.
- The chairperson has an important function in jury decisions. The chairperson should at least be open-minded with regard to gender aspects and ideally have gender competence and actively address gender aspects.

Find more information here

MA 18 – Stadtentwicklung und Stadtplanung (2013): Handbuch „Gender
Mainstreaming in der Stadtplanung und Stadtentwicklung“, S. 57.

Online: <https://www.wien.gv.at/stadtentwicklung/studien/pdf/b008290.pdf>



Events



Events hosted by the City of Vienna convey an image of the city government and administration on many levels. Therefore, they should address women and men equally.

From organisation team to participants

Ensure that there is a balance between women and men in the organisation team, the speakers and the audience. Consider which roles women and men have at the event: Are women in charge of organising and men in charge of the technical aspects? Do men hold the presentations and women assist them or work in the background?

Gender-sensitive advertising

When advertising for your event, ensure that it addresses women and men equally. Avoid stereotypes and clichés and ensure the use of gender-sensitive language and non-discriminatory imagery.

Content for women and men

Whether you manage to attract women and men equally to your event also depends on how you plan the content. If it addresses traditional “male topics”, ask yourself what aspects of them could be interesting to women. Try to find male role models who could attract a male audience to traditionally female topics.

Please note: Thematic events that purposely focus on just women or men are still necessary (e.g. violence against women or men's health).

Gender-sensitive moderation

The moderators at your event should use gender-sensitive language. They should ensure that women and men get a similar amount of speaking turns and speaking time. Make sure you have balanced representation and participation of women and men as speakers and panellists.

Gender-sensitive choice of time and date

Check whether the venue can be easily reached by public transport, bike or on foot. This is particularly important for women, who tend to use these modes of transport, while men drive a car more often. Make sure access paths leading to the venue are well lit and signpost public transport options. Select a time that allows women and men who have care obligations to attend as well. If possible, organise childcare on site.

Consider gender mainstreaming before, during and after the event.

Event organisation checklist

Preparation

- How many women and how many men are involved in the preparation and what are their roles?
- What target group are you looking to reach and what is its composition?
- Does the content address women and men equally?
- How many women and how many men are on the panel? Will they be equally visible during the event?
- Do the moderators have the gender competence necessary to ensure gender-sensitive moderation?
- Does the invitation address women and men equally?
- Is the invitation being distributed through information channels that are equally accessible to everyone?
- Does the promotion of the event adhere to the principles recommended in this manual? Does it use gender-sensitive language and non-discriminatory imagery?
- Are the location and time equally suited for women and men, especially people with care obligations? Is there childcare on site?

During the event

- Is the setting on the panel gender-sensitive? Armchairs and high chairs are uncomfortable for women who are wearing skirts, large armchairs make petite people seem even smaller, etc.
- Do women and men have equal speaking time?
- Is gender-sensitive language used?
- What methods and techniques are used to invite audience participation? Is a balanced representation and participation in discussions and audience contributions ensured?
- Is there working technical equipment? Are microphones being used? Microphones are a prerequisite for successful participation in an event particularly for people with quiet voices.

After the event

- Will the event be evaluated and documented in a differentiated and gender-sensitive way?
- Are all reports and any information material (online or offline) written using gender-sensitive language?
- Are the contributions of women and men both shown in the reports in a balanced way?
- Are reports and information distributed via media or channels that are equally accessible to everyone?

Tip

The website <https://speakerinnen.org/> can help you find female speakers and moderators.

Education



Education and knowledge transfer is embedded in social structures and reflects social conditions. Stereotypes about women and men are therefore often found in teaching materials. To counteract this, it is important to be aware of social conditions, have gender competence, and teach in a gender-responsive way.

As part of gender mainstreaming, a gender perspective is needed in education as well.

Gender competence is not only the starting point for gender-responsive knowledge transfer, but also one of its express goals. Gender-responsive training and further education also contribute to increasing the gender competence of the participants.

Teaching formats, language use and the design of learning groups offer numerous ways of promoting the equality of women and men and considering different perspectives and approaches. For details on what that looks like, see the handbook on gender-responsive didactics of Municipal Department 57 – Vienna Women's Affairs.

Gender competence as the key to gender-responsive education

In order to be able to organise further education, training and knowledge transfer in a gender-sensitive way, it is necessary for the persons responsible, especially the trainers and course leaders, to have a high degree of gender competence. Awareness of social conditions and gender stereotypes does not in itself constitute sufficient gender competence for gender-responsive knowledge transfer. Gender competence is more than that, and trainers and course leaders need to learn and train it. Support for this can be found in the handbook on gender-responsive didactics.

When designing gender-sensitive continuing education programmes, it is important to reflect on your own attitude and approach. Am I aware of my own assumptions and stereotypes? Other important questions to ask can be found in the checklist for designing gender-sensitive, non-discriminatory and barrier-free continuing education.

Questions for preparing and implementing gender-responsive training courses

- Are your course materials and lecture contents worded in a gender-sensitive way? Does everyone feel addressed?
- Do you avoid stereotypes, clichés and derogatory content?
- Do your exercises and teaching methods take into account different realities of life? Are they free of generalising, outdated role models?
- In group tasks and role play, make sure the distribution of the tasks and roles is balanced.
- Set an example and address inappropriate behaviour or comments by participants.

Find more information here

MA 57 – Frauenservice Wien (2007): Gendersensibilität organisieren: Leitfaden für gendersensible Didaktik. Online: <https://www.wien.gv.at/menschen/frauen/pdf/leitfaden-didaktik-teil3.pdf>

Stadt Wien: Checkliste zur Gestaltung von geschlechtergerechter, diskriminierungsfreier und barrierefreier Weiterbildung. Online: <https://www.intern.magwien.gv.at/mva/netzwerke/trainer/Checkliste.pdf>



Participation and citizen involvement



Citizen participation is an essential instrument of a modern city administration. Collecting and including different opinions and interests on urban projects has become standard practice in Vienna. A gender- and diversity-oriented approach is needed to ensure that the diverse interests can be taken into account in a balanced and fair manner.

