

# GENDER MAINSTREAMING MADE EASY

Practical advice for more gender equality in the Vienna City Administration

Executive Group for Organisation, Safety and Security (MD-OS)  
Section for Gender Mainstreaming

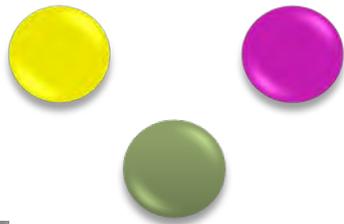


StoDt+Wien

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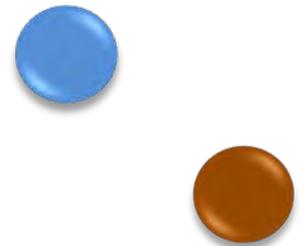
# PREFACE



Sandra Frauenberger,  
Executive City Councillor  
for Women's Issues



Erich Hechtner,  
Chief Executive Director of  
the Vienna City Admin-  
istration



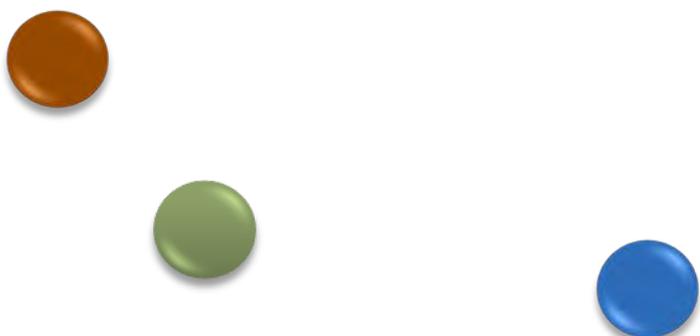
Are you reviewing a funding application, determining indicators for a controlling report or designing an information folder? These and most other activities within the Vienna City Administration are related to gender equality. At first glance, it may not be easy to tell what exactly those gender aspects are, and time constraints may keep you from considering the issue thoroughly and gaining new perspectives.

To help you in future, this new guide to "Gender mainstreaming made easy" is filled with instructions, checklists and advice on how to integrate gender issues into your daily work easily. Participate and use this manual to gain better insights into gender aspects in your area of work.

Although significant advances have been made, it is still a fact that women and men do not have the same living conditions even in Vienna. It is therefore necessary to make a differentiated analysis of the clients who use our services.

This is the only way to ensure that services are provided in an efficient and targeted manner that contributes to the equality between women and men. Every employee can contribute to more equality in their own area of work: with a respectful culture of communication, a balanced gender ratio in teams, gender-aware budgeting, and the consideration of gender aspects in management tools.

I am glad that this manual offers further instructions and advice for the implementation of gender mainstreaming in your everyday work.





## 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 examples in this publication will show you that gender mainstreaming is easier than you think. Whatever your department or position, this manual will give you practical advice for more equality in the Vienna City Administration.



### **How do I use it? – Practical advice on gender issues**

This publication is intended as a reference manual for your daily work. It does not describe theories in detail. The keywords in the table of contents provide a quick reference for different topics and tasks – e.g. "How can I organise a meeting in a gender-aware way?" or "How should I use gender-sensitive language?". Thanks to this clear structure, you do not need to read the entire manual.

Its format is flexible: Some pages contain handy tips that you can print out and pin up in your office. A lot of the advice is provided as checklists – just cut out the lists that are most relevant for you.

The links to other materials and recommended reading are kept up to date in the online version of this manual.

**Use it – and get "gender smart"!**

### **Gender mainstreaming – what is that about?**

Gender mainstreaming is originally an English term that is now used internationally. "Gender" refers to one's "social gender" rather than just the biological differences between women and men. It also includes one's upbringing according to certain gender roles, social expectations and norms.

"Mainstreaming" refers to assessing the implications of actions on women and men. Equality is not just a separate subject area (such as education or transportation) – it is a (natural) part of all areas.

Gender mainstreaming is an equality policy strategy that is recognised and used internationally.



### **Why does the Vienna City Administration need gender mainstreaming?**

Women and men do not have the same living conditions and opportunities in our society. This leads to different interests and needs, which must be considered in all decisions, projects, and plans of the city administration.

The application of gender mainstreaming ensures that the products and services of the City of Vienna contribute to promoting the equality of women and men in our city.

We are looking forward to further cooperation on this subject and hope that this manual will help you and give you new ideas for your daily work with gender mainstreaming.

*MD-OS, Section for Gender Mainstreaming*



# GENDER MAINSTREAMING IS FOR EVERYONE

The strategy of gender mainstreaming concerns everyone: women, men and transgender persons. Its aim is to reduce gender-related inequalities.



## Gender mainstreaming requires a comprehensive approach

Gender equality remains an important topic, as 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 these inequalities. The objective is to take into account the living and working conditions of women and men in planning, implementing and evaluating measures. Only if we recognise and consider these differences can we avoid unequal treatment.

Equality is not only an important issue when it comes to pay or personnel development. A comprehensive approach is needed to promote the true equality of women and men. Gender aspects must, therefore, 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).

## Gender mainstreaming and promotion of women

Women are usually the ones most affected by gender-based inequalities. Therefore, both gender mainstreaming and promotion of women should be applied to complement one another. Specific promotion of women aims to make inequalities visible, rectify them, and provide special support (“repairing issues”). Gender mainstreaming uses those findings and attempts to change regulations and ways of thinking in the long term so that inequalities no longer occur in future (“prevention”).



Promotion of women	Gender mainstreaming
directed at women	considers the situations of women and men
aims to rectify existing unequal treatment of women	aims to change frameworks and structures that create inequalities
provides measures for women	integrates an equality perspective into all measures

Recommended reading:  
Bergmann, Nadja / Pimminger, Irene (2004): Praxis-Handbuch Gender Mainstreaming

MA 57 – Frauenförderung und Koordinierung von Frauenangelegenheiten (Hrsg.in) (2009): Das Rollen.Bilder.Buch. Zur Selbstreflexion für Groß und Klein Wien

## Typically female – typically male

Even though laws and regulations have granted women and men equal rights and duties since the 1970s, gender roles are still very present in our society. The division into “typically female” and “typically male” still dominates our thinking and limits the scope of action and development of girls and boys, women and men. Although the boundaries between what is considered female or male are more fluid than 30 years ago, female apprentices still predominantly go into retail or hair-dressing, while male apprentices tend to choose technical or manual trades. There is still little question which parent takes longer parental leave or starts working part-time once a couple has children, who is generally chosen for promotion, and who earns more and who earns less in the same job.

Measures that could help change these stereotypical gender roles have to be applied at many different levels and are only effective when applied together. This includes:

- Promotion of women, youth work with girls, empowerment
- Working with young boys and developing concepts for new male roles
- Gender-sensitive career orientation in schools and awareness-raising among teachers
- Use of gender-sensitive language
- Portraying women and men in texts and images in ways that do not adhere to stereotypes of female and male roles
- Supporting women, girls, men and boys in “atypical” gender roles
- etc.

A world without stereotypical roles would allow women and men to choose their profession and way of life depending on their own talents, interests and preferences.



## Men and gender mainstreaming

The roles of women and men have changed considerably over the last decades. For men, this major change happened quietly, but current surveys and trends show that most men have long since changed their attitude towards equality. For the majority of men, it is natural for women to have equal rights as men. This has changed many things for men: For example, they no longer have to bear the sole responsibility of providing financially for the family, they can spend more time with their children, and they can afford not to pursue a career if they prefer to focus on their family. This shows that men can also benefit from equal opportunities measures.

**Recommended reading:**  
Wippermann, Carsten /  
Calmbach, Marc / Wippermann,  
Katja (2009): Männer: Rolle  
vorwärts, Rolle rückwärts.  
Identitäten und Verhalten von  
traditionellen, modernen und  
postmodernen Männern,  
Leverkusen

Many men also question outdated male gender roles in their own interest. The risks of traditional male roles are evident: In Austria, men die approximately five to six years earlier than women, commit suicide approximately three times as frequently, they are much more likely to commit a serious crime, are very often the victims of violence by other men, have a higher risk of addiction, are more likely to be lonely in old age, and are often not able to maintain a good relationship with their children after a separation or divorce. Men's counselling centres have been active in Vienna for more than 25 years to help men in crises.

Men also suffer from the traditional roles and the classical division of labour between women and men. If they do not live up to those roles, men may also be discriminated against by other men. What can men gain by becoming involved in gender mainstreaming? A lot – because it makes it easier to balance one's job, relationship, childcare and leisure time and has health benefits.

