Gender in Mainstreaming Urban Development

Berlin on the path towards becoming a metropolis worth living in for women and men
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Senate Department for Urban Development

Gender Mainstreaming in the planning of open spaces and playgrounds.
Reader on the workshop of 29.09.05
Elke Baranek
The State of Berlin consciously decided, nine
years ago, to put forth an ambitious concept for
the implementation of Gender Mainstreaming
at state level and in its 12 districts. In this way
the development of Gender Competence and
practical experience in the implementation of
Gender Mainstreaming in administration was to
be achieved. On the basis of this decision, more
than 50 projects have since been carried out in
the Senate Departments, in selected districts
and with regard to key projects of the Berlin
urban planning department. In doing so, the
main emphasis in the Senate Department for
Urban Development was, till 2008, in the area
of urban planning. The districts of Lichtenberg-
Hohenschönhausen and Kreuzberg-Friedrich-
shain developed pilot projects within the con-
text of the program Urban Redevelopment East
(Stadtumbau Ost), in the area of construction
supervision and in the planning of playgrounds.

In 2006 the Senate Department opened up to
a public dialogue in its involvement with this
subject in the symposium documented here.

Together with the Women’s Advisory Com-
mittee and the research group “Women’s Rights
Education” of the Berlin Educational Institute
of the Heinrich Böll Foundation, it initiated a sym-
posium in 2006 that gave important answers
for the further process to the then current ques-
tions: Where are the stake holders involved in
urban development at today? How are the in-
dividual administrations preparing themselves
for the coming comprehensive implementation
of Gender Mainstreaming that is to take place
from autumn 2006? Central aspects of the
discussion were the role of knowledge transfer
for the implementation of Gender Mainstream-
ing in urban development, the incorporation of
gender criteria in steering processes as well as
the carrying out of further pilot projects.

The Senate Department is guided in the
implementation of Gender Mainstreaming by
nationwide and trans-European examples and
enables an expanded transfer of knowledge
and dialogue, also with regard to Berlin practice,
with this 3rd edition of the documentation in
the English language. It took up the sugges-
tion for further pilot projects with the project
“Advocating Diversity in Housing Cooperatives
– Quality Development through Gender
Mainstreaming” that was implemented within
the context of the master plan regarding the
gender equality policy framework of the state
of Berlin that came into force in 2009. An article
on this project brings the German language
version of the brochure that was published in
2006 up to date.

The Women’s Advisory Committee of my
administration is still a constant companion
of our work. It was called upon to give its view
on the planned pilot projects and increasingly
comments on central competitions and urban
development tasks of the state of Berlin in order
to strengthen the viewpoint of women that is
often not well represented in decision-making
processes dominated by men. The needs, user
interests and perceptions of women and men
in their everyday life were at the centre of the
deliberations. In this sense Gender Mainstream-
ing means always considering and systemati-
cally and consciously taking notice of social
inequalities between women and men in all
areas and in all planning and decision-making
phases. In the context of demographic change,
other categories such as age and migration gain
in importance.

For the state of Berlin, this means that all
undertakings are reviewed in terms of possible
gender-specific effects and designed in such
a manner that they also contribute towards
promoting equality of women and men. In do-
ing so, taking into account the different needs
of women and men should not just be a matter
of accepting these differences as a given, but
rather looking for their causes. As a result of this
a prescription of gender-specific roles should
be overcome, structural inequalities removed
and equality promoted. By examining existing
value systems and evaluating different needs
discriminatively, the urban community should
become more open towards the different ways
and designs of living and be developed to be-
come an attractive, effective place of residence
and work worth living in.

Apart from political will and commitment at
leadership level, personal motivation is one of
the key elements that contribute towards the
implementation of Gender Mainstreaming.

I would therefore like to thank all who, with
a lot of commitment, have been involved in
this process for almost a decade now. I do this
particularly because Gender Mainstreaming
can only become a real success story when the
actors in the pilot projects also take on the role
of disseminators.

The symposium in 2006 with its professional
expert discussions and further training pos-
sibilities certainly gave many members of staff
the chance to find their orientation in “Gender
Mainstreaming”. On this journey we need not
only the continual support of representatives
of politics, but also the willingness of all partici-
 pants in politics and administration to also al-
 low changes in our and their personal views.
An important partner in this process will in future
be the housing economy, something that has
been proved by the since then implemented
pilot project on gender diversity and coopera-
tive housing.

The now available revised documentation is
a multi-layered compilation of reports and
discussions on problematic aspects seen from
different angles and positions that can still
serve today as an introduction to the subject
matter, even beyond the symposium, for those
who have so far not dealt comprehensively with
Gender Mainstreaming.

I thank all the members of our office and in
particular the Women’s Advisory Committee
for the realization of the symposium and for
this documentation that gender+ has revised
for the English language edition of 2011. At the
same time I would also like to thank all other
speakers for their cooperativeness within the
framework of the symposium and the contin-
ued productive cooperation in many fields and
instances. I am sure that we have made good
progress since 2006 on our path to a gender
equitable town worth living in, not least in the
sense of the equality of women and men.

Ingeborg Junge-Reyer
Senator for Urban Development
Editorial: Gender on the path to the mainstream of Urban Development – experiences and prospects

Pamela Dorsch & Christiane Droste, gender+

In a Parliament’s decision regarding the implementation of Gender Mainstreaming in policy and administration in 2002, Berlin set out to no longer consider the equality of women and men as (just) a separate task area at the margin of different administrative areas and projects, but rather to integrate it as an objective target and task in all policy areas and fields of operation. According to the definition of the Council of Europe of 1998, “actors normally involved in policy-making” should “incorporate a gender equality perspective in all areas and at all levels” and in this regard evaluate, improve, develop and (re)organise all decision-making processes.

In doing so Berlin relatively quickly embraced the obligation to implement Gender Mainstreaming as laid down in the Amsterdam Treaty for all EU member states and made legally binding from 1st May 1999. As a result of this resolution, corresponding structures were created in all Senate Departments and in selected district administrations to begin with (e.g. appointing of gender representatives, setting up of steering committees). Pilot projects were also chosen in which Gender Mainstreaming was exemplarily implemented.

From Autumn 2004, after a pilot phase of about two years, the implementation of Gender Mainstreaming was further strengthened and expanded in other fields of action. Processes and instruments which have been developed for the pilot projects were included in every day practice. The objective of the main phase was to gain more experience, develop the instruments and establish processes in order to mainstream gender in all fields of urban action and on all levels of administration and politics. The 2006 „Senate Report on the Situation of Women in Berlin“ lead to the implementation of the „Framework-Programme for Equal Opportunities“ (Gleichstellungspolitisches Rahmenprogramm) which is being supported by a masterplan since 2009. Each Senate department has to realize projects in the following fields of action: education, employment securing one’s existence, demography and social equality and integration.

Gender Mainstreaming will also be implemented in urban development and planning in Berlin. The advantage in this field of action is that one can refer to the long time experiences and structures of feminist planning and that at present, the tradition of resident-participation is experiencing a revival and methodological further development.

In the Senate Department for Urban Development, for example, the expertise of the Women’s Advisory Committee which is existing since 1990 is also drawn upon in the Gender Mainstreaming process and in particular in the projects of the pilot project department “Urban Development and Projects.” At the district level gender expertise is integrated into urban planning and development processes with the support of expert and citizen experts committees within the context of the implementation of the Programme Urban Redevelopment East (Stadtumbau Ost) in the district of Lichtenberg-Hohenschönhausen. The knowledge and experience of planning experts dealing with women-specific issues is also incorporated.

Portraying and reflecting on the experiences in the pilot projects at senate and district level and those gained from the involvement of expert and citizen advisory boards in the projects and planning processes was one of the significant aims of the symposium “Gender on the Path to the Mainstream of Urban Development“. It took place in November 2005 and was organised by the Senate Department for Urban Development and the Women’s Advisory Committee together with the Berlin Educational Institute of the Heinrich Böll Foundation. The results of the symposium are documented in this brochure.

With this event, the Berlin Educational Institute builds upon two events in the years 2001/2002 that highlighted urban and urban neighbour­hood development processes from a gender perspective: the workshop “An Urban Neighbourhood Strengthens Women? Local Development Concepts – considered from a Gender-specific Perspective!” and a panel discussion on the topic “Does the City have a Gender? Perspectives of a Gender-sensitive Urban Development – Current Developments in Vienna and Berlin” with Monika Schümer-Strucksberg, the Head of the Department Socially Integrative City at the Senate Department for Urban Development at that time, as well as Eva Kail, initiator and coordinator of the “Coordinating Office for Planing which is Respecting Women’s and Every Days Needs”, established until the end of 2009 at the Municipal Authorities of the City of Vienna, Directorate for Urban Building.

The reason for the joint symposium event at this time was the interest of the organisers in taking stock at the halfway mark of the main phase. Even taking the perspective from today, it made sense to analyse the experience gained so far on the way towards a general implementa­tion of Gender Mainstreaming that had been planned for 2006. The challenge was to present the first successes, to identify any problems to develop prospects and demands for the continuing Gender Mainstreaming process in the area of urban development and planning in discussion with the involved actors as well as with a professional audience. The objective of the symposium was to discuss based on the
drawing of this interim balance, the (today as in 2006) necessary political support for the Gender Mainstreaming process.

The symposium had two parts: a seminar in the form of five thematic workshops and a political panel discussion with representatives of Senate and District Administrations and members of different parliamentary parties.

As an introduction to the symposium the gender representatives of the Senate Department for Urban Development Sibylle Krönert and Hilmar von Lojewski gave an account of the implementation process in the Senate Department and pilot projects to date from their perspective. Thereafter Christiane Droste mapped out the central issues with regard to the symposium for the Berlin Educational Institute and at the same time those for the continuation of the Gender Mainstreaming process in the area of urban development and planning.

These issues were then deeply discussed for individual fields of action in the thematic workshops. In two workshops - WS 1 Urban Development Processes and WS 3 Citizen Participation in the Programme Urban Redevelopment East Lichtenberg-Hohenschönhausen - the experiences in the pilot projects to date were analysed and possibilities for further continuation and strengthening of the gender perspective in different planning processes identified. In further workshops, in the areas of interim usage, socially integrative urban development and local transport planning, in which the systematic implementation of Gender Mainstreaming in Berlin had not yet begun or had just started, approaches were identified for their implementation and references made to experiences so far made in the Gender Mainstreaming process in the pilot projects and from feminist planning theory and practice. These workshops were accompanied by the specialist expertise of the members of the Women’s Advisory Committee in the form of keynote presentations and moderation.

In the evening, after a short break for informal discussions between symposium participants, a discussion with politicians took place. Ingeborg Junge-Reyer (Senator for Urban Development), Dr. Uwe Klett (Mayor the district of Marzahn-Hellersdorf), Christian Gaebler (Member of the House of Representatives, SPD Party), Claudia Hämmerling (Member of the House of Representatives, Bündnis 90/Die Grünen Party) and Franziska Eichstadt-Bohlig (former Member of Parliament, Bündnis 90/Die Grünen Party) held a discussion that was moderated by Pamela Dorsch.

The results from the workshops were summed up and presented to the panel discussion participants by Prof. Elke Pahl-Weber (urban and regional planner) and Ingo Siebert (urban sociologist, gender trainer and local politician). Both had been present during the working process in the workshops in the afternoon and afterwards they shared their impressions with the panel, each from their respective specialist perspective (Prof. Elke Pahl-Weber from the perspective of urban planning research and practice, Ingo Siebert from the perspective of gender counselling and local politics). The aim of the panel discussion was to discuss the perspectives for the broadening and deepening of the process on the basis of the experiences gained so far in the implementation of Gender Mainstreaming in the area of urban development and at the same time call for the political framework necessary for this as well as continual political support of the process.

This brochure documents the keynote addresses from the introductory part of the symposium and the workshops as well as the results of the discussions on experiences and perspectives in the workshops. Apart from this it also documents the synopses which Elke Pahl-Weber and Ingo Siebert provided from the panel discussion.

Added to the documentation of the workshops were so-called toolboxes that presented, in compressed form, examples on the implementation of Gender Mainstreaming in reference to the individual action areas as well as instruments of the same. These were developed and tested either within the context of the Berlin Gender Mainstreaming process such as the gender checklist of the Urban Redevelopment Committee of Lichtenberg-Hohenschönhausen. The Women Advisory Council’s gender analysis scheme has meanwhile been developed into a comprehensive gender criteria catalogue for urban planning which will be published in spring 2011 in German and English language. Other examples came into being in other towns and countries or were created by other stakeholders, such as the interim usage project Dietzenbach, the Gender Mainstreaming process in the Socially Integrative City project of Spreey-Nord and the checklist regarding Gender Mainstreaming in the programme Local Social Capital (LOS) of the Regional LOS Management Office as well as the checklist Gender Audit “Women and public transport” of the British transport ministry.

The documentation of contributions to and results of the symposium are complemented by two articles which reflect on as well as illustrate in greater detail once again the participation of expert and citizen committees in the Gender Mainstreaming process: in an elaborate report, the Expert Women’s Advisory Council describes its work in different planning projects in 2005, that made a significant contribution towards bringing women and gender matters further along the path to the mainstream of urban planning processes, in particular in the area of planning of open and green public spaces.

Dr. Stephanie Bock, member of the Women’s Advisory Committee as well as the core advisory board in the Project Urban Redevelopment East Lichtenberg-Hohenschönhausen, discusses in depth the influence of women and gender committees in urban planning and development processes.

This brochure portrays interim results and conclusions from different perspectives and with different points of view that should inspire further deliberation and discussion of how politics, administration, research and professional practice can jointly further promote gender on the path to the mainstream of urban development in the future. This process has been and is directed by the vision of developing Berlin to become a gender equitable metropolis. To become a town that is worth living in for men and women of the most different backgrounds and age, as well as a town that has a corresponding diversity of the reality of daily life and life-styles.

Finally, we would like to draw the readers’ attention at the manuals which the Senate for Urban Development provides for the actors of Berlin urban development, in order to enable a gender diversity equitable every day practise:

- Manual for barrier free planning and building in Berlin (in German, 2007)
- Design for all - public space in Berlin (in German, 2011)
- Participation Manual (in German, 2011)
The Senate Department for Urban Development consciously decided in favour of the political strategy of Gender Mainstreaming in 2001. In so doing it committed itself to aligning its actions and decisions towards the goal of equal opportunity. It was clear from the beginning that the implementation of Gender Mainstreaming demands a process comparable to the introduction of administration modernisation. Common to both closely interlocked strategies is that they want to achieve a cultural change. The challenge of Gender Mainstreaming for the Senate Department consisted on the one hand of the development of a common understanding of political strategy and on the other in the development and testing of practical experiences.

In the Senate Department for Urban Development, Gender Mainstreaming is understood as a process whose aim is to sensitise the awareness of each employee to the issues of men and women and to basically consider these in their own actions and during decision-making. This process should make it possible, through more regard and attentiveness, that differences, but also similarities of the sexes, are recognised, named and analysed and that this knowledge is specified transparently during or used as a basis for decision-making.

The process calls for staff members to grapple with their role as man or woman, with their value system, their issue-related technical decisions and the effects of their decisions on particular groups of men and women. The personal concern people always have when dealing with the issue of Gender Mainstreaming created a more distanced attitude towards the strategy which should be applied to all action areas of policy and administration: I studied architecture, urban planning, construction engineering, nuclear physics or the like, I am a qualified administrative officer – how is it that my professional decisions have something to do with me all of a sudden?

First Steps on the Gender Path
In 2001 already the term “gender competence” was anchored in the job specifications of individual employment places in the Senate Department. The concrete description of the “gender competence” stipulated there reflects the development of this competence in the administration: if at the beginning it was “observes gender-specific issues within one’s own professional area”, today what is expected by that is formulated more concretely in isolated cases e.g. “considers the different access of men and women to IT”. The naming of gender competence as a key competence in job specifications brought along with it the fact that this was also made a mandatory subject of discussion in the structured selection procedures for leadership positions.

A first general informational event in 2002 for all interested employees was to represent a broad start to the Gender Mainstreaming process in the Senate Department. Apart from persons responsible for different areas of administration as well as representations of different interests, two thirds of the topmost leaders also took place in the event. The event however did not act as a kick-off to the process, doors that had been successfully opened closed again. Clarifying the objective of Gender Mainstreaming as well as showing the sense and even more a connection to the respective specialist subject matter was not successful. After this it was clear that experiences with Gender Mainstreaming could only be gained by a “learning-by-doing” process using concrete ongoing tasks. Before this background Senator Junge-Reyer in
her function then as State Secretary, decided in 2002 that the development of gender competence and practical experience should be achieved with the implementation of Gender Mainstreaming in the Senate Department for Urban Development through different pilot projects in the area of urban planning. The Senate Department for Urban Development introduced these projects to the entire Berlin process regarding the implementation of Gender Mainstreaming in policy and administration.

Actors and institutional anchorage of the Gender Mainstreaming Process
Gender representatives were named in all Senate Departments in order to coordinate the implementation of Gender Mainstreaming in each respective administration. In the Senate Department for Urban Development, the responsibility for the process of implementation of Gender Mainstreaming as a task cutting across different sections was located in the management services in the area of human resource and organisational development and the consultant for human resource and organisational development, Sibylle Krönert, entrusted with the function of gender representative. In the sense of the dual strategy of Gender Mainstreaming and the promotion of women, the operational tasks of the women's representative thus remained clear and were not blended with the Gender Mainstreaming process. The responsibility for the pilot projects is located in the specialist department and the head of the department, Hilmar von Lojewski, was appointed as a further gender representative. It is conceivable that in the course of the improved continuity and expansion of the Gender Mainstreaming process in further specialist areas, further gender representatives will be entrusted with the coordination of the implementation there as well as in areas cutting across sections.

Involved in the process of the implementation and further stabilisation of Gender Mainstreaming were and are, as per the top-down approach, Senator Junge-Reyer, State Secretaries Mrs. Dunger-Löper and Mrs. Krautzberger, Senate Director of Construction Dr. Stimmann, Head of Department Hilmar von Lojewski as well as other leaders of the Departments of Planning and Transport. Likewise included in the process are other members of staff of the mentioned departments as well as committee representations, the service areas of human resource and finance and the management service of the Senate Department.

The steering committee for Gender Mainstreaming was convened in the Senate Department for Urban Development to accompany the pilot projects. Apart from the people involved in-house in the process, the office of Gender Mainstreaming responsible for the co-ordination of the entire Berlin process and the Institute for Administrative Management responsible for central gender qualification were included in the steering committee during the pilot phase. At the end of the pilot phase 2004 and beginning of the stabilisation process 2005, the steering committee was integrated into the management committee for administrative modernisation of the Senate Department for Urban Development.

Organising themselves beyond the steering committee, all gender representatives linked all senate departments involved in the Berlin pilot projects, in order to exchange ideas and information about experiences in the individual administrations or in order to relay these. Since then the main administrations that were then not yet involved in the gender process have been integrated in the network. Both committees were very instrumental for the process in the senate administration.

The process is externally accompanied the gender-competence of so called Flying Experts, and the Women’s Advisory Committee of the Senate Department for Urban Development.

The already existing Women’s Advisory Committee was called upon to participate in the gender process and to give their view on the pilot projects in order to strengthen the point of view of women, who often miss out in decision-making processes that are still male dominated. A constructive and appreciative working process finally developed between the Women’s Advisory Committee and the department which was responsible for the pilot projects after a kick-off event for these projects and during the time when each person developed further thoughts on the topic for themselves, after other joint events for exchange of ideas, and also after disputes on the topic. Gender aspects were and are explored and reviewed using concrete planning projects with the aim of making these transferable as well as able to continue improving, developing and sustaining the projects and in reference to further tasks and projects (cf. Women’s Advisory Committee 2004; Senate Department for Economics, Labour and Women 2005; Senate Department for Urban Development 2004; as well as the articles by the Women’s Advisory Committee, by Hilmar von Lojewski and regarding Workshop 1 in this volume).

Gender Mainstreaming in human resource- and organisational development of the Senate Department
Apart from the technical implementation in the pilot projects, Gender Mainstreaming accompanies all personnel management instruments
and organisational development processes as an internal strategy in the organisation. In human resource management, this was anchored in job specifications, a structured selection process, leadership feedback as well as evaluation and further training. We will for example be able to tell if men or women are not represented or are underrepresented in particular further training areas with the help of certain figures in further training courses. This will make it possible to try to get to the bottom of the causes for this and to use new modes and channels of communication to reach employees who have so far been excluded from certain training courses or been underrepresented in these. In this way for example, more men can take part in further training courses in the fields of leadership and communication by being contacted directly, and women can be part of task forces that deal with natural science, technology or strategical issues.

A discussion developed in connection with the describing of gender competence in the job requirements profiles about whether gender competence should be classified as a social skill or as specialised knowledge. This can be regarded as an indication of the increasing importance and application of the Gender Mainstreaming strategy: For the implementation of the strategy societal know-how is required that makes it possible to correlate knowledge from gender research with material acquisitions and specialised knowledge in such a manner that appropriate decisions can be made that are in accordance with societal development and differentiated needs and that at the same time the framework for its continuous further development remains open.

An aim of organisational development is to observe the participation of men and women in all operations. In technical fields particularly, task groups are often only filled with men. A participation of women often only happens when attention is consciously drawn to it. An emerging problem is that women are often found in lower hierarchical levels than the ones involved in Gender Mainstreaming, at the level of administrative processing tasks. In this case the responsible persons in leadership positions have to consciously campaign for the participation of the administrative officials and make it clear to them that their specific knowledge or perspective as women is seriously sought. Participation of women and men, animated by a new point of view promotes esteem and appreciation, also with regard to the other sex and supports culture change internally so that the organisation becomes a learning one, and externally so that it is more in touch with the needs of the citizens.

Summary and conclusions for the continuing path into Gender Mainstream

Even if the term still continues to draw a lot of opposition, the topic is beginning to arouse interest here and there, especially when it brings the realization that Gender Mainstreaming can lead to new problem-solving and action strategies. Gender Mainstreaming requires time and practical experience in order to become successful as a strategy. Further concrete areas of operation have to be involved successively in order for the process to continue progressing. After the urban planning projects for example, Gender Mainstreaming was also considered in the updating of the local transport schedule (cf. the articles regarding Workshop 5 in this volume).

Apart from the management of the entire process, persons of responsibility as well as contact persons have to be named as part of the expansion of the process to further areas of operation.

The need for external accompaniment and consultation will also still first continue to exist with regard to the process planning and professional reflection of Gender Mainstreaming. Quick feedback and suggestions from Flying Experts remain useful during the further course of the Gender Mainstreaming process, but so are gender training courses for the involved actors. These have the most prospects of success if they are desired by the participants, i.e. when the willingness and curiosity to deal with gender roles and societal role ascription and its effects are present.

A demand for nationwide implementation of Gender Mainstreaming is unrealistic with regard to the application and learning of the gender perspective in specialised subject matter. For the relaying of results and the support of initiated pilot projects alone personnel resources were not sufficiently available. The personnel resources used in the department during the pilot phase amounted to one position. Thus persons responsible for the process as well as specialists for whom Gender Mainstreaming poses a further additional issue continue to be needed within the organisation. And this is posed in two respects: on one hand gender competence needs to be learned, on the other one has to first help develop specialised gender competence. The experiences we have gained during the process of administrative modernisation as well as in the pilot projects add strength to our attempt to create feasible example and to encourage participation.

Sources/Literature


“Only pink sewers from now on?” asked Garten + Landschaft in a deliberately polemic way in its February 2005 edition. The Association of City, Regional and State Planners (SRL) demanded “the other perspective” in its annual conference in 2004. And the weekly magazine “Der Spiegel” – how could it be different – lavishly mocked the new bureaucratic seed that the EU had sown in the receptive bureaucratic earth of German administration and that was allowing a new jungle of required effort and expertise to flourish. Professor Bock of the University of Mainz even sees the development as being “from equality to enforced conformity” and “Gender Mainstreaming as a totalitarian escalation of feminist politics”. There is thus quite a diversity of opinions and controversy in Gender Mainstreaming, however due to all this its application shifts a little out of focus. It should however be the focus of the following article.

**Gender on the path to the mainstream of urban development plans and competitions**

Enhancing urban development planning with methods and processes of Gender Mainstreaming has not necessarily imposed itself according to the administration. Urban and urban land-use planning stands per se for carefully and fairly considering needs on their own and in comparison with each other, thus ensuring a balanced result of planning. Why should therefore further procedural steps be included and labour costs be produced?

A top-down approach is undoubtedly required in order to even induce the planning administration to accept the matter and operationalise it for the day-to-day business of urban planning and competitions in an implementation oriented manner. Even today the legitimation of Gender Mainstreaming in urban planning is occasionally called into question. The introduction of Gender Mainstreaming in normal procedures remains not entirely uncontroversial, not least because of the unquestionably increased work load and resources expenditure. The first confrontation with Gender Mainstreaming entailed different connotations. At the beginning of the project if anything, a relation to the Socially Integrative City and transport planning and management, rather than to urban development planning was seen. Not until Gender Mainstreaming was integrated in urban development design and land-use planning processes as well as in competition proceedings did the realization occur that it can be integrated in any process. A prerequisite for this is the will to admit the viewing of planning actions from the different perspectives of the actors and affected persons, to pose questions whose answers till now appeared plausible, recognise qualities in the refining of procedures and apart from the result, also identifying the journey to the result as relevant.

After 18 months of a pilot phase and one year of practical application we are able to quite satisfactorily establish that the methodical approach selected by us has become sustainable. Gender Mainstreaming now belongs to the methodical and procedural building blocks that we use in order to attain urban planning and competition results which, beyond their quality of content, consider aspects of gender equality during their development and future implementation. The specialised procedures were further qualified by Gender Mainstreaming. While the experts predominantly deal theoretically with the matter, we as a pilot department followed the need to act. This should be the subject of the following description.
Implementing Gender – institutional structures

In a first brainstorming session with interested employees, central questions arose on the topic that also led to the selection of the pilot projects and the formulation of the first work assignments. This spontaneous working team was institutionalised as a gender routine to steer internal departmental processes. Project leaders who represent working staff, representatives of sections who also act as disseminators and consultants as well as a coordinator meet regularly. Apart from this the head of department as the gender representative represents the specialist department within the senate administration as well as in specialist circles, for example as a member in the advisory board of the ExWoSt research project “Gender Mainstreaming in Urban Development”. Further colleagues act as disseminators in their committees and associations.