By actively involving different perspectives, the balance of interests becomes more transparent and project proposals can be improved for the common good and with locally available know-how. Broad-based, gender-responsive processes can give a voice even to those groups that tend to participate little in such processes or are otherwise excluded from democratic processes (e.g. due to lack of voting rights). This strengthens the democratic legitimacy of the process and social cohesion.

How can these diverse starting points be considered and integrated into participation processes?

A key lies in organising integrated participation and communication concepts. The central question in organising a participation process at city level is therefore:

1. Whom do we want to involve?

Social participation is a question of resources (education, income, social status, origin, etc.). Reaching and involving diverse population groups requires a differentiated and early analysis of actors and target groups.

The aim of gender-sensitive planning is to take into account user-specific interests in decision-making processes and to actively involve all user groups in the planning process. The different participation possibilities of women and men, girls and boys must be considered in order to avoid excluding any group in a discriminatory way. The reasons for limited participation opportunities may be different living situations, social or cultural backgrounds, care obligations, income differences, different levels of education, language barriers, and more.

2. What do we want people to participate in?

It is important to clarify at an early stage what scope for shaping a given project the participation offers. Participation in Vienna takes place at different levels: spatial planning models, urban planning, parks, squares, and street space, but also living together in neighbourhoods, social and community work, education, integration, child and youth work, or discussion on the participation platform of the City of Vienna.

In the area of gender-responsive planning and construction, for example, the availability and quality of semi-public and public spaces, their location and accessibility, availability of shade, layout and equipment are gender-relevant topics, as the local living environment has a different degree of relevance for women and men.

Particular attention should be paid to whether aspects specific to women or men are relevant to the subject of the participation process (such as claiming public space, which is often very different for young boys and young girls). Statements by participants and insights gained in the participation process should be evaluated differentiated by gender (see summary „Gender statistics and equality data“).

WHOM do we want to involve WHERE and HOW?

3. How do we want people to participate?

In traditional participation formats, be they analogue or digital, there is often a „gender bias“, a statistical distortion based on gender, among participants (who skew mostly white, male, and university-educated). This gender bias paints a one-sided picture that does not adequately reflect the interests of all potential users. It is therefore necessary to address target groups specifically and to adapt the participation formats to make them more accessible. In addition to traditional workshops and working groups, methods such as network analyses, social space analyses, and activating and outreach survey approaches can be used (see example Reumannplatz). Local actors, organisations, associations and institutions can take on a multiplier role.

Gender-sensitive design of participation processes in communication:

- Ensure the use of gender-sensitive language and non-discriminatory imagery.
- Refrain from using clichés or stereotypical attributions (e.g. men are tech-savvy, women are social).
- When activating and involving groups, pay attention to differentiated communication in order to reach as many user groups as possible. In preparing your communication measures, you can create personas and play out the participation process in advance:

Name and look	Details	Goal
What does the person look like? What is their name? (be realistic)	What is this person's typical character and behaviour? (age, gender, income, lifestyle, social class, personality, habits, characteristics, preferences)	What problem does this person want to solve? What are their goals? Why is this person involved in the participation process?

Gender-sensitive planning of participation processes in organisation and implementation:

- Throughout the preparation and implementation of the participation process, make sure to build balanced teams, distribute roles and tasks equally between women and men, and introduce a rotation system if necessary.
- Select the participation methods in such a way that they allow for a representative cross-section of the population in a neighbourhood. You can, e.g., use a lottery system or organise an activating survey in the public space.
- When inviting people to the participation process, use local multipliers such as associations, clubs or social institutions to balance the proportion of different social groups.
- Work with smaller groups and consider organising several different types of events rather than one large event – this will increase the diversity of the target group.
- Choose the time and place of your event so that people with childcare duties can attend. Alternatively, you can provide childcare at the event. The location should be barrier-free and easily accessible by public transport.

Real-life example "Reumannplatz"

Redesign of public space as part of the pilot project *DIE Stadt*

- Compact, low-threshold process, social area analysis in the run-up (neighbourhood walks, participatory observations, 21 qualitative interviews with local experts, short interviews with users, group discussion with senior citizens, participation in local activities/platforms, pin method, secondary analyses, etc.)
- Outreach participation and on-site planning cafés with interviews (homeless men, regulars at the playground, business people with a migration background, blind people)
- Different participation options: varying intensity and length, different times of day, multilingual staff, high proportion of women on the team
- As a particularly low-threshold method, the traditional point evaluation method was modified to differentiate by gender. At the planning café, which was held at three tables at different locations in the square, pillars were set up with sample photos of different atmospheres and possible design elements for the redesign of the square. Participants at the tables as well as passers-by were asked to stick three dots on the photo pillars. Different colour stickers were given to women and men and different sizes to adults and children/adolescents. This measure, which works without much knowledge of the language and takes very little time, creates a transparent picture of different interests and also makes it possible to specifically address under-represented groups on site. It turned out that women preferred a nature-oriented design with many green elements more than men, and children wanted cheerful outdoor furniture and equipment and water play elements.

A good overview of different formats and methods can be found in the handbook on participation (Praxisbuch Partizipation) of the City of Vienna. The descriptions of the individual methods also include information on their suitability from a gender and diversity perspective.

Find more information here

MA 18 – Stadtentwicklung und Stadtplanung (2012): Praxisbuch Partizipation: Gemeinsam die Stadt entwickeln. Online: <https://www.wien.gv.at/stadtentwicklung/studien/pdf/b008273.pdf>

Partizipationsplattform der Stadt Wien: <https://www.partizipation.wien.at/>

Stadt Wien: Smart City Wien, Rahmenstrategie 2019 – 2050. Die Wiener Strategie für nachhaltige Entwicklung. Zielbereich „Partizipation“, S. 126 – 131. Online: <https://smartcity.wien.gv.at/site/files/2019/10/Smart-City-Wien-Rahmenstrategie-2019-2050.pdf>



Legisprudence



Laws, regulations and ordinances are not automatically gender neutral. However, this is often not apparent at first glance. Therefore, it is important to analyse the impact of all forms of legislation on women and men. This is the task of legisprudence experts, who support the legislation process with factual expertise.