## Lesbians, gay men and transgender persons

Approximately 180,000 lesbian, gay, and transgender persons live in Vienna. Although it has become easier to talk about sexual orientation and gender identity, there is still much prejudice against lesbians, gay men and transgender persons in our society. These prejudices cause many people in same-sex relationships to keep their sexual orientation and their partners a secret, often even from their own family or colleagues. If they are more open about it, they often experience minor and major acts of discrimination in their daily lives. Transgender persons, i.e. persons whose gender identity does not match their assigned sex, are also often confronted with people who are uncomfortable with them. All services of the City of Vienna must be available to all citizens without restrictions, regardless of their sexual orientation or gender identity.

### **Tips:**

- In forms, list registered partnerships as an equal option alongside marriage.
- Lesbians, gay men and transgender persons also have relationships and families, and there is no qualitative difference between their relationships and those of their heterosexual colleagues. Take this into account when planning services or work schedules.
- Use inclusive language that does not discriminate against people with different sexual orientations or gender identities.

**Find more information here:**  
Gesetz zur Bekämpfung von  
Diskriminierung (Vienna Anti-  
Discrimination Act)



**Diversity encompasses the following areas:**

Gender, age, sociocultural background, religion/spirituality, mental and physical skills, and sexual orientation

**Gender mainstreaming and diversity management**

Gender mainstreaming focuses on gender-specific differences in society and life first and the differences within each gender (age, background, etc.) second. Diversity management considers all differences equally. Its main focus is on identifying where existing differences lead to unequal treatment or valuation.

Gender mainstreaming	Diversity management
Starting point: gender-related differences	Starting point: a lack of respect for the diversity of society
Origins: feminist critique of development policies, scientific discourse on fairness	Origins: anti-discrimination policies and US civil rights movement, business management concept
Objective: overcoming the existing order of genders	Objective: perception, appreciation, targeted promotion and utilisation of the diversity of individuals within and around organisations



Recommended reading:  
Appiano-Kugler, Iris / Kogoj, Traude (Hrsg.innen) (2008):  
Going Gender and Diversity,  
Wien



# THE FIVE PRINCIPLES OF GENDER MAINSTREAMING

If you follow these five principles, you will notice that gender mainstreaming is easier than you think.

## **Principle No.1:**

### **Gender-sensitive language.**

When referring to or addressing both women and men in writing or in speech, make both visible.

## **Principle No.2:**

### **Gender-specific data collection and analysis.**

Services and products can only be designed to meet the needs of your target group if you have data on both women and men. All data must be collected and shown by gender.

## **Principle No.3:**

### **Equal access to services.**

Consider the frequently different circumstances of women and men when planning services.

## **Principle No.4:**

### **Women and men are equally involved 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.

## **Principle No.5:**

### **Equal treatment is integrated into steering processes.**

To ensure sustainable equality policies, gender mainstreaming must be a part of steering systems such as controlling and quality management and of all evaluations.

# THE 4 R METHOD

The 4 R method is a very simple but highly successful gender analysis tool. It is the basis for the application of gender mainstreaming in most areas addressed in this manual.

The 4 R method is based on one core question:

## Who (**r**epresentation) gets what (**r**esources) and why or why not (**r**eality and **r**ights)?

Reality refers to the different living conditions and situations of women and men.

Each of the four areas comes with a number of individual questions (see below). With these simple questions, you can examine different areas of work, products and services for their gender impact. The 4 R method is originally from Sweden and is used across Europe – including the City of Vienna.

### 1. Representation

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

- Do you know the exact numbers? Or can you estimate the ratio?
- Who needs this service particularly?
- Who cannot use the service?

Where possible, you should also consider other factors such as age, income situation or migration background.

*Examples:*

Who receives certain welfare benefits? Who uses a subsidised sports facility? Who uses parks and public swimming pools? Who uses information and help lines?

### 2. Resources

How are financial and other resources (time, access to information, space) distributed between women and men? Do all users have equal access to information about the services?

- What kind of impact do the services have on the distribution of time, space and money between women and men?
- Do the services take in account the different living circumstances (e.g. available time, income, education)?
- Do women and men really have the same opportunities to use the services?

*Examples:*

Who claims more space in parks, playgrounds or waiting rooms? How long are hospital stays? How much room do homeless shelters have for women and men? Do information brochures address women and men equally?

The 4 R method as a gender analysis tool asks the following questions:

- WHO (**r**epresentation) gets
- WHAT (**r**esources) and
- WHY (**r**eality and **r**ights) or WHY NOT?



### 3. Reality

Why is the situation what it is? How can it be changed? This step is a first assessment of the background and causes of gender differences. It questions roles, values and traditional ways of doing things.

- Are the different interests and needs of women and men taken into account?
- Are women and men who, e.g., seek advice faced with different attitudes or preconceived notions?
- Is there a factual reason for the different treatment of women and men or might it even be necessary in order to eradicate discrimination?



#### *Example:*

Girls and boys have the same general access to sports facilities. However, due to different values in their upbringing, role models and the portrayal of sports in the media, they are not interested in the same kinds of sports. Without targeted support and promotion, girls do not have the same opportunities when it comes to sports as boys do.

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

### 4. Rights

Does the legal framework provide sufficient protection from disadvantages and discrimination? Do not only consider laws but also ordinances and internal regulations (e.g. access to subsidies or opportunity to use a facility).

- 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 regulations are needed to ensure equal opportunities?

#### *Examples:*

Do the legal regulations concerning opening hours take into account different life and work rhythms (e.g. opening hours of kindergartens, counselling centres or public offices, school holiday care for children)? Do laws concerning the minimum width of sidewalks consider the needs of pedestrians or people with prams?



#### **tip**

It is important to apply all four steps of the 4 R method in order. Even parts that may seem irrelevant at first often turn out to be important.



#### **tip**

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. However, even on your own it can help you can gain valuable and interesting insights for your work.

# LANGUAGE

The City of Vienna aims to eliminate discrimination and unequal treatment in all areas of life. Making women and men visible in language is essential for reaching that goal.



Waltraud Rumpl,  
Municipal Department 53,  
Head of the Information Services of the City of Vienna  
“In journalistic writing, where space is at a premium, it is worth thinking about wordings that address both women and men. We have had good experiences with this in the wien.at media.”

Please note:

Don't forget to check your endings!

If you are using the split form, omitting the “In” or “Innen” ending should leave you with a correct form of the word.

E.g.: die Mitarbeiter&lt;Innen >>

die Mitarbeiter ☺

die PädagogInnen &lt;>>

die Pädagog ☺

Language shapes our thinking and our ideas of gender roles. Its influence should not be underestimated, for the spoken and written word also convey images. It is not enough to say or write that gender-specific terms “apply to women as well”. If a German text uses the traditional male forms for experts (Experten) or department heads (Abteilungsleiter), readers automatically think of men, while words such as nurse (Krankenschwester) or midwife (Hebamme) evoke the image of a woman. In the long term, language can reinforce traditional gender roles. Gender-sensitive language is necessary to break up these roles.

Language is strongly influenced by what we are used to. Most of us grew up with a use of language that emphasises men. However, language is in constant flux and can therefore always be (re)shaped.

## Gender-sensitive language in the Vienna City Administration – the three main principles

**With nouns** that refer to people and have both a female and a male form, it is best to use both because this addresses everyone equally, e.g. “Mitarbeiterinnen und Mitarbeiter”. Always list the female form before the male form.

**The shorter version** of this is the split form with the majuscule letter I in the word to denote the female form (“Binnen-I”). Using the female and the male form can cause space issues in headings, intranet or Internet texts, tables, forms or e-mails. The capital I is a good solution to this, shortening “Mitarbeiterinnen und Mitarbeiter” to “Mitarbeiter&lt;Innen”, where the majuscule I indicates that it refers to both forms.

**Gender-neutral** wording is a good alternative if using the female and male form together makes a text hard to read. This can be the case in legal texts with lots of repetitions.

*Instead of “Fahrkostenbeihilfe gebührt nur Schülerinnen und Schülern, die auch Heimbeihilfe beziehen”  
use “Wer Fahrkostenbeihilfe beantragt, muss einen Heimbeihilfebezug nachweisen”.*

*Instead of “Abteilungsleiterinnen und Abteilungsleiter”,  
use “Abteilungsleitung”.*

### Tip:

Be creative and mix these three rules. Using only the first or second form is good, but the most important thing is to speak and write in a gender-sensitive way in the first place.

For more detailed information on gender-sensitive language, see the style guide of PID, Municipal Department 53 – Press and Information Services:  
<http://www.wien.gv.at/styleguide/autor/gleichstellung/index.html>

## German indefinite pronouns are not neutral

When using indefinite pronouns such as somebody/anybody/nobody (“jemand”, “jeder”, “keiner”, “niemand”) in German, please note that they also indicate gender.