A constant companion of our work is the Women’s Advisory Committee of the Senate Department for Urban Development. With this committee that was also declared responsible for gender issues, projects and results at the work and steering levels are discussed intensively. In addition to this the women in the committee as gender experts also participate in individual procedures, take active part in the preparation of procedural documents and take on the monitoring of procedures developed for the implementation of Gender Mainstreaming.

Further platforms for the implementation of Gender Mainstreaming developed at all levels of administration. The Office of Gender Mainstreaming for the State of Berlin or the Steering Group Gender Mainstreaming of the Senate Department for Urban Development can be named as examples. Sibylle Krönert, as a further gender representative in the Senate Department for Urban Development, coordinates the Gender Mainstreaming process under the departments of the house as well as the contact to the Office of Gender Mainstreaming.

Gender Mainstreaming through participation – Users in Focus

In the department of Urban Planning and Projects, the users were and still are the focal point of considerations and action during content review of the gender projects. It is for them that urban planning is carried out. Enquiries therefore have to be made about the needs of clients. Do these requirements only have to do with functionality or do they also concern the architecture of buildings and the appearance of a place? How are the demands of users conveyed in the process? Is the gender perspective sufficiently reflected by officials in administration, decision-makers in committees, and also the jury in competitions? What should be done so that Gender can be brought to the Mainstream of the manifold processes?

As an answer to these questions, and in order to reduce the complexity of answers to “What is Gender Mainstreaming?” and “How do we apply Gender Mainstreaming?” the Department of Urban Planning and Projects compiled guidelines for its work. These should in particular preserve the interests of our target group, but also help to make the communication within the administration easier. The first two guidelines make statements about the organisation of urban planning processes, in this case the mandatory urban land-use planning and the competition procedures. The third guideline deals with implementation within the department that is to be understood as a gender equitable way of interacting with each other. (cf. the guidelines for the implementation of Gender Mainstreaming in the Berlin Administration in the appendix).

In the following section, some modes of participation will be described: The public was to be involved in the preparation of a competition involving the planning of open spaces at Alexanderplatz by taking part in a moderated online questionnaire and thereafter an on-site event. The stated goal was to appeal, with the help of the medium of internet and an accompanying workshop, to the population groups who experienced are likely to avoid events that have to do with citizen participation: women as well as youth of both sexes. Even though the feedback in the online process on the subject of Gender Mainstreaming was not much, a more intensive participation of the desired target groups, an increase in their presence and active participation in the on-site event could be observed as a result. It thus appears possible (and necessary) to involve further target groups by the use of different forms of participation.

For the participation process at Alexanderplatz, the internet was a chance to establish contact to women and younger users. Questionnaires and studies should primarily be used for places that have a local significance and are used in particular by older fellow citizens. We employed this form of participation during the planning of open spaces at Friedrichswerder West. The process was also accompanied by a female team of experts. The results, which partly differed from our expectations, were included in the call for the competition with regard to open spaces that took place afterwards.
We also gained useful experiences with the involvement of so-called stake holders. These can be understood to be persons who live or work locally, as well as female experts who are characterised by their gender competence. In addition to the responsible institutions, experts were invited to a workshop regarding the development plan for the settling of the Federal Information Service. In preparation for this, guidelines as well as extensive cartographic material containing analyses on the area that had been collected by a company commissioned to do it were sent, and in this respect they largely reflected an expert viewpoint. The stake holders discussed the viewpoint of the administration as compared to their priorities in two groups (one group purely made up of women and one mixed gender group). This discussion was distinguished by a high level of commitment. The stake holders gave detailed reasons for their ideas regarding the design, the deficiencies that were to be rectified as a priority and further suggestions on the development of the planned area. The results will be incorporated in the continuing process and are an expression of the great sovereignty of the experts in their handling of a planned settlement of this size.

All three examples show that the affected persons by all means speak out with regard to their ideas as long as the correct participation process for this is selected, and that the quality of the process is definitely improved due to the use of this instrument. In this regard intense preparation and discussion is necessary in the administration so that, with efficient use of resources, the best possible results with regard to the clientele can be attained.

The citizens would however discontinue their commitment if they were to determine that their interests are no longer being considered in the further continuing process. We therefore have to add "voluntary procedural steps" such as additional "gender participation" to the legally founded ones with regard to the needs of the concerned. These see their neighbourhood and not development, land use, construction or project-related plans. Their concerns have to be sustained in the process and — insofar as they can withstand being weighed — be eventually implemented. If after being weighed they cannot be sustained, a diligent review of the process of information collection and analysis as well as the decision-making that took place is necessary. This should also be communicated to the concerned, such that such a communication goes beyond a mere imparting of the results arrived during the weighing process.

Summary and conclusions for the continuing Gender Mainstreaming process

For my department, and in this I am in agreement with the advisory board at state level, Gender Mainstreaming in urban development is a target group discussion and above all a discussion with the target group — i.e. "Gender is often present, even when it is not labelled as such."

Certainly not all procedures can be carried out with the high deployment of personnel and costs that were possible in the pilot phase. Certain additional expenditure with regard to costs and time can however not be denied. Provided that the technical department is allowed to set priorities to only initiate more costly procedures for gender-relevant projects, a sustainable solution can be developed with regard to costs, time and personnel. We are trying this for instance with an assessment of relevance that we introduced as a gender check. The prerequisite for this is that other administrative costs are reduced by trusting the technical departments to act on their own authority without continuous supervision.

The employees perceive the introduction of new tests — whether it is the environmental compatibility test of the past or now the gender relevance assessment — as an increased burden and as criticism of their work. However in contrast to the environmental compatibility test, the implementation of Gender Mainstreaming is no work that has to be done by experts. We therefore have to give the employees a chance to orient themselves in Gender Mainstreaming by means of expert-led discussions and further training. On the path to this mainstream we need the support not only of representatives of politics, but also the willingness of all participants in politics, administration and the private sector to allow changes in our and their personal views. Only in this way can we swim together in the mainstream of gender.
The Women’s Advisory Committee was constituted in November 1989 on the initiative of committed women experts and on the basis of a resolution by the Berlin City Parliament. It took up its functions in April 1990 at the then Senate Department for Building Industry and Housing. In 2005 eight external female experts from the fields of architecture, landscaping, urban planning, the housing industry, geosciences, social science, economics and a representative each from the Senate Department for Urban Development as well for Economy, Work and Women (cf. appendix for list of members).

The Committee advises the Senate Department for Urban Development in important issues that encompass their entire range of tasks such as urban and open spaces development, housing policy, transport and environmental protection. In doing so it accompanies and appraises goals, processes and results that are handled in this areas. The focal point of this is the consideration of the needs and user interests of women. The objective of the Committee is to demand equal opportunity for women, break down gender hierarchies and strengthen gender equality.

In addition to this the Women’s Advisory Committee supports the Senate Department in with the implementation of Gender Mainstreaming. Gender Mainstreaming means, consciously observing social inequalities between men and women in all areas and in all planning and decision-making and laying different roles and needs open. All undertakings should be checked with regard to their gender-specific impact and designed in such a manner that they make a contribution towards equal opportunity for women and men. In doing so the different needs of women and men should not just be accepted as a given, rather the causes of these should be sought. Gender specific role ascriptions should be overcome and equality in the sense of equal opportunities should be promoted. By examining existing value systems and weighing of different needs in a differentiated manner the city should be developed to an attractive, socially sustainable place for the whole population and different life models worth living and working in.

In 2005 the Expert Women’s Advisory Committee basically provided support to open spaces competitions and construction planning procedures of the Senate Department for Urban Development and also brought in issues of Gender Mainstreaming going beyond women-specific aspects into the project work. The five most important projects and the work of the Committee in these projects will be described in greater detail in the following report. In addition to the projects portrayed here the Women’s Advisory Committee was invited to among others, work sessions of the steering committee, to the updating of the local transport schedule and to the gender budget of the transport office and could bring in its viewpoint.

Gender issues in construction planning procedures

With the amendment of the Building Code, Gender Mainstreaming became anchored in urban land-use planning as a strategy to enforce equal opportunity. According to § 1 clause 6 of the Building Code, when construction plans are being drawn up, apart from the general requirements regarding healthy living and working conditions and the security of the living and working population, the different effects of urban land-use planning stipulations on men and women should also be considered. For some time now the Women’s Advisory
Committee has been asked for statements within the context of the participation of authorities with regard to construction plan procedures considered relevant. In complying with these requests within its temporal and personnel resources the presented construction plans were examined with regard to gender issues. Thus an opinion statement was given for the draft construction plan 1-218 at a central location in Berlin Mitte, for example. This will be described shortly in the following section in order to give an insight into the content regarding specification of gender issues in construction planning.

The overriding planning objective of the reurbanisation and creation of a mixed usage concept in order to strengthen the inner town was evaluated positively. To what extent the stipulations in the construction plans could secure healthy living and working conditions that take into consideration the different living conditions of women and men, has however not been sufficiently proved yet. For this reason the following points of criticism from a gender viewpoint were made regarding the planning.

The high building density that results from building in the inner courtyard areas of residential areas, crowded residential blocks and a low percentage of green areas close to residential buildings, leads to a significant drawback, especially for women and children. The building areas with residential, mixed usage and core area usages are exposed to high traffic emissions which limit the residential and working conditions for all user groups alike. This necessitates compensatory measures that are however not sufficiently defined.

Concluding, a quantitative and qualitative deficit in green areas close to residential and settlement areas can be stated. This should be compensated by the realization of a public green area at Petrikirchplatz. The residential quality of Petrikirchplatz, in particular the planned playing ground, is however considerably limited by the high traffic emissions. The strived for quality of a lively urban location that is open to the requirements of different users will be demonstrated in a further planning process. Due to the high building density, the opportunity to create a park of high residential quality with a playing ground that would have been of interest for the female occupants and children in the area will be submitted.

Seen from the gender perspective, it can also be criticised that no statements or stipulations were made with regard to housing-related public facilities and local amenities. This is required as proof of the special quality of residential living within the city centre, as the advantage of residing there, even for small families, lies in the short distances to organisations that have to do with everyday living and working. Statements regarding the security needs of the residential population, which are affected by great traffic congestion and the planned arcades due of the location of the area, are also missing.

As a result of the opinion statement it was requested that the Women’s Advisory Committee or gender experts be integrated in the process earlier than had been planned. Gender competence has to be incorporated at the formulation stage of urban development concepts and framework planning and not just as part of the involvement of the responsible institution. This is because at this stage of the proceedings, it can only be understood to what extend gender
issues have been articulated, but the possibility of actively being involved in the planning in the sense of Gender Mainstreaming does not exist any more.

Based on the positive experiences gained by the inclusion of gender issues in a building development plan, it was agreed in a discussion with the responsible department in autumn 2005 that the assessment of gender issues will no longer be a task of the Women’s Advisory Committee in the future, but will be carried out – as per the definition of Gender Mainstreaming – directly by the responsible technical department. This should however not only take place within the department, aspects of gender equality with regard to § 1 clause 6 no. 3 of the Building Code should be taken into account within the framework of participation by public authorities and institutions in the future.

The Women’s Advisory Committee suggested the trial of a multiple-stage process for this purpose. Different possibilities regarding taking into account gender equality should first be tested within the framework of the involvement of public authorities and responsible institutions, so that an appropriate path can be identified for the Berlin administration. The results of the ExWoSt research project “Gender Mainstreaming in Urban Planning” or the working aid “Gender Mainstreaming in Urban Land-Use Planning” that is expected to be published in March 2006 as part of this project (cf. the research project website) should also be incorporated. The aim of this working aid is to present an orientation guide on how the strategy of Gender Mainstreaming can be practically entrenched into the urban land-use planning project with regard to content and procedure. This working tool should help make the required assessment procedures transparent, thus helping to avoid additional organisational, personnel and financial expenses. The Women’s Advisory Committee will continue to lend support to this process by way of consultation advice and other support.

Gender analysis in the open spaces competition of Friedrichswerder

The consideration of Gender Mainstreaming aspects in the open spaces competition of Friedrichswerder has a pilot character in many respects, also because from the beginning – already during the mandatory urban land-use planning stage – it was already highly regarded. Within the process of building development planning, additional institutions representing the public interest (TÖB) were contacted so that they can give their view on issues of Gender Mainstreaming. A special catalogue containing different criteria and explanations that encompassed much more detail than is the usual for mandatory land-use planning was added to the material. Apart from this a questionnaire was developed for the TÖB that included the topics of building structure, usage and open spaces.

An analysis that followed based on observations and interviews gave information about gender equitable usage possibilities of the new municipal park, put information together about the needs and requirements of different user groups and led as a result to the development of gender criteria for the judgment of competition tasks. The comprehensive catalogue of criteria with user requirements became a part of competition documentation and excerpts of it competition tasks. The Women’s Advisory Committee continued to be involved in all stages of the process.

In the designing and creation of open spaces, Gender Mainstreaming makes the demand that the acquisition of these is secured for both women and men in equal measure and that the desirability of actual usage for play, rest and relaxation is promoted for both sexes in equal measure (cf. Federal Office for Building and Regional Planning 2002, pg. 13). The important question (with regard to equal opportunity policy) is thus whether male and female users are able to use the open spaces equally with regard to time and spatial dimensions. Open spaces and playgrounds are however not only used according to gender but also age group. Designs therefore have to take gender and age into consideration. In addition to this the perception and use of public spaces was influenced by the respective cultural backgrounds.

Traditionally, women are assigned, in a spatial sense, to the private, domestic area and thus their territorial radius is limited. The design of public open spaces can therefore in this respect lead to a change in gender relations and a gender equitable participation of women in public life, as public spaces are designed taking the interests of women as well as men, girls as well as boys – in all life situations and age groups – into consideration (ebd.pg.13).

The Women’s Advisory Committee at the Senate Department for Urban Development formulated the following aspects and criteria within the course of its open spaces planning for Friedrichswerder that have to be taken into consideration when planning public and private spaces in a gender equitable manner:

- Different possibilities for the appropriation of space for both sexes (communication areas, residential quality, orientation points, transparency).
Different needs with regard to transport routes (clear lay out, barrier-free, accessibility, local public transportation).
- Different requirements with regard to supply structures and the use of public spaces (free spaces that take gender and generation into consideration, utilisation quality at different times of the day and year).
- Protection against physical and mental violence (avoidance of potentially scary places, concentrated traffic routing, optimal lighting, good visual contact to distinctive orientation points).

On the basis of this an analysis pattern was developed for a function plan that facilitates the visualisation and comparison of the above-mentioned criteria in different designs and drafts with the help of predetermined questions and a legend. This function plan, supported by competition results, lightened the appraisal of gender criteria in the preliminary examination stage. In addition to this it proved to be an appropriate instrument for the gender assessors for evaluating the functionality of individual construction designs better and more effectively.

Settlement of the Federal Intelligence Service – designing in a gender equitable manner?
The federal government is planning to locate the Federal Intelligence Service in Berlin Mitte, at the location of the former World Youth Stadi­um (Chausseestrasse). The Senate Department for Urban Development named the project of 2003/2004 one of four Gender Mainstreaming pilot projects. Under these auspices specific status and structural analyses, which the Women’s Advisory Committee of the Senate Department also took part in, were carried out. Representa­tives of the Women’s Advisory Committee also took part in a workshop organised by the Senate Department for Urban Development on "gender based issue determination regarding the planning of the settlement of the Federal Intelligence Service." It primarily dealt with the estimation of participants with regard to the effects that the location of the Federal Intelligence Service would have on the development of the immediate environment and the people living and working there. As influencing the building density and construction design was ruled out, the design and accessibility of the River Panke Green Corridor was the subject of discussion.

According to the representatives from the Women’s Advisory Committee the advantages of the choice of location were not discernible, as the massive dominance of the Federal Intelligence Service building would promote fragmented development in this sensitive area. In addition to this the structural design of the building did not support the development of a lively urban structure. On the contrary, together with the safety precautions, an atmosphere would be created that exudes sterility and anonymity. It is doubtful whether the security of the building would automatically support the sense of security of the surrounding residential population.

In the design of the outside area of the Federal Intelligence Service, i.e. in the competition procedure for the River Panke Green Corridor as well as in the design of the public street area, it should be aimed at a compensation of these negative effects. It is encouraged that a user analysis be done in the run-up to the competi­tion for the River Panke Green Corridor that would consider the statements of the status analyses in connection with the construction plan procedure in a differentiated manner and also take the results of the workshop into consideration. In any case it should be encouraged that the area is mixed. The design of the green areas and street area will add considerable distinction to the residence and usage quality. For this reason any existing green areas should be upgraded and the spatial and functional integration of the fragmented surroundings be encouraged.

Apart from this a replacement should be created for the interim usage on the Federal Intelligence Service premises. Currently the Federal Intelligence Service grounds are being used in the interim as a golf course and beach volleyball court. This usage will be totally displaced with the construction of the Federal Intelligence Service. The use of the place as a golf course and beach volleyball court could however give direction to other urban wastelands with regard to the giving of new impulses and ideas. Therefore it should be investigated as to how they came to be in existence at that place and which factors contributed to their stabilisation.

Recommendations for a gender sensitive restructuring of the cultural forum
The Senate Department for Urban Development developed a master plan for the further development of the cultural forum that was passed by the House of Representatives in April 2005. The master plan should set a planning law framework for the urban planning and functional upgrading of cultural forum that defines the city’s relationship to Potsdamer Platz and Potsdamer Strasse, as well as the future functions of the place. The Women’s Advisory Committee was informed about the aims and objectives of the planning during a discussion.
with the responsible department of the Senate Department for Urban Development and gave its suggestions in the following discussion on the content and procedure of the master plan.

The objective of the reorganisation was to find a unique selling point for the functional and creative development of the place that could be an attraction for the most different users and user groups and offer possibilities of acquisition of open spaces. To date the area – one of the last “open spaces” in a central location – is characterised by varied informal forms of utilisation (music events, festivals, tango, skaters etc.) Even the Matthäus Church offers an open house for diverse events and exhibitions. It is desirable, within the course of the reorganisation, to link the different cultural institutions and isolated events more intensely, to keep the place open and to not control it, to not only design the open spaces but also actively enliven these. It should be developed to become an independent, interesting, public open space that is open for diverse groups of male and female users (even beyond people interested in the cultural events).

In its current form people just pass through or deliberately snub the plot, going there for a stroll, having a look or to pass time is not very attractive. In the plans for a redesign it is important to deepen the question of the completion and connection to the neighbouring urban area spaces while taking into consideration different security requirements. It should be clarified for example, whether Potsdamer Strasse, that today cuts through the place, should be reconstructed or rather deliberately emphasised with flanking utilisations and activities.

These questions should be examined more deeply under the consideration of gender aspects within the course of:
- a differentiated analysis of the female and male users as well as their utilisation (observation studies, interviews among others) in order to ascertain the needs of the different groups of people and the different forms of room appropriation by men and women;
- a gender-specific needs assessment to establish new private sector operated functions;
- a transport survey to ascertain the security needs of different groups of people with regard to an optimal provision of services and orientation.

**Landscape planning competition for the ULAP grounds**

“In the immediate surroundings of the new central train station of Berlin, a small square with a connecting “pocket park” should be created between the causeway of Alt-Moabit, city railway flyover and the new city neighbourhood of Lehrter Bahnhof that is to be erected, while taking into account the old tree population. On one hand it should have a recreational function serving the neighbouring services provision area and create new connections for pedestrians. The aim of the competition is to develop a concept for the listed utilisations in which the historic entrance stairway to the former Universum exhibition park (ULAP) of 1879 is integrated. In addition to this a suggestion is expected with regard to how the underpass of the Alt-Moabit road can be creatively upgraded in the direction of the west” (cf. http://www.stadtentwicklung.berlin.de/aktuell/wettbewerbe/ausschreibungen/ulap/ (15.5.2006))

The Women’s Advisory Committee was involved in all phases of the competition process.
and made the following contributions within the context of the competition:

The Women’s Advisory Committee formulated task definitions and requirements for the competition specifications with regard to the needs of all user groups, which the participating offices were to take into consideration. As a specific requirement of the competition contributions, it was formulated that a user-related spatial-functional concept should be developed as an explanatory note to the draft design and how this is to be done. For this a uniform representation was given: threshold areas, directions of motion – movement in a room, eye contact relations, buffers – areal structure, orientation – markers, utilisation – intensity of utilisation, specific offers towards individual users/user. Apart from this an annotation regarding Gender Mainstreaming in the planning of open spaces was developed.

After they had sifted through all nine pieces of work received according to the required user-related spatial-functional concept and its criteria, two members of the Women’s Advisory Committee gave their views on the work during the preliminary survey. The Women’s Advisory Committee was also represented in the jury by one expert but was not entitled to vote.

The experiences gained during the implementation of Gender Mainstreaming within the context of this landscape planning competition can be summed as follows: unfortunately not all members of the jury could follow the special concerns of the pilot project in highlighting the spatial and functional features of the draft designs under gender aspects and so illuminate the special concerns of the draft design to that effect. Some draft designs however dealt with the presentation and problem in detail. To what extent the design process was affected could however not be determined even after questioning the participating offices; it could only be guessed. This should be analysed in even more detail in other processes.

In future it is important that the jury is already briefed about the concerns of a pilot project and incorporated in the particular needs associated with it in advance. The jury should be informed about Gender Mainstreaming in general and concerns of the competition in particular even during other procedures in which Gender Mainstreaming should be integrated in future. Apart from this the gender aspects and criteria developed in the preliminary surveys should be taken up in the opinion statements in future.

Conclusion and outlook regarding the work of the Women’s Advisory Committee

The Women’s Advisory Committee in its consulting function mainly occupied itself in 2005 with supporting and strengthening the Senate Department for Urban Development with the sustainable implementation of the strategy of Gender Mainstreaming. The aim of the administration is to implement and apply the experiences and knowledge gained in the pilot projects in everyday working life.

The gender strategy was successfully anchored in urban land-use planning and competition procedures regarding the design of open spaces together with the requirements from enhanced as well as new citizen participation forms. Among other things, a visual depiction of usages on open spaces suggested by the Women’s Advisory Committee was used in the competition announcements. This form of
presentation leads to a concrete debate about the variety of different types of utilisation as well as the equality of user groups through better transparency and comparison of the draft designs and as a result to a new quality of competition and decision-making procedures.

The work of the Women’s Advisory Committee regarding the pilot projects in 2004 was mainly performed jointly during plenary discussions. Based on this experience the experts of the Women’s committee usually supervised the projects in 2005 independently from each other. The year 2006 will thus begin with a joint evaluation of the work of the past year and a review of the definition of objectives and tasks under Gender Mainstreaming and women-specific aspects.

After the execution of the supervised projects, designed according to gender criteria, the Women’s Advisory Council wishes it could in future support an evaluation that assesses how the quality of life for different groups of people has been affected by the projects. In addition to this the Women’s Advisory Committee considers it useful to be integrated at an earlier stage into the planning of volume and structure of specific construction projects in the future.

Sources/Literature
Website of the ExWoSt research project “Gender Mainstreaming im Städtebau” – URL: http://www.bbr.bund.de/exwost/forschungsfelder/ff_index.html?/exwost/forschungsfelder/029_start.html (20.4.2006)
In 2002, the State of Berlin decided on an ambitious concept for the implementation of Gender Mainstreaming at the state level and in its 12 districts. The total of about 50 pilot projects implemented in the senate departments and selected districts have however had little publicity to date. For this reason too, the symposium has the objective of defining the status quo in the field of urban development and urban planning. Where do the participating stakeholders in urban development stand after some three years of self-testing in this field? Do they feel, in mainstreaming gender, “like a fish in the mainstream”? Are they “navigating” the tricky waters of professional and gender criteria safely? How are the individual departments preparing themselves for the comprehensive implementation of Gender Mainstreaming due to take place from autumn 2006?

Besides political will and the self-commitment at the management levels, personal motivation is one of the key elements in the implementation of Gender Mainstreaming. Is the experience gained to date suitable for motivating the actors from the pilot projects into taking up the role of multipliers? Could the colleagues from the other departments and in the functional departments of the districts inspire others into – staying with the water metaphor – to have less fear of the abyssal depths of gender and to see the resources that flow into the mainstream through this process?

Before we deal with the questions of tax reforms, resources, process quality and (gender-) knowledge management in the context of urban development and Gender Mainstreaming, we must however pose one question of principle: With which conceptualisation of Gender Mainstreaming did the actors hitherto involved start?

From “empowering women” to “gendering the mainstream”? – Differentiations, misunderstandings and questions on the basic principles of the process

Gender describes the socio-cultural differences between men and women and the part of the gender roles which is assigned and learned through socialisation, i.e. cannot be explained biologically. Gender can be understood as the structural category for the systematic analysis of social processes and resource distribution, since gender is one of the fundamental ordering principles of our society.

Implementing Gender Mainstreaming in the context of urban development means striving for gender equality in the distribution of resources for and access to housing and public space as well as formulating the criteria for their respective design and distribution against the background of a variety of ways of life and its necessities. Empowerment of women, i.e. especially taking into consideration and advancing women’s interests in the process, is only one component of the double strategy of Gender Mainstreaming and women empowerment.

Gender mainstreaming is therefore misunderstood if the implementation of a differentiated Gender Mainstreaming process because there has been a women empowerment process, is regarded as “done”, or whenever it is assumed that women empowerment can be pronounced as superfluous in view of a (frequently more or less diffuse) commitment to the implementation of Gender Mainstreaming. Rather it is so, that the differentiated data and situation analysis, which represents the starting point of a genuine Gender Mainstreaming process, often leads to the revelation of the discrimination of women in the context of further categories like age, migrant background, social class etc. and thus puts power structures and privileges in question. At the same time, this process will also produce a more differentiated picture of the needs of the group of “the” men, which is also hardly homogenous, and raise the question of the extent to which there exist here hitherto scarcely noticed discriminations or, for example, some that are currently arising with regard to the living situation of an aging society. Gender Mainstreaming leads not only to a more differentiated perception of women’s issues, but also to the question of how much urban development and housing construction can contribute to a break with the traditional perception of gender roles.