Legisprudence is the study of lawmaking.

Laws are not gender neutral – Examples

- Laws that increase taxation in lower income brackets affect women more than men, as they have a lower average income than men.
- Noise levels are considered in the labour and pension laws for construction workers, but not for kindergarten teachers. The physical strain on kindergarten teachers can force them into early retirement for health reasons, where they get a lower pension.
- In an Austrian city (not Vienna), prams were prohibited on public transport. This discriminated against women, who have a pram with them more frequently than men, and limited their mobility.

The function of gender mainstreaming in legisprudence

The principles of legisprudence are used by the administration to prepare draft legislation (laws, ordinances, decrees). The legal basis for the implementation of gender mainstreaming in Austria is Art. 7(2) of the Austrian Federal Constitutional Act, which states that the federal state, provinces and municipalities are committed to achieving factual equality of women and men. Measures that promote factual equality of women and men, in particular such measures that eliminate existing inequalities, are permitted. The promotion of true equality through balancing the living conditions of women and men furthers the implementation of the objectives immanent to the principle of equality, in particular the goal of equal opportunities (Rill, Heinz Peter / Schäffer, Heinz: Kommentar zum Bundesverfassungsrecht, Rz. 17 zu Art. 7 B-VG.)

Other important legal instruments at the EU level are included in the Treaty on the Functioning of the European Union, such as the aim to eliminate inequalities and to promote equality between men and women (Art. 8), ensuring equality between men and women with regard to labour market opportunities and treatment at work (Art. 153 (1)(i)), and the principle of equal pay for male and female workers for equal work or work of equal value (Art. 157).

The advisory function of legisprudence

Experts in legisprudence have an important advisory function: They evaluate draft legislation using a catalogue of questions and the 4 R method. The results of this evaluation must be stated in the material itself, in the introduction and the general section of the explanatory memorandum. This evaluation may be omitted if the draft law is expressly aimed at improving gender equality. In that case, the goals must be outlined and their expected consequences, in particular in terms of reduction of actual unequal treatment of women, described briefly.

Analysis of the status quo

The 4 R method requires the sociopolitical context to which the draft applies to be considered. This requires research on the current situation of women and men in the area to which the law will apply. If more information is needed for this (e.g. data or statistics), it must be compiled or obtained and considered in answering the questions. The regulations contained in the draft must then be related to the actual situation using the questions from the list. Not all questions have to be answered, only those that allow evaluation of the gender impacts of the draft legislation. A different, equally useful, method for evaluating the impact of draft legislation on equality can be found in a guideline on the topic by the Swiss Federal Office for Gender Equality: Leitfaden über die Folgenabschätzung für die Gleichstellung von Frau und Mann in Gesetzgebungsprojekten (<https://www.ebg.admin.ch/ebg/de/home/themen/recht/gleichstellungsfolgenabschaetzung.html>).

Tips

- A legisprudence seminar is offered at regular intervals by the Executive Group for Legal Affairs in cooperation with the Section for Gender Mainstreaming and the Wien Akademie. It provides an overview on gender mainstreaming and legisprudence as well as an introduction to the practical application of the 4 R method.
- The Vienna Equality Monitoring Report (<http://www.gleichstellungsmonitor.at/>) is a useful source of information for evaluating the status quo. It is published every three years and compiles a wealth of data on the current situation of women and men in Vienna.
- Just like technical experts are called in to advise on technical measures, equality experts should be consulted in questions of equality (e.g. employees of the Vienna Provincial Statistics Office, Municipal Department 57 – Promotion and Coordination of Women’s Issues, and the Executive Group for Organisation and Security – Section for Gender Mainstreaming).
- Remember that many colleagues in different departments have also acquired gender competence through training courses.

Core questions that should always be asked when assessing the impact of legislative measures on women and men:

- What is the purpose of the measure? What does it mean for women and men?
- Does it affect women or men disproportionately in practice (reality)? Does it affect a subgroup of women or men disproportionately, and if yes, which one (e.g. migrants, senior citizens, single parents)?
- Does this regulation bring disadvantages for women or men or a certain group of people (e.g. lesbians, gay men, transgender persons)?
- Does the regulation have a different impact on the ways in which women and men are valued?

Management tools



Modern management tools such as quality, project, and process management are the basis of ongoing improvements and better targeted services. The central question is „Who are my clients?“. The diverse needs of the different target groups have to be considered and evaluated in detail. Nothing is more inefficient than planning a project or a steering process in such a way that it does not meet the needs of the people who rely on it most.

Considering gender-specific differences in the application of management tools makes services more targeted and effective.

This also aids the management of personnel and financial resources. Therefore, gender aspects need to be considered from the very beginning in quality, process, and project management.

Checklist for developing gender-responsive management tools:

- There is no need to develop new methods for assessing gender aspects. Use the 4 R method.
- Ensure that teams are balanced, that women and men can participate equally in decisions and the assignment of tasks, and hold meetings at times that are suitable for everyone.
- When documenting projects and processes, gender-sensitive language and presentation of data should be a matter of course.