*Instead of “Jeder legt Wert darauf, einen guten Platz zu bekommen.”*

*use „Alle legen Wert darauf, einen guten Platz zu bekommen.“*

*Instead of „Man wundert sich ...“*

*use „Viele wundern sich ...“*

## Avoid references to gender roles

Avoid using expressions or sayings that refer to female and male characteristics:

*Instead of saying “Sie löste das Problem staatsmännisch” (“Her solution to the problem was statesmanlike/masterful”)*

*use “Sie löste das Problem ausgezeichnet” (“Her solution to the problem was excellent”).*

*Instead of “Jetzt geht’s darum, den Betrieb wieder auf Vordermann zu bringen.”*

*Use “Jetzt geht’s darum, den Betrieb wieder in Schwung zu bringen.”*

*Instead of “Um des Verkehrschaos Herr zu werden ...”*

*use “Um das Verkehrschaos zu lösen ...”*

## Academic titles and job titles

The use of academic titles and titles granted through tenure or promotion has a long tradition in Austria and still plays an important role in Austrian social and working life. When using them, use a form that makes both women and men equally visible, also in abbreviations.

*Doktor, Dr.*

*Magister, Mag.*

*Diplomingenieur, DI*

*Obermagistratsrat, OMR*

*Technischer Amtsrat, TAR*

*Doktorin, Dr.<sup>in</sup>*

*Magistra, Mag.<sup>a</sup>*

*Diplomingenieurin, DI<sup>in</sup>*

*Obermagistratsrätin, OMR<sup>in</sup>*

*Technische Amtsrätin, TAR<sup>in</sup>*

**PLEASE NOTE:** In official documents (administrative decisions, IDs etc.) abbreviations of academic titles should still be used without the female ending pursuant to the University Act and a recommendation of the Austrian Federal Ministry of Science and Research.

Superscripting the ending “in” or “a” is sometimes difficult or impossible, e.g. in e-mails. In such cases it is acceptable to use regular type.

### Tip

For a comprehensive list of titles granted by the City of Vienna, see [www.wien.gv.at/recht/landesrecht-wien/rechtvorschriften/pdf/d0800600.pdf](http://www.wien.gv.at/recht/landesrecht-wien/rechtvorschriften/pdf/d0800600.pdf)

## Gender-sensitive language – in all languages!

Use gender-sensitive language when translating or writing a text in another language.

Some English examples – gender-neutral nouns:

*Instead of man und mankind*

*use people, women and men, the public, society.*

*Instead of chairman*

*use chairperson.*

Use the plural:

*Instead of “The employee is usually appointed on the basis of his training”*

*use “Employees are usually appointed on the basis of their training”.*

*You can also use both pronouns (“she or he”) or the neutral pronoun “they”.*

For more examples of gender-sensitive language in English, French and Spanish, see the following page of the United Nations Educational, Scientific and Cultural Organization (UNESCO):

<http://unesdoc.unesco.org/images/0011/001149/114950mo.pdf>

**PLEASE NOTE:** List the female form first in English as well.

## PUBLIC RELATIONS AND INFORMATION

Public relations and information material of the City of Vienna should give both women and men a voice and make them equally and equitably visible.

Pay attention to the posture and arrangement of women and men! 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.

While in the picture above, the man is sitting on the bicycle and seems very dynamic, this one looks like the two men have to help the woman onto the bicycle. The men also seem more "important" due to the clothing chosen (men in suits, woman in casual wear). This is also better in the previous picture.





## Contents

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

- Address differences between women and men: If there is separate data for women and men, pointing out the differences can enrich your text.
- Break clichés: Many articles contain hidden clichés and stereotypes. Reverse them: How does a sentence sound if you switch women and men?
- Ensure that women and men are represented equally in quotes and pictures.

## Images and symbolism

It is important to ensure that women and men are portrayed equally in illustrations. The objective is not to use clichés but instead show many 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 family lives.
- Pay special attention to the posture and arrangement 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 listed equally.



You can find further information on images and how to use them in the diversity category "gender" in the style guide of PID, Municipal Department 53 – Press and Information Services: <http://www.wien.gv.at/styleguide/formate/bilder/sprache-geschlecht.html>

### Why is gender-balanced portrayal in pictures necessary?

In the long term, images can contribute to strengthening or questioning traditional gender roles. Photos that show men supervising the children's homework or women repairing copying machines make these roles more socially acceptable. Images influence our awareness and our ideas of gender roles. Their impact should not be underestimated.

## EVENTS

Events hosted by the City of Vienna convey an image of the city government and administration. Therefore, women and men should be addressed equally. Gender mainstreaming must be considered in the planning and implementation of events.

### 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 is the reverse also true?

### Gender-aware advertising and documentation

Ensure the use of gender-sensitive language and non-discriminatory portrayal of women and men.

### 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 the event addresses traditional “men’s topics”, ask yourself what aspects women could be interested in. 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. If participants address equality issues, they must be taken seriously and discussed.

### Consider childcare

Select a place and time for your event that allows people with small children to attend as well. Childcare at the venue or a childcare voucher can be helpful.

#### Event organisation checklist:

- How many women and how many men are involved in the preparation and what are their roles?
- How many female and how many male speakers will there be? Will they be equally visible?
- What is the target group of the event and who is it composed of?
- Does the promotion of the event adhere to the principles recommended in this manual?
- Do your moderators have gender competence?
- Are the location and time suited for people with small children?
- Can the list of participants be used to evaluate the number of women and men for the documentation?



# 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 in a gender-specific way.



Gustav Lebhart, Municipal Department 5, Head of the Vienna Provincial Statistics Office  
“Gender-specific data is important. It increases the quality of statistical information and gives us a new perspective on evaluation parameters.”

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 must be made to achieve the equality of women and men, of girls and boys.

## Gathering data for gender statistics

Gender-specific data gathering and analysis have become common practice. However, there are still blanks on this map that have to be filled in to show the full picture.

In order to be able to draw conclusions and relate the results to the social context it is often not sufficient to just gather separate data on women and men. Gender statistics often require additional data, such as age, level of education or income status. Combining all this data allows us to make well-founded gender analyses – of course keeping in mind limitations imposed by privacy laws. Gender statistics reflect the living situations of women and men.

Please note: It is often necessary to differentiate further. Sometimes there may be a bigger difference between, e.g., women with children and women without children than between women and men.

## Uses of gender-specific data



Analysing statistical data by means of gender indicators allows the City of Vienna to manage its services better. Only if we know our target groups can we tailor our measures to fit them. Two examples:

### Libraries – continuous user analyses



The analyses of library users show clearly that from age 12 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.

### 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 the wrong conclusion. The numbers show clearly that night shelters are used nearly exclusively by men. Based on this, we might conclude that “homelessness is a male phenomenon, so we do not need services for homeless women”. This fallacy is the result of looking only at the current user figures. The causes of homelessness are different for women than for men and they react differently to the situation. Shame and, frequently, experiences of sexual violence 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 experiences from women’s counselling facilities.



## Indicators

Indicators are variables that show whether a measure was successful or a goal was reached. They can be quantitative (numbers, rates) or qualitative (e.g. satisfaction, measured via surveys). Indicators must yield comparable data. They can also visualise trends over time to show desired and undesired developments.

## What should you keep in mind when selecting and defining indicators?\*

- Start by defining the fact that you want the indicator to describe as precisely as possible. Determine goals whose fulfilment you want to observe in advance. It can be helpful to split the fact or the goals into sub-components or to delimit them in some way.
- Next consider what data or observable features can make the fact visible or show whether the goals have been reached. It may be necessary to define concepts precisely.
- For “big” issues (e.g. the state of equality on the labour market) you may have to determine several indicators.
- You should always be able to explain your choice of indicator logically and in a way that is comprehensible to others even after the fact.
- Often there are several different data sources available for different indicators, e.g. for gender-specific income differences. Consider and determine in advance which data sources you will use. A consistent approach is particularly important for comparisons over time.
- Even if they appear objective, indicators can often contain value judgements. Keep this in mind.

*Please note:* You can find publications concerning the definition indicators on the page “Publikationen – Statistik und Analyse” (<http://wien.gv.at/statistik/publikationen/index.html>)

\* Source: Pölsler, Gerlinde: Gendersensible Statistik. Fakten über Frauen und Männer ins Bild rücken – Veränderungen ins Rollen bringen, herausgegeben von der Entwicklungspartnerschaft POP UP GeM und PERIPHERIE – Institut für praxisorientierte Genderforschung, Knittelfeld, pp. 32–35

## Recommendations for the interpretation and visualisation of data

### Relate data to each other.

E.g.: “Women in Austria earn a third less than men.”

### Try reversing such statements

In this case, “Men in Austria earn 1.5 times as much as women” is correct as well. Nevertheless, the first statement seems more familiar because we have heard it more often. Decide which statement you want to make depending on the situation.

### 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. E.g.: 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, measures should focus particularly on boys.

### Examine the indicators closely!

Indicators must always be examined closely to avoid unintentionally problematic statements. Analyses often only make sense if you look at several indicators at once and how they relate to each other. E.g.: 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 could be because 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. Indicators must always be analysed in conjunction with others.