For decades (!) now, we do have examples how to establish criteria for on everyday needs oriented and women-friendly planning into the planning procedures in urban development and housing (e.g. with the help of model projects, criteria catalogues for urban land-use planning or checklists). This actually means that by now aspects of gender equality are to be found in procedures and processes in which this is not specially expatiated upon. That the implementation of these criteria in the carrying-out of planning processes is nevertheless still passed as a novelty, expresses not just the terminological heterogeneity and that of the implementational practices of Gender Mainstreaming but also the missing communication between theory and practice.

To give just two examples: The concept of a “no-go area”, is in practice helpful to illustrate the various perceptions of a place, but its victim connotation in the conceptual definition in theory is the subject of controversial discussion. A second example is the latest discussion on how far the term “Gender Mainstreaming”, even
before it has become prevalent in everyday use, should already be avoided, because it – even if only used with limited reflection – now more than ever poses the danger of reinforcing the stereotypes regarding the sexes.

Against this background, in the discussions, concepts and reports on the implementation of Gender Mainstreaming in urban development and city planning in Berlin, a certain rhetorical and contextual one-sidedness in the orientation towards the needs of women becomes obvious on the one hand and on the other the adulteration of the term “Gender Mainstreaming” by having it seem to function almost as a container for an unsystematic collection of aspects of integrated urban development. This gives rise to three questions central to the further development of the process:

1. Does the target group orientation common in (social) urban development already correspond to the set objectives of Gender Mainstreaming as these relate to gender policies? How actually differentiated is the capture of data conducted on target groups by planning processes, if we assume that neither “the” women nor “the” men exist? In the Berlin approach to implement of Gender Mainstreaming, how can a diversity perspective, i.e. the heeding of the cultural, social and age-related multiplicity of lifestyles, be better anchored? And how can this be done in view of the observable change in urban society, without simultaneously levelling the structural effectiveness of gender and diluting the Gender Mainstreaming approach?

2. How much is there in terms of a varied range of knowledge on the needs and phenomenological conditions of men and male youth in the city and what out of this is integrated into the current planning processes?

3. Have any concrete, operationalisable, gender-equality-related goals and indicators been formulated based on current experiences beyond the commitment in principle to Gender Mainstreaming from the department of urban development (and not just there)?

After these fundamental questions on the understanding of Gender Mainstreaming, the steering of the practical implementation of Gender Mainstreaming and the employed methods and procedures are looked at in the next step.

**Gender Mainstreaming in everyday planning routine— On the relationship between concept and reality**

At the level of the analytical instruments, the Berlin Gender Mainstreaming process is based on the Swedish 3-R-Concept and the 6-Step-Method of Krell / Mückenberger / Tondorf. (Gender Mainstreaming Office, 2004, Women’s Office of the City Administration of the City of Vienna, 2000). Both approaches scrutinise the representation, resources and realities of women and men in organisations and social processes. In looking back at the process up to now and the structures developed in the process, we can therefore pose the following questions:

- How far apart are concept and reality from each other?
- How have the centralised top-down management models and its consultation instruments (boards/ control and steering groups/ consortia/ Gender Mainstreaming representative proved their worth in the area of urban development?
- Has the “6-Step-Method” – implemented this way – proved to be applicable in the planning context?
- Which systematic recommendations from the perspective of the Department of Urban Development can also be formulated for the altering of technical routines in the districts?
- Are the criteria for efficiency controls related to specific fields generally applicable to or exemplary for other technical domains of urban development? And in which time frame and at which level are efficiency controls being carried out up to now, or would be most appropriately carried out in the future?

The implementation of Gender Mainstreaming is mostly recommended through project-related work and pilot projects. In view of the “relative resistance” of some departments towards such project-oriented and cross-departmental management forms ascertained in the evaluation of the programme Soziale Stadt (Socially Integrative City), this recommendation must certainly by all means be regarded critically and the pilot projects evaluated against the following background:

- How were the (permanent) frameworks for such a process established in the competent departments that carried out the pilot projects?
- How can the implementation of the pilot projects be evaluated in planning measures that are already in progress?
- At which level of planning would a gender perspective be incorporated, from experiences to date, in order to ensure a gender equitable planning result?

**Top-Down meets Bottom-Up?**

The implementation of Gender Mainstreaming top-down and bottom-up not only calls for the combined efforts of the management level and the specialist staff on the implementation of Gender Mainstreaming, but also raises the
issue of centralised and decentralised control of the process. As the central authority for the management of the process, the Berlin Senate has established a Gender Mainstreaming Office, which operates from the Senate Department for Economics, Technology and Women’s Issues.

Due to the very different experiences of the competent departments involved in the pilot phase, the question arises in the planning of the comprehensive implementation of Gender Mainstreaming at the senate and district level, which role this central institution can and should play in future. What measure of expertise do consultation and controlling require and to what extent could this attained to date? In this connection there should also be a discussion on the role the pilot projects could assume as multipliers in a more decentralised concept.

With specific reference to the Department of Urban Development, this means asking to what extent the pilot projects were model projects and to what extent they produced transferable results.

- In which spheres of activity are the practised methods and concepts likely to land on especially fertile ground due to existent structures: in the process of participation, in the target areas of the programmes Socially Integrative City or Urban Regeneration East, in the new projects targeting inner-city accommodation, in projects addressing temporary use?
- In which areas of urban development has Gender Mainstreaming not been implemented to date and why?
- To what extent can the developed methods, procedures and instruments be put to use in these areas of urban development excluded up to now and where is further differentiation called for?

Programme-specific instruments for the implementation of Gender Mainstreaming

Instruments of Gender Mainstreaming were up to now to be largely found in the area of organisational and project development. A determination of programme-related instruments for urban development in this sense has not taken place, and equally little has been done in the compiling of a corresponding catalogue of indicators. For the implementation at the city-wide level, during which operationalisation aids will play a big role, the question arises as to which of the processes and instruments developed in Berlin are transferable to a wider planning practice and which framework conditions this would call for.

The checklists developed for women-friendly planning and which have found their way into the different concepts for the implementation of Gender Mainstreaming can be cited as an example here, such as the Urban Regeneration East projects accompanied by the Gender-Advisory Council in Lichtenberg-Hohenschönhausen. On the one hand they represent effective updateable instruments but also pose the danger of degenerating or stagnating into a pure or isolated execution.

“Gendering requires resources”

The conditions of the pilot phase, most of those involved agree, will prove to be hardly transferable to the city-wide implementation and everyday life. For the structuring of the city-wide implementation it will be a question of evaluating the process from a professional point of view to determine which minimum demands must be made on the general framework in the planning process and which instruments ensure planning sensitive to gender equity.

The problem statement in this connection could for example be, to what extent additional adjustment costs are inevitable internally and – by way of participatory processes – with the target groups and therefore require a budgetary allocation. At the same time it must also be taken into consideration, which positive effects this adjustment process can have on other projects. Further it will be necessary to include in the budgetary planning, that resources (time/ qualification/ financing) are necessary for the implementation of the strategy at the organisational level of internal administration as well as for the further development of field-specific instruments that are tailored for and fine-tuned to the needs of the involved actors.

What is to be done, when internal gendering is met with external ignorance and lack of interest?

The often lacking gender competence of the external, implementing partners can be named as a critical point for the quality of procedures and processes: How can we be better insure in future that gender-sensitive planning and participatory concepts do not fall victim to the insufficient competence of the implementing party? How can it be guaranteed that gender criteria also play a role in the award of contracts?

In this connection, it is not only the partners implementing construction projects that are to be examined, but the question is also to be asked, how the housing industry, traffic engineering, public institutions and educational institutions, especially in the context of integrated urban development, can be more closely integrated into the process? And last but not least: Is Gender Mainstreaming and gender competence adequately present in everyday life of the political initiative and management levels?
Gender Knowledge: How is the transfer of knowledge organised and safeguarded from a budgetary point of view?

Implementing Gender Mainstreaming requires educational processes at the level of organisational development, project management, professional competence, methods and personal development. At the point of intersection between the pilot phase, continuation and comprehensive implementation, the following points should be looked at systematically:

- Which conceptional and methodological approaches of the gender trainings and consultations carried out to date were successful? What role does the professional competence of the trainers play in the area of the departments provided with professional advice, in this case that of urban planning. Where can cognitive knowledge be imparted, what role do self-awareness processes play? How can the success of partly gender-homogeneous training groups achieved to date be further pursued conceptionally, in order to, for example, to also allow men a safe area for the discussion on gender roles?

- Internal knowledge management: How can the experience gained from the pilot projects be made available to the other departments at the senate and borough level? Where should knowledge management stretching across departments and management levels be based?

- How do gender and women advisory councils differ in their orientation and which future role can they play in the transfer of knowledge (also from science and in their contact with other panels of experts) and project-related advisory services?

“Europe is not (yet) looking at Berlin” – an ambitious project without an audience?

Even by European standards, Berlin has decided on an ambitious concept for the implementation of Gender Mainstreaming – but who knows about it? The public relations work on the Gender Mainstreaming process has not reached the professional and general public adequately up to now. Given that the public relations and educational work is mainly restricted to a web presence, the question arises as to how far the political backing for the Gender Mainstreaming process reaches. Why is the concept not also used for the cultivation of image? How much or how little has the city, but also the technical departments identified with it so far?

It can be seen that the societal process of change strived for through Gender Mainstreaming requires forms of communication and educational work, which reaches out to the professional audience and the administration – to put it in pedagogic terms – more heavily using their own forms of communication. First priority could for example go to the call for implementation regulations from the administration similar to those on the Socially Integrative City. Further, there will in future be an increased need for symposia for the communication between research and practice, for in-house training for the administration and for a professional exchange of ideas – which in a best case scenario would be organized – for example with the Vienna counterparts, but also a need for information brochures for the administration as well as for the general public. In so doing, the Gender Mainstreaming media work must be more intensely geared towards target-group-oriented marketing strategies for a wide public in the spirit of: "Gender goes public! Apart from a new overall strategy for the public relations work, this will also require conceptional advisory services for a product development of the individual departments that is suitable for the target group and adequate for the project’s needs.

Bringing gender into the daily routine is a complex and protracted task. Not rarely do contradictions dominate the discussion on the implementation of the strategy with the tenor “Gender is simply not very tangible and a second class problem.” What could possibly be missing are a positive vision and images, serving equally as associative motivation as well as a basis for the formulation of the goals of gender equity policy.

Sources/Literature

Office for Women’s Affairs of the City Administration of Vienna (2000): Guidelines on Gender Mainstreaming, Vienna

The Senate Department for Urban Development is testing the implementation of Gender Mainstreaming in different policy and fields of action since 2002. In the field of action “housing”, the most recent project subsidised with means of the Equal Opportunity Framework Programme of the state of Berlin (GPR) has been “Cooperative Housing as a Self-determined Way of Life”. The here presented project “Advocating Diversity in Housing Cooperatives – Quality Assurance through Gender Mainstreaming” was started at this point. A team of the Berlin gender consultancy network gender+ developed in coordination with the Senate Department a process consultation concept to acquaint housing cooperatives with Gender Mainstreaming as an instrument for quality assurance.

Supported by the Senate Department and the Berlin Real Estate Management Academy (BBA) gender+ addressed eight housing cooperatives concerning their potential interest in this project. Four of these housing cooperatives, with different housing stock structures in the Eastern and Western parts of the city took part in an innovative Public Private Partnership for the implementation of this approach in selected fields of action of housing management. The participation of a fifth cooperative could not be realized within the limited project phase, the other cooperatives saw for different reasons no possibility to take part in the project.

The project had a term of 18 months and was managed by the Senate Department for Urban Development (department housing: Dr. Jochen Hucke; gender representative of the Senate Department: Sibylle Krönert) and Christiane Droste from the network gender+. The Department gave financial support to the cooperatives in terms of an external gender diversity process consultation and project realization support; the cooperatives put forth personnel resources (especially at board level, on the level of executive management, local real estate management and social work) and in some cases also external planning expertise. The cooperatives were only obliged to participate in the consultation process. As for the realization of the results of this process, they made independent decisions. The investment for the realization of the projects had to be taken on by the cooperatives themselves. There was no state funding on this level. The Berlin-Brandenburg Housing Associations’ Umbrella Organisation (BBU) as well as its Berlin Real Estate Management Academy (BBA) supported the project by taking part in three workshops regarding all projects.

Project structure
Why was cooperative housing the focus of this project? Housing cooperatives are collectively and democratically organised entities whose main objective is the optimal support of its members and a self-determined way of life. Their basic principles include transparency in terms of resources, especially with regard to shares, capital resources and capital expenditure for the project to be promoted. These principles already form a basis for a series of gender aspects in the organisational structures and concepts of cooperative housing. Also, cooperatives have since the end of the 19th century constituted a section of the housing market that opens up prospects of housing adequate to new ways of life through its principle of participation. Especially new cooperatives are now developing concepts regarding adaptable homes for a variety of life styles and age groups. The variety of women’s housing projects which have nationwide selected this organisational model selected by these organisations points
to the fact that cooperatives offer good structural starting points for the implementation of Gender Mainstreaming. The ExWoSt research project “Models of Cooperative Housing” also came to this conclusion among others. According to their findings, “women who live alone and single mothers value economic independence, a possible combination of living and working, sole power of disposition over the apartment or house and a reliable rent policy.” Cooperative housing is thus particularly attractive for women: it matches their wishes for equitable housing conditions, solidarity in action and economic independence. Women are represented to a higher degree in cooperative projects designed to include members of both genders, and this can also be assumed to be the case with regard to traditional cooperatives and their members.

It is therefore natural for the cooperatives to differentiate more according to cultural, gender or social and familial roles in their analysis of housing needs and those regarding working space for potential target groups during the development of housing concepts tailored to their needs. The project proved that the systematic application of gender criteria in the area of housing contributed to the development of high quality, cross-generational, life style oriented living that especially corresponds to the needs of women and families in their diverse manifestations. The analytical and participation oriented instruments of Gender Mainstreaming offer support in incorporating the diversity of lifestyles and aspirations of women and men of different social and cultural background and age into the tasks of the cooperative housing economy optimally and systematically. Fields of action in which this is particularly well demonstrated include membership development, structural stock development, organisational structure, marketing and activities with regard to the neighbourhood. In the following section, a description of the main courses of action in these four fields will precede the description of the pilot projects.

**Membership development**

Contemporary stock structures and a corresponding development of membership are of particular importance to Berlin cooperatives, as their members tend to be older than residents in other housing economy sectors, the houses are in part very difficult to adapt to suit changing needs of the ageing residents, and investments are also required for renovation to suit new regulations with regard to energy. In addition to this, demographic change and the diversity of lifestyles require an increasingly quick adaptation of housing types. To what extend does the work with gender criteria support the development of successful strategies in this entrepreneurial field?

- Gender differentiated target group analyses based on statistical data and qualitative findings that include other categories such as social and cultural difference, age, disability, etc. qualify the development of mission statements, strategies and goals of housing associations in general and particularly in cooperatives. They enable the identification of development potentials, gender inequalities and conflicts of interest or objectives.
- Gender sensitive public relations work enables a differentiated target group approach, avoids stereotypical gender role attribution and supports the identification of new target groups for the implementation of new ideas within the cooperative.
- Gender diversity oriented letting aims for an equitable access to homes tailored to suit the needs of different target groups and lifestyles. It avoids discrimination and access barriers in its conditions of admission and selection criteria for potential members. The German General Act on Equal Treatment (AGG) prevents discrimination, but allows addressing special or previously underrepresented target groups to apply for membership in a cooperative.
- A gender diversity oriented service reduces access barriers (time management, service, language competence, intercultural communication etc.) for current as well as potential members. The conditions for this include corresponding competence development in the administration and service institutions, the employment of qualified personnel with migration background as well as flexible service times that take the different time patterns of women and men or people in different phases of life and family structures into consideration.

**Structural stock development**

Generally recognised criteria of gender sensitive structural stock development include security and accessibility. A key concern of the gender diversity approach in this field however is taking into account the diversity of current lifestyles in new building activities. For the cooperative this means the agreement at all decision-making levels on a common mission statement and a corresponding definition of objectives that aim to fulfill the needs of all lifestyle groups living in their stock. In this regard the expectations of two groups become more important: those who take care and provide for others and those of older people still living independently. For them, an adaptation of their homes (spatial, technical, social) to suit their changing needs in old age is essential. It is therefore necessary to achieve a quality of rooms and areas that enable a combination of living and working through their design and flexibility, consider user interests and help

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**Project structure**

**I KICK OFF WORKSHOP June 2008**

Good reasons for mainstreaming gender in cooperative practice

- Establishing a steering team / building gender competence in the selected field of action / doing a site and target group analysis / realizing a project in the selected field of action

**II PROJECT PHASE July 2008 – December 2009**

- Pilot project I
- Pilot project II
- Pilot project III
- Pilot project VI

Research in selected European countries on good practice in integrating immigrant population in cooperative or community oriented housing / motivating immigrant participation in community building processes

Knowledge transfer to a cooperative realizing her project in this field of action

**III PROJECT INTEGRATING (INTERNAL) CONFERENCE**

**IV PUBLIC FINAL CONFERENCE May 2010**

Cooperative housing as a self-determined form of housing and way of life: Innovation through gender sensitive practice and learning from international experience
avoid user conflicts, and support different space appropriation behaviour. An element that combines these aspects can include, in addition to corresponding layout solutions, technical service, differentiated living environment design and space that promotes community building, a strategy for social infrastructure and services located in the neighbourhood area. Cooperative or other self-help projects as potential allies can play an important role here. Through stock development that is gender diverse, the bonding of residents is strengthened and the development of new target groups optimised.

Cooperative organisational structure
The ExwoSt expertise revealed that in traditional housing cooperative reality, the dominance of men in boards and organizational bodies becomes higher, the more the administration is removed from the membership base. Men dominate also in cooperatives function-related operative steering committees working in long-term structures; women get more easily involved in committees that concern themselves with the interests of the residents, and in different fields of self-help. This is nationwide different in the setting up of smaller cooperatives and also more generally in Berlin, where the share of women in leading management positions in the cooperatives increased during the last 30-40 years, not least because in GDR time, there were (and still are) more women in leading housing management positions in the eastern part of the city. There is a hope for a change towards a higher participation of women in traditional cooperatives’ leadership due to many cooperatives’ efforts to support the reconciliation of professional and family work and due to the changing gender ratio amongst junior skilled employees. At present, there is a vivid and controversial discussion on quota for women in leadership in Germany. On the short term, women quota are however hardly a promising instrument to increase women’s leadership in cooperatives and nor would they be likely to be an instrument to increase a parity in members committees. Even without any restrictions, many traditional cooperatives face severe problems to motivate the necessary members’ voluntary work in local neighbourhood committees. However, organisational structures that are sensitive to gender diversity however support, even without quotas, the equitable participation and representation of women and men in cooperative self-administration and motivate and ensure the potential for self-help.

Communication and decision-making processes can be designed to employ methods that represent preferably all interest groups of the residents and use their resources for the solution of problems and the making of decisions. A diversity of lifestyle in this context is an important potential for cooperatives that can be supported by an organisational culture which gives space and recognition to the different requirements and activities of the members.

Housing cooperatives are reliant on their capital and their members and have to administer their capital according to the diverse needs of different target groups and in a transparent manner. In case of a necessary adaptation of the stock which require a cost sharing of the members, it would be an important aspect of cooperative equality to take in account the gender bias in middle and lower income groups. Another aspect of equality in housing is that still, women hardly acquire housing property as provisions for old age. The membership in and shares of a cooperative may provide an alternative to safeguard an affordable place to live in old age. Particularly for the traditional cooperatives, it would be a challenge to detect women’s specific needs and to develop adequate housing offers.

Neighbourhood management
In many cases cooperatives, as independent actors in neighbourhood management, provide resources for the development of a stable social structure. In this regard they can make a contribution at several levels to ease the domestic or voluntary work of employed persons: through neighbourhood-related service facilities, the promotion of neighbourly help and employment that is within the neighbourhood area. In addition to this they support social integration in heterogeneous neighbourhoods by availing space and reasons for different member groups to meet.

Marketing
Current marketing analyses and campaigns show that a target group specific approach to women and men of different culture, phases of life and lifestyles and in particular an open approach to same-sex life forms holds promise for housing cooperatives. To a large extent women still decide on the choice of a residence. Before this background and in view of the demographic change, marketing that is sensitive to gender diversity with regard to content, language and images as well as with regard to the targeted recruitment of members with migration backgrounds has an increasing relevance for housing cooperatives.

Innovation in real estate management through gender sensitive practice: four pilot projects
The four housing cooperatives that took part in this pilot project, the Charlottenburger Bau genossenschaft e.G., the Beamten-Wohnungs-Verein zu Köpenick e.G., the Berliner Bau- und Wohnungsgenossenschaft von 1892 e.G. and the Marzahner Tor e.G., have been implementing lifestyle oriented projects in their stock for years or have been carrying out extensive modernisation processes. The objective of the project was to support these cooperative actors in quality development within the context of demographic change and engage them in a Public Private Partnership for the explicit implementation of equal opportunity goals. The consultation process allowed for experiences which showed how gender, age and culturally differentiated and process oriented thinking can be requisite know-how for the current societal and housing economic challenges. The most essential components of the projects and thus of the process facilitation and monitoring were:

- the sensitisation for the relevance and systematic use of gender diversity aspects for successful and high-quality dealings in the housing economy;
- the conveyance of subject-specific gender diversity knowledge with regard to types of housing, housing environment, social infrastructure, service and housing economy marketing approaches as well as with regard to gender aspects of internal communication in the organisation;
- practical use of gender criteria or gender and culture sensitive methods or instruments in procedures, workshops and projects (especially resident participation).
The objective of the project “A Green Oasis for Young and Old” was to enable a car-free, generation-spanning utilisation of a ca. 4000 m² large courtyard which had so far been used as parking space and for garbage collection. The participation process was to motivate an increased neighbourly togetherness. On the basis of the target group analysis, very different needs were established for the courtyard that can be used by about 200 households (about 114 women and 120 men, average age 53 years, few families, some households with migration backgrounds). The cooperative decided on a two-phase planning workshop methodically oriented to the methods of the future workshop and the Planning for real. Self-organisation, cognitive ability and creativity of the participants are fostered in these processes through dialogical, open and unbiased methods. These methods are gender and diversity equitable as they give room for different communication behaviours, contain non-verbal elements and target planning consensus for projects that take different age and lifestyle groups into consideration. The steering group (board, administration, engineering, social workers, landscape architect, gender+) clarified target agreements and framework conditions that were transparent for all participants. Gender criteria gave structure to the planning (e.g. zoning according to needs regarding rest and movement, security aspects, visual relations, functions taking the needs of the ageing residents into consideration) and planning workshops (gender and culture sensitive approach, gender differentiated group work and evaluation, mobility aid, child care and (if required) interpretation).
Planning workshops – developing visions, recognising need for compromise, going from vision to reality

More than 90 participants accepted the invitation to the first workshop, from small children to very old persons. After a short introduction on the meaning of Gender Mainstreaming, which framework conditions and “rules of the game” would apply, a random process helped to build four gender and age differentiated work groups, who developed visions for the utilisation of the courtyard on a model. This revealed the disparity of needs and of the communication and decision-making processes. Gender stereotypes and conflicts of utilisation came to light. In the harmonisation of visions the foundations for a gender diversity equitable planning arose quasi “by themselves”. Proposals and wishes for neighbourhood activities were collected on so called “talent sheets”.

The draft design presented by landscape planner Katharina Niproschke in the second workshop contained places of sojourn and movement for all groups using the courtyard, a lighting concept, and good visual relations and connecting footpaths. Central aspects were elements to bring about neighbourly communication (e.g. a community flowerbed/vegetable patch) and the long-term flexibility of the design. The reasons for the unrealised visions were made transparent and lively discussion led to the last changes in the plan. A “Café Europa” offered the participants once again to get together for neighbourly activities and plan the opening event together...
Opening of the new courtyard
The attractiveness of the facility for all age groups is beyond doubt. The structure of the process as well as the soft skills of the steering team and the regular presence of the landscape architect are to thank for the creative and functional quality of the facility. Whether the use of the courtyard will correspond to the high amount of effort that went into its planning or whether a lively neighbourhood will arise will become apparent in the next two years. It is expected that the courtyard will be used, conditional on life phases, more strongly by older members and young families, and that occasional minimal incentives will be required of the cooperative in order to motivate neighbourly activities.
Project II
“Gender sensitive communication regarding the project “Adapting homes to suit the needs of an ageing resident population”
(Beamten-Wohnungs-Verein zu Köpenick eG)

Project team: Board, staff members of the Beamten-Wohnungs-Verein zu Köpenick, project support gender+: Christiane Droste, Pamela Dorsch and Dr. Gabriele Schambach, interpretation of statistical data: Dr. Gabriele Schambach.

Project structure BWV zu Köpenick eG

Workshop I Introduction
Benefit of taking a gender perspective in adapting the stock to the needs of the ageing population gender differentiated data analysis
The cooperative’s scope for action

Target group analysis
Target agreements, special evaluation of the population data at state and district level

Workshop II Communication structures with the tenants/members and the within the administration
Age- and gender-specific communication patterns

Project phase “realization of measures”
Face to face consultation, ascertainment of demand, setting of priorities, technical realization

Workshop III
Communication concept internal/external

Process evaluation

Project Evaluation 2011?

From 2008, the Beamten-Wohnungs-Verein zu Köpenick eG (BWV) cooperative pursued a special project entitled “Future Low Barrier Housing” that had the aim of enabling their members a continued life in their habitual environment even with limited mobility. In order to enable corresponding measures to be taken in the apartments and immediate environment, the representative council forewent their dividend payout of the previous year to the tune of 400,000 EUR in June 2008. The aim of the project “Gender sensitive communication with regard to adapting homes to suit the needs of an ageing resident population” was to identify the needs in the cooperative’s stock in a more differentiated manner, achieve equal opportunity in the setting of priorities (financing/carrying out of measures) and to develop a communication concept for the perpetuation of the special project. The project was of strategic importance for the cooperative concerning the most extensive consideration possible of demands. The aim therefore, was also to develop a concept for a socially acceptable setting of priorities.