Quality management

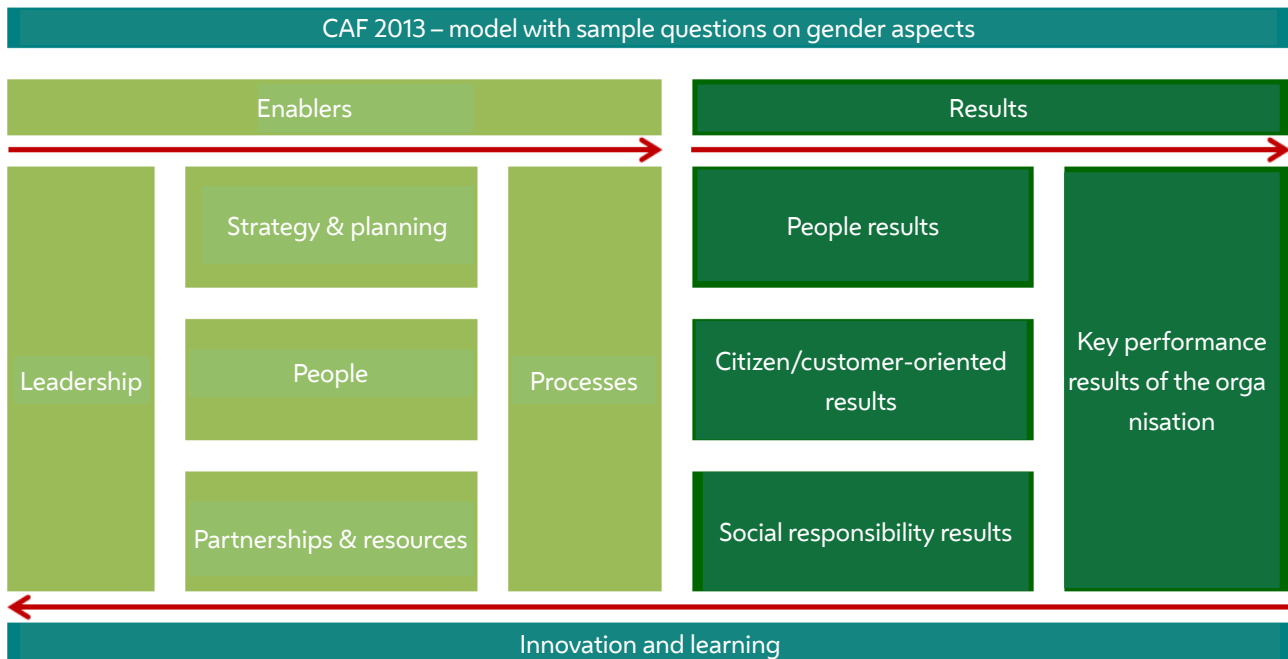
The goal of quality management is to ensure that expectations and performance match and continuous optimisation. In a comprehensive total quality management approach, considering gender aspects is essential and a central component of quality management. Modern quality management systems usually include gender-specific criteria. The Common Assessment Framework (CAF), which is also used by the Vienna City Administration, was designed to encompass gender aspects comprehensively and has been tested in practice.

CAF is a joint European quality assessment system developed specifically for the self-evaluation of services by public administrations.

To illustrate the approach, the following gives examples of gender-related questions in the different categories:

1. Leadership
Does the upper management have a positive attitude towards gender equality issues?
2. Strategy & planning
Are the gender-specific different needs of clients and users considered in strategy development and planning?
3. People
Are flexible working time models used to allow a better balancing of work and care obligations?
4. Partnerships & resources
Is gender budgeting used?
5. Processes
Does process management seek to ensure gender balance so that the interests of women and men are equally considered?
6. Citizen/customer-oriented results
Is data on service use collected and evaluated by gender?

7. People results
How well do equality measures work in practice?
8. Social responsibility results
Does the department serve as an example and have a multiplier effect in the implementation of gender mainstreaming?
9. Key performance results of the organisation
Are the main results and effects assessed and evaluated from a gender perspective (e.g. with a gender check)?



Process management

In the Vienna City Administration, countless processes take place every day. Each of these processes consists of a series of interconnected activities in which the resources (input) are efficiently transformed into services (output) and effects (outcome).

Gender-responsive process management ensures that the resources used ultimately have an equally positive outcome for all clients. Considering gender aspects in process management therefore also contributes significantly to improving process quality.

Tips

To ensure that gender mainstreaming is applied in the long term and with a high quality, it is essential to hold training courses for employees so that they can acquire gender competence.

Make the implementation of the five basic rules of gender mainstreaming one of the main goals for the entire process.

Gender mainstreaming can also be a sub-goal of a main goal in the process, e.g. by reinforcing the main goal „high process quality“ with the sub-goal “gender-sensitive data collection“.

Processes that are already in progress can be analysed with the 4 R method to critically evaluate whether they support gender equality.



Find more information here

Boldrino, Susanna et al. (Hrsg.innen) (2009): Gender in Process. Gendergerechte Prozesse an der FH Campus Wien, FH Campus Wien – Organisations- und Projektentwicklung, Wien.

MD-OS/PIKT (2016): Prozessmanagement Handbuch der Stadt Wien. Online: <https://www.intern.magwien.gv.at/md-os/ikt/prozessmanagement-handbuch.pdf>

Project management

Projects are a particularly good way of embedding and implementing gender mainstreaming in the organisation. Gender equality should be considered from the start when developing the project idea and gender mainstreaming should be defined as part of the project strategy. Consciously considering the 5 gender mainstreaming principles across all phases of the project ensures that the project orientation promotes gender equality.

The project structure should promote the balanced participation of women and men in decision-making processes in project development, and the project team should have a balanced gender ratio. At the same time, the contents of the project should also promote equality in their respective target groups. At the end of the project, it should be evaluated and its results documented with a high degree of gender competence.

Tip

Doblhofer & Küng (2008) developed guidelines that highlight necessary gender-related considerations in the individual phases of a project and support project managers in the implementation of gender mainstreaming. It is available for download at <https://www.springer.com/?SGWID=1-102-12-432899-0>.



Find more information here

Doblhofer, Doris; Küng, Zita (2008): Gender Mainstreaming: Gleichstellungsmanagement als Erfolgsfaktor – das Praxisbuch, Berlin/Heidelberg.