### Lack of space is no excuse

“There’s no space” is a frequent response to the question why gender-relevant data is not shown, e.g. in tables. There is an easy solution: Show only an excerpt of the table in the text and put the full table in the appendix.

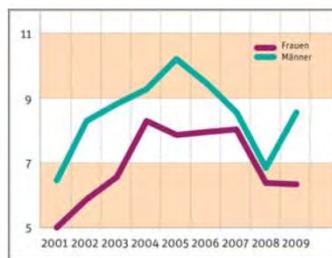
### In reports, do not confine gender-specific content to a special chapter – integrate it into the entire text

Women and men should be visible throughout the whole text and portrayed as equals. 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.

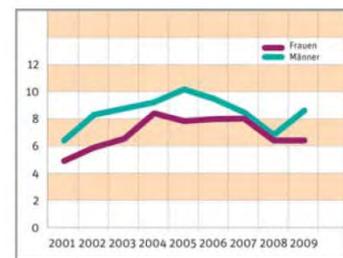
### Graphics should not distort the truth

The scale chosen can overemphasise or underemphasise differences between women and men. Visualisations must portray the results of the data adequately. The example below shows the unemployment rates of women and men in Vienna between 2001 and 2009. Both graphs show the same data. However, the differences between women and men seem considerably larger in the left one (with a reduced scale of 5 to 11) than in the one on the right (with the full scale of 0 to 12). The graph on the right (with the full scale) is a better portrayal of reality.

Don't do this:



Do this:



Unemployment rate in Vienna by sex (international definition, 2000-2009; Source: Statistisches Jahrbuch der Stadt Wien, 2010; p. 132, table 8.2.3)

### Where to find help:

If you are planning to produce or commission a database or a report with a large volume of data, get feedback from the colleagues at the Vienna Provincial Statistics Office first. They will be happy to support you with their expertise. If there are statistics or indicators available for your area of work but you are not sure how to interpret them in a gender-specific way, the following offices will be happy to help:

- Municipal Department 57 - Promotion and Coordination of Women's Issues
- MD-OS, Section for Gender Mainstreaming
- Office of the Equal Opportunities Advisor



# GENDER BUDGETING

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

Art. 13 (3) of the Austrian Federal Constitution states: "Federation, provinces and municipalities must aim at the equal status of women and men in the budget management."

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 Federal Constitution as well.

## Where is gender budgeting applied in the City of Vienna?

Gender budgeting assesses whether the budgets for operating expenses are equally balanced between women and men. Internal women's promotion measures of the city administration, such as training and education to help women get a higher grade position, are not included in gender budgeting.

## The budget of the City of Vienna encompasses three categories of expenses:

- Operating expenses: costs generated by a department by fulfilling its tasks (e.g. books for the Vienna City Libraries, welfare benefits, subsidies, investments, etc.).
- Overhead: costs generated by the running of a department (e.g. rent, computers, furniture, phone service, etc.). Gender equality can also be considered in procurement – see chapter "Procurement" [pp. 24 f.].
- Personnel costs including pensions.

## How to make a gender-balanced budget

*Please note:* Gender budgeting only works if the head of the department, the desk officers and the budget officers work together.

### User analysis

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 define the target groups better and make the services of the City of Vienna better suited to the target groups. Is there data that documents the distribution of the funds among women and men?

#### **Yes: evaluate!**

Make a gender-specific analysis of the data collected over the year.

#### **No: estimate!**

This will show you which data you need. Plan to gather that data next 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" (pp. 17 ff.).

\* e.g. Erlass vom 11.7.2011, MA 5-12/2011, Erstellung des Voranschlages 2012, Erlass vom 10.12.2010, MA 5-7359/2010, Rechnungsabschluss 2010

### Equality goals

Evaluating the measures, projects and services of your department with the 4 R method creates a good basis on which to define gender-specific goals. The method is explained in the chapter "The 4 R method" [pp. 10 f.]. 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.

**Gender-specific goal:**  
These goals for the next year describe how your products or services can contribute to gender equality. The results must be measurable so that you can determine whether the goals are reached.

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

**Indicators of success:**  
In order to measure whether a goal has been reached, suitable indicators are required. In order to make the success visible in the annual report, the indicators must already be defined in the budget (cf. chapter "Data and statistics", [pp. 17ff.])

BUDGET 2013						
Fictional examples						
Department	Budget head	Gender-specific goal	Planned services, measures or projects	Indicators of success	Planned user share	
					f	m
MA X	xxxx	Equal access for women and men to the education programme of MA X	<ul style="list-style-type: none"> <li>Gender-aware advertising of the events</li> <li>Gender-aware teaching methods and content</li> </ul>	Evaluation of participants. Objective: increase number of male participants from 180 to 250	50	50
MA Y	yyyy	Describe the living conditions of marginalised women and men in Vienna	Analyse and show users of services of the City of Vienna by gender	Present results in a report		
MA Z	zzzz	Increase the share of girls and boys choosing atypical professions; reduce social stereotypes regarding "women's jobs"	<ul style="list-style-type: none"> <li>Present atypical women's jobs in MA Z at the Vienna Daughters' Day</li> <li>Present atypical jobs in tours for school classes, companies</li> </ul>	Vienna Daughters' Day participants, goal: 30 Number of tours, goal: 50	100	0

**Planned user share:**  
This indicates the share of women and men (if it can be quantified) that you intend to achieve with the measures.

### Indicators

Indicators are variables that show whether a measure was successful or a goal was reached. They can be quantitative (numbers, rates) or qualitative (e.g. satisfaction, measured via surveys). Indicators must yield comparable data. They can also visualise trends over time to show desired and undesired developments.

**Gender-specific goal:**  
At the end of the year, check whether the goals set in the budget were reached. Do not define new goals in the annual accounts.

**Implemented services, measures or projects:**  
List the measures, services or projects that were actually implemented. If something was planned but not implemented, explain why.

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

ANNUAL ACCOUNTS 2013						
Department	Budget head	Gender-specific goal	Implemented services, measures or projects	Indicators of success	Actual user share	
					f	m
MA X	xxxx	Equal access for women and men to the education programme of MA X	<ul style="list-style-type: none"> <li>Gender-aware advertising of the events: must be intensified further</li> <li>Gender analysis was used to evaluate course subjects and reform them in a gender-aware way</li> </ul>	Number of male participants was increased to 200 (goal was 250)	56	44
MA Y	yyyy	Describe the living conditions of marginalised women and men in Vienna	Analyse and show users of services of the City of Vienna by gender	Report was published		
MA Z	zzzz	Increase the share of girls and boys choosing atypical professions; reduce social stereotypes regarding "women's jobs"	<ul style="list-style-type: none"> <li>Present atypical women's jobs in MA Z at the Vienna Daughters' Day</li> <li>Present atypical jobs in tours for school classes, companies</li> </ul>	Vienna Daughters' Day participants: 35 (goal: 30) Number of tours: 48 (goal: 50 – 2 were cancelled)	100	0

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

**Analyse large budget items and find room for manoeuvre**

Find focal points for gender budgeting: Select large budget items and items where you really have room for manoeuvre and can improve gender equality.



## Where gender budgeting makes a difference: Real-life examples

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

Recommended reading:  
Frauenberger, Sandra (2011):  
Gender Budgeting in Wien, in:  
KDZ – Schriftenreihe, Bauer,  
Helfried / Biwald, Peter / Dea-  
ring, Elisabeth (Hrsg.Innen):  
Gutes Regieren: Konzepte –  
Realisierungen – Perspektiven,  
Wien–Graz

### 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.

It includes:

- data on female and male users
- planned measures for the equal distribution of funds
- planned improvements to services

*For more information on the pilot district Meidling see:*  
Folder – Meidling – PLATZ FÜR ALLE. Gender budgeting:  
<http://www.wien.gv.at/bezirke/meidling/pdf/genderbudgeting.pdf>



### Tip

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

Further materials:  
You can find the gender budgeting tool here:  
<http://www.intern.magwien.gv.at/ma05/statistik/arbeitshilfe-gender-budgeting.pdf>

### Where to find help:

- 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, Personnel Training Department.



# PROCUREMENT

The City of Vienna awards many contracts, from office materials procurement to research contracts. Due to its size, the financial volume of these contracts is considerable.

Applying gender mainstreaming and promotion of women in procurement ensures that the money also contributes to the equality of women and men in private business.



In order to have a larger impact on companies interested in public tenders, the City of Vienna is implementing the pilot project "Promotion of women and gender aspects in public procurement" gradually. In the first step, Municipal Departments 54 – Procurement and 27 – EU Strategy and Economic Development were placed in charge of awarding service contracts.



Andrea Hlavac, Municipal Department 54, Head of Department

“Gender awareness has long been a part of our daily work at Municipal Department 54 – Procurement. All product and service procurements are subjected to a gender check. Regular training measures for senior staff in all aspects of gender mainstreaming is a prerequisite for this. “

The City of Vienna is not the only entity to do so; other Austrian cities, provinces and the federal government are working on similar pilot projects.