In the first phase of the project, which was communicated to the members through the cooperative’s jubilee celebrations and the members’ magazine, letters of interest from over 98 households in two settlements of the BWV in Köpenick and Berlin Marienfelde / Schmargendorf were received by the administration within a time period of three months. Consultation sessions were carried out on a personal basis as well as with the help of questionnaires with the interested parties in their apartments, and the practicability of the desired renovations assessed. This was followed by prioritization and successive implementation of the alterations in consultation with the construction management and architects. Regular updates on progress are published in the members’ magazine.

Gender aspects in strategy formation and communication in the project “Future Barrier Free Living”
The first component of the project was an introductory workshop regarding the use of gender differentiated data analysis using the example of the data and data collection structure of the on-going operation. This was followed by a comparative analysis of the existing inventory data of the cooperative, an anonymised special evaluation of the residents’ registration data for the stock of the BWV as well as population data at state and district level. The result of this analysis revealed that in comparison to the overall population in Berlin, the population structure of the residents in BWV property is characterised by:

- a considerably lower percentage of children and people between 18 and 44 years of age
- an only slightly higher percentage of older people between 44 and 65 years of age
- an almost twice as high percentage of people of the pensionable age of 65 years and above, as well as a considerably higher percentage of women of 65 years of age and above

Bathroom before renovation

Bathroom after renovation

Sporting equipment for elderly people
- a percentage of the adult population that becomes less with an increase in age in Berlin, whereas in the stock of the BVW, people of pensionable age represent the largest age group. It also became clear that no interest was expressed in sections in which, according to residents’ registration data, an extremely high percentage of older and aged people lived. The data analysis gave cause to design the questionnaire in a more gender differentiated manner and to use knowledge about the gender differentiated health-related behaviour of the current older generation as well as their general and in particular, their health-related communication forms in future discussions or consultations. The results of the analysis also suggested that the following aspects be taken into consideration in the future at the management level and the actual process level:

- the share of women/men in the older age groups of the residents (not only members), differentiated according to gender, their earning capacity and predominant mobility impairments;
- preferred residential models for people of old age separated according to gender, whether living alone or as couples, under consideration of cultural differences;
- gender and age differences in communication behaviour and the use of communication media, here as well the consideration of cultural differences;

Communication structure in the process of adapting homes to suit the needs of an ageing resident population

- competence development needs of those involved in the construction and communication process, supervision needs of the same group

Further components of the project were competence building in the management team of the cooperative (members of the board, staff members from the areas of technical management, social and public relations work, commissioned architects) with regard to central gender aspects concerning the adaptation of residences to suit the needs of an ageing residential population and the corresponding communication processes. These include target group analysis (updating of gender differentiated data on the residential population, inclusion of additional gender aspects such as same-sex life forms, migration), a transparent communication with regard to the possible discrepancy between need and affordability as well as transparent and gender differentiated criteria of prioritisation. At construction level, knowledge about gender differentiated living in the broadest sense is required in addition to technical knowledge on barrier free living; at the social and service levels new functions such as information and offers on health maintenance measures are gaining in importance in the provision of living space, first as a subject in cooperative media and addressed in particular to men.

Data on the BWV’s population structure

- Supervisory board
  - Assembly of members’ representatives
  - Department managers
  - Letting
  - Social workers
  - Technicians

- Public relations work
  - Social workers
  - Department managers
  - Letting
  - Accounts department
  - Technicians secretary’s office / reception
  - Technicians

Communication

<table>
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<tr>
<th>Via</th>
<th>of</th>
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<tbody>
<tr>
<td>Steering committee’s meetings</td>
<td>• Results of analysis</td>
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<tr>
<td>• Suggestions for operationalization</td>
<td></td>
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<tr>
<td>Members’ magazine</td>
<td>Options for stock adaptation to elderly peoples’ needs</td>
</tr>
<tr>
<td>Personally addressing letter / general flyer</td>
<td>• Contact persons</td>
</tr>
<tr>
<td>Events</td>
<td>• Offers for social care</td>
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<tr>
<td>Advertisement of the cooperative</td>
<td>• Transparency of the cooperative’s resources</td>
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<tr>
<td>Face to face dialogue</td>
<td>• Setting of priorities</td>
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<tr>
<td>Alternative means of communication</td>
<td>• (If) necessary cost sharing for the member requiring a measure</td>
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<td>• Process progress</td>
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<tr>
<td>Learning how to use the new equipment</td>
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External partners

- Architects
  - Occasionally KfW-Bankengruppe (state promotional bank)

Committees

- Members
  - Interested members
  - Neighbours
  - (non-)professionals looking after elderly members

Internal team

- External partners
  - Architects
  - Construction and other involved companies

Communications

- Supervisory board
  - Commission to do an analysis of target groups, residents’ needs and the stock in general

- Board
  - Commission to design and use a communication concept on stock adaptation to elderly peoples’ needs

Steers the process and communication on stock adaptation to elderly peoples’ needs

Distribution according to age group and sex

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Women</th>
<th>Men</th>
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<tbody>
<tr>
<td>0-18</td>
<td>4.9</td>
<td>4.9</td>
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<tr>
<td>18-44</td>
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<td>15.4</td>
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<tr>
<td>45-64</td>
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<td>65-80</td>
<td>11.1</td>
<td>13.1</td>
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<tr>
<td>80+</td>
<td>1.3</td>
<td>4.9</td>
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<tr>
<th>Percentage of older and aged people lived.</th>
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<tbody>
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<td>In sections in which, according to residents’ registration data, an extremely high percentage of older and aged people lived. The data analysis gave cause to design the questionnaire in a more gender differentiated manner and to use knowledge about the gender differentiated health-related behaviour of the current older generation as well as their general and in particular, their health-related communication forms in future discussions or consultations. The results of the analysis also suggested that the following aspects be taken into consideration in the future at the management level and the actual process level:</td>
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In the basic structure of the project communication, there should be a differentiation according to the target groups that takes into consideration the aspects of function, whether one is affected and also future concerns. In the communication with the residential population it is necessary to further develop offers that correspond to the communication patterns of the target groups (options: outreach information, audio or hands-on information, house channel), avoidance of gender stereotypes in pictures and texts (for example in the internet, information sheet and other print media) or specific gender differentiated ways of addressing people (e.g. in the area of taking precautions). A process oriented communication concept was developed for the area of internal communication. This takes the different communication forms and content of the involved professional fields as well as the possibly different project experiences of men and women into account. In the best case scenario such a concept is supported by the use of appropriate project management software.

The new field of action of the cooperative poses an increased pressure for the staff members involved in the project. Here there is a need for supervision or similar protected room for communication for those who, with few resources, work in direct contact with the residents interested in adaptation measures and their family members. On the basis of the consultation process the BWV developed an internal communication concept towards the perpetuation of the special project and was able to again persuade the representative council to use the dividends of the year 2008 for the perpetuation of the special project and to allow further investment in the programme “Low Barrier Housing”.

**Resident population of the BWV compared with the Members’ population structure of the state of Berlin 2009**

**Comparison of the BWV’s population structure and the general population structure in the district of Berlin-Wilmersdorf (diagrams in the right column)**

**Share of women in the age groups of the resident population of the BWV**
The project of the BBWO 1892 aimed to motivate intercultural neighbourly togetherness in a settlement in Spandau built in the 1970s. The cooperative’s stock is comprising 555 apartments that are today in need of renovation and were constructed as social housing projects. It is characterised by an attractive green housing environment. The location will soon gain in quality due to the opening of Berlin Brandenburger International Airport; it currently belongs to the areas of Berlin which became due to their high share of unemployed, inhabitants depending on state transfer and with migrant backgrounds a so called area “action plus” (Aktionsraum plus), forming part of the city’s Socially Integrative City programme. A decisive factor for participation in the project was that persons with migration backgrounds are increasingly interested in living in the settlement. At the same time the management observed first signs of a strained atmosphere between the long-term members amongst the residents and those who moved in during the last 10-15 years, amongst them about 15% younger members with migration backgrounds. At a 15% vacancy rate at the beginning of the project, the cooperative thus had an urgent need to take action to improve the state of the buildings and the neighbourly relations.

Intercultural competence helps to avoid ethnicisation of neighbourhood conflicts
In the first phase, gender+ analysed the initial communicative situation and the location conditions. Based on this, knowledge was built up with regard to gender diversity aspects in member recruitment and intercultural competence in internal organizational communication as well as communication with the resident population in the management team (board, technical management, staff members from the areas of service, social work and administration). In the workshops work was done in gender differentiated small groups, each of which was assigned a staff member with migration background. Apart from their professional competence they contributed to the discussion with their description of situations which they evaluated as being culturally different or having a cultural attribution. On the ground, communication barriers amongst the ethnicities and member generations living in the settlement in particular were to be worked on. The development of a positive intercultural communication aimed to counteract the ethnicisation of neighbourly everyday life problems.

Living diversity and reviving cooperative tradition
In the second phase results of a good-practice research in German-speaking European countries about the integration of persons with migration backgrounds were taken into account in the cooperatives. The management team, supported by gender+, developed different options for action addressing the development of an intercultural togetherness in the neighbourhood and the building of a better understanding of cooperative tradition and policy amongst the resident population with (predominantly Turkish) migration backgrounds. An apprentice training project of the cooperation that dealt with matters of the settlement was included in the project implementation. In addition to the reformulation of the profile of the settlement committee, a translation of information regarding the settlement committee into Turkish and a concept for member recruitment, the concept arose of a “neighbourhood day”, to be organised in cooperation with the settlement committee. The gender sensitive analysis of local conditions revealed to
the cooperative potential for the development of its stock. The board authorized two options for a place of neighbourly communication: the conversion of a little-used washhouse to a ham­
mam organized by a start up self-employed business and the conversion of an empty apart­
ment to a laundry-café organised by members (a combination of washing room and neigh­
bourhood café, with a visual relationship and direct access to the playground). Supported by gender+, the members were involved on the “Day of the Spandau neighbourhood” in the decision between the hamam and the laundry-café and consequently in the design of a neighbourhood café. The bilingual and outreach invitation procedure led to a high and active participation even of the resident popu­
lation with migration background in the day event. Both options enjoyed a lot of popularity amongst the participants; the particular inter­
est of the older members in the hammam was surprising.

The use of intercultural competence for the cooperation

While the board gave a new gender sensitive and up-to-date place to cooperative tradition with its subject of “laundry-café”, the not yet realised option of a hamam was a more innova­
tive though economically significantly riskier approach. The underlying idea was to establish a positive experience of oriental culture in the settlement. With this, a space was to be created for a particular lifestyle – with health mainte­
nance aspects – and protected communication (not only) for women. Like the existing sauna, the offer was, if necessary, to take the reduced consumption opportunities of the resident population into account. Apart from increasing the quality of living and the attractiveness of the settlement, such a project could contribute to the integration of members with different cultural backgrounds who moved in during the last years and those who will potentially move in in the future. The integrative would have been the acceptance and appreciation of an aspect of these members’ culture as well as the common participation in the development or building of the place.

The internal administrative sensitisation process enabled the cooperative to gather experiences with regard to the use of intercultural competence building in different areas of work of the organisation. Both the knowledge acquisition as well as the process experience with regard to the “Day of the Spandau neighbourhood” opened new perspectives for the interpretation of events presented as cultural conflicts but which, upon a closer, more differentiated look, can often be evaluated as normal neighbourly conflicts. These require moderation which has the knowledge of mutual ethnic-cultural attribu­
tions. Apart from a structural upgrading of the stock, the cooperative had the purpose, as part of its social objectives and work towards the development of the local stock, of achieving an improved mixture of different age groups in the resident population as well as promoting the participation of migrants in the committees of the cooperative, especially in the settlement committees.

Laundry-café during the opening
At the beginning of the project, the cooperative was involved in a further external consultation process regarding the development of a new corporate identity (CI), which a publicity agency had been commissioned to undertake. The gender consultation that addressed marketing as well as the development of a concept for cross-generational living was carried out subordinate to the CI process in close coordination with a member of the board. The cooperative, which was founded in 1979, is located in the pre-fab panel housing estate Marzahn at the city’s eastern periphery. In one of Europe’s largest large housing estates, it owns about 4,600 modern and affordable apartments in a green environment, 39 commercial units, nine guest apartments, and two senior citizen meeting venues in a refurbished stock. The cooperative had already taken first steps explicitly in the sense of housing suitable for women’s needs before the beginning of the process: in cases of new occupancy, the cooperative offers changes in the layout according to the desires of the future residents with regard to their mobility-related needs or those having to do with the phase of life they are in.

The consultation process followed two guidelines with regard to content after the introductory workshop for the management group (board, staff members from the areas of controlling, public relations, letting and social affairs, gender+) on gender aspects in the fields of action of target group and mission statement development as well as housing: the communication with members and potential target groups in the wider town public as well as the conception of a participation oriented, cross-generational residential project that suits particularly women’s needs in a property that was to be renovated by the cooperative.

**Future-oriented target group orientation: an area of tension for traditional cooperatives**

Specifically including gender and diversity aspects in the area of marketing requires knowledge of the members and the structural property as well as of the general local location conditions. Consequently, at the beginning of the project, a location inspection was carried out deliberately on foot and by bicycle, there was an evaluation of the existing member data from a members’ questionnaire and a discussion of the current target group definition. It became clear that the board and the persons responsible for marketing act in an area of tension between the lifestyles and expectations of the current members and the visions of a membership that the board has to currently develop and prepare in the mid-term in its economic forecast and for demographic reasons. Therefore it was discussed to successively and explicitly address the following target groups in member recruitment: women of different age groups (in particular for community oriented life forms, not necessarily defined as a pure women’s project), persons with migration backgrounds, patchwork families and persons with same-sex ways of life. Directly approaching these would be preceded by, if necessary, visualising these target groups in the cooperative’s current population within the context of regular reports about life in the cooperative and in so doing without, in good faith, ultimately discriminating against corresponding persons or groups. Currently there are only very few persons with migration background who live in the cooperative, mostly immigrants of German nationality. Nevertheless a contribution towards the inclusion of the resident population with migration background in social activities in the neighbourhood and the reporting of these (especially in cases where children and parents are addressed) is being strived for. Within this context, sponsoring of the cooperative was also discussed and a differentiation in allotment undertaken: the preferred sports club will continue to be sponsored, but the funding should particularly benefit the non-professional area of training and the promotion of girls’ and women’s football.

In a further workshop, the management group and the commissioned publicity agency were equipped with knowledge on gender diversity aspects in public image and the communication of the cooperative in print media and on its website with regard to content, language, pictures as well as gender and age differences in the use of media. On this basis the staff member responsible for public relations work
Long-term cover concept for the members’ magazine: visualisation of the diversity of members and lifestyles

was offered support in the editing of the text of a couple of issues of the members’ magazine. Also, the cooperative received a suggestion for a gender diversity sensitive presentation for all pages and sub-pages of its website, as well as in part, pointers with regard to content, setting and the compatibility of living and working e.g. concerning the starting up of businesses.

Promoting housing suitable particularly for women’s needs and cross-generational living – visions for a participation oriented project development

As preparation for a participation process, the management group first developed own visions for the planned residential project in a workshop. In gender differentiated workgroups they used a gender matrix developed by Bargen/Schambach, including six dimensions for the development of gender equitable construction projects:

- location / location qualities
- target group analysis
- residential forms and needs (layout plans, accessibility, communal / communal oriented living, compatibility of family, nursing and employment work, room for nursing personnel, …)
- options for the combination of “working” and “living” (residential quality within the building and in the outdoor facilities, security, compatibility of family, nursing and employment work, accessibility, communication)
- social togetherness (facilities, flexible space supply, communal areas)
- representation and participation (composition of the teams responsible for the project as well as the committees, participation of the future residents, methods of participation)

Learning from Berlin examples of cross-generational living

Accompanied by members of the cooperative championing for cross-generational living, the management group visited selected Berlin residential projects in which partly only women, partly women and men practise a community oriented and cross-generational way of living. gender+ selected projects that had been realized mainly, that had been realised mainly in cooperative stock or in that of municipal companies, motivating experiences could be gathered and critical questions formulated for the Marzahn project.

Where family or neighbourly togetherness cannot bear nursing needs or other forms of support of continued residence for a long a time as possible in the own apartment, the cooperative tries to find a solution in services for the needs of the ageing residents. Gender diversity aspects of such an offer that were worked on in the last workshop include

- gender difference in the income situations of older persons
- cultural differences in the ways of dealing with older persons
- dealing with and communication of health conditions
- options for participation procedures regarding the planned services to be offered.

Due to unforeseeable changes within the organisation at the beginning of the residential project, it could not be implemented as planned. The results of the consultation process are however being successively incorporated in the development of the stock and the marketing of the cooperative, which can be seen not least in the members’ magazine.
Conclusion

All four projects helped to encourage a change in corporate culture, to raise an understanding for the significance and use of gender sensitive practice in the selected areas of action and thus achieve an opening in a field that is otherwise rather “resistant” to equal opportunity policy measures.

Process oriented work however involves also the analysis of “stumbling stones” in the course of the process and to find solution approaches for future procedures. In this process these included the necessity of finding periods of time in the everyday housing management life for dialogue with regard to the project and the process, defining corresponding internal communication structures and economically justifying the investment and personnel costs that arose during the process. Previous regulation procedures were called into question due to the new perspective on the selected fields of action, this required a continuous, constructive dialogue with the staff members.

The learning process of the cooperatives was linked to an internal administrative learning process on the subject of Gender Mainstreaming and housing economy. Significant factors of success were the commitment of the administrative as well as the steering groups. Looked at methodologically, the handling of the fields of action as “project” and “top management issue” in the cooperatives led just as much to the success of the whole project as the willingness of the cooperatives to let themselves be guided by an external gender consultation company. The incorporation of specialised gender knowledge proved helpful to the process. The documentation of the four projects revealed the improvement in quality, especially in participation processes, that can be achieved through a gender diversity oriented process. A comprehensive project documentation in German language will be published in spring 2011.
Workshop 1
“Urban development processes”

Keynote presentations:
Annalie Schoen
Prof. Rebecca Chestnutt

Moderation:
Elke Baranek

Results “Urban development processes”

Elke Baranek,
Advisory Board for Women-Specific Issues of the Senate Department for Urban Development / Centre of Technology and Society, TU Berlin

The statement by Hilmar von Lojewski during the opening plenary discussion of the workshop “Urban Planning Processes” and the presentations by Prof. Rebecca Chestnutt and Annalie Schoen gave important impulses during the workshop.

During the course of the discussion it was worked out that the demands and principles of Gender Mainstreaming can be realised in many respects with the “know how” and tools of good urban planning and architecture. “Gender Mainstreaming is not anything new”. Nevertheless it makes it possible to analyse gender and role-specific differences in urban planning projects very precisely and to reveal the deficits with regard to the gender sensitivity in planning.

Gender places the utilisation and male and female users at the centre of deliberations. Most experiences in Berlin to date have been gained in the design of open air facilities and public spaces. Department II “Urban Development and Projects” introduced, as the pilot department, the topic of competition procedures that dealt with the issue of the design of public spaces. Function plans that should give a transparent insight into gender equitable usage of the respective draft designs were called for. In Berlin the implementation of Gender Mainstreaming in construction projects is still in the early stages. Applicableness in further appropriate pilot projects has to be put to the test.

As an example a report was given of the construction of the ward of the surgical clinic of the Friedrich-Alexander University in Erlangen-Nuremberg, whose planning was subsequently to the general planning process done under consideration of gender aspects under the leadership of Prof. Barbara Zibell (Department of Architecture, University of Hanover). In this case also the different needs of individual female and male users were ascertained and integrated into the draft designs.

It became clear during the exchange of experiences that a lot of detailed work and research still has to be done with regard to the implementation of Gender Mainstreaming. Even if a recourse to the existing tools of architecture and urban planning offers itself, it remains to be tested how this result, oriented to Gender Mainstreaming, can be applied.

The big opportunity of this subject is seen in the dialogue orientation and the participation of different groups of female and male users in specific construction and project plans. Precisely in this case it is however seen that the subject and the term can only be conveyed in a very limited manner. During the participation process, the practical everyday aspect has to therefore be taken in account.

Gender Mainstreaming must be integrated continuously in planning processes and means the coordination (across all departments) of important objectives and objective hierarchies that takes gender criteria into consideration. In the process it should remain practical and should on no account be ideologised. It has to be brought to the public and political bodies. The most important question is and remains how the variety of life designs can be accommodated in urban planning as well as architecturally. Gender criteria have to be a component of urban development concepts, as architecture and urban planning can only be good if the interests of all female and male users are observed and considered. Gender Mainstreaming offers many opportunities that can be unlocked with sensitive handling of its instruments. A prerequisite of this is to make varied existing expert “know-how” accessible, integrate it and expand it.
The Senate Department for Urban Development in Berlin began more than two years ago to initiate pilot projects regarding Gender Mainstreaming and to thus integrate it in planning processes and different projects in urban land-use planning as well as in urban development competitions. Now a first review of the following two pilot projects can be done and put up for discussion.

Friedrichswerder was in 1662 the first town expansion that took place in Berlin and lies today in the historical centre of the city. Currently a small residential construction is being done there, the “Berlin-Townhouse” that will contribute to the reurbanisation of the city centre through new settlements and combined living and working. Friedrichswerder should become a lively urban neighbourhood that apart from its function as a centre, offers an attractive individual residence for citizens. Within the framework of this model-like building project, future residents can realise a house with garden designed ideas according to personal ideas. In addition to this two attractive public parks of high residential quality will be laid on a surface area of about 11,700 m². These will play an important role not only for the new building but also for the adjacent residential areas and the workers in the offices situated around it, in particular the Federal Foreign Office.

The second pilot project is the planning of a small park west of the large stone square before the new central train station as well as the yet to be constructed urban neighbourhood on the former grounds of the "Universum – State Exhibition Parks (ULAP, 1879 to 1943)". The main train station of Berlin/Lehrter train station should be completed to become a central railway crossing station in May 2006. The new railway station neighbourhood in its exposed location directly opposite the parliament and government area at the bend of the River Spree should develop to become a lively urban city area with offices, service companies and retail businesses. Next to it a small, rather introverted “pocket park” with a small square in front of it will be erected, which will serve as a recreational area for the neighbouring offices and businesses, as well as take into consideration the specific needs of different user groups as well as create new connecting routes for pedestrians.

From the experiences gained in the implementation of Gender Mainstreaming in these projects and the public participation in planning processes, the following theses can be formulated:

**Gendering in urban development planning requires detailed analyses**

A careful status analysis is important. It has to look at the needs of both sexes in their respective roles and should be understood to be cutting across task areas (from the design idea to the land-use planning to more detailed tasks e.g. a park bench). Only through the knowledge of which demands are formulated from the perspective of both sexes and by different user groups regarding them park is implementation possible in planning. In this process the planning itself as well as the people involved should be the focus of deliberations. This is because in order to enable a changed way of going about things, gender targets personal involvement with the topic and another way of seeing things within a professional context.
Gender always has something to do with utilisation
In order to ensure a gender equitable utilisation of the new city park at Friedrichswerder, information about the needs and demands of a variety of user groups of various ages, as well as with regard to periodic and non-periodic utilisation and the desired character of the park was gathered with the help of an utilisation analysis. The analysis of the task force “Community Work and Urban Neighbourhood Planning” (argus) ascertained about 4,000 residential and 7,000 jobs in the immediate catchment area of the park. The type and intensity of utilisation of the park at different times of the day and week was investigated. In a second phase the current users of the open areas as well as – within the scope of a household and businesses survey – persons who live or work in the adjacent areas were questioned with regard to their respective utilisation requirements and needs. About 40 percent of the interviewed residents go to the park daily or several times in the week, and more than half of the businesses indicated that their employees go to the park “often” or “sometimes” during their lunch break. The hitherto existing path network of the park after all offered frequently used intersection connections and underground train connections to the adjacent offices and service companies as well as to the tourist attractions around Schlossplatz.

The area-specific demands arising from the utilisation analysis were, among other things, barrier-free routes and park entrances, the designing of the children’s playing ground as a multi functional area, attractive places for the identified user groups to sit and spend time as well as the separation of quiet and lively recreational areas. This detailed description of utilisation formed a qualified work basis for the competition participants and jury. The positive experience of this approach leads to the requirement in future that in cases where an extensive utilisation analysis is not possible, the discernible utilisation structures must at least be described.

Gender Mainstreaming requires a differentiated discussion process
In the internal discussions within the administration, a sustainable effect of the pilot projects was the integration of planning stakeholders in an accompanying committee of gender experts that worked on specific problems, and gave important impulses for the analysis and the most specific implementation tips for the land-use planning. Apart from this a dissemination effect was created due to personal acceptance of the gender perspective and the further training of those involved in the process, that may have a positive effect on other processes in the future.

In public discussions with citizens the subject of Gender Mainstreaming was very difficult to convey, as it proved to be too abstract and did not seem to address the specific local needs on the ground. It is however possible that an event such as this that involves a general presentation on the state of affairs and a discussion before and with a large audience does not correspond to either the complex structures of gender equitable planning or current citizen participation methods. The pilot project Dessau of the ExWoSt research project “Gender Mainstreaming in Urban Planning” and events held with affected institutions during the planning of the construction project of the Federal Intelligence Service in Berlin — the federal government, neighbouring social facilities and the local groups of concerned people — showed that theme-related events ensure better target-
oriented statements and implementation opportunities for planning of open spaces and infrastructure. It is also important that public events in particular receive political support that underlines the significance of Gender Mainstreaming.