Gender budgeting

The City of Vienna spends a lot of money in various areas for its citizens every day. How much of this money benefits women, and how much benefits men? Gender budgeting is a tool with which you can ensure that the financial planning aspect of your activities is also gender balanced. The goal is to distribute the budget equally among women and men.



Gender budgeting was introduced in Vienna in 2005 with the decrees on budgetary planning and annual accounts. In 2009, gender budgeting was enshrined in the Austrian constitution and is now compulsory for the federal, provincial and municipal administrations.

Gender Budgeting at the City of Vienna

Gender budgeting assesses whether budget items for operating expenses are balanced in terms of gender. Internal women's promotion measures of the Vienna City Administration, such as training and education to help women get a higher-grade position, are not included in gender budgeting, as they are included in the equality programme in Vienna.

The budget of the City of Vienna includes three categories of expenses:

- Operating expenses: costs incurred by a department in the fulfilment of its tasks (e.g. purchasing books for the Vienna City Libraries, means-tested basic benefit, subsidies, investments, etc.).
- Overhead: costs generated by the department to be able to operate at in the first place (e.g. rent, computers, furniture, phones, etc.) To learn how gender equality can be considered in public procurement, see chapter "Procurement".
- Personnel costs including pensions.

Article 13(3) of the Federal Constitutional Act says: "Federation, provinces and municipalities shall aim at the equal status of women and men in budget management."

The way to a gender-balanced budget

Gender budgeting includes all budget heads on which services are charged that have gender-related relevance. The gender relevance of all budget headings must be reviewed critically every year by the authorising departments.

Step 1: Collect and analyse gender-specific data

On what did the department spend money last year?

Analyse which users benefit from the operating expenses. Collecting gender-specific data is indispensable in order to better define the target groups and optimise the services of the City of Vienna for them.

Is there data that documents the distribution of the funds among men and women? The data should be collected at the latest as part of the budget planning process for the following year.

Review existing data critically. Some data obscure the reality, e.g. because they only show the current user figures of a service but not the actual need. For details on gender-specific data collection see chapter "Data and statistics".

Gender budgeting only works if the head of department, the desk officers, and the budget officers all work together.

Step 2: Assessment and prioritisation

Define equality goals based on the results of the gender analysis. How can products and services be defined to better benefit the actual target groups and contribute to more equality? These goals also determine which measures, projects and services should be offered to meet them and how meeting the goals can be measured.

A good preliminary step in defining gender-specific goals is to review your department's measures, projects and services using the 4 R method. How to do this is explained in the chapter "The 4 R method". Next, consider how the activities of your department can contribute to more equality and participation opportunities for women and men. Formulate a goal to define what you want to achieve.

Step 3: Documentation

How to document gender budgeting at department level is defined in the respective decrees for budgetary planning and annual accounts.

Gender-specific goal:

The goals for the next year defined here describe how your products or services can contribute to more gender equality. The results must be measurable so that you can determine whether the goals are reached.

Planned user share:

This indicates the share of women and men (if it can be quantified) that you intend to reach with the measures in the next year. Departments in the area of urban planning can use the modal split, which describes the user shares of different transport modes.

Indicators:

In order to measure whether a goal has been reached, suitable indicators are required. In order to make the success visible in the annual accounts, the indicators need to be already defined in the budget. (cf. Chapter "Data and statistics")

Planned service, measure or project:

Which concrete measures, projects and services have been planned to implement each gender-specific goal?

BUDGET 20__ Fictional examples						
Department	Budget head	Gender-specific goal	Planned service, measure or project	Indicators	Planned user share	
					f	m
MA X	xxxx	Increase the feeling of security on the road	See comments	Degree of implementation / number of implemented projects	Modal split	
MA Y	yyyy	Describe the living conditions of disadvantaged women and men in Vienna	Analyse and show users of services of the City of Vienna by gender	Presentation of the results in a report		
MA Z	zzzz	Increase atypical job choices for girls and boys; reduce societal stereotypes regarding women's jobs	Presenting atypical job choices at tours for schools, companies	Number of tours; target: 50	100	0

Comments on MA X:

The following projects are to be implemented:

Musterfraustraße:

Widening the pavement and extending green light phases for pedestrians.

Herrmusterstraße:

Converting Herrmusterstraße into a pedestrian zone. Creating seating under existing trees in the pedestrian zone to improve the quality of stay in the public space significantly.

Comments:

Please use this space to describe your measures or projects more concretely.

Gender-specific goal:

At the end of the year, use the annual accounts to check whether the goals set for the year were reached. Do not define new goals in the annual accounts.

Implemented service, measure or project:

This shows the measures, projects and services that were actually implemented. If something was planned but not implemented, explain why.

Indicators:
The indicators defined in the budget show to which degree the goal was reached.

Actual user share:
This shows what the share of women and men actually was.

Annual accounts 20__		Fictional examples				
Department	Budget head	Gender-specific goal	Planned service, measure or project	Indicators	Planned user share	
					f	m
MA X	xxxx	Increase the feeling of security on the road	See comments	Degree of implementation / number of implemented projects	Modal split	
MA Y	yyyy	Describe the living conditions of disadvantaged women and men in Vienna	Analyse and show users of services of the City of Vienna by gender	Report was compiled and published		
MA Z	zzzz	Increase atypical job choices for girls and boys; reduce societal stereotypes regarding women's jobs	Presenting atypical job choices at tours for schools, companies	Number of tours: 48. Target number was 50 (2 were cancelled)	100	0

Comments on MA X:

The following projects were implemented:

Musterfraustraße:

The pavement was widened and the green light phases for pedestrians were extended.

Herrmusterstraße:

Herrmusterstraße was converted into a pedestrian zone. Seating was created under existing trees in the pedestrian zone, which improved the quality of stay in the public space significantly.

Comments:

Please use this space to describe your measures or projects more concretely.