### The pilot project

Decree MDS-K-529/10 issued on 29 September 2010 by the Chief Executive Director of the City of Vienna states that in the course of the pilot project, Municipal Departments 27 – EU Strategy and Economic Development and 54 – Procurement must adhere to the following principles:

#### 1. For service contracts, tenderers must commit to the implementation of measures for the promotion of women in their tender and furnish proof thereof within a given timeframe.

This currently applies to all service contracts with a minimum duration of six months and an estimated volume of at least €40,000 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. At this level, organisational changes can actually be implemented by private businesses.

Please note: This tool has no bearing on the assessment and ranking of the offers. The implementation of women's promotion measures is only verified once the contract is being executed.

#### Promotion of women in businesses

Companies select one measure from each of four categories from a catalogue of women's promotion measures in businesses that are commonly applied in Europe. Municipal Department 57 – Promotion and Coordination of Women's Issues has produced several publications to help businesses implement promotion of women and gender mainstreaming.

#### 2. Promotion of women and gender aspects must be considered in demand assessment, procurement planning, and specification of services.

Employees working in procurement must consider these aspects in advance.

*Example:*

If a study is to be commissioned, the service description in the invitation to tender can be formulated in such a way that the different needs and perspectives of women and men are considered.

#### 3. Women's promotion and gender aspects can be taken into account when formulating concrete award criteria.

Gender aspects can be considered when formulating concrete award criteria within the context of the "best bidder" principle.

*Example:*

Proof that those responsible for carrying out the contract have special training in the field of gender mainstreaming and promotion of women.

#### Where to find help:

Training courses organised by the Executive Group Personnel and Internal Auditing, Personnel Training Department.

Recommended reading:  
MA 57 – Frauenförderung und Koordinierung von Frauenangelegenheiten (2008): Frau + Mann gleich fördern = gewinnen! Gleichstellung als Erfolgsformel für Unternehmen, Wien



Oliver Kreß, Municipal Department 27 - EC Strategy and Economic Development, Section for Labour and Economy

“Gender mainstreaming has generated new impetus at Vienna’s universities of applied sciences, particularly in technical fields.”

## SUBSIDIES

The City of Vienna subsidises many cultural, research, sports and other projects. Applying gender mainstreaming and promotion of women when granting subsidies ensures that the money also contributes to the equality of women and men.

Subsidies are an important steering tool, as the city administration can make the granting and payment of subsidies subject to certain conditions. There are already some examples in the Vienna City Administration that show how gender mainstreaming can be made a requirement. There are different possibilities, depending on the context.

### Different methods

#### 1. Bonus points for gender mainstreaming

Bonus points are an important incentive. 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 Technology Agency of the City of Vienna (ZIT).

#### 2. Gender mainstreaming as a requirement

Another method is to make gender mainstreaming a requirement for subsidies. Here, the funding agency must clearly state binding gender requirements 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 a factor in multiple subsequent projects, it in turn generates new perspectives and project ideas. There was also an increase in the quality of the projects.

#### 3. Gender calls and special topics

“Gender” itself can be made the (research) topic in some areas, e.g. in science and research.

##### Example 1:

The “Medical-Scientific Fund of the Mayor of Vienna” also subsidises research projects that focus on the following areas: gender differences in the use of services, quality of service, communication and information (<http://www.wien.gv.at/gesundheit/einrichtungen/med-wiss-fonds/index.html>).

##### Example 2:

The call “FemPower Innovation” of the Technology Agency of the City of Vienna (ZIT) is only for projects that are led by women or where women are mostly responsible for the implementation, or that focus on the development of particularly gender-sensitive products or services (<http://www.zit.co.at/foerderungen/call-archiv/archiv-2009.html>).

#### tip

Specific materials on gender mainstreaming are very helpful for applicants.

Recommended reading:  
Bergmann, Nadja / Wendt, Tosca (2006): Leitfaden für die Integration von Gender Mainstreaming bei Projektanträgen der Fachhochschulen, Wien

#### 4. Special promotion of women through bonus payments

In areas of society where women are still heavily underrepresented, additional women's promotion measures are needed.

*Example:*

In the support programmes FORSCHUNG (research) and INNOVATION, ZIT awards a bonus of €10,000 for projects led by women. To prevent abuse of the system, the bonus payment is only made after the project has been completed.

#### Ideas for reinforcing these approaches

##### Gender competence as a factor for success

*for employees in funding and subsidies:*

- joint workshops for employees to discuss gender mainstreaming in their area of competence
- manual for gender mainstreaming in the individual areas of competence
- regular critical reviews of the current practices, e.g. by applying the 4 R method [see chapter "The 4 R Method", pp. 10 f.]

*for applicants:*

- briefings on gender mainstreaming
- provide materials on gender mainstreaming

*for assessment committees and juries [see also chapter "Meetings, working groups, juries", p. 28]:*

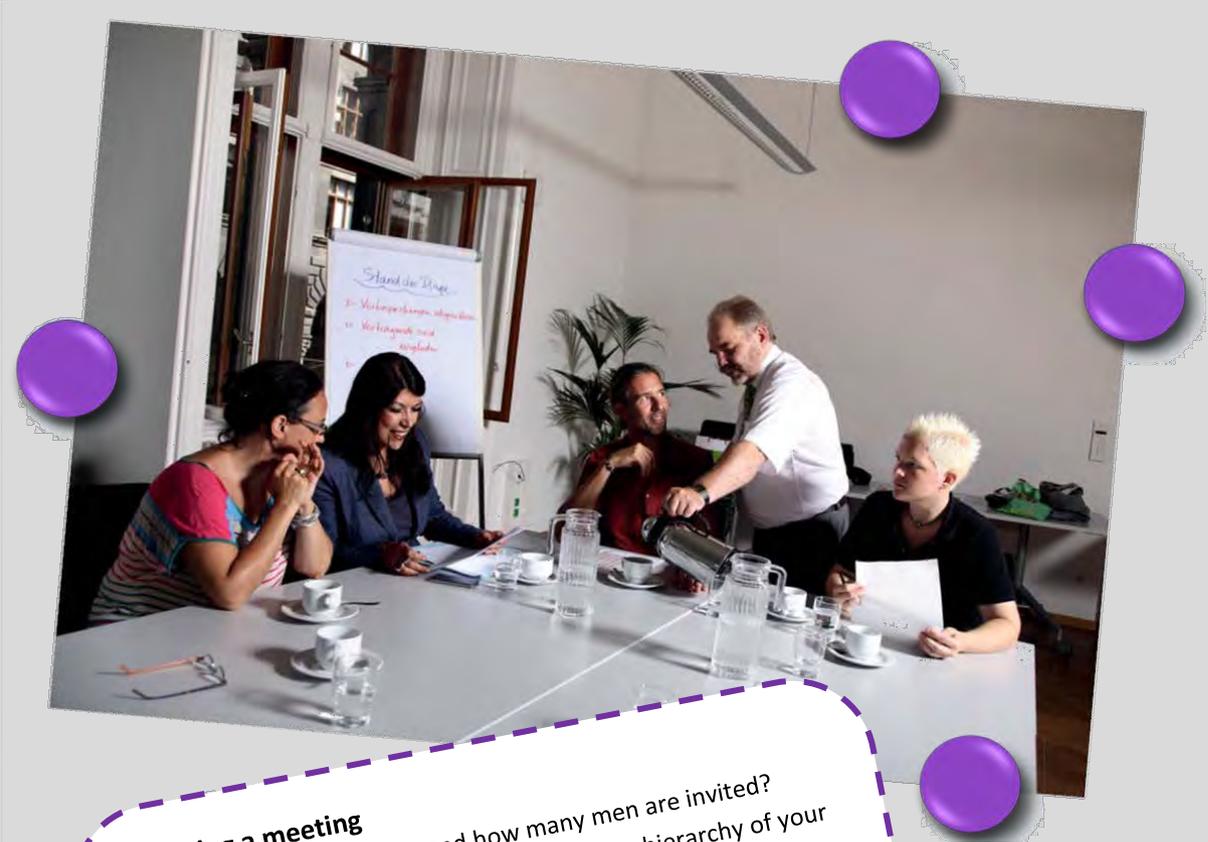
- Juries should consist of an equal number of women and men. The members should have gender competence (verifiable by training certificates or references).
- The chairperson should at least be open-minded with regard to gender aspects and ideally have gender competence and actively address gender aspects.

##### Trust is good, control is better

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.

# MEETINGS, WORKING GROUPS, JURIES

The composition of working groups and teams influences the course of the discussion and the results. Mixed teams have better results because they incorporate different perspectives.



## Preparing a meeting

- How many women and how many men are invited?
- Where are the women and men in the hierarchy of your organisation? What knowledge do they have?
- What roles will women/men play in the meeting? Are gender aspects on the agenda or is the setting suited to addressing gender aspects?
- Are the time and location of the meeting suitable for people with small children (part-time employees)?
- Is gender-sensitive language used in all documents and presentations?