**Gender Mainstreaming has to be enforceable and practical**

Gender Mainstreaming is still an abstract, not easily understood term. For the work in planning practice it is necessary to develop a criteria catalogue from the vast number of demands deriving from the implementation of Gender Mainstreaming. This should not only contain gender criteria, but should also mention planning and design objectives. As part of the guidelines of urban developmental planning these criteria have to be an integral component of the priorities and tasks that can also have an effect on space requirements and costs. In order to anchor Gender Mainstreaming as an integral approach in competition juries, a function plan for open spaces competitions was developed by the Women’s Advisory Committee of the Senate Department for Urban Development. The participants in the competition are required to present their user-related spatial-functional concept in such a plan through symbols and thus substantiate their perspective on the aspects of gender equality in their draft design.

Example of a user-related spatial-functional explanatory plan:

- The explanatory plan for the draft design should, as a schematic analysis
  - illustrate the planned space utilisation for the different user groups,
  - the spatial effects and
  - the space appropriation design as well as the different sets of relationships within it.

The result of discussions within the Senate Department for Urban Development regarding gender and the design of open spaces is the observance of Gender Mainstreaming as a component of all future tasks and the general evaluation criteria for open space competitions. The function plan is an integral part of the documents to be handed in. The jury members however only partially understood and used a “critical eye” and thus did not fully consider gender aspects in their deliberations. The foundations have been laid, but further trials and practice is required in future processes.

At the same time the exhaustive discussion within the context of the pilot projects has shown the need for research and debate about this subject in the professional world. Thus for example, processes developed and applied in practice require evaluation and further development by independent experts.

In many points gender is nothing new for planning practice.

Status analyses, that for example take into account different utilisation requirements, public involvement and the creation of good road and visual links are normal tools for specialist planners. The great expectation of “something new” in Gender Mainstreaming, of “everything will be different under gender aspects” has to be relativised. Even small steps are important and correct, especially when they are taken by all those involved in planning. Something new in Gender Mainstreaming is the perception of looking at a plan before, during and after completion from the perspective of different user groups. Fundamental methodological knowledge as well as the local knowledge of user groups and their requirements or conceptions regarding urban planning that goes beyond the differentiation of men and women as being at the receiving
end of planning and that rather considers the needs of target groups is required for this.

In the euphoria of the gender debate every topic was looked at, discussed and evaluated under the aspect of gender equality. In order to develop long term public planning in a gender equitable manner, it is important in practice to assess the relationship of expenditure and result. In this sense the formulation of specific guidelines and the definition of their implementation should be left to the respective technical authorities.

At this point it can however be admitted that not every subject and phase of planning can be successfully evaluated under gender aspects. This applies e.g. when the gender perspective first has an impact at a more tangible level (for example the designation of a land-use plan) or because the object is too technical (for example the diameter of a pipe when laying these). This admission does not question the relevance of the gender perspective as long as the concentration of the fields in which gender criteria are applicable is increased.

"Mainstreaming: yes, proselytizing: no"

Gender Mainstreaming is not an ideology that has to be enforced or fought against. It is a point of view that should be conveyed. Gender experts are already recommending that the term “Gender Mainstreaming strategy” should no longer be used in discussions. It should be an integral component of general planning strategy. Even in our fast-changing times the goal of gender equality has to be pursued with patience and endurance. The success or failure of such strategies can often not be assessed until the next generation.

Today one can already see: the pilot projects in Berlin regarding the implementation of Gender Mainstreaming are a feasible route – but is it the “correct one”? This remains as unanswered as the following questions that we are dealing with at this end stage of the pilot phase:

- At what point are we today and what are the future tasks? In which specific areas do we want to continue working?
- In which areas is it not worth investing energy in the implementation of Gender Mainstreaming? How can we concentrate energies at the points where this implementation is necessary and meaningful? How can we get reinforcement and who will finance additional qualifications and expenditure?
- What work can be contributed by Women’s Advisory Committees to supplement the work of the administration? Where do their borders lie?
- Where are the borders of a gender differentiated evaluation of data?
- Which gender criteria have to be made compulsory in urban development?
- Which target groups will we integrate in the planning processes? And with which methods?
- To what extent can the current experiences and successes be verified through monitoring?
The implementation of Gender Mainstreaming in Urban Development requires a reflection of the foundations for its goal formulation, beyond its general political implications. Independent of urban development framework conditions, Gender Mainstreaming regards itself as a call to dialogue between people that have differently conditioned perceptions of life experiences and circumstances that can be characterised by societal, cultural, gender or other physical properties.

For its actual urban development application the fundamental question arises as to how the variety of life styles can be opened up as a resource for urban development. This problem is in accord with the current trend of promoting sustainable urban development more than ever. This means using the constructed environment including its phenomenological foundations as a resource. The phenomena of urban space must be seen within the context of Gender Mainstreaming from the perspective of societal and historical development. At the same time however the current space appropriation pattern of diverse female and male users or the correlation between these factors of influence should be evaluated. The intention of ensuring a greater urban diversification by means of urban development methods can be justified through a comparison with nature, in which diversity is a guarantee for balance within the life cycle.

Already today it seems strange for experts to design urban development without the implementation of Gender Mainstreaming. This results from a corresponding observation of an urban population that finds itself in a process of change. We will come back to this in the following.

Gender Mainstreaming: didactic instrument or practice-oriented strategy?

A critical look at the still young history of Gender Mainstreaming with regard to its influence and its actual implementation in the area of urban design shows that it has essentially has didactic value to date. This situation cannot be of real satisfaction in architecture and urban planning. In these disciplines material work is done, thus substantially along the lines of physical reality. This reflects the conviction that the subject of architecture arises from cultural custom and that its actual form has specific motives. Revealing these motives or the process of its determination generates a discourse whose meaning is ultimately the design of valuable differentiated usable space.

Culture arises through tradition and rituals or their objectification and continues to perpetuate itself though these. As a fundamental source of influence, this is ignored all too often in design and planning processes. The initiative of Gender Mainstreaming to move this anew and quite pertinently to the fore of societal awareness has to be understood as a significant value creation potential.

In architecture, the question of the communication of creative processes and their conceptual foundations is of key significance. This is precisely where there is a strong relationship to the concerns and potential instruments of Gender Mainstreaming. It can be made possible for planners to understand architectural and urban development concepts in terms of Gender Mainstreaming, explain their manifestness and most of all test their effectiveness through the specification of individual process steps and the analysis of its real results.
An excursus into medicine can illustrate this: Medical research is an example of the active result oriented implementation of Gender Mainstreaming. It is generally accepted that gender-typical physiological and biological features lead to gender-typical health conditions. This knowledge is regularly enhanced by specific research projects. The development of decisive gender specific analyses and treatment methods of different disease symptoms can be proven to lead to more effective medical care.

**In which urban spaces is Gender Mainstreaming implemented, and why?**

The experiences that have been made by the Women’s Advisory Committee of the Senate Department for Urban Development in Berlin in the last few years concentrate on demonstrating the deficits in the methodological implementation of the known instruments of Gender Mainstreaming. It was continually attempted to portray and initiate the necessity of integrative participation and observation processes as a self-evident component of urban planning processes.

To date the focus of the active implementation of Gender Mainstreaming in Berlin tends to lie in the design of open spaces planning and public spaces. As these urban spaces lie in the practical area of responsibility of public administration, this situation is not remarkable. In these times of the taking back of communal responsibility in the development of complex urban accommodation public planning administration has few options to access decision-making in the classical sense. This fact should however not lead to the exclusivity of the implementation of Gender Mainstreaming in the planning of open spaces, whose result may be a gender equitable cultivation of public space, but which does not promote the development of far-reaching urban spatial strategies. Rather, it is more important to design both the intellectual and the spatial borders of the different worlds of the users more permeable. This means the still strong separation in our everyday life of areas for productive and reproductive work and those for regenerative activities of everyday routine should continue to be dissolved. The central question in so doing is, how can this be implemented? How do urban development plans, designs and construction, which want to be, fulfil the requirement of broad accessibility, integration and diversification really look?

**Gender aspects in the trend from urban to rural exodus**

According to the current study of the German Institute for Urbanism “Living in the town centre – a Renaissance” (cf. Brühl 2005) people rediscovered the advantages of the city after years of fleeing to its outer environs, especially the “city of short distances”. The tendency of once again preferring an urban living environment shows itself clearly in this study. This means that families are moving closer to the town centres, whereby the one-family house has outlived its usefulness in the city outskirts. Suburban family life is increasingly difficult to organise if one is stuck daily for one hour in traffic. It is exemplified “that new residential preferences are emerging”. And further, “than young families or households that are about to start families would like to remain in neighbourhoods that are close to the town centre and only look for a larger apartment for reasons of increasing demand for space (ebd.)

Altogether this supports my assumption that the formulation of the requirement for the implementation of Gender Mainstreaming in urban development corresponds among other things to current trends of moving from an urban to a rural exodus and that future urban developmental and architectural typologies will have to be urgently developed in this regard.

This is by all means about, even though not exclusively, the logistical efficiency of city life. What has to be tested is how the diversification of the quality of life can be promoted with regard to planning and architecture. The societal and economic foundations for this can in turn only be created in a dialogue of the respective objective formulation. Such a dialogue can only really take place within the context of specific projects that are to be implemented.

Which tectonics will play a part when e.g. the quality features of living in one’s own home with its advantages of a private garden have to be translated to fit an urban situation? Or when precisely such private open space concepts are in conflict with the integrative effect of differentiated common use of public spaces in the middle of the city?

**Gender Mainstreaming must also be implemented in urban development and residential construction!**

The creative power of such issues needs of course to be able to be tested in the real tension field of market economy. It however requires the creation of appropriate experimental fields. If one of the maxims of Gender Mainstreaming is to create the prerequisites for equal opportunity access to all levels of design processes of our cultivated environment, pilot projects have to emerge, which can be made use of as suitable research objects in the sense of this ideal. In so doing it does not matter if this is a matter of a haptic, political, or technical level or if it is about the intellectual nature of design processes.
The search for a sophisticated urban developmental task regarding residential construction within the framework of design classes at the Stuttgart University of Applied Sciences led in the winter semester of 2005/2006 to an extremely interesting plot of land in the neighbourhood of Berlin-Mitte. The area is on the point of being changed from utilisation as a school (therefore urban utilisation) to utilisation for residential construction and poses a fascinating potential for a complex pilot project for the specific implementation of Gender Mainstreaming.

The aforementioned block of land is situated directly south of Fischerinsel, still within the borders of the former medieval entrenchment of Berlin-Cölln. The area is bordered by the Wallstrasse to the north, the Inselstrasse to the east, the Neue Jakobstrasse to the south and the Neue Rossstrasse to the west. Three quarters of the block is currently used as a location for the school including its sport facilities that are also used for extracurricular activities. The rest of the neighbourhood is used for a typical mixture of living purposes, retail shops and trade in the core area. These are mainly found in the historical building structure.

With a size of about 3.1 hectares (30,750 m²) the property accounts for a land utilisation (GFZ) of about 1.5 without the mixed utilisation as per the land utilisation plan. Its designation in the valid development plan design as a school location is currently being questioned. At the same time giving up this property and thus the long-term securing of its current utilisation as a public facility is being considered. The current land utilisation plan (FNP) from the year 2004 allots the immediate surroundings north and south of the area as a “residential building area W2” and the area to the east as a “mixed purposes building area M1”. The cultural centre of Berlin with its principal axis, the road “Unter den Linden” and several areas of interest such as the main campus of Humboldt University, the August-Bebel-Platz, the Berlin Cathedral and Museum Island are located further north.

At the core of the Berlin city centre, the environs are exceedingly heterogeneous. In almost each conceivable aspect a “normal” European city characterised by the complexity and inconsistency of one that has developed over the course of a century prevails here, more than in any other part of Berlin. A surreal balance is found between embassy, museum building and parking lot, boat pub, baroque ruins, buildings made with prefabricated concrete slabs, high-rise socialistic residential buildings, the music school and industrial buildings in the style of Classical Modernism that seems predestined to be developed in the sense of Gender Mainstreaming.

Sources/Literature
The experiences gained in the implementation of Gender Mainstreaming in the pilot projects of the Department of Urban Planning in the Senate Department for Urban Development proved once again how difficult it is to establish consensus with regard to the form, extent and quality of gender criteria in bid invitations for competitions, design processes and results. The assessment of whether gender criteria have been included and the creation of a basis for comparison of planning concepts and drafts also proved to be problematic in this context.

As much as checklists and schema have been subject to criticism, it is also found that practical implementation compendiums are necessary for a nationwide implementation. Gender checklists have certainly proved themselves as an instrument for quality assurance in open space planning and for the award of projects in public housing, for example in Vienna.

The Women’s Advisory Committee of the Senate Department for Urban Development in Berlin also developed an gender analysis schema with whose help gender criteria should be taken into account systematically in planning process. The analysis schema was developed in such a way that it can be used for all planning phases (in particular for the infrastructure documentation and draft design) and participation processes. In competitions it should contribute in particular towards ensuring a basis for comparison.

The schema is based on the criteria formulated by the Committee regarding function and design of public open spaces. The symbols that should be found reflected in the draft designs offer a standardised association and visualisation aid. The schema, modifiable according to context, shows at first glance criteria that should be the basis of every good utilisation analysis. The specific gender components receives this through the explicit analysis of the taking into account of the different needs of men and women (in their diverse social roles) as well as through the combination with a preceding gender differentiated regional observation and data analysis for the respective spaces to be created.

The criteria formulated by the Committee are as follows:

- Different possibilities for the appropriation of space for both sexes (communication areas, residential quality, orientation points, transparency).
- Different needs with regard to transport routes (clear lay out, barrier-free, accessibility, local public transportation).
- Different requirements with regard to supply structures and the use of public spaces (free spaces that take gender and generation into consideration, utilisation quality at different times of the day and year).
- Protection against physical and mental violence (avoidance of potentially scary places, concentrated traffic routing, optimal lighting, good visual contact to distinctive orientation points).

In the analysis schema these criteria were reformulated as easily comprehensible questions:

1. **Which functions** does the location have to have?
2. **Who** are the individual users and user groups?
3. **When does what** take place in the open spaces? Who uses them and at what times of day? How should it look during the different seasons? Are there differences seen in the different days of the week?
4. **Which features and/or markers point to a “area distinctively gender equitable”?**
5. **Where should all this be implemented?**

The “WHERE”: The symbols should be recorded in the draft designs in order to mark the locations and subjects that they are used for. Multiple terms for one place are possible.

The combination of the three components of gender differentiated analysis, regional monitoring and analysis plan makes it possible to analyse the utilisation of open spaces and to make this visible through mapping. In this way gender specific utilisation interests and expectations in the planning of open spaces can be specifically considered.

For actual design and implementation it would make sense, in the light of the experiences gained in the pilot projects, to collect good short and medium term design samples and to avail these to a(n) (expert) public audience.
User-related spatial-functional concept/explanatory plan:
The explanatory plan of the draft should, as a schematic analysis, clarify

- the planned space utilizations for the different user groups,
- the spatial effects and
- the spatial appropriations

and how they relate to each other. The utilisation qualities on different days of the week and at different times can also be explained.

The following symbols should be used to illustrate the spatial-functional concept:

<table>
<thead>
<tr>
<th>Spatial categories</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Threshold area</td>
<td>Visual connections</td>
</tr>
<tr>
<td></td>
<td>Blocked visual connection</td>
</tr>
<tr>
<td>Directions of movement</td>
<td></td>
</tr>
<tr>
<td>Strong buffer</td>
<td>Weak buffer, spatial demarcation of different utilizations and intensities</td>
</tr>
<tr>
<td>Socio-spatial categories</td>
<td></td>
</tr>
<tr>
<td>Public area (blue)</td>
<td>Semi-public, common area (yellow)</td>
</tr>
<tr>
<td>Private area (green)</td>
<td></td>
</tr>
</tbody>
</table>

Possible further differentiations

- Orientation element, noticeable sign
  (selective elements such as sculptures, fountains or two-dimensional signs, such as planted areas, covered surfaces…)

- Orientation element, noticeable sign
  (selective elements such as sculptures, fountains or two-dimensional signs, such as planted areas, covered surfaces…)

Utilisation intensity or areas for retreats or playing areas

- Quiet stay
- Space-consuming or movement-intensive activities,
  Spaces that are inviting for sports, playing, etc.

User groups

When user specific offers or differentiations are strived for, labelling is possible though indication of the user group, such as:

- children / youth / adults / elderly persons / women / men…

The authors kindly offer an exchange of experience regarding the work done with the analysis pattern:
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Barbara Willecke: info@planungfreiraum.de
The discussion, building up on contributions on the actual way of dealing with the subject of interim usage in monument preservation and the planning of town, landscape and open spaces, confirmed the relevance of interim usages/temporary usage for urban development. Whereas in the context of monument preservation these have proved to be meaningful measures and contribute to the maintenance of buildings and “trial usage”, they have just recently been discussed as an instrument for dealing with the increasing number of pieces of fallow land and empty buildings in urban and open spaces planning. They offer the opportunity to acquire land, give impulses for its usage, upgrade fallow land and buildings that stand empty qualitatively and in this way contribute towards an increase in usable open spaces. In addition it can be observed that with these, new area types and aesthetics are created beyond traditional open space categories. Whether a construction site trailer is converted to be used as a swimming pool or a ski run is installed in a gap between buildings – they enrich the town with new pictures and utilisation types.

This list points to the diversity and polymorphism of current interim usages and thus to the considerable differences with regard to duration, size, motif structure and objectives of the users of temporary projects. The discussion of the issue of whether approaches for a modernisation of gender relations can be found in temporary projects that are discussed as a component of a new planning culture however made it clear that a more exact definition of “interim usage” is missing or has only be present in appendages so far.

It was assumed that projects with an emancipatory-experimental alignment towards the fields of social or cultural issues with regard to the question of gender equality should be evaluated differently from those with more conventional usages aligned to economic purposes (e.g. car dealers on fallow land). The observation of general developments also showed that a categorisation as well as gender related analysis of temporary projects is necessary for administrative handling of interim usages as well as their evaluation in urban development, research and for promotion concepts.

The types of interim utilisation “businessman/businesswoman”, “founder of a new business” make up a considerable percentage of temporary usage in buildings. Thus gender and equal opportunity prospects and objectives in the area of employment promotion result from the current change in economic structure and its spatial manifestations – to which unoccupied buildings and fallow land belong. At the same time demographic development and European labour market policy currently offer potential for an increased participation of women in employment in the spirit of Gender Mainstreaming. During the discussion it was confirmed that on the one hand women are a decisive resource in terms of the founding of new businesses, but on the other the proportion of women in self-employment is still low. This is not least because different framework conditions still exist for male and female business founders. This means that a specific promotion of interim utilisations with objectives that take into consideration equal opportunity policies for business founders and start-up economies requires a deeper knowledge of the different life situations, motivational structures and interests of the male and female actors.
Similar developments can be seen in the area of citizen involvement from which a part of interim utilisation arises. Even here distinct differences between men and women can be seen, not least within the context of the programmes Socially Integrative City and Urban Redevelopment East, men are generally much more willing to be involved on a voluntary basis than women. Looking at different areas of civil/voluntary involvement, it becomes however clear that women are considerably more involved in social areas. The differences in individual fields reflect the current social division of labour, which also structures gainful employment. These observations imply that even in the area of interim space utilisation, the significance of gender categories is manifested and a continuation of certain gender relations can be found.

Due to the high expectations that are connected with the specific promotion of interim space usage projects as an instrument of urban development, it is therefore important to have a differentiated and, in the gender perspective possibly also critical look at the objectives, content, motivational structures and beneficiaries of different projects. To what extent interim space utilisation has the potential to change gender relationships and enhance the self-development of women and men in the town has to be explored in more detail. Are interim space usage projects the building blocks of a gender equitable town?

At the end of the discussion it remained open to what extent interim usage projects bear reference to the actual place at which they are implemented and to which extent they try to attain sustainability. This is because as much as on one hand interim space usage in the town can be an expression of functionalism developed to the extreme as well as its superfluous spaces, it offers on the other hand an opportunity for “town recycling” by creating a debate about the history of the location and / or its previous utilisation.

An example of an interim space utilisation project bearing a reference to the location discussed in the workshop is the temporary installation of a rye field on a piece of fallow land in Leipzig-Plagwitz (Schaubühne Lindenfels, René Reinhart). The location of the “Millennium Field” was the premises of a former factory that manufactured agricultural machines. After the demolition of some assembly halls the grounds of the three hectare large factory became fallow; they fell after that into disrepair and were used as a wild dumping ground. It was at this point that the “Millennium Field” was started. Through the transformation from a dead piece of fallow land to a living field of corn, the initiators of the project wanted to symbolise the transition from “old to new” and to accompany the transformation process in this sense. Work on the field and corn was done only with old machines, so as to thematically tie in with the history of the fallow land. At the end it disappeared due to the harvest and bread baking activities. The field metaphorically points to the change that the town has gone through, as it calls to mind the initial state of all towns; the open field is a symbol of the settling of people at the start of urban development and is brought back to that state due to sections in the town that become increasingly fallow. Seen practically, it proves a variety of sustainable utilisation of urban fallow land.

A temporary project, construed as an experiment, has the opportunity of questioning existing forms of space utilisation, as social rules can be annulled for a limited period of time as well as limited in terms of location, and deadlocked or fixed utilisation and function routines can be temporarily shifted. In other words: the “dominant story of space and land” (Hark 2004) can be refashioned for a limited period of time. This allows the fantasy of making stronger use of the scope of temporary projects as an experimental field (not least for gender equality) - so far this opportunity has not been seized as much as it could.

“Sustainable and gender sensitive concepts regarding interim space usage / temporary projects for the place at which they are carried out should be aimed for”.

(Quote, Prof. Elke Pahl-Weber, closing discussion of the symposium)

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Urban development through interim space utilisation – considered from a Gender Mainstreaming perspective!

Ursula Renker, Senate Department for Urban Development, Head of Task Group “Design and Planning of Public Parks”

Berlin has space – whether gaps between buildings, former industrial locations, vacated schools and kindergartens, unleased business space, reserved areas, or newly created office and business premises that stand empty, this excess space forms one of the greatest potentials of Berlin. These “empty spaces” always arise at places that are no longer used in their former capacity due to de-industrialisation, the cycles of farming and the real estate industry, migration of the population or through political events. There is then no actual demand for an equivalent utilisation of the place.

The topic of interim space usage or more specifically, the temporary utilisation of open spaces, urban fallows, unused building areas, and abandoned infrastructural facilities and their open areas is quite elusive in its manifoldness. Obtaining an answer to the question of to what extent the interests of women and men are considered in equal measure during these actually unplanable processes is certainly difficult. However having a discussion about this is often the way to new insights, and we wanted to travel this path.

Who are urban pioneers and what do they do?
During the spring season we observe time after time that urban pioneers initiate beach bars, theatres and trendy sports areas. As the city has enormous reserves of space, it has been asked which positive use can be derived from these temporary utilizations for urban development.

Urban pioneers develop their activity in these transition stages, in times between the past and the “not-yet”. The original utilisation has come to an end, the newly planned one has not yet started. Here there is elbow room for voluntary and commercial projects with little costs of investment and a high pace of development.

Urban pioneers’ projects have very different objectives. For some, the “empty space” found is an opportunity for the realization of alternative life concepts, for others the barracks on the railway property becomes a springboard for a professional career. The activities of urban pioneers range from horticultural activities, cultural and social projects, “creative industries” and new forms of leisure activities and events such as the urban beaches that have come up in recent years to the distinctive Berlin club scene.

Urban pioneers often act spontaneously and without advance planning, they have less economic than ideational capital, are flexible and can adjust easily to given circumstances. New economies, cultural innovation and a programmatic diversity of urban life arise due to their own commitment, non-monetary exchange processes and a high level of creativity.

Urban pioneers offer vital resources for future urban development. About half of the interim space users in Berlin have projects with commercial purposes that are however often coupled with cultural or social objectives. A third run their projects voluntarily, without ever wanting to one day earn money from them. Other interim users epitomise alternative life forms in a trailer village or houseboats. About 17 percent of the projects in Berlin are implemented by operators from administration, planning offices, neighbourhood managements or schools.

Urban pioneers follow the principal of “affordable space against temporary utilisation”. They depend on buildings and space that is availed
to them free of charge or only with payment or operating costs. An exception are highly rentable interim space utilisation projects at highly frequented, central places. For these they pay normal market prices, are capital intensive and they count on the profits they will make with gate fees or gastronomic services. Most interim space utilisation projects are financed through a mixture of direct income from gastronomic services, gate fees or gastronomical services as well as public financing and sponsoring. Voluntary, non-commercial as well as most cultural projects rely mainly on public sponsorship programmes.

**Urban pioneering and urban development**

Can that which has not been planned actually be planned? Should interim space utilisation be promoted, even if these projects seem to develop on their own? What seems like a contradiction at first sight turns out, after taking a closer look, to be an option that should actually be taken very seriously by urban planners.

Many property owners and administrative offices in Berlin are confronted time and time again in their capacity as owners, landlords or licensing bodies with interim space usage projects. However only a few of these have so far had an active strategy to deal with this. Interim utilisation often has the status of a temporary emergency solution that should help bridge the “bad times.” Renting out the premises happens quite by accident and often only through the stubbornness of the interim user who wants to realise his/her project at a particular location.

Concrete models, which can help guide policy regarding interim space utilisation projects in current urban development and the development of individual locations, are lacking. If traditional planning mechanisms have not worked, new strategies that initiate and sustain development processes through a “policy of facilitative measures” instead of the concept of an ideal end situation, have to be experimented with. For these reasons in future it will be a matter of exploring room for manoeuvre at the local communal level, trying out alternative models and gathering experiences at different levels – when developing models, dealing with properties that cannot be marketed in the long and short run, in land price policy, reform of construction law, transfer of space and buildings and not least at a political level.

A start was made in the district of Marzahn-Hellersdorf with the construction of a coordinating office for urban space management. The office brings superfluous buildings and spaces together with potential utilisation ideas for these. The local agent of the coordinating office has been able to transfer numerous properties to interested users by his/her idea of “exchange of a piece of property for an idea for utilisation”.

The opportunity that urban pioneers offer to urban development is the re-integration of abandoned areas into the existing city structure. In so doing they hold parts of the city and neighbourhoods together, and enable a vitalisation of these. Open spaces are a symbol of restructuring and change and are the future spaces, learning and experimental fields of the future city.