Where gender budgeting makes a difference

Real-life example of a sports facility for young people: A discussion about the budget for a sports facility showed that boys and men used it far more than girls and women. How could the facility be made more attractive for girls and women? It soon became apparent what was missing: separate changing rooms, better opening hours, and sports that were more interesting for them. By implementing these items, it was made gender-balanced with very little effort.

Gender budgeting at district level:

Meidling, Vienna's 12th district, was the first district to implement gender budgeting in 2004. Every year, all spending that is controlled by the district is checked for gender equality. This is documented in an annotated district budget proposal. It includes:

- data on users by gender
- the measures planned for the balanced distribution of funds, and
- planned improvements to services.

Tip

You can see online what your department has published in terms of gender budgeting. Check the budget or annual accounts: <http://www.wien.gv.at/finanzen/budget/>

If you are unsure how to implement gender budgeting you can ask the employees of Municipal Department 5 – Financial Affairs and the Executive Group for Organisation and Security – Section for Gender Mainstreaming. There are also training courses for gender budgeting organised by the Executive Group Personnel and Internal Auditing, the Personnel Organisation and Development Division (Wien Akademie).

Find more information here

MA 5 – Finanzwesen (2015): Arbeitshilfe für Gender Budgeting in der Stadt Wien.

Online: <http://www.intern.magwien.gv.at/ma05/dateien/arbeitshilfe-gender-budgeting.pdf>

MA 5 – Finanzwesen (2015): Gender Budgeting auf Bezirksebene – Leitfaden:

Online: <https://www.intern.magwien.gv.at/ma05/dateien/gender-budgeting-auf-bezirksebene.pdf>

The above guideline on gender budgeting can also be ordered from MA 5 at gender-budgeting@ma05.wien.gv.at



Funding



The City of Vienna subsidises projects in various areas, e.g. in culture, research, or sports. Applying gender mainstreaming and women's promotion measures when granting funding ensures that the money also contributes to the equality of women and men.

Funding is an important steering tool, as the city administration can make grants and payment of funding subject to certain conditions. There are already some examples in the Vienna City Administration that show how gender mainstreaming can be made a requirement. Gender-responsive design of funding can be applied at different levels, and different ways of implementation may be effective depending on context.

Gender criteria can be applied either directly to the applicant or to their concrete projects or target groups.

Different levels of gender-responsive funding design

Depending on the type of organisation and organisational purpose of the applicant, gender criteria in funding can be effective at two different levels:

1. Gender criteria apply directly to the applicant: This means that the funding is awarded on condition of specific gender-related objectives, such as improving the gender balance in the team or the organisation as a whole.
2. Gender criteria apply to the specific projects or target groups of the applicant: This means that the gender-related funding criteria should ensure that the projects of the recipient of the funding promote equality in the respective target groups or that their services benefit all people equally.

Different ways of implementation

1. Gender mainstreaming as a bonus point for projects

Bonus points are an important incentive and can make the difference in the acceptance of a funding application. Therefore, bonus points can be awarded to projects applying for funding that implement gender mainstreaming measures. Granting bonus points for gender mainstreaming is particularly suited for long-term cooperation with people submitting project proposals. This method works very well for the Vienna Business Agency.

2. Gender aspects as a requirement

Another method is to make gender mainstreaming a requirement for funding. Here, the funding agency must clearly state binding gender mainstreaming criteria in the application guidelines. The payment of granted funds must be strictly tied to the fulfilment of those requirements. Experiences from funding for universities of applied sciences in Vienna show that this strategy works: When gender mainstreaming is considered in multiple consecutive project proposals, it generates new perspectives and project ideas. Regular gender evaluation reports are an effective tool for assessing whether the gender criteria are met.

3. Gender calls and focal topics

Additionally, "gender" itself can be made the (research) focus in some areas, e.g. in science and research, as the following examples show: The "Medical-Scientific Fund of the Mayor of Vienna" also subsidises research projects in the field of gender differences in the use of services, quality of service, communication and information, and the call "FemPower IKT" of the Vienna Business Agency

subsidises research and development projects in IT. A funding prerequisite for the latter is that the project is led by a woman, implemented by a predominantly female team, or focuses on gender mainstreaming as a central aspect.

4. Special promotion of women through bonus payments

In areas of society where women are still heavily under-represented, additional women's promotion measures are needed. Special bonus funding can help ensure that women are equally included and heard in project teams.

The Vienna Business Agency offers a bonus payment in many of its funding programmes. Depending on the programme, this bonus can be up to € 10,000 and is granted only to projects where women are in charge of the content. To prevent abuse of the system, the bonus payment is only made after the project has been completed.

Tips

Gender competence as a factor for success

For employees in funding agencies:

- Organise joint workshops to discuss gender mainstreaming in their funding area and identify scope for action.
- Develop a guideline on gender mainstreaming in your funding area. For example, Municipal Department 7 – Cultural Affairs developed such a guideline, which is available to the public. (<https://www.wien.gv.at/kultur/abteilung/foerderungen/gender-leitfaden.html>)
- Review the current funding practices of your department critically at regular intervals, e.g. by applying the 4 R method.

For applicants:

- Offer briefings on gender mainstreaming.
- Provide information material on gender mainstreaming.
- You can find support in the handbook on the integration of gender mainstreaming in project applications of universities of applied sciences by Municipal Department 27 – European Affairs. (http://www.lrsocialresearch.at/files/HANDBUCHGMFHWIEN_Endversion_1.pdf)

For assessment committees and juries:

- Juries should consist of an equal number of women and men. The members should have gender competence.
- The chairperson should at minimum be open-minded with regard to gender aspects and ideally be competent in gender issues and actively address gender aspects.
- Find more ideas for assessment committees and juries in the relevant chapter of this manual.

Trust, but verify:

Especially in the introduction phase it is advisable to make random checks to see whether the gender measures announced in the application are really being implemented. Experience shows that gender aspects are often not addressed with the necessary seriousness and thoroughness if there is no realistic risk of checks or feedback on their impact.