**Recommended reading:**  
**Bergmann, Nadja / Wendt, Tosca (2006):**  
**Leitfaden für die Integration von Gender Mainstreaming bei Projektanträgen der Fachhochschulen, Wien;**  
**here p. 8 on the balanced composition of project teams**

When planning a meeting or setting up a working group, consider the following points:

### **Do a headcount**

When compiling a team, the number of women and men is important. The numbers should be as similar as possible.

### **Distribute roles**

The roles during the meeting are also important. Who keeps the minutes, who serves drinks, who chairs the meeting, who holds presentations? A good way of breaking up traditional roles is a rotation system where all participants rotate through the different tasks.

### **Let everyone speak**

For the meeting or working group to work well and yield results, all participants must be heard equally. The chair should also ensure that speaking time is balanced.

### **Give gender issues a space**

Gender-relevant topics should also have their place in meetings or working groups. At times it might be necessary to invite colleagues with gender competence from your own department or one of the City of Vienna's specialist departments on equality to participate.

### **Juries**

In some areas of administration, juries are important decision-making bodies, e.g. when awarding housing development contracts or in cultural matters. In order for the decisions of the juries to contribute to the equality between women and men, the following points should be taken into account:

- Before a jury is chosen, a call is issued. This invitation to contribute should explicitly include gender aspects.
- 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 proceedings, the gender criteria should be applied there as well.
- Juries should consist of an equal number of women and men.
- At least some members of the jury should have gender competence and know what gender mainstreaming means in the field in question. E.g. what do housing projects look like that promote the equality between women and men?
- The chair 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.



## MANAGEMENT TOOLS

Modern management tools such as quality, project, and process management are the basis of on-going improvements and better targeted services. The main 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.



### Checklist for gender aspects in 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, 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.

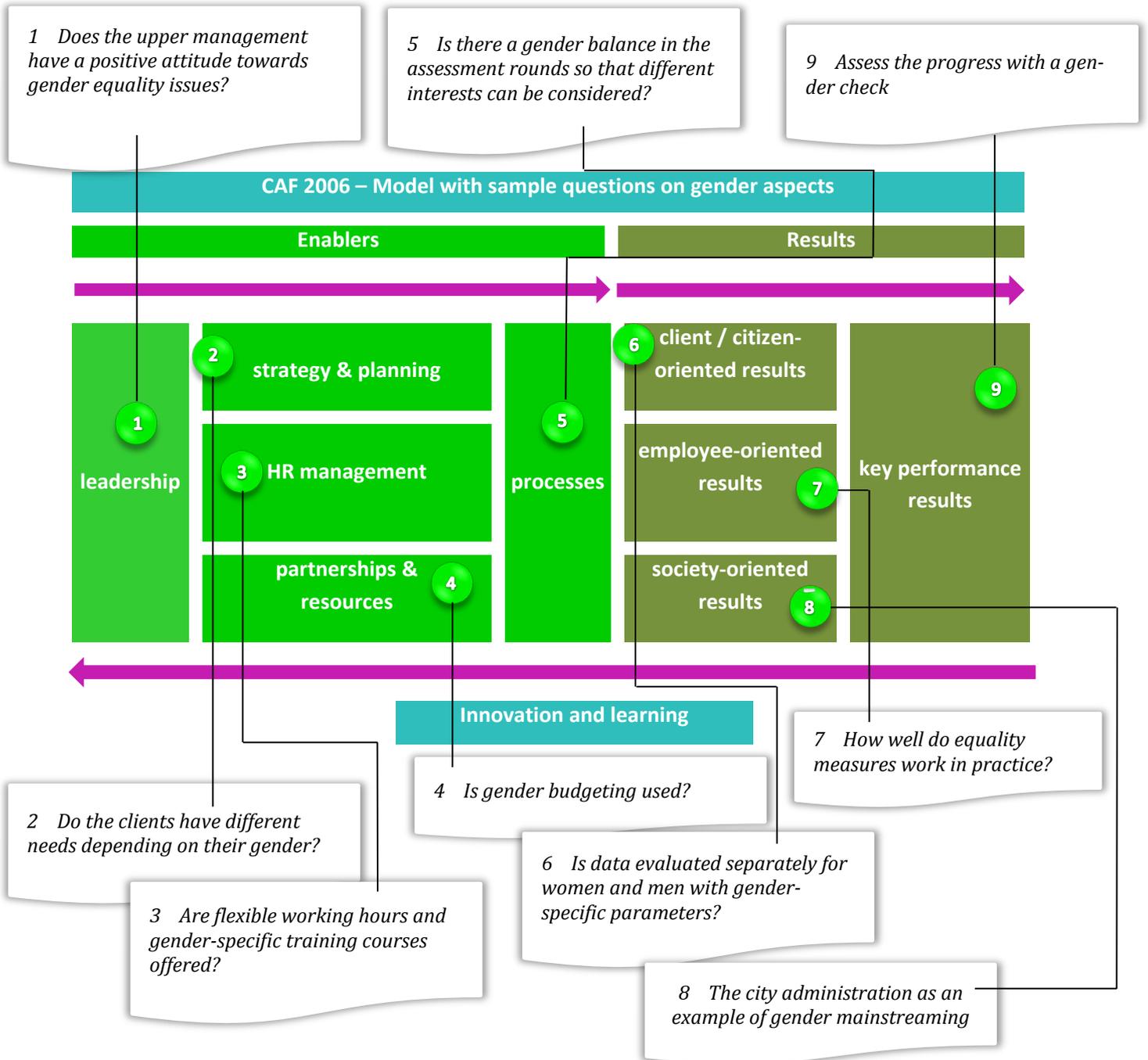
**CAF = Common Assessment Framework is a model for the self-evaluation of services developed specifically for public administrations.**

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.

Gender aspects should therefore be considered from the very beginning in the introduction of new quality management systems, in planning and evaluating projects, and in process management. In some quality management systems this is already common practice. The CAF model used by the Vienna City Administration was modified to incorporate gender aspects comprehensively and has been successfully used in practice.

### Quality management

#### Questions for the application of gender aspects and quality management



You can find the full catalogue of questions concerning gender aspects in the CAF on the intranet at: <https://www.intern.magwien.gv.at/md-os/org/qualitaetsmanagement/dokumente/ggz-gm-caf.pdf>

Recommended reading:  
Boldrino, Susanna et al.  
(Hrsg.innen) (2009): Gender in  
Process. Gendergerechte Pro-  
zesse an der FH Campus Wien,  
FH Campus Wien – Organisati-  
ons- und Projektentwicklung,  
Wien



More information:  
Land Salzburg/Frauen: Wie  
„gender“ ich Projekte? Ein prak-  
tischer Leitfaden zum Gender  
Mainstreaming in EU-Projekten



## Process management

The most successful approach is to integrate gender aspects into process management from the start.

A good example of this is the university of applied sciences FH Campus Wien, which developed four sample processes for curriculum development and the planning and execution of research and development projects. These processes include the gradual implementation of gender mainstreaming and their application is compulsory.



### Implementation tips

- To achieve a high-quality and long-term application of the gender mainstreaming strategy, it is essential to hold training courses for employees so that they can gain gender competence.
- Make the implementation of the five basic principles of gender mainstreaming one of the main goals for the entire process.
- Gender mainstreaming can also be a sub-goal of one of the main goals, e.g. by reinforcing the main goal “high process quality” with the sub-goal “gender-aware data collection”.
- Processes that are already in place can be analysed with the 4 R method to see if they are gender balanced [see chapter “The 4 R method”, pp. 10 f.]

## Project management

### Project idea:

It is important to decide at the very beginning that the gender mainstreaming strategy will be implemented in the project and the five basic principles will be considered.

### Project implementation:

Define the application of the gender mainstreaming principles as a factor for success.

### Project tasks:

It is essential to consider the working hours of part-time employees and people who have children or relatives to care for. Gender mainstreaming should be consciously integrated into the project culture and implemented in everyday life, e.g. through the use of gender-sensitive language, both spoken and written.

## LEGISPRUDENCE

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



Determine the status quo.

Draw connections to other relevant standards.

Collect relevant data to assess possible gender-related impacts.

Ask gender experts about possible impacts.

Use available statistics and data.



### **Laws are not gender neutral – examples**

- Laws that increase taxation at lower income levels 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. Of course, this was also the case for men who wanted to use public transport with a pram.