**Summary**

After an exciting and partly quite controversial discussion, it became clear that particular care should be taken during planning and decision making for or against interim space usage that the particular interests of an individual should not go against the general interest. As within the scope of these processes the administration will rather play the role of moderator, gender specific issue already need to be taken into consideration at this point in time. It was however also clear that most of the examples discussed are still pioneer and pilot projects, and that universally applicable statements cannot be made for these rather iterative decision-making processes.
The three terms “Gender Mainstreaming”, “interim space utilisation” and “monument preservation” do not really have a relation to each other. So far we do not know very much about their interaction with each other. Instead some plausible assumptions and observations should be put up for discussion.

Existing monuments and gender hierarchy
Monuments depict historical relations and thus also gender relations of the past, perceived however with the eyes of the present. In monument statistics, it is not only the male clients, “builders” who are authors of financing, architects and landscape designers, as male designers, are claiming almost all authorship for themselves. Only places and monuments for mourning, that is cemeteries and war memorials developed to become female domains in the monument and tomb art of the end of the 19th and beginning of the 20th centuries. The current pattern with regard to monuments reveals a traditional gender order (just like other social, economic and cultural injustices or inequalities).

Monument preservation and gender relations
data regarding equal opportunity policy can be gathered easiest in the preservation of historical buildings, archaeological sites and landscape monuments where it is easily quantifiable. Since the adoption of Monuments and Historical Buildings Act of 1995, the number of female members in the Bureau for the Preservation of State Monuments in Berlin has been rising steadily. In 2004 the number rose to a total of five appointments from twelve members. Since the beginning of the Award of the Ferdinand von Quest Medal for exemplary work in the field of monument preservation since 1987, the number of women receiving the award in the last decade has increased markedly, even not considering the long-service medal awarded to Charlotte von Mahlsdorf (Lothar Bergfelde) in 1991 for her work regarding the Gründerzeitmuseum in Gutshaus Mahlsdorf. The award presented to the association “Baufachfrau Berlin e.V.”, in 2002 for its success in saving and renovating monuments in the district of Lichtenberg was significant not only in a statistical sense, but also due to its special symbolic value.

Support of monuments – support of the promotion of women?
Apart from regularly gathered data on the percentage of women in the staff and leadership positions in monument preservation authorities or as representatives in expert committees, significant statements with regard to the gender roles of actors and processes in the practice and organisation of monument preservation are difficult to make. Should – and if yes, how should – opportunities to explore the promotion of women in monument preservation issues such as procuring funds, awarding grants or providing tax relief be evaluated within the context of equal opportunity policy? As an example
of monument promotion programmes that were successful even with regard to gender relevant aspects, the so-called “Villa Schott” in the redevelopment area of Biesentaler Strasse or the neighbourhood management area of Soldiner Strasse (Wedding area in the district of Berlin Mitte) can certainly be pointed to. This project could be modernised and restored (2001 - 2003) as a self-help project named “Wild Water – Group against Sexual Abuse towards Girls” with subsidies from the German Foundation of Monument Preservation and the Bureau for the Preservation of State Monuments Berlin under the leadership of Anne Lampen Architects.

Monument preservation through conversion and interim utilisation
Many monuments, most of all architectural ones, owe their preservation and tradition to historical adaptation of their utilisation or changes in utilisation, thus to a single or repeated functional change. The Parochial Church that was severely destroyed in the war survived the decades before the fall of the Wall only because, as a safe monument ruin, it was suited to be used as a furniture warehouse and thus was spared threatening demolition. The State Council building finally advanced after beginning for a temporary period of time only, as a safe monument ruin, it was suited to be used as a furniture warehouse and thus was spared threatening demolition. The State Council building finally advanced after being a candidate for demolition to being the temporary Federal Chancellery and will soon enrich the colleges and universities in Berlin be becoming an elite university, the “European School of Management and Technology”.

“Without utilisation, no monument” or no preservation of monuments; this was the conclusion of the Berlin Chamber of Commerce and Industry in its study entitled “Economy and Monument Preservation. Secondary Use of Commercial Buildings in Industrial Locations within the City” (cf. IHK Berlin 2000). With propositions such as “even steep staircases can be walked up” and “old buildings are more flexible than one might think” the authors advocated for an expanded protection of architectural monuments in conversion projects. This is because this not only serves to help preserve the monument, but is also cheaper than upgrading the historic structure to standards and norms of the 21st century. Without their catalogue, the authors however also directed their demands to planning authorities to actively support secondary use prospects: “monuments are stepping stones of urban development”, quoted the CCI study. “Urban planning authorities should – if it helps in preservation – show more flexibility in the authorised use of monuments. This includes a willingness to compromise with regard to interim utilisation projects. At the same time urban planning authorities should contribute towards integrating monuments into the urban fabric.” (ebd.)

Long lasting interim solutions – from interim utilisation to permanent utilisation
As a rule, monument preservation is bound with every compatible monument interim utilization project by the hope that this utilisation continues to be perpetuated so that the monument has a useful secondary use as well as economic utility and maintenance services. From a conservative viewpoint interim utilisation is not only the better alternative to demolition or the lesser evil if one considers a state of disuse or endangerment of the monument due to vacancy. Interim utilizations that do not wear down the monument are reversible, fulfill the art of the least possible interference with the structure itself and put different varieties of secondary use to the test. Interim utilisation projects allow a certain level of trial. They deliver feasibility studies to check the suitability of potential secondary use, not least the compatibility of different utilization requirements and possible synergy effects amongst the participating actors. Some prominent monument and cultural addresses owe their preservation to a vital prevailing function of interim utilisation. The journey from Bethanien Hospital to Bethanien Artists’ House started over 30 years ago, included squatters (1971) and temporary usages, as well as the founding of a limited liability company. The conversion of a remote bus terminal hall at the border area of the river Spree at Treptow to a nationally known event hall “Arena” developed in phases in the mid 1990s with improvised starts and cultural activities.

Interim utilisation as a stop-gap measure for vacant monuments
Some monuments in waiting mode as it were were offered leeway for vagrant usage, for functions that are only stationed there for a limited time because they were driven out, set up from the beginning for a temporary period of time only, or aim to change location continually because of their nature. The Berlin club scene became famous in the last decade not least because of some locations that were used and rented for a limited period of time. Some monument addresses became brand names in the club and techno scene (“E-Werk”). The public swimming pool at Oderberger Strasse, closed since 1986, now houses a cooperative that was founded in 2000 after years of standing empty. The cooperation is bridging time period between the planning phase in which it is clearing matters of financing and operation and the beginning of renovation with cultural interim
utilisation projects. One would also wish for a similar energetic interim usage initiative for the Hubertusbad swimming pool in Lichtenberg that has been likewise closed and derelict for years and that incidentally has two separate expressionist swimming halls for men and women. This would at least save it from oblivion and dilapidation.

From an industrial to a religious monument – Refuges for interim utilisation
Industrial and technology monuments that became inoperable, old factories and workshop buildings, slaughterhouses and power plant halls or gas and water works were until now a domain of interim utilisation projects or renovation and conversion of monuments in small steps. As some spectacular demolitions of monuments have shown in the last week, even churches do not live as long as their builders probably intended them to. The demolition of the Catholic post-war churches St. Raphael or St. Johannis Capistran, the announcement of further withdrawals from public use and deliberations on further demolitions behind closed doors makes it abundantly clear that secondary use perspectives are also urgently needed for endangered religious buildings. In view of the immense pressure that they face regarding time and the danger of demolition, interim utilisation initiatives are urgently required especially because there is not much experience with interim utilization in churches. Discreet concepts of secular temporary usage as an alternative to the churches standing empty or being demolished are still in their infancy. The Association “Network Culture of Play”, that has been organising exhibitions since 1992 at different – also listed buildings – was last year granted a hereditary leasehold of 75 years for Elias Church in Prenzlauer Berg and set up a children’s and youth museum. Other valuable religious monuments such as the Catholic church St. Agnes in Kreuzberg of Werner Düttmann that was withdrawn from public use in September 2005 require sustainable secondary use concepts and till these are put in place lend themselves to sustainable varieties of interim utilization.

Interim utilisation as location marketing and monument marketing
Even where interim utilization cannot make an important contribution to structural maintenance or monument repair (let alone sweeping renovation and restoration work), their positive effect on some monuments has to be mentioned. The „Eierhäuschen“ restaurant for daytrippers in Plänterwald in Treptow that had been damaged quite a lot due to vandalism and that is now being administrated using real estate funds of Berlin, would have been spared the worst damage that years of standing empty had caused if there had been an interim utilisation project in place, even one with a low or no budget. The interim utilization project would have at least safeguarded the building entrances and possibly also enabled some moderation of heating in the building. Interim usage ensures, even if temporarily, that monuments are incorporated into a higher societal functional interaction, enables the monuments to receive some attention, perhaps even esteem, also makes it accessible to potential interested people and end users or makes them discover a useful address. Interim utilization projects also have the functions of catalysts and pioneers as intermediaries for the development and promotion of little known real estate monument properties.

Monument check and gender check: who profits from interim utilisation?
In monument preservation, interim utilization projects are considered to be units of preservation in times of drastic change. Interim usage projects can usually be installed more easily than doing extensive renovations or implementing some new long-term usage of the monument. Temporary functions mostly have comparably low expenditure in terms of cost, time and labour. They thus generally provide a chance to structurally disadvantaged interest and user groups. Interim utilization in any case enables more equal opportunity with regard to economic aspects, sometimes also with regard to social spatial aspects than the investment of six, seven or even eight digit amounts in the care of the monuments. And even when interim utilisation fails in perpetuating a desired long-term usage, it temporarily offers a survival niche for actors whose projects need an abode and a survival chance for monuments whose maintenance needs a function.

Sources/Literature
Gender relations in interim space utilisation

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Background/current status of the discussion
Spatial planning, that had been used to growth for a long time, is today increasingly challenged by forming part of shrinking processes, demolition and reconstruction while at the same time trying to create new things. Temporary projects or interim utilisations that were first informally initiated by private groups of actors and now more and more by planning authorities, are gaining in importance.

Dealing with temporary projects has an economic meaning in the research and practice of urban, landscape and open spaces planning. Hopes are pinned on temporary projects: they are not only suited to compensating the German municipalities’ financial deficits through civic commitment (cf. Ronneberger 2004), they are also an expression and the engine of a new planning culture as well as being catalysts of a new urban life (cf. studio urban catalyst 2003). Many communes by now see in interim utilisation projects, which were however first met with reserve, an instrument for dealing with the growing number of fallows and empty buildings for which an ultimate use is not likely to be found in the near future. Interim/temporary utilisation build options for dealing in undefined contexts that are open to development because a first (reversible) step is possible. They can upgrade areas qualitatively and thus make a gain in utilisable open spaces possible (cf. Giseke 2004, Kunz 2004). They offer acquisition opportunities for many actors and create impulses for social processes.

By now a diversity of temporary projects exist, which are associated with creative, cultural, social, artistic and space transforming initiatives. However there are also an increasing number of temporary initiatives that serve the purpose of securing the existence of the initiators e.g. “start-up” economies in empty buildings or gardens for homeless people on fallow land.

While the debate on temporary projects is now getting more intensive, empirical research in this area is still in its initial phases. Previous research projects and studies are valuable data bases of specific examples. They address the subject mainly with regard to their application as a methodological planning instrument. Observation of the actors has hitherto just been a side issue, and there is a complete lack of gender related analyses.

The question that arises when viewed from such a perspective is whether, in temporary projects which are seen as the precursors of new urban ways of working, residing and living as well as of a new planning culture, approaches towards a modernisation of gender relations can be found. These would discuss how gender relations are shaped and – not least – how gender equality can be achieved in this field.

Answering these questions basically raises two aspects: defining the subject and the role that Gender Mainstreaming can play in this context.

Defining the subject
What is to be understood by interim or temporary utilization? A uniform definition of the terms is lacking, or can only be found in a few cases; in literature it is often used inconsistently and the terms are not clearly defined (cf. Schild 2005a). The term “interim utilisation” rather serves to describe a number of different projects that are sometimes very different from each other in terms of spatial location, time horizon, content and size (major temporary events, temporary installations on empty sites) as well as in relation to the objectives and
motives of the actors (projects with emancipatory-experimental orientation and others that are more conventional). In addition to this, the motives of many users are not designed for a time limit as suggested by the term “interim”. Other forms of temporary utilisation projects on the other hand deliberately “play” with the demise of things e.g. the interim utilisation regarding “club culture”: music and dance clubs that established themselves in Berlin’s empty places after the fall of the Wall. “Many of these clubs were illegal, the unavoidable closure of a temporarily functioning club was thus a necessary part of self-conception” (Turowski 2003: 249).

Parallel to this, additional terms that define the concept of time limitation circulate within praxis and debate: temporary installation (cf. Schild 2005a, b), provisional arrangements (cf. Havemann/Schild 2006), experiments (cf. Seggern 2004) and provisionalness. How is interim utilisation to be differentiated from these? Defining it is also made difficult by the fact that many forms of use in the city already have a temporary character anyway, e.g. lease agreements, parking times. What is then specific about interim utilisation and how can it be differentiated from the increasing number of short-lived utilisations of buildings and spaces? Hartmut Häußermann and Walter Siebel speak in this context e.g. of a “conspicuous accumulation of festivals as well as large events for sport and other activities since the nineties” (Häußermann, Siebel 1993:7). Festivals are indeed temporary utilisations, but these have conventional objectives.

The study of the Federal Ministry of Land Use Planning and Urban Development (2004) defines “interim utilisation” as per the amendment of the Town and Country Planning Code of 2004. The definition focuses on its legal aspects, independent of set periods of time or if the interim users see themselves as such. Interim uses are not owners of the areas being used.

All told, these aspects make it clear that a categorization, perhaps even a typology of temporary utilisation is an important prerequisite for determining its potential as a method of urban planning and its contribution towards modernising gender relations.

**Gender Mainstreaming in interim utilisation projects?**

If the implementation of Gender Mainstreaming in “normal” administrative patterns is already a quite difficult venture, it encounters special problems with regard to temporary projects/interim utilisation: before the background of generally very positive evaluations of temporary/interim utilisation in planning discussions, critical voices refer to a “planning vacuum”, to legal grey areas, lack of a connection to the interests of common good, and the risks of displacement processes (cf. Steiner 2004: 440, Kohoutek/Kamleithner 2004, Schild 2005). Most projects arise informally, as an initiative of private actor groups. The lack of planning is the condition for the development of many temporary utilisation projects. Many groups in need of facilities – especially in the fields of culture and social welfare (e.g. associations, rooms for children and youth) – operate very much at the outskirts of established markets and cannot compete with other utilisation projects on the urban real estate market, the market does not offer affordable rooms for them; thus sometimes legally precarious situations whose contractual basis is basically similar to a temporary utilisation are
accepted. In this context, temporary utilisation projects can make reference to their case as a legal and economic exception.

To date there is no public contract for interim utilisation projects or even a commissioner in charge of interim utilisation in administration, (apart from the coordination office for interim utilisation created within the context of the project Urban Redevelopment East in Berlin-Marzahn) and neither can one find an accompanying planning process. The latter is usually “saddled” onto the project when it is already well underway. A programme of temporary utilisation or the anchoring of interim utilisation in planning processes, let alone the implementation of Gender Mainstreaming in this area is not foreseeable at the moment.

Nevertheless there are questions regarding gender equitable planning and the increase in importance of temporary projects. Could it be that male dominated structures are virtually establishing themselves in grey areas – far from the existing regulations regarding equal opportunity in formalised planning processes? Does the pragmatism/actionism partly appearing in temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “culture of male dominance” virtually unchecked by structured temporary projects lead to a “

Due to the polymorphism of temporary projects it can be assumed that considerable differences in gender relations can be found according to type and character of the project.

A gender oriented analysis of temporary projects therefore forms the prerequisite for further steps: the resulting knowledge is necessary for the implementation of Gender Mainstreaming, for the initiation, sponsorship and approval of interim utilisation projects.

With much of prestructured ancillary conditions makes it possible to have altered gender relations and offers, precisely for women, scope and prospects for self-development beyond traditional role patterns and life forms (cf. also Rodenstein 1999).

Sources/Literature


Toolbox 2

Gender equitable participation

The interim space utilisation project “Dietzenbach 2030 – definitely unfinished”

Christiane Droste, gender+

The location

The community of Dietzenbach is located towards the southeast of Frankfurt/Main and was to have the function of an overspill town in the 1970s. In this context, 760 ha of land were put aside for development with the aim of increasing the number of residents from 6,000 to 60,000. As Dietzenbach has only 35,000 residents to date, 30 percent of whom are migrants, the urban development plans of the 1960s and 70s were only partially implemented. Dietzenbach is today thus a highly fragmented city, characterised by social-spatial segregation, a high-rise settlement perceived as a social trouble spot and a number of large pieces of fallow land and oversized traffic areas untypical for a town of this size.

The idea

Against this background the town set itself the objective of overcoming the deficit orientation of the town’s identity and to develop awareness for the potential that can be developed out of this situation. It did this with its project “Dietzenbach 2030 – definitely unfinished” within the scope of the Government-State programme “Town 2030”. The comparatively young population and the great potential of unused fallows were positive arguments towards starting a process of discussion with the town population about this change and the existing resources of the town.

The participatory process

As the integration of citizens in the planning processes and in the social or material shaping of their living environment can only take place if citizens feel that this personally affects them, the programme on one hand targeted identification with the town and reflection about the current situation, on the other however it also targeted practical utilisation for the users. The call to temporarily utilise 100 sq. of free spaces in Dietzenbach was addressed to all citizens regardless of their financial situation, level of education, social class, life style and social status in the town.

The essential step towards gender equitable participation was the installation of a trailer between two roads cutting through the town right across the town centre. This artistic construction of wooden steles, named “aesthetic set”, was existing in conjunction with an offer of having a 100 sq. parcel of land in Dietzenbach at one’s temporary disposal. It was a communicative symbol for the idea that each resident of Dietzenbach had a claim to four steles which they could take and that represented 100 sq. of land which they could put to their own use.

In the middle of the stele axis a project office open to the public was set up in a trailer. For a period of eight months the artistic construction was a thought experiment as well as a call to action. The idea was to inspire residents to think about the structure of the town and formulate specific ideas for interim utilisation. These were limited only with regard to legal stipulations. The idea was based on the principle of self-help, as apart from the right to temporary utilisation, no additional financial or other means were put at their disposal for this.
on site. Thus a form of communication had been selected that could reduce language and mental barriers as much as possible. In the trailer contact persons gave out information on site about the objectives of the plan, showed interested people different fallows in the town and recorded utilisation ideas of the residents six days a week. These were then communicated to the administration directly. Interested people then received feedback by telephone. At the same time the trailer was also a contact point especially for many (German as well as non-German) women with regard to criticism and ideas for the further development of their living environment.

Beyond the art project, other forms of public relations work took place: a painting campaign with schools, press relations, a film in neighbourhood television, and a flyer with an overview of 30 potential interim space utilisation projects in appropriate fallows belonging to the state or private owners.

Furthermore a questionnaire was carried out amongst project participants which showed among other things that the bad supply structures, lacking leisure time facilities, or facilities for children and youth as well as a lack of social networks outside the family is perceived much more strongly by women. While older women criticised the relocation of the city centre from the old town to the so-called New Centre that meant longer routes for them, Muslim women criticised the lack of meeting points for adults and an attractive park in which one could spend some time. The supposed desired growth of the town seemed to portray a negative congestion bound with the lack of public parks and a town centre for double the number of women than men.

Due to the project related and low-threshold form of participation, Dietzenbach residents who are not much integrated locally and who are usually difficult to involve in participation processes could be motivated to develop ideas and exercise claims e.g. older German women. However this applies in particular to migrants (80 percent of the interested people), among them many women. This was also achieved by having separate consultations for men and women in the project office.

The project experienced gender specific division of work due to the special way that Muslim women went about things: contact to the trailer team was mainly undertaken by Muslim women of all ages (as well as older German women). They then acted as disseminators. The utilisation of a parcel of land by a family however was registered at the project office by the husbands. From a gender perspective, this should not be misunderstood as a decreasing amount of interest on the part of the Muslim women. It illustrates the system of norms and values within the Muslim society, in which the man is regarded as head of the family, and more so in a situation in which the family are migrants. This role was accordingly observed during registration for the use of a parcel of land.

The participation process showed, through the results of the questionnaire as well as the utilisation ideas, that the transformation of the falls into public and semi-public areas mostly used by women is an important requirement of integration policy and gender equitable urban planning. Interim space utilisation opens important opportunities for men and women of different cultures to have equal opportunity in the use of these and to consider special acquisition patterns. Within the context of participatory processes like that in Dietzenbach, migrant women are able to play a stabilising role in the neighbourhood and function in their own capacity as actors in a process of renewal and change.

The interim space utilisation projects

The implementation of the project utilisation ideas came up against strong resistance from the administration which still entertained the idea of a finished town and in many points the project was not able to succeed in this regard. It however had the effect that the subject of temporary or interim utilisation is now an intense topic of discussion in the administration (cf. Rohbeck 2005).

70 percent of the project ideas had the aim of creating gardens. A school art project, an adventure playground for a short time, a chicken yard as well as 26 parcel allotments were implemented of the project ideas. The 26 parcels were however abandoned during the course of the year as they were limited for a period of one year and the town did not avail water for them. There was resistance at the political level against the idea of using the fallows as gardens: the policy of allocation for gardens was later supported but with various restrictive guidelines.

Apart from the low-threshold participation, the project also had a gender dimension from the perspective of structures/spaces for migrant women especially in Muslim societies or families. The cultural codes of Muslim societies limit the mobility of women more than that of men. Even migrant men quickly find areas for themselves again (such as tea houses or mosques). Muslim women on the other hand often lack...
important public or semi-public spaces e.g. gardens or allotments for their networks within and outside the family.

The strong demand for the utilisation of the fallows by migrant families as gardens led to the initiative of an “international garden”. After making contact with Göttinger International Gardens among others, a financial framework was found for the support of the founding of an association “International Garden Dietzenbach” within the scope of an EU programme in 2005. This was organized by a colleague of the “Dietzenbach 2030 – definitely unfinished” project and a member of the Foreigners Committee. In 2005, thirteen families from eight countries were members of the association. Negotiations with the town about land for this are still on-going.

A look towards Berlin…

In Berlin too, interim space utilisation is increasingly being perceived as potential rather than as a threat to public and private ownership. Fallow land, unused buildings and more and more frequently parks whose maintenance can no longer be financed by the commune, and that arise due to processes of de-industrialisation, unsolved questions of restitution, or that are no longer needed for their original purpose become living experimental areas. Interim users are seen as “potential catalysts of urban development” and should be specifically integrated in local urban development. (cf. SenStadt 2004).

In addition to this there is a strategic way of bringing gender into the mainstream or interim space utilisation. In Berlin, different types of local “agents”, who initiate and supervise concrete interim utilisation projects on-site have evolved. (cf. SenStadt 2004: 42-43). The “agents” range from volunteers to municipal coordinators, from neighbourhood management teams and redevelopment agencies to professional service providers for area development through (cultural) interim usage. Interim space usage is therefore becoming partially institutionalized, incorporated in award, distribution and other administrative processes. This means that there are some limitations but also room for spontaneous dealings and space acquisition as well as a new and special form of public sponsorship. Here the opportunity arises to approve and support interim space usage projects according to gender criteria in the future.

Sources and further information


Workshop 3
“Citizen participation in urban reconstruction”

Keynote speeches:
Katrin Lompscher
Jana Sprenger
Moderation:
Christiane Droste

Results “Citizen participation in urban reconstruction”
Christiane Droste, gender+

Two years of Project Committee work regarding Urban Redevelopment East in Lichtenberg-Hohenschönhausen, two years of citizen involvement for the implementation of Gender Mainstreaming in a district of Berlin in which the paradigm shift from growth to shrinkage within the context of the projects of Urban Redevelopment East become obvious. What are the current framework conditions for the implementation of Gender Mainstreaming within this context? What feedback has there been in regard to the pilot project?

The workshop had the aim of formulating further need for action at the local level with regard to Gender Mainstreaming as well as further political objectives for the comprehensive implementation of the strategy in the whole of Berlin.

Local framework conditions
The district with its 245,000 residents is under enormous pressure. The locations list of former day nurseries and schools that are no longer needed comprises over 60 properties, a generation change can be expected relatively quickly in several urban areas and there is a considerable backlog of renovations that need to be carried out in public places and buildings as compared to private property. In addition to this the current situation is characterised by a continuing, and in several areas of the district, an unwarranted image problem.

Renovation measures within the context of the Government-State programme Urban Redevelopment East are supported by a gender oriented committee procedure regarding structural upgrading measures that takes place regularly (a central committee and five specialist committees, see the following articles in this volume). The procedure is a form of resident participation and is set up at the same time as a Gender Mainstreaming pilot project. Based on gender differentiated data collection and analyses, an attempt is made to integrate the needs of different population groups into the urban renewal process. At the same time the acute upcoming implementation of measures allows for the inclusion of impulses from the population.

The resources of the honorary work of the committee are limited to an expense budget of 3,500 EUR per year and – what was regarded as an existential measure – an external gender consultation and evaluation with regard to the process. No additional resources have been designated.

Feedback regarding the gender oriented participation of citizens
The acute situation of radical change in the residential areas raises the willingness to participate in the participation process organised by the district administration and thus to take part in the actual transformation process. The work of the committee in organising other participatory processes as well as intensive public relations work lead to a high level of acceptance among the population with regard to the renovation measures.

A comparatively high level of gender competence was achieved in an astonishingly short time amongst the citizen committee members as well as the members from the administration due to the support by the gender consultation team and the joint development of a gender checklist. This has led to the committees now functioning as sources of inspiration for gender equitable measures. The actual project work ef-
fects identification on the part of the committee members with the topic of Gender Mainstreaming, which in turn leads to them functioning as disseminators in private as well as professional networks. Apart from transmitting gender knowledge, this process also led to a stronger awareness among the committee members for design requirements of public spaces.