Make success visible:

All voluntary financial support, including funding, is published in the Official Gazette of the City of Vienna. Since 2015, this information has also been summarised annually in the funding report of the City of Vienna, where it is presented in a clear and uniform way, making it even more accessible and transparent. In addition, you can document and communicate your efforts and successes in gender mainstreaming in funding in a separate annual or project report of your department.



Find more information here

Leitfaden zur Genderrelevanz im Kunst- und Kulturbereich der MA 7 – Kultur (<https://www.wien.gv.at/kultur/abteilung/foerderungen/gender-leitfaden.html> – PDF: <https://www.wien.gv.at/kultur/abteilung/pdf/gender-leitfaden.pdf>)

Handbuch zur Integration von Gender Mainstreaming bei Projektanträgen der Fachhochschulen der MA 27 – Europäische Angelegenheiten (http://www.lrsocialresearch.at/files/HANDBUCHGMFHWIEN_Endversion_1.pdf)

Procurement



The City of Vienna is an important client, from procuring office materials to awarding research contracts. Since 2010, the City of Vienna has linked the awarding of public contracts to measures that promote women, thus making an important contribution to equal opportunities and gender equality.

To ensure that tendering public contracts would also have a positive impact on gender equality, the City of Vienna launched the pilot project “promotion of women and gender aspects in public procurement” in 2010. It was initially limited to two municipal departments, and then gradually expanded to other departments. A working group for the pilot project was formed under the leadership of Municipal Department 63 – Commerce and Trade, Data Protection and Register Offices, supported by the Section for Gender Mainstreaming and Municipal 57 – Vienna Women’s Affairs.

Instruments for the promotion of women and consideration of gender aspects in public procurement

According to Art. 19(6) of the 2006 Federal Public Procurement Act, the City of Vienna has three instruments for the promotion of women and consideration of gender aspects in awarding public contracts at its disposal:

1. Promotion of women as a contractual obligation

Companies that receive a contract from the City of Vienna agree to implement certain measures to promote gender equality within a fixed period of time and at least for the duration of the contract. The measures are tailored to the size and sector of the company. This currently applies to all service contracts with a minimum duration of six months and a volume of at least €50,000 that are awarded to businesses with more than 20 employees. With this measure, the City of Vienna purposely addresses larger and longer-term service contracts. The reason for this is that the City of Vienna recognises that it is very difficult to make and evaluate changes to the operational organisation of smaller businesses when the contract duration is short and the volume low. The implementation of the contractually agreed measures must be demonstrated by the middle of the contract period. Failure to do so results in a contractual penalty. A breach may also mean that the company cannot be considered for future contracts due to the lack of reliability.

As the implementation of the businesses’ promotion measures for women is only verified after tendering, once the contract is being executed, this tool has no bearing on the assessment and ranking of the offers.

Promotion of women in companies

Companies select one measure from each of four groups of measures from a catalogue of measures for the promotion of women in companies that are common throughout Europe. Support for companies is provided in the publication “Frau + Mann gleich fördern = Gewinnen! Gleichstellung als Erfolgsformel für Unternehmen” of Municipal Department 57 – Vienna Women’s Affairs (<https://www.wien.gv.at/menschen/frauen/pdf/frau-mann.pdf>).

Gender relevance questions whether and to what extent the topic and objective of a contract are relevant to gender equality. As a rough guideline, a topic is always relevant to gender equality if people are affected directly or indirectly.

The award criterion must be closely related to the content of the contract in terms of relevance.

2. Gender-sensitive needs assessment, procurement planning and performance specifications

Already in the run-up to the award procedure, the City of Vienna as the contracting authority must take into account the different realities and needs of women and men when assessing needs and planning procurement. Subsequently, the description of the services in the tender must take into account the corresponding aspects of the advancement of women and gender aspects.

In a first step, the gender relevance of a project must be checked.

If it is gender relevant, the next step is to integrate the findings of these considerations in the description of services and to document the assessment of gender relevance.

In this context, it is crucial for the employees who are responsible for procurement to be familiar with gender mainstreaming. Accompanying measures such as training courses and checklists can support staff in charge of procurement procedures. For example, the gender relevance checklist, which resulted from a cooperation between the Section for Gender Mainstreaming and all municipal departments involved in the pilot project, provides a tried and tested common framework for checking gender relevance in the course of needs assessment, needs planning and service description. (<https://www.intern.magwien.gv.at/documents/37900/5933864/Checkliste+f%C3%BCr+Genderrelevanz+Stand+2018+02+07.pdf/a58ae3fa-3840-4ab6-aa5c-2de731ecc972>)

3. Consideration of gender aspects in the formulation of specific award criteria

This means that the award criteria already contain concrete aspects that promote gender equality. The contract is thus not only awarded according to the criterion of the lowest price or the technically and economically best offer, but also within the framework of the best bidder principle by applying further qualitative award criteria that specifically include aspects that promote women and gender equality.

In order to be considered for the award of the contract at all, the companies interested in the contract must fulfil these award criteria and must be able to show that they have considered and implemented these equality-promoting measures in their company at the time of application. For example, proof of special training in the field of gender mainstreaming and the advancement of women of the persons entrusted with the execution of the contract can be required in order to ensure that the different realities of women and men are taken into account in the conception and execution of the contract.

Documentation obligation in public procurement

Pursuant to Article 136 of the 2006 Federal Public Procurement Act, the awarding of public contracts must be documented comprehensively both for contracts below and above the threshold, i.e. regardless of the volume of the contract. Similarly, the measures taken to promote women and the gender aspects considered in awarding the contract must be documented.

Using the checklist not only helps to determine the gender relevance of a service that is being tendered, but also serves as documentation of having considered gender aspects in awarding public contracts.