### **The function of gender mainstreaming in jurisprudence**

Legisprudence is the study of lawmaking. The principles of jurisprudence are used by the administration to prepare draft legislation (laws, ordinances, decrees). The legal basis for the implementation of gender mainstreaming is Art. 7 (2) of the Austrian Federal Constitution (Bundesverfassungsgesetz – B-VG), which states that the federation, the provinces and the municipalities are committed to achieving the factual equality of women and men. Measures that help achieve factual equality of women and men are permitted, in particular such measures that eliminate existing inequalities. The promotion of true equality through balancing the living conditions of women and men intended with these measures furthers the implementation of the objectives immanent to the principle of equality, in particular the goal of equal opportunities.\*



### **Political objectives and sources of law**

Major sources of law for the assessment of political gender mainstreaming-related objectives in Vienna are the European Charter for Equality of Women and Men in Local Life and the Equal Opportunities Action Plan of the Vienna City Council (<http://www.wien.gv.at/menschen/gendermainstreaming/gleichstellungsaktionsplan/index.html>).

These legal instruments also include the requirement for the City of Vienna to abide by its own rules in all relevant areas of policy.



### **Advisory function of jurisprudence**

Experts in jurisprudence have an important advisory function: They evaluate draft legislation using a catalogue of questions and the 4 R method [cf. chapter “The 4 R method”, pp. 10 f.]. 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 is expressly aimed at improving gender equality. In that case, the goals must be outlined and their expected impacts, in particular in terms of reduction of actual inequalities, described briefly.



\* Rill/Schäffer, Kommentar zum Bundesverfassungsrecht, Rz. 17 zu Art. 7 B-VG.



The catalogue of questions is available on the intranet at <https://www.intern.magwien.gv.at/mvd/legistik/docs/gleichstellungspruefung.pdf>

### Analysis of the status quo

The 4 R method demands that the social context to which the draft applies 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 to do so (e.g. data or statistics), it must be compiled or obtained and considered in the answering of the questions. The regulations contained in the draft must then be compared with 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.

#### Useful tips:

- The Austrian Women's Report (Österreichischer Frauenbericht) is a useful source of information concerning the status quo, as it compiles a wealth of useful data on the current situation of women in Austria.
- Just like technical experts are called in for advice on technical measures, equality experts should be consulted on 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:**

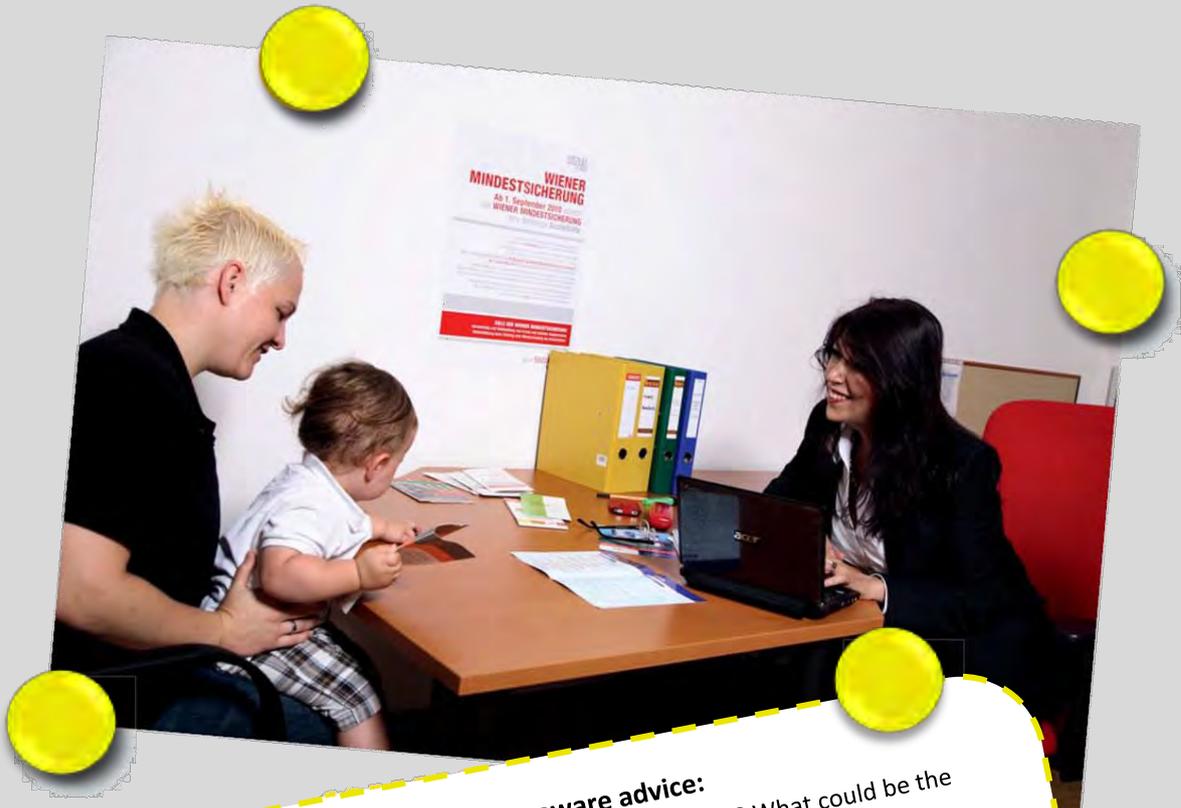
- What is it supposed to regulate? What impact does this have on women and men?
- Does it affect women or men disproportionately in practice (reality)? Does it affect only a subgroup of women or men disproportionately, and if so, which one (e.g. migrant women)?
- Does this regulation create disadvantages 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 valuation of women and men?

Recommended reading:  
Holzleithner, Elisabeth (2002):  
Recht Macht Geschlecht. Legal  
Gender Studies. Eine Einführung,  
Wien

Bundeskanzleramt Österreich,  
Bundesministerin für Frauen,  
Medien und Öffentlichen Dienst  
(2010): Frauenbericht 2010,  
Wien

## 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 when planning such services.



### Questions for providing gender-aware advice:

- Is the majority of your clients female or male? What could be the reasons?
- How many women and how many men use the different services, such as queries by phone, 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 individuals' needs?
- When giving out appointments, do you consider childcare or other caregiver duties?

## How to provide gender-sensitive advice

The employees of the City of Vienna provide advice and consultations 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.

### Use the 4 R method to check the way in which your department provides advice

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 if the employees providing advice 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. Women applying for the Austrian citizenship, for example, must be asked about their own income, not just their husband's. Job and career counselling should not only provide stereotypical suggestions (women in household-related services) but rather provide more varied ideas.

### Advertise your service to a wider audience

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

### Document your consultations in a gender-specific way so that you can learn from them.

You often know the needs of your clients very well. Use this to collect comprehensive gender-specific data. Based on this data you can analyse your services in order to recognise and consider the true needs of your clients. Gender-specific documentation should also be done for phone consultations [see chapter "Data and statistics", pp. 17 ff.].

### Furnish your premises for people with children

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.

### In some subject areas, it may be good to offer advice in other locations as well

If you cannot reach your target group sufficiently through the usual channels, it can be a good idea to offer advice outside of your office. You could hold a presentation followed by individual consultations in places where your prospective clients are anyway. Municipal Department 35 - Immigration, Citizenship, and Registry Offices, e.g., organises information events for multipliers and specific target groups in various associations and clubs.

#### Recommended reading:

Gruber, Christine / Fröschl, Elfriede (Hrsg.innen) (2001): *Gender Aspekte in der sozialen Arbeit*, Wien

MA 24 – Gesundheits- und Sozialplanung (Hrsg.in) (2010): *Wiener Sozialbericht 2010*



## GENDER CHECK

Do you want to know how good your department is in gender equality matters? The gender check will help you visualise your personal view of the situation.

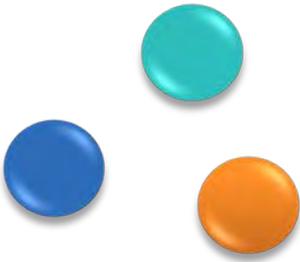
	0	1	2	3	4	5
The department examines whether services and activities have different impacts on women and men.						
The department is familiar with the 4 R analysis method and applies it.						
The department has defined equality goals.						
The equality goals are part of the office culture and are applied in its daily work.						
Equality goals are implemented in concrete projects.						
Equality is a fixed component of controlling.						
Equality aspects are a fixed component of quality management.						
The department has experts for equality issues.						
The equality experts are involved in relevant planning and decision-making processes.						
Equality aspects are part of human resources development.						
Gender-sensitive language is used (e.g. in brochures and meetings).						
The requirement of gender budgeting has a noticeable impact on budget planning.						
Women and men are equally involved in working groups, teams, etc.						