During the discussion it became clear that there were further important conditions for the success so far in the local implementation of Gender Mainstreaming apart from the described participation model. In addition to the initial Senate decision these are the existing concept for local urban development, the functioning area district management as well as the two-phase nature of the process (central committee and specialist committees).

The following aspects were identified as important positive results of the process so far:

- The transmission of gender knowledge to a relatively large section of the population, in particular to local actors in the area of socio-cultural infrastructure
- The building of an awareness of the different space acquisition patterns and needs of women and men, boys and girls and this with a gradually increasing sensibility for cultural differences
- The development of a practical instrument (checklists) as well as a good proposal structure for civil society initiatives
- The qualification of the planning
- A user-friendly urban lay-out and corresponding design for different population groups especially women

Gender Mainstreaming caught between administrative procedures and civic articulation

The top-down principle in the implementation of Gender Mainstreaming was confirmed in principle during the discussion, even if at the same time there was agreement that the term is very difficult to integrate in administrative language and everyday management due to its high degree of abstraction. It was emphasized that it still takes a lot of arduous work to convince people, whether at the level of administration or at civic level. Nevertheless the example of the project committee procedure could be used to show that the quality of coordination processes as well as planning results justifies the incorporation of a gender perspective in routine administration work. The differentiated participation model was especially evaluated as an important element of the local democratisation process by participants of the workshop from the administration.

From a civic perspective however the confinement to the given participation framework was criticised: the question of what Gender Mainstreaming means beyond administrative procedures definitely did not get much attention due to the restriction of the discussion to the committee procedures and without an option for developing by itself. The complexity of the process requires, even from citizens, a lot of time and a qualification disposition that can only be justified by tangible results. The voluntary frame covers a risk of perpetuation in this case.

Development potential within the scope of current local structures

The committee procedures can be described as a civil society planning initiative. The positive
experiences so far gained with the committee procedures characterised by a high degree of transparency and the checklist speak for an expansion of the procedure. On the side of the administration there are good chances for the perpetuation and expansion of the procedure due to the experiences so far and a high level of self-commitment on the part of the actors currently involved in the project – providing a minimum of resources are assured.

The central committee as well as the administration expect the committee members to act as disseminators in their private and professional networks in order to win new members. At this point a conflict situation is revealed between keeping to established structures, which eases the work of the committee and the requirement of opening up the procedures as much as possible and expanding these in the future. From a methodical perspective the adjustability of the checklists depends on a foreseeable change in utilisation of public spaces such as housing and transferability to other project contexts.

Conditions for the perpetuation and expansion of the Gender Mainstreaming process in urban development

The conclusion of the discussion is a confirmation of gender oriented committee procedures, coupled with a plea for its expansion from formal to informal planning procedures, not least in order to support the consistency of planning procedures caught between socialisation and privatisation. At the same time there should be a consideration to transfer committee procedures to other task areas, not least within the context of citizen households. There was controversial discussion with regard to the suggestion of thereby designing the composition of future committees along the lines of the Berlin neighbourhood funds juries as well as in consideration of gender equitable and multi-ethnic aspects.

The following conditions were formulated for the successful implementation of Gender Mainstreaming in the whole of Berlin, especially within the context of urban redevelopment:

- The provision of funds for qualification processes as well as for external evaluation
- The documentation of the experiences and instruments of the pilot phase and an organised knowledge transfer of the same to all district administrations
- The development of administrative regulations and implementation-oriented compendiums for all stages of the process
- The formulation of equal opportunity objectives in mission statements for urban planning, urban development and construction

The strongest political argument in this conclusion was the demand to make the award of subsidies dependent on commitment to implement Gender Mainstreaming in the respective projects as well as the demand for corresponding control.
The "Gender Advisory Committee Urban Reconstruction East" has supported the district administration of Lichtenberg since 2003 in the implementation of urban redevelopment projects and the upgrading of public areas according to gender criteria.

In May 2003 the managers of Berlin Administration were confronted with the state issue of developing pilot projects in different municipal task and policy fields within the field of Gender Mainstreaming. An important result of the discussions within this process was that the chances of success of these projects would depend, beyond the political commitment of all those involved, upon bringing a clearly recognizable extra benefit to daily practice.

The participation of citizens and public discussions about urban development concepts and construction projects have been normal everyday practice in Berlin districts for a long time. There are and were deficits however – and not only in Lichtenberg – in citizen involvement in projects and planning outside of formal planning, development and renovation procedures. The district of Lichtenberg therefore chose an approach that was unique in the whole of Germany, combining the objective of a stronger consideration of gender aspects in municipal construction projects with the creation of a participation instrument for the programme Urban Reconstruction East.

The structure of the Gender Advisory Committee Urban Reconstruction East (Stadtumbau Ost)
The committee works at two levels: the so-called central committee appointed by the district city councillor is a committee that, in terms of content, paramountly works for the whole district. It is comprised of members of the women network, one representative of different interest groups (e.g. seniors, youth, migrants), the district parliament as well as area committees respectively, and supplemented by scientific expertise. The meetings of the committees are held in public. In the development region of Lichtenberg, the five very different areas of Hohenschönhausen, Alt-Hohenschönhausen, Fennpfuhl, Ostkreuz and Friedrichsfelde-Ost are incorporated into the programme Urban Reconstruction East, and in each of them an area committee was constituted. Local actors as well as interested citizens play a part in these committees. The background of this organizational structure is the knowledge that citizens are more likely to be inspired to get involved when the tasks and expectations are concrete and transparent and also have a direct effect on their own environment. The work in the project committee is voluntary, there is however a budget of 3,500 EUR a year from district funds for any expenditure of the committees.

Manifold experiences that had been gained in Lichtenberg from other committees (in the areas of culture, garden plots, transport, monument issues etc.) could be used as a basis when establishing the project committee. Very supportive for the committee’s efficiency is the organisation of the administration, in this form in Berlin only practised in Lichtenberg: the steering and management teams of the district office took over the task of supervising the local committees in the areas being developed. The department of urban planning is responsible for the central committee and is the contact during actual carrying out of the projects. The central committee has an office at the Bureau of Planning and Survey. The decisions of the area committees are presented to the central com-
committee, those of the central committee to the district office.

**Main focus of the work of the committees**
The central committee and the specialist committees consult in principal with regard to subjects that have been enquired about and can give their particular views concerning these. The work of the committee mainly focuses on the following:

- Developing target and quality criteria as well as indicators according to which urban renewal measures can be evaluated from a gender perspective
- Supporting construction upgrading measures within the scope of the programme
- Urban Reconstruction East and advising the district administration from the perspective of Gender Mainstreaming (planning concepts, citizen involvement)
- Ascertaining as well as incorporating local gender relevant starting conditions and the needs of as many target and age groups as possible into the discussion of support measures
- The participation in citizen involvement and public relations work
- The participation of the chairpersons of the central committee in the meetings of the district steering committee of the Urban construction East project
- The disseminating function for the residents of its sphere of activities

The process was supported from the beginning by an external team in regard to gender and communication issues within the scope of external organisational consulting for the pilot projects. The expert experience of the gender consultancy was and is of fundamental importance in increasing the competence of the committees with regard to these issues. The continued support of the six committees brings along considerable expenditure with it, that however so far seems only justified by the obvious qualification of the communication and working processes.

It is not inevitable that the expectations of the persons involved in the process coincide. The political issue with regard to better gender equality remains indisputable after initial consensus difficulties – what does that mean in concrete terms and what is new and different about it? – among all those involved. For the administration, the focus is on the qualification of the projects with regard to content and an improved legitimization of planning suggestions. For the involved citizens, the most important objectives are comprehensive information and being able to exert their influence in decision-making. The external gender consultancy team expects, in addition to observation and support of the process, generalisable results for a consolidation and propagation of the matter and a transfer of knowledge necessary for its extensive implementation.

**What are the results of an interim evaluation after almost two years of committee work?**
The many assorted tasks of the committees lead to the fact that gender aspects are not always the exclusive point of consideration in the discussion of planning concepts. This would also not be appropriate given the complex objectives of urban planning. The committee members however function as disseminators with regard to the implementation of Gender Mainstreaming and thus contribute towards anchoring the gender perspective in a wider section of society. The actual projects have shown that a stronger and more deliberate consideration of gender aspects in areal planning mostly leads to an improvement of results, reduces the need for usage-related adjustments, and in principle, also takes the needs of handicapped persons into consideration. At the same time it has become clear that there are no general recipes for the implementation of Gender Mainstreaming, but that for each planning task in its respective context, different planning suggestions have to be found with the help of adjusted instruments.

From the perspective of the committees, supporting the urban renewal processes most of all gave them the chance to design urban districts more attractively especially for women, to incorporate the interests of the residents in plans early enough using this intensive form of citizen involvement and to correct design errors in good time where necessary. It is the public discussion about Gender Mainstreaming, in their opinion, that makes it clear to many women, which demands they can have for a positive urban design, which standards they can set and where they can set them. The committee sees its limitations in the sometimes lacking powers of persuasion with regard to the usefulness of gender equitable urban development, the lack of resident involvement and the volunteer status of the committees. The latter has the consequence that the committees basically just respond to the planning suggestions of the district administration and have little opportunity to act with initiative.

Looking back it can be seen that due to the little amount of previous knowledge that the committee members had with regard to Gender Mainstreaming, their motivation to cooperate in the committees was very heterogeneous. Gender Mainstreaming and gender as criteria for urban planning was, in terms of content,
new ground for most of them and seemed artificial and exaggerated in its abstraction for many at the beginning. The checklists developed for the members of the committees under the guidance of specialist experts, the use of them in the development and assessment of projects as well as the implementation of guided discussions on the subject however significantly raised their competence with regard to gender aspect matters in a relatively short period of time and helped to dispel initial misconceptions. Associative terms such as “Nightmare in (a rooms of) the city” (in this context bound to different target groups in different life phases) also helped the committee members to identify, name and remodel the quality of different open and empty spaces in the urban renewal pilot projects.

**Pilot projects also strengthen sensitivity in other projects and fields of action**

To date – and the administration leadership and central committee are in agreement about this – the consideration of gender aspects is not yet a matter of course in the commissioned planning offices or specialist authorities. The target of pilot projects, to incorporate gender aspects as a requirement with regard to content, has however significantly strengthened the sensibility for the subject among people involved in the public as well as private building trade. In order to really anchor gender criteria in the everyday routines of urban development and open spaces planning, there is still a need for a transfer of knowledge with regard to experiences gained and instruments used as well as a stronger awareness in administrative and planning practice for the variety of needs that gender sensitive urban development has to fulfil.

The gender commission Urban Redevelopment East has now however grown out of its infancy. The establishment of a citizen involvement process for support programmes in public places can be evaluated positively, because the acceptance for the measures carried out and their effect on the upgrading of concerned areas is increased with comprehensive information and opportunity for involvement. The willingness of the persons concerned in the process to become involved can be sustained to the extent that the above mentioned expectations are continually fulfilled. The generally stated increase in knowledge and the continuing personal commitment of the volunteers as well as involved parties in the administration, planning and consultation teams also suggests that the process is proving itself. At present there are deliberations going on in the district about how it can be perpetuated and extended to other support measures.
Gender checklists in urban development and residential construction serve to appraise the effects of planning of men and women in advance, to observe these during implementation and after completion of the implementation or construction process, to evaluate if the equal opportunity objectives and criteria that were formulated were sufficiently taken into account.

The creation of a specialised or gender based gender checklist precedes the defining of criteria (e.g. for participation, resources, utilisation flexibility, pattern of acquisition etc.), that are translated into concrete questions in the checklist. A prerequisite for the use of a checklist is the presence of sufficient indicators and data that can be used to represent the real life situations of women and men of different ages and cultural background.

Checklists can be used in different ways: they can be used in public procurement regulations as an instrument to implement equal opportunity. They can be used in competitions for quality assurance and to assure equal opportunity. They can however also be used, like in the Committee Urban Redevelopment East, to structure participation and the work of the council.

From a checklist that takes women’s issues into consideration to a gender checklist

Checklists and catalogues of criteria, which help in the implementation of urban planning and residential construction that takes into account women issues and everyday life situations have been used in urban land-use planning since the 90s. A further important model for gender checklists apart from these was the “Checkalistan”, developed in Swedish Uppsala at the beginning of the 90s for the purposes of gender evaluation of local administrations and their equal opportunity activities. The gender checklist for the “Coordinating Office for planning that takes into account women issues and everyday life situations” of the municipal authorities of the city of Vienna also counts as one of the current models for gender checklists. This model has become an obligatory instrument in the awarding of public residential construction projects.

After the initial euphoria regarding its manageability and transparency, checklists increasingly became a target for criticism: research and practical experience ascertained that the intended simplification and the simple form of operationalising content regarding the planning that takes into account women issues and everyday situations apparently misled people to process the list mechanically without reflection or the development of new perspectives, and without implementing this specifically in actual projects. This also has to do with the fact that the checklists make it possible to negate the relevance of equal opportunity aspects regarding respective plans without cause. The evaluation and controlling functions were also often ignored.

Nevertheless it seems that checklists are experiencing a type of revival within the context of the Gender Mainstreaming process. They are however now being created under partly altered conditions that should hinder simple mechanical processing, i.e. with the participation of the people who will use them later and room for adjustment and adaptability depending on the respective (project) context.

Toolbox 3

Gender checklist Urban Reconstruction East

Project Committee Urban Reconstruction East, Lichtenberg-Hohenschönhausen

Christiane Droste, gender+

The gender checklist of the project committee Urban Renewal East

The core and specialist committees of the project Urban Renewal East developed an adjustable checklist under the expert supervision of a gender consultation team in 2004 that is a component of all design contracts and bid invitations in Lichtenberg-Hohenschönhausen that were sponsored by the Government-State programme Urban Redevelopment East. This development process itself had a training effect for the members of the committees, for most of whom the subject of Gender Mainstreaming was new ground.

The experience gained from the use of the checklist was brought into the core committee by the specialist committees and also evaluated in a workshop with external gender consultants. From this two things became clear:

It is necessary that the use of checklists and their objectives are explained clearly before they are used within the context of a participation process. The advisory committees demanded that further utilisation by the administration of the results of the review be made transparent and that the companies carrying out the work be actually bound to take these results into consideration (i.e. through monitoring).

There was criticism that the lack of open questions (apart from one regarding conflicts that arose) did not leave any room for creative suggestions for a particular project. The specialist committees therefore suggested that relevant information from records that are created for work with the checklists be incorporated in the review results.

Sources and further information:


Women’s Office of the city of Vienna (Eds.) (2000): Leitfaden Gender Mainstreaming, Vienna.

Interview with the district councillor 2005 and participation in committee meetings 2005

Illustrations pages 56-57: Gender checklist of the project advisory committee Urban Redevelopment East, Lichtenberg-Hohenschönhausen
## Gender sensitive design of public spaces

<table>
<thead>
<tr>
<th>Tool (examples of questions with regard to equal opportunity policy that should be asked within the scope of construction projects)</th>
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<th>No</th>
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<tr>
<td>- Demography (age structure, unemployment figures, migrants…)</td>
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<tr>
<td>- Socio-cultural features, infrastructure</td>
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<tr>
<td>- Accessibility of public facilities</td>
<td></td>
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<tr>
<td>- Accessibility of child day care centres, schools, among others</td>
<td></td>
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<tr>
<td>- Public modes of transport?</td>
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<tr>
<td>- Particularities of the area</td>
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<tr>
<td>- are there suggestions for the improvement of the area, that could not be realized to date</td>
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<tr>
<td><strong>Will the project turn this place into a “feel-good” place for</strong></td>
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<td></td>
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<tr>
<td>- women</td>
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<td>- men</td>
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<td></td>
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<tr>
<td>- boys</td>
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<td></td>
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<tr>
<td>- girls</td>
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<tr>
<td>- female senior citizens</td>
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<tr>
<td>- male senior citizens</td>
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<tr>
<td>(e.g. does each group find relevant offers? Does the design fulfil the purpose of openness for the utilization and expression forms of all citizens?)</td>
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<tr>
<td><strong>Is the future playground/leisure area</strong></td>
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<tr>
<td>- at an appropriate distance from houses?</td>
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<tr>
<td>- does it offer sufficient activities/free space for Boys?</td>
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<tr>
<td>Girls?</td>
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<tr>
<td>- can be used without the need for supervision?</td>
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<tr>
<td><strong>Are the routes barrier-free</strong></td>
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<tr>
<td>- for visually impaired/blind people?</td>
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<tr>
<td>- for persons with impaired walking ability/wheelchair users?</td>
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<tr>
<td>- for baby carriages?</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>- for shopping trolleys?</td>
<td></td>
<td></td>
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</tbody>
</table>

¹Checklist, as of 07.02.2006 – new suggestion equal opportunity representative from the core committee workshop 15.12.2005
<table>
<thead>
<tr>
<th>Tool (examples of questions with regard to equal opportunity policy that should be asked within the scope of construction projects)</th>
<th>Yes</th>
<th>No</th>
<th>Not applicable</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Emergence of lively areas (social contacts)</strong></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>- for sympathy/emergency calls</td>
<td></td>
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<tr>
<td>- to pass time?</td>
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<tr>
<td><strong>Will the “short-distances-principle” be realized with regard to</strong></td>
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<tr>
<td>- accessibility of the residence</td>
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<tr>
<td>- accessibility of local shopping possibilities</td>
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<tr>
<td>- accessibility of child day care centres/schools</td>
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<tr>
<td>- accessibility of local public transport</td>
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<tr>
<td>- the existing paths and structures between these places</td>
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<tr>
<td><strong>Were matters of security discussed with regard to</strong></td>
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<td>- visibility</td>
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<td>- lighting</td>
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<td>- one has a good overview of the whole area</td>
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<td>- orientation aids</td>
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<tr>
<td>- sources of accidents</td>
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<tr>
<td><strong>Was there a discussion about conflicts of interests that may arise due to future utilization e.g. for</strong></td>
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<tr>
<td>Residents / skaters / cyclers / car drivers</td>
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<tr>
<td><strong>Was it discussed to what extent within the spaces to be designed, but also with regard to bordering areas</strong></td>
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<tr>
<td>- there will be no new areas that can cause fear</td>
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<td></td>
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<tr>
<td>- no dirty corners will be possible</td>
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<tr>
<td><strong>Who was included in the discussion?</strong></td>
<td></td>
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<tr>
<td>- residents</td>
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<td></td>
<td></td>
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<tr>
<td>- representatives of special target groups (e.g. youth, migrants, senior citizens)</td>
<td></td>
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<td></td>
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<tr>
<td><strong>Critical points:</strong></td>
<td></td>
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</table>

In the records it should be described when conflicts arise between administration and specialist committee, between planning committee/office and specialist committee or if other differences arise.
The process of Gender Mainstreaming is still in its initial stages in the task area of integrative development. The aim of the workshop was therefore to work out areas where the gender perspective already plays an (implicit) role in neighbourhood management work and where there are starting points for specific implementation. The particular framework conditions for this task area regarding the implementation of Gender Mainstreaming were to be clarified.

Three short keynote speeches at the beginning of the workshop guided the discussion about the possibilities of Gender Mainstreaming in integrative urban development from different perspectives:

Anna Damrat, as an expert from the Committee on Women-specific Issues of the Senate Department for Urban Development, formulated the demands and criteria for a systematic consideration of the gender perspective in the task area of social urban development that had been developed within the scope of a workshop held by the Women’s Committee on neighbourhood management (following referred to as NM) of Helmholtzplatz.

Dagmar Buchholz illustrated starting points from the point of view of the department of “Socially Integrative City” in the Senate Department responsible for the coordination of the programme implementation, but also hindrances to a systematic implementation of the gender perspective. In doing so she focused on the activities at steering level as well as at local level in the areas of neighbourhood management.

In conclusion, the focus on the neighbourhood activities was strengthened once again by the input from Birgit Hunkenschroer, who as a neighbourhood management officer in the area of Moabit West, was able to report on her experiences regarding working with a gender specific focus as well as illustrate the complexity of interests and problems that one faces when trying to implement the objective of equal opportunity in the neighbourhood.

The input from the speeches raised the following questions for discussion/ the following questions arose during the discussion:
- At which levels should and must Gender Mainstreaming be implemented in integrative urban development?
- How does the complexity of neighbourhood management processes limit the implementation of Gender Mainstreaming?
- How can the different dimensions of disadvantages that are present in the NM areas (gender-related, ethnic, social etc.) be adequately taken into consideration in the work of the NM teams?
- Are diversity approaches perhaps better for this task area than the strategy of Gender Mainstreaming?
- Can the Gender Mainstreaming processes in this area be given enough time to enable as much awareness-building and qualification of all those involved as possible?
- Which experiences from feminist planning and gender equitable participation can one make use of and how can these be made accessible?
- What exactly does a concrete implementation of Gender Mainstreaming in the neighbourhood or within a project consist of?
- Is the terminology actually appropriate for the implementation at neighbourhood? Do we have to use these terms? Which alternative terms might be considered?
- Isn’t the targeted support of boys and men required especially in NM areas?
demand gender competence as a requirement of neighbourhood teams in the calls for proposals or advertisements of NM processes.

The following can be concluded from the discussion and its results with regard to the continuing Gender Mainstreaming process in the task area of integrative urban development:

In order to really anchor gender in the mainstream of integrative urban development, a systematic process that includes analysis, objective formulation and evaluation is required that enables specific promotional and equal opportunity measures on the basis of this. Only a systematic gender analysis of the task area can identify discriminative structures and attributions. Based on this it is then possible to develop specific measures for promotion and equality for individual target groups that are not in danger of codifying and reproducing stereotypical attributions and accordant structures (whether with regard to gender and/or ethnic origin) rather than dispelling these.

The discussion also showed that in this task area more than in all others, a differentiated gender diversity approach which incorporates ethnic belonging, religion, social status or even age as a dimension into the gender perspective is necessary. Women and men – especially with regard to areas of neighbourhood management – have to be considered in their diversity, in order to deal justly with the complexity of this task area and its problem zones. This is because gender differences play a very decisive role especially in the context of social and ethnic-cultural disadvantage.

As mentioned above, Gender Mainstreaming in neighbourhood management can only hope to have success if it is explicitly described as an objective and a task of the neighbourhood management office. This however should not mean that the NM offices that in any case are already burdened with many tasks see themselves overstretched with yet one more. This means that the implementation of Gender Mainstreaming has to go side by side with relevant consultation and the development of practical criteria and instruments by incorporating external know-how and process support. Especially in this task area it is of particular importance that Gender Mainstreaming is implemented not only as a top-down strategy, but that in view of the many people involved in the process (including the male and female residents of the neighbourhood) awareness and competence for gender issues are also built up bottom-up.

Concrete starting points to begin the implementation of Gender Mainstreaming in
Socially Integrative City without gender? – Gender Mainstreaming in neighbourhood management

Anna Damrat,
Women’s Advisory Committee at the Senate Department for Urban Development

Being involved with integrative urban development policy under the aspect of Gender Mainstreaming strategy means asking to what extent neighbourhood management teams (following labelled NM) have already integrated gender aspects in the improvement of the living environment, promotion of the local economy, mobilisation of residents and in other task areas in neighbourhoods with particular developmental needs, or where starting points for this may be found and which instruments can be applied or need to be developed.

The Women’s Advisory Committee at the Senate Department for Urban Development took on the role of precursor, even before the Gender Mainstreaming process had begun in Berlin policy and administration and the committee was officially commissioned to offer consultation in the implementation of Gender Mainstreaming in the Senate Department for Urban Development. This is because it had already expressed concrete demands and recommendations in January 2001 for the implementation of Gender Mainstreaming with regard to the “Socially Integrative City” projects within the scope of the workshop “Socially Integrative City – Neighbourhood Management – Helmholtzplatz” (cf. Women’s Advisory Committee at the Senate Department for Urban Development 2001; ders. 2004).

The intention of this article is to once again take up these demands and recommendations and define starting points for a strategy for a gender equitable “Socially Integrative City”. However first of all the results of the evaluation of the NM 1999-2002 and the strategic realignment of the NM 2004/2005 with regard to Gender Mainstreaming have to be looked at.

“Socially Integrative City” without gender? – a gender sensitive look at the evaluation and realignment of neighbourhood management

Neighbourhood management processes were established in 15, later in 17 districts of Berlin in 1999, in order to achieve a stabilisation and upgrading of these areas that were characterised by problems of social disintegration and increasing segregation (cf. essays and opinion statements by Hartmut Häußermann, e.g. Häußermann 2000).

The evaluation of the Berlin neighbourhood management teams by the economic research and consultation institute empirical after the first three years comes to the altogether positive verdict, that – in spite of some initial difficulties and problems – the NM programme is “suitable” to “confront existing deficits in a central and increasingly important field of policy efficiently and effectively” and in spite of limited resources the “successes achieved to date” were “remarkable (empirical 2003: 3) seen.

Gender specifics and the strategy of Gender Mainstreaming do not play a (pronounced) role either in the self-concept of Berlin neighbourhood management teams or in their evaluation. Neither the mentioned evaluation nor an OECD study on integrative urban development and neighbourhood management in Berlin (cf. OECD 2003: 120) take up these aspects. One looks in vain for the catchword Gender Mainstreaming in the catalogue of the five objectives of neighbourhood management (activation and bundling of existing potentials, strengthening of the residents’ ability to act, improvement of access to the labour market as well as to
training and qualification offers, linking of local actors and existing initiatives, organization of communication processes) as well as in the internet sites of the Berlin neighbourhood management or the individual neighbourhood management areas (www.quartiersmanagement-berlin.de).

Only in a search using the catchword “woman” or “women and girls” can some projects and events be found (e.g. exhibitions of female artists, a martial arts project as well as women support projects or even individual general activities in the concerned districts). Even in publications regarding the strategic realignment of the NM 2004/2005 – “The Socially Integrative City – Strategic Realignment of Berlin Neighbourhood Management” (www.stadtentwicklung.berlin.de/aktuell/Presse­box/Archiv; 8.10.2005) and “The Focus is Equal Opportunity” (http://www.quartiersmanagement-berlin.de/index/1488/; 8.10.2005) – there are no statements on Gender Mainstreaming to be found, and that, although the realignment of neighbourhood management in old as well as new intervention and prevention areas focuses on equal opportunity as an objective and task.