You can find support here

- Frauenförderung und Genderaspekt bei der Vergabe öffentlicher Aufträge – MA 63 (<https://www.wien.gv.at/wirtschaft/gewerbe/vergabe-frauenfoerderung.html>)
- Annual trainings of Wien Akademie
- Experts of MD-OS – Section for Gender Mainstreaming, MA 57 – Vienna Women's Affairs and MA 63 – Commerce and Trade, Data Protection and Register Offices

Find more information here

MA 57 – Frauenservice Wien (2008): Frau + Mann gleich fördern = gewinnen! Gleichstellung als Erfolgsformel für Unternehmen, Wien. Online: <https://www.wien.gv.at/menschen/frauen/pdf/frau-mann.pdf>

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Gender mainstreaming applied correctly



Not everything that is billed as gender mainstreaming really is. In the interest of gender equality, it is important to apply gender mainstreaming properly and not just use it as a buzzword. The tips below help you recognise how serious someone is about the implementation of gender mainstreaming in projects, applications, counselling services, etc.

Signs that gender mainstreaming is taken seriously	Signs that gender mainstreaming is not taken seriously
<p>Consequent use of gender-specific language</p> <ul style="list-style-type: none"> • Women and men are represented in both text and images in a balanced proportion 	<p>Gender-specific language is not used consistently</p> <ul style="list-style-type: none"> • Images show either more men or more women • Gender-specific language is not consistently used with the argument of women being included implicitly or poor readability
<p>Gender aspects and their implementation are described in detail</p> <ul style="list-style-type: none"> • Gender mainstreaming is directly related to the project • It is clear and comprehensible why gender aspects are relevant 	<p>Gender is tagged on</p> <ul style="list-style-type: none"> • Often, the gender aspect is only added at the end of a funding application (e.g. in a separate chapter). The women's representative is often solely responsible for it, the team is not involved • Gender aspects are not explained in the project goals and there is no consistent gender perspective throughout the project • Use of buzz phrases, such as "gender mainstreaming must be considered" or "following gender mainstreaming principles" without relating them to the topic at hand
<p>Gender is strategically embedded</p> <ul style="list-style-type: none"> • Gender aspects are consistently visible in the project definition, goals, measures and evaluation • Concrete gender goals linked to measures 	<p>Gender "is everywhere"</p> <ul style="list-style-type: none"> • The text says that gender is included everywhere, but no concrete goals or measures are described • Token women, reference to women's quotas. While the participation of women is very important, it is not in itself a guarantee for gender mainstreaming. The same goes for statements such as "the project was developed by women"

<p>Gender-specific data collection and analysis; sustainability of gender mainstreaming is ensured</p> <ul style="list-style-type: none"> • Differentiated and gender-specific perspective on target groups • Suitable indicators • If data is incomplete or missing, the attempt at differentiated analyses is shown in a comprehensible way and the problems are explained • (Compulsory) gender-specific evaluation 	<p>No gender-specific goals or analyses</p> <ul style="list-style-type: none"> • No assessment of the status quo in gender matters or gender-specific problem analysis • Equality goals are not defined • Target groups and their particular needs are not defined • Data is shown separately for women and men, but there is no gender-specific analysis or explanation • The implementation does not match the equality goals; e.g. no conclusions or consequences are drawn from an analysis
<p>Verifiable gender competence of the people responsible</p> <ul style="list-style-type: none"> • The gender competence of employees and managers is shown transparently (e.g. in a bid) through CVs and reference projects 	<p>No visible gender competence of the people responsible or other participants</p> <ul style="list-style-type: none"> • Gender advisors or women's representatives are involved but do not have any real competences or authority in the project
<p>Gender-sensitive view of different needs</p> <ul style="list-style-type: none"> • Different needs are not only noted but also taken seriously (e.g. who uses what, how and for what purpose?) • Even needs and impacts that are not directly visible are taken into account (e.g. daily trips in traffic and transport planning) • Social and power structures are made visible 	<p>Excuses are given to explain why gender-specific measures are not possible or necessary</p> <ul style="list-style-type: none"> • Measures and services are presented as gender-neutral even though a closer inspection shows they are not. Underlying structural conditions can lead to discrimination. For example, men benefit more from tax cuts for medium and high incomes than women, as more women work part time or in low-wage sectors.
<p>The gender mainstreaming measures and goals are considered in the budget</p> <ul style="list-style-type: none"> • The financial resources required for the successful implementation of the gender mainstreaming measures are budgeted • Use of gender budgeting, ensuring that women and men benefit from investments in a balanced way 	<p>The implementation of gender mainstreaming is in no way connected to the budget</p> <ul style="list-style-type: none"> • Gender mainstreaming measures are mentioned and concrete goals are included, but the resources required for meeting them are not budgeted • No use of gender budgeting. It is not possible to determine whether the planned measures and investments benefit women and men equally

Gender check

Do you want to know how your department is doing at gender mainstreaming? This gender check will help you evaluate the situation in your department. Should you notice room for improvement in any area, you can find information in the relevant chapter of this manual.



	0 = not at all , 5 = very much					
	0	1	2	3	4	5
Gender-sensitive language is used (e.g. in brochures and meetings).						
Gender-sensitive visual language is used in press and public relations work.						
The department collects and analyses data by gender.						
The department examines whether services and activities have a different impact on women and men.						
The department is familiar with the 4 R analysis method and applies it.						
Women and men are equally involved in working groups, teams, meetings, etc.						
The department has defined equality goals and communicates them.						
The equality goals are part of the office culture and the department's everyday activities.						
The department has experts for equality issues.						
The equality experts are involved in relevant planning and decision-making processes.						
Equality goals are implemented in concrete projects.						
Gender mainstreaming is embedded in the department's steering instruments.						
Gender mainstreaming is embedded in the department's controlling.						
Gender mainstreaming is embedded in the department's quality management.						
Gender mainstreaming is part of the department's personnel development.						
The requirement to apply gender budgeting has a noticeable impact on budget planning.						

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