0 = do not agree at all, 5 = fully agree

You can find the gender check here:

[https://www.intern.magwien.gv.at/gendermainstreaming/tools\\_downloads.html](https://www.intern.magwien.gv.at/gendermainstreaming/tools_downloads.html)

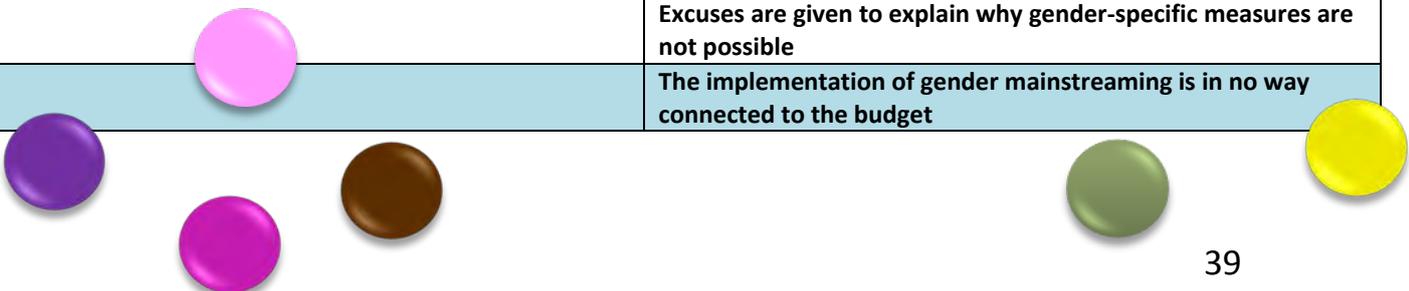




## GENDER MAINSTREAMING APPLIED CORRECTLY

Not everything that is labelled as gender mainstreaming really is. In the interest of equality between women and men, it is important to apply gender mainstreaming properly and not just use it as a buzz phrase. The tips below help you recognise how serious an organisation is about the implementation of gender mainstreaming in projects, applications, consultations, etc.

Signs that gender mainstreaming is taken seriously	Signs that gender mainstreaming is not taken seriously
<b>Consequent use of gender-specific language</b> <b>Gender aspects and their implementation are described in detail</b> <ul style="list-style-type: none"> <li>• There is a clear connection to the project</li> <li>• It is clear and comprehensible why gender aspects are relevant</li> </ul>	<b>Gender-specific language is not always used</b> <b>Gender is tagged on</b> <ul style="list-style-type: none"> <li>• 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</li> <li>• Gender aspects are not explained in the project goals and there is no consistent gender perspective throughout the project</li> <li>• Use of buzz phrases, such as "gender mainstreaming must be considered" or "in the interest of gender mainstreaming" without relating them to the topic at hand</li> </ul>
<b>Gender is everywhere</b> <ul style="list-style-type: none"> <li>• Gender aspects are consistently visible in the project definition, goals, measures and evaluation</li> <li>• Concrete gender goals linked to measures</li> </ul>	<b>Women are highlighted</b> <ul style="list-style-type: none"> <li>• Women's quotas are cited. 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"</li> </ul>
<b>Gender-specific data collection and analysis; sustainability of gender mainstreaming is ensured</b> <ul style="list-style-type: none"> <li>• Differentiated and gender-specific perspective on target groups</li> <li>• Suitable indicators</li> <li>• If data is incomplete or missing, the attempt at differentiated analyses is shown in a comprehensible way and the problems explained</li> <li>• (Compulsory) evaluation</li> </ul>	<b>No gender-specific goals or analyses</b> <ul style="list-style-type: none"> <li>• No assessment of the status quo in gender matters or gender-specific problem analysis</li> <li>• No equality goals</li> <li>• No definition of target groups and their particular needs</li> <li>• Data is shown separately for women and men, but there is no gender-specific analysis or explanation</li> <li>• The implementation does not match the equality goals; e.g. no conclusions or consequences are drawn from an analysis</li> </ul>
<b>Verifiable gender competence of the people responsible</b> <ul style="list-style-type: none"> <li>• The gender competence of employees and managers is shown transparently (e.g. in a bid) through CVs and reference projects</li> </ul>	<b>No visible gender competence of the people responsible or other participants</b> <ul style="list-style-type: none"> <li>• Gender advisors or women's representatives are involved but do not have any real authority in the project</li> </ul>
<b>Gender-sensitive view of different needs</b> <ul style="list-style-type: none"> <li>• Different needs are not only noted but also taken seriously (e.g. who uses what, how and for what purpose?)</li> <li>• Not directly visible needs and impacts are also taken into account (e.g. daily trips in traffic and transport planning)</li> <li>• Social and power structures are made visible</li> </ul>	
	<b>Excuses are given to explain why gender-specific measures are not possible</b>
	<b>The implementation of gender mainstreaming is in no way connected to the budget</b>





Johann Klar, Municipal Department 14, Head of Department  
“Sensitivity for gender issues is particularly important in technical environments. In order to meet the needs of both women and men adequately and to be able to represent them in the world of ICT, I believe it is indispensable to provide training measures for employees and consider gender aspects in all forms of personnel development.”

## HOW CAN YOU IMPROVE YOUR GENDER COMPETENCE?

The City of Vienna offers a variety of training courses on gender mainstreaming. The Executive Group Personnel and Internal Auditing, Personnel Training Department holds regular training courses on the basics of gender mainstreaming. Training courses and workshops for individual departments or on specific topics can be arranged with MD-OS, Section for Gender Mainstreaming.

These training courses are intended to improve the competence of employees and senior staff in gender matters.

### Gender competence

Regardless of their age, income, level of education, background or family situation, women and men face different social expectations and have different opportunities and limitations. People with gender competence are good at recognising these differences and are willing to learn more and apply their knowledge in their own work.

*Examples from the 2010 programme of the Executive Group Personnel and Internal Auditing, Personnel Training Department:*

- Practical gender budgeting
- Gender follow-up for senior staff
- Developing gender competence – basic skills workshop
- Gender mainstreaming and jurisprudence

*Examples from different departments:*

- Gender workshop in Municipal Department 14 – Automated Data Processing, Information and Communications Technologies: information events for senior staff and the entire department
- Workshop for the Executive Group for Construction and Technology, Urban Planning Group
- Workshop on gender competence at the Technology Agency of the City of Vienna (ZIT)



## GLOSSARY

### **Diversity:**

The concept of diversity refers to the differences between individuals. Those differences include: gender, age, sociocultural background, religion/spirituality, mental and physical skills, and sexual orientation.

### **Diversity management:**

A business management concept that is aimed at integrating different ways of living, personal characteristics and cultures into organisations and learning from them. It aims to use the diversity of employees in a way that is beneficial to the company.

### **Gender:**

“Gender” refers to one’s “social gender”, as opposed to “sex”, which refers only to the biological differences between women and men. It also encompasses a person’s upbringing according to certain gender roles and social expectations and norms of women and men.

### **Gender analysis:**

Thorough analyses are needed to be able to assess gender-specific differences and the consequences of possible inequalities. There are many different gender analysis methods. At the Vienna City Administration, the 4 R method has proven successful.

### **Gender aspects:**

There are different perspectives on any topic, e.g. depending on age or gender. When planning a playground, for example, the different perspectives of girls and boys should be taken into account to avoid making it one-sided and perpetuating traditional gender roles.

### **Gender competence:**

Regardless of their age, income, level of education, background or family situation, women and men face different social expectations and have different opportunities and limitations. People who are competent in gender matters are good at recognising these differences and are willing to learn more and apply their knowledge in their own work.

### **Gender-awareness:**

Awareness of gender-related differences and approaching them without prejudice.

### **Gender statistics:**

Gender statistics describe the realities of life of women and men and allow us to draw conclusions concerning their different circumstances. Gender statistics is more than collecting and visualising data separately for women and men. It is necessary to analyse the data for gender-specific relationships and circumstances. It is not sufficient, e.g., to only consider the paid work of women and men; gender statistics should also look at the distribution of unpaid work.



### **Equal Opportunities Advisor:**

The City of Vienna created the position of Equal Opportunities Advisor to coordinate the implementation of equality measures and the promotion of women. The Equal Opportunities Advisor acts autonomously, independently and is not bound by instructions. She has five deputies.

### **Equality:**

Equality, or equal treatment, is the opposite of discrimination or unequal treatment. Its objective is the equal status of women and men with regard to rights, resources and participation in decision-making processes as well as the equal distribution of power in economic, social and political processes.

### **Gender-appropriate and sex-appropriate:**

Sex-appropriate means that the specific needs of both biological sexes are considered equally, e.g. in medical therapies and drug development. Gender-appropriate also refers to the different needs and realities of life of people. However, gender-appropriate measures try to avoid traditional roles. For example, offering a large variety of possibilities on playgrounds without adhering to stereotypes, e.g. by making ball-game courts also appealing to girls through design and supervisory staff.

### **Gender requirements:**

Requirements, e.g. for project proposals, to consider both women and men equally.



**Executive Group for Organisation,  
Safety and Security (MD-OS),  
Section for Gender Mainstreaming**  
Supports the departments of the Vienna City Administration in introducing and implementing gender mainstreaming in their work. Its core tasks are consultations and training measures, gender analyses, providing information and working materials, and coordination between departments.

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