To sum up it can therefore be seen that in the evaluated publications, there is no talk of Gender Mainstreaming or gender equitable participation and planning and that even tables and illustrations in these publications do not offer any gender data that may allow such an observation. And yet in all these target catalogues, descriptions and evaluations, points where Gender Mainstreaming could be implemented can be recognized.

Two special implementation points for Gender Mainstreaming in neighbourhood management are worth mentioning: one comes from the Senate Department for Urban Development itself and has to do with strategic realignment. In a Senate submission of April 2004 entitled “Conclusions from the Evaluation Report on Neighbourhood Management and future Programme Implementation” the Senate announces under point (10): “The Senate will ensure through specialist programmes that in NM areas the concerns of women with special problems (e.g. single mothers, homeless women as well as migrant women) are supported.” (House of Representatives of Berlin, Printed paper 15/2740, 06.04.2004: 14)

The other “more direct” approach comes from the German Institute for Urban Studies (Difu), which emphasizes in its statement regarding the Government-State-Programme “Socially Integrative City”: “During the realization of measures and projects in all task areas it is also important to take the different life realities and interests of women and men into consideration (Gender Mainstreaming)”. This demand from the Difu is supported within the scope of a research project commissioned by the Federal Ministry for Transport, Building and Housing regarding “Gender Mainstreaming in Urban Development”, in which among other things the real conditions and necessary procedural steps for the implementation of Gender Mainstreaming in urban development programmes (URBAN II, Urban Redevelopment East, Socially Integrative City) were explored using concrete projects (cf. relevant communications of the Difu regarding the Government-State programme “Socially Integrative City” and the on-going research projects “Gender Mainstreaming in Urban Development” www.difu.de; Bundesamt für Bauwesen und Raumordnung 2002).

A bit strengthened by these exceptions in the broad field of research and policy, the points and instruments of neighbourhood management that are useful for the strategy of Gender Mainstreaming and that are upgradable in line with its principles need to be considered. Herein then lies the special importance of the consultative work of the Women’s Advisory Committee in this area.

Demands and suggestions of the Women’s Advisory Committee with regard to Gender Mainstreaming in the “Socially Integrative City”

As the preceding observations have shown, it makes sense at this point to take up the results of the above-mentioned workshop of the Women’s Committee on the subject “Socially Integrative City – Neighbourhood Management – Helmholtzplatz” once again and to take a closer look at these, even if this workshop already took place at the beginning of 2001. In addition, the experiences of the Women’s Advisory Committee or the Senate Department in the Gender Mainstreaming pilot projects regarding urban development/planning for Gender Mainstreaming in the Socially Integrative City can also be taken up if this is with regard to measures of urban renewal, issues of the use of facilities or the involvement of citizens. These can however not be explained further at this point (cf. the articles of the Women’s Advisory Committee and with regard to workshop 1 in this volume).

The Women’s Advisory Committee discussed different aspects of implementation of the “Socially Integrative City” that takes women issues into consideration in its workshop and focused on the following questions (cf. Women’s Advisory Committee at the Senate Department for Urban Development 2001 for all quotes in italics):

Helmholtzplatz
- Which particular responsibility does the “Socially Integrative City” bear with regard to the improvement of the quality of life for women?
- In what way should processes that lead to a “Socially Integrative City” for and with women be designed? Which forms of internal participation seem necessary? What should public relations work consist of?
- Which projects lead to a “Socially Integrative City”, especially for women?
- Which activities and measures have to be undertaken in order to promote the perception and acceptance of the projects and actors of the Socially Integrative City among the general and specialist public and to strengthen the status of NM?
- The issue of the sustainability of the projects and measures, updating, long-term sustainability.

Based on the objective of Gender Mainstreaming, the Women’s Advisory Committee paid special attention to the extent to which women interests are actually considered in NM. With regard to the neighbourhood of Helmholtzplatz, it established the following facts:

- Among the residents of the concerned neighbourhood, that is the area around Helmholtzplatz, there is, according to the project description, a large percentage of single parents, a large number of unemployed people and social welfare recipients, generally tenants with low income. It is known from general socio-statistical studies that among the mentioned groups, there is a high, often predominant percentage of women. As exact numbers for the neighbourhood are not available, it can be concluded from this general data that this also applies to the neighbourhood.
- The general problems mostly have a particular “feminine character”: unemployed women e.g. mostly come from other professions and often have different professional biographies than men; so far young women have a more difficult time in obtaining one of the traditional dual apprenticeship training places than men; single mothers have problems specific to them in the compatibility of family and work and even more than ever if they obtain employment or want to participate in public life etc.
- Women use the residential environment – according to different studies – more intensively than men due to their way of life and social situation, especially for daily trips on foot (shopping, trips to and from work, walking with and taking care of children). The two sexes thus don’t have completely different quality demands with regard to public places in the residential neighbourhood, but different priorities can perhaps be assumed.
- At one point the empowerment of women in the Helmholtz neighbourhood that was already demanded in 1992 in Agenda 21 (especially in chapter 24) already seems to be a reality: the percentage of women in neighbourhood management teams, in the preparatory and organisational team of “neighbourhood-animated” and among the representatives of institutions and associations range from one-third to easily more than half.

Based on this analysis and its criticism that the subject of women involvement and issues is not problematized enough in planning, implementation and reporting in the “Socially Integrative City” (as well as in awareness of the comprehensive thematic, personnel and institutional complexity of neighbourhood management measures), the Women’s Committee formulated the following demands and recommendations with regard to a stronger consideration of women interests and equal opportunity objectives in NM:

- Gathering of social data according to sex, age and profession/income ratios
- Designation of the planned individual measures according to the probable effect or the specific use for both sexes
- Development of target data and test criteria to this end
- Evaluation of the on-going and executed measures according to the actual effect or the realised use for both sexes
- Alignment and if necessary correction of the measures according to the principle of gender equality or equal opportunity
- Commitment at the leadership level (among other things through corresponding set targets) as well as awareness raising for the subject and the development of gender competence through relevant courses

The demands of the Women’s Advisory Committee in 2001 now face a considerably improved reality: for one thing the public relations work on the subject of NM has increased significantly, even if not yet – as shown – with regard to women and Gender Mainstreaming.

And secondly there is a better integration of the district women committees and women – or local equal opportunity representatives, such as in Lichtenberg, Mitte and Friedrichshain-Kreuzberg, and also a stronger cooperation with the Women’s Committee of the Senate Department. And also within the scope of the work of the migration affairs commissioner or in projects by and with fellow citizens with a migration background, the gender perspective plays a greater role.
Conclusion: starting points of a strategy for a gender equitable “Socially Integrative City”

In connection with the above-mentioned demands and as a conclusion to the remarks on the current state with regard to the development of NM since 1999, it can be determined that – in spite of a Senate Department that is quite gender sensitive at its top and that supports Gender Mainstreaming and in spite of the distinct feminist tradition of Berlin – there is still a broad field to be covered with regard to the implementation of Gender Mainstreaming in the “Socially Integrative City”. This should be made clear to those who deal in one way or another with “urban development” in daily administrative and self-administrative tasks as well as project planning and implementation, but also in own local business ventures.

In a town with a high shortage of funds such as Berlin, money is, even if it is such a prosaic implementation point, at the same time an effective instrument, i.e. Gender Mainstreaming or gender budgeting is becoming an ever more urgent financial requirement. For the EU Structural Funds spent in the “Socially Integrative City” programme, Gender Mainstreaming always has to be achieved even when the implementation in reality is not so (cf. Frankenfeld/Mechel 2004: chapter 9, part III)). With the resolution of the House of Representatives in June 2002 regarding gender budgeting, the Gender Mainstreaming principle is also becoming increasingly mandatory for budget preparation, implementation and control at Senate as well as district level (cf. House of Representatives of Berlin, printed paper 15/415, 26.06.2002; dass. printed paper 15/1503, 10.03.2003; Zauner 2004).

The objectives of Gender Mainstreaming should however also be integrated into the general objectives of NM, if gender equality in the “Socially Integrative City” is actually to be achieved. The relevant requirements for this were indeed already formulated in the statement of the Women’s Committee in 2001.

With the strategic realignment, in addition to tried and tested methods and the focus on the task fields of integration, education and employment, eight points have been defined as a future “obligatory action framework” for NM:
- (external) neighbourhood management appointees with a central management role in the region
- a target horizon and objectives (cutting across departments) with regard to integrated area upgrading (incl. A strengths and weaknesses analysis and setting of priorities)
- Formation of integrated action plans and development projects
- Resident mobilization and empowerment
- Institution of a resident fund
- Linking the involved administrative levels with each other and handling of tasks across departments
- Cooperation (of the responsible Senate Department for Urban Development) with the districts (with the neighbourhood management appointees)
- “Strong partners” as a strategic allies: cooperative building companies, local shopping centres, schools, economy/business and retail traders

These eight points need to be specified further in the sense of Gender Mainstreaming, i.e. the consistent involvement and consideration of interests and life situations of both sexes, and thus lay the groundwork for future evaluations. For this the criteria and necessary actors need to be named. Knowledge and experience towards this can be found not only in women and gender research, but can also be gained from the deliberate analysis of previous NM practice (as shown in the example of Helmholtzplatz) as well as of urban development.

In conclusion, the question posed at the beginning about the state, starting points and instruments of Gender Mainstreaming in the policy of social urban development can be answered shortly: it can clearly be seen from development opportunities and needs (with regard to content as well as personnel) that in some points the first steps in this direction are already being made, but that all this would need to be significantly more specific at the levels of awareness, action and research.

Sources/Literature


Gender Mainstreaming – Conflict of goals or opportunity in neighbourhood management of the “Socially Integrative City”?

Dagmar Buchholz, Senate Department for Urban Development, Department “Socially Integrative City”

Already in 1999 the Senate determined 15 “areas with special developmental needs” in consultation with the districts (and expanded these by two areas in 2001) and decided to institute “neighbourhood managements” for these areas. The Senate and districts were reacting in this way to the observable downward trends in some neighbourhoods of Berlin, with the objective of upgrading and permanently improving the situation. The pilot process of neighbourhood management was initially to last for three years, but was extended two times, and was then evaluated and the recommendation made that it be continued and developed further. Thus in 2005 neighbourhood management teams were instituted in 16 new areas. At the same time, in three of the first areas that had had a very positive development, intensive neighbourhood management devolved to procedures supported by residents and the district administrations. Apart from this the instrument was differentiated, so as to be able to react more accurately to the different problem situations in the areas. Thus one of the focal points of the neighbourhood procedures of “intervention” and “prevention” is mobilising the residents with regard to self-help (bottom-up process).

370,000 people live in the areas administrated by the neighbourhood management teams; the population per area lies between 3,000 and 22,000. There is an above-average level of unemployment, the percentage of the population that is on non-German origin lies between three and fifty one percent. In addition to structural upgrading, the “Socially Integrative City” processes mostly aim to improve the opportunities of the residents in the disadvantaged neighbourhoods in order to secure social cohesion through the promotion of projects in the areas of education, employment and integration.

The section “Socially Integrative City” in the Senate Department for Urban Development coordinates the programme implementation in the neighbourhood management areas together with the district offices. The district offices handle these areas as focal areas of development and avail – just like the Senate Department for Urban Development – a responsible area coordinator who assists the respective neighbourhood management team in areas that require cross-departmental administration.

The use of EU funding not only calls for the implementation of Gender Mainstreaming, but also the consideration of several aspects regarding equal opportunity. EFRE, the European Regional Development Funds, does not only aim for better employment opportunities for women, but also aims to improve the prospects of disadvantaged persons (such as unemployed people, foreigners without educational qualifications, ethnic minorities) through instituting participatory processes and removing educational barriers. This requires a multi-layered approach and a broad range of criteria for the selection of projects. Equal opportunity is, in addition to integration, employment, environment and six other action areas, a criteria that should however not be considered as the single most important factor for gender, but rather as a component of projects that should combine several objectives at the same time. Equal opportunity as a cross cutting requirement has to be incorporated into all projects, but is often blanketed by the combination of many factors, and no longer given sufficient value as a separate one.

In order to implement Gender Mainstreaming in the “Socially Integrative City” and to consider equal opportunity as an objective, the following measures were instituted with regard to funding:

- In the bulletin regarding applications for funding from the administrative agreement of the state with the federation, “Socially Integrative City”, the examination of equality of men and women is called for. Each project has to be assessed with regard to whether there is equal access to them, or how access constraints can be removed. In this sense the areas of economy and employment are given special emphasis, as these are evaluated as not offering equal access with regard to gender.
- Applications for funding are evaluated, among other things, according to what extent the disadvantaged residents are involved in the project and profit from it.
- To monitor implementation, the criteria of whether jobs were created or maintained is applied under consideration of gender.
The evaluation of whether equal opportunity (as a horizontal objective) has been achieved in done – without a special framework – for each project and followed up in so far as is possible.

Our service providers and beneficiaries are asked to take into consideration the memorandum of the EC commission (2002) No. 748 of 20.12.2002 when carrying out their projects.

Apart from the area of financial support, starting points for the implementation of Gender Mainstreaming can be found in the "Socially Integrative City" with regard to the objectives in contracts with neighbourhood management teams as well as with regard to the integrated approach of neighbourhood management and also with regard to methods of citizen participation in neighbourhood management.

The tasks of the commissioned neighbourhood management teams in the implementation of the programme are defined by means of uniform objectives and criteria that give equal opportunity more potential. Neighbourhood management should link all policy-making levels and thus achieve a more effective use of resources. Residents have to be involved the development and implementation of projects in all nine task areas of neighbourhood management. With the realignment of the procedures regarding the "Socially Integrative City" from 2005, the qualitative objectives were expanded: the most important objectives are the improvement of opportunities in the disadvantaged neighbourhoods in the task areas of integration, education and employment as well as strengthening the self-organisation and participation opportunities of the concerned. In addition to these objectives, structural measures to upgrade the disadvantaged areas continue to be taken (i.e. improving public areas, improving the social, ecological, economic and cultural infrastructure as well as that of the private living environment according to ecological aspects).

Women and men thus make gender and age specific demands on the quality of open spaces that are to be designed near residential areas and often have competing ideas about the utilisation of these. Planning offices and involved persons have to offer solutions between manufacturing costs, residential demands of different groups, a vandal-resistant execution and ongoing entertainment that are permanent and beneficial to the lives of the neighbourhood residents. The neighbourhood management team officials have been able to gain very different experiences that are valuable for future use during their monitoring of the planning of green and open spaces, playgrounds and public streets and squares in the 7 districts.
Great emphasis is placed on a balanced representation of both sexes in resident participation and thus the methods of participation can be designed differently (places, times, subjects) according to the needs of women and men e.g. questionnaires for mobilization, future workshops, open space events, neighbourhood funds, neighbourhood council. As migrants often do not have interest in the proposals, disseminators in the area are used to try and increase their participation through the development of personal contacts.

The mobilisation of women and men is achieved to a high degree when this is with regard to the improvement of opportunities for children. Education, literacy, language acquisition and vocational training receive a high level of attention when addressing parents. Through projects for children, migrants can be reached and parallel or follow-up events be carried out. For this they get some free space (from the men), that is not a matter of course and that appear emancipatory. The fact that changes are achieved in a short period of time and that it is not just a matter of talk affects female and male residents equally and mobilises them to get involved.

Opportunities, limits an particularities of the implementation of Gender Mainstreaming in neighbourhood management
Gender Mainstreaming in our area of work will only be implemented successfully if the process can be allowed to develop and we do not try to choose the most difficult things first and “gender” everything at the same time. With the concentration on funding processes, guidelines can be developed and adjusted systematically and gradually. An organisation analysis that assesses procedure and reveals its strengths and weaknesses can also be developed. Such an analysis has to incorporate all involved parties, including the teams, the district coordination office and resident committees with the aim of deriving a guideline that is mandatory for all from it.

We however face limitations in the implementation of Gender Mainstreaming precisely with regard to the involvement of residents. Empowering the residents, so that they can be involved in planning community matters independently can be said to be the most difficult task area for Gender Mainstreaming. On the one hand participatory procedures bring a lot of pressure to residents with regard to decision-making, and the question is whether we can afford to make the subject of gender equality a topic of aggressive discussion in each project. In this case it would make sense to have an exception to the rule of “gendering everything”, which is however not possible due to central funding guidelines. This means that the citizens have to voluntarily accept equal opportunity (as a funding criteria in neighbourhood management). A conflict of interests can only be avoided if the administration as well as citizens are able to implement gender in the mainstream of the “Socially Integrative City”.

On the other hand a society of citizens in which women and men from all social groups seize their opportunities for participation equally, is not yet a reality: integrating migrants especially has not been successful everywhere. But there are already some good experiences from neighbourhood management: thus for example manifold effects were achieved in the neighbourhood through the initiating of special projects for migrant women, (participation in the process, district mothers, self-determined employment, conveyance of cultural diversity and much more). Deficits that needed to be addressed by projects in the areas of sports and leisure time activities, education and training to improve equal opportunity were also recognised in relation to male youth.

Which steps could thus be next in order to implement Gender Mainstreaming in the “Socially Integrative City”?
- A stock-taking measure that systematically evaluates the existing data and the need for action with regard to Gender Mainstreaming, if necessary itemised.
- A gender oriented organisation analysis with the aim of developing an adequate implementation concept.
- A gender analysis of the internal guidelines and work methods (e.g. competitions, advertisements, instructions among others).
- The publication of successful examples so that they can give testimony to the positive effects of the consideration of the gender perspective.

The prerequisites for the systematic implementation of Gender Mainstreaming are additional personnel and financial resources. Gender Mainstreaming cannot be implemented or inspire staff members “in passing”. It needs the accompaniment and support of third parties (scientific institutions, foundations, disseminators etc.), as one’s own knowledge may not be sufficient and additional expenditure cannot be covered with the existing capacities. And institutionalised forums of “exchange of experiences” must continue to be used as “forced” opportunities to deal with the subject, in order to keep an eye on what needs to be done or to improve the gender competence of those who are of the opinion “Gender Mainstreaming: we are already doing that!”
What do neighbourhood management offices do?
Since 1999 the Senate Department for Urban Development has been setting up neighbourhood management teams in areas in which social problems, constructional deficits and often also ethnical conflicts are found. The teams are supposed to deflect any existing possibility of the neighbourhood becoming a ghetto and being stigmatised as well as its residents being disadvantaged. In cooperation with the district administrations in the area, the local associations, support authorities and initiatives, and in close consultation with the residents, the neighbourhood management office is supposed to create improvement in many areas of everyday life in the neighbourhood as well as effect a sustainable change for the better.

Important areas of work for the team are: integration of the non-German population, improvement of educational opportunities for children and youth, improvement of the living environment and the creation of an improved social infrastructure, enlivening the neighbourhood culture, increasing opportunities in the labour market, strengthening neighbourliness, removal of conflict and increasing the feeling of security.

The following instruments among others are available to help the neighbourhood management team carry out their tasks: public resource work, actual presence at the local level, initiation and support of projects, citizen participation as well as cooperation with specialist organisations and public organisations in the district.

Gender specific approaches and projects in the neighbourhood management team of Moabit West

Even if we do not systematically implement Gender Mainstreaming as a strategy, we use gender specific approaches that have developed out of our knowledge and experience with the different target groups that we work with locally in the different task areas mentioned above.

In the task area of school/education/youth for example, we have special offers and projects that are directed either towards boys or girls: boys mostly make up the target group regarding projects to reduce youth delinquency and improve social competence in conflict situations such as e.g. training sessions on freedom from violence. Girls have Girls-Day in a youth centre, events for the Girls-Day, or a trip is undertaken so as to give the girls their own elbow space and to make up for the dominance by boys that is often found in mixed groups.

The activities undertaken in the task area of migration/integration also have a gender specific approach. In order, for example, to reach women with a migration background, that mainly relate within their private sphere and their family, and in order to break through their isolation and loneliness and help them take a first step into the world outside their front door, helpers are sent to them or meetings/activities to cook or sew together are offered. Offers that aim to strengthen networks among ethnic business owners (e.g. regular meetings at restaurants) or the organising of street festivals on the other hand are directed mainly towards men with migration backgrounds.
In the task area of neighbourliness/communal activities, we have had the experience that women are often not be found in public – due to their isolation in the family – and that it is difficult to involve them, if at all, in communal activities. These therefore have to take place in neighbourhoods that have a high percentage of people with a migration background and be organised in part exclusively by professional institutions – if building of own women networks does not succeed.

**Limits of the gender approach in neighbourhood management**

The balancing act between different interests and needs that have to be taken into consideration, and that is required during the management of processes as well as the award of financial support takes place in an area of tension of many different persons: young/old – German/non-German – rich/poor – intellectual/non-intellectual – Christian/Muslim/non-religious – mobile/immobile – animal-friendly/dog-hater – settled/refugee etc. Apart from these aspects, gender specific aspects (man/woman – girl/boy) have to also be taken into proper consideration in the whole conglomerate of different needs and backgrounds, and gender specific disadvantages avoided.

However gender plays a subordinate role in the discussion of neighbourhood management, because the removal of disadvantages orients itself mainly using other characteristics other than gender. To what extent there is a difference in equal opportunities between man and woman, boy and girl in disadvantaged neighbourhoods as compared to better situated neighbourhoods has not yet been a focus of urban development policy discussion or relevant investigations as far as I know.

The extreme disadvantaging of women from certain ethnic groups that is discussed however as a cultural rather than gender problem is certainly unarguable. Gender Mainstreaming as an approach to carefully balance out the interests of the sexes and its instruments do not do justice in particular migrant milieus in my opinion. In this regard the fundamental basic demands of the feminist movement for equal opportunity and rights have to be implemented.
Toolbox 4

Gender Mainstreaming in the “Socially Integrative City”

Experiences from Speyer-Nord and in the “Local Capital for Social Purposes”

Pamela Dorsch, gender+

Socially integrative urban development is a central field of action for policy and administration in Berlin, both at the city level (Senate) as well as in the districts. At the same time the integrated urban development practised in these areas offer good starting points for the implementation of Gender Mainstreaming. A differentiated look at and consideration of the different life situations and needs of the residents in social trouble spots or neighbourhoods with special development needs is especially important for the improvement of the quality of life and equal opportunity chances in these neighbourhoods.

The use of subsidies (project funding) and the involvement of residents are two important starting points of the “Socially Integrative City” for the implementation of Gender Mainstreaming.

Project funding
In the Socially Integrative City or in neighbourhood management funds from the EU Structural Funds (e.g. EFRE, ESF) are used on a large scale in the support of projects in the neighbourhoods. The use of these funds is bound to the guidelines of the EU to implement Gender Mainstreaming in all structural funds. In concrete terms, this means that it is mandatory that Gender Mainstreaming be considered in the advertisement, selection and evaluation of projects and the effects on or the contribution of the projects towards creating parity among women and men have to be analysed.

Involvement
An important objective of socially integrative urban development is the involvement of residents in the development of their neighbourhood and strengthening their self-help potential as well as their ability for self-organisation (empowerment). Gender Mainstreaming here means identifying different target groups among the population in the neighbourhood and addressing them with the help of specific participatory procedures and methods. In so doing it is important to address groups that have not been involved much so far using differentiated methods e.g. women with migration backgrounds and children and youth (whereas girls and boys depending on subject/motive for involvement can be regarded if necessary as different target groups).

A good example: Gender Mainstreaming in the “Socially Integrative City Speyer-Nord”
The Senate of Speyer has been trying to implement Gender Mainstreaming since 2002 and for this purpose selected, apart from the internal area of personnel development, the integrated action concept “Socially Integrative City Speyer-Nord”. The selection took place with the aim of “introducing gender specific perspectives in all process phases right from the beginning and having a gender sensitive modus operandi at all levels”.

There was special focus on the gender sensitive designing of participation processes, in order to also reach population groups that normally only rarely take part in such processes.

As part of an opening event for the project for example, the more reserved visitors were asked about the changes they would desire to see in the neighbourhood, a security survey was carried out with gender sensitive questionnaires, residents were addressed as they went about their daily business, migrant women were reached with the help of a special street action in front of the supermarket and gender and age specific forms of participation were deployed on the ground.

As a result more target groups could be reached than is normally the case, and the different wishes of women and men, boys and girls with regard to the design of the neighbourhood could be considered.

Thus for example a walkway that helped enliven the residential area was created between residential blocks as part of the project “Improvement of the living environment around Waldsiedlung”. Protected playgrounds and exercise rooms close to the residences as well as special retreat areas for girls were created, and playground equipment relevant to different needs were installed as well as lighting improved.

Speyer-Nord has also been selected and presented as a good example in the ExWoSt research project “Gender Mainstreaming in Urban Development” due to its broad, intensive and gender sensitive participation process. The explicit gender reference in the project approach, the objectives and accompanying public relations work as well as conveyance of information are also pointed out as being exemplary.

In addition to the area of resident involvement, Gender Mainstreaming was also considered within the scope of the LOS (Local Capital for Social Purposes) programme. The local action plan contains a gender specific problem analysis, in the staff compilation of the local committee it was taken care that men and women have an equal number of members and that they are gender competent, applicants were informed of the gender criteria that they should consider in their projects and accordingly trained in that regard, and the award of funds underwent a gender evaluation (to what extent are the projects or project funds benefiting women/girls and men/boys?).
For the creation of the implementation plan/local action plan, the following questions, amongst others, are relevant:

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>If no, why not</th>
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</thead>
<tbody>
<tr>
<td>Was the aspect of gender equity considered in the analysis of available offers of social infrastructure?</td>
<td></td>
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<tr>
<td>Do the requirement analyses take gender differences into account?</td>
<td></td>
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<tr>
<td>Do structures that can support the strategy of Gender Mainstreaming already exist in the area? (Are there e.g. special programmes or working groups?)</td>
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<tr>
<td>Do the actors involved in the creation of the implementation plan/local action plan have proven competence in gender issues?</td>
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<tr>
<td>Which factors regarding the social situation and its actual manifestations are so dominant, that they threaten to interfere with the gender strategies?</td>
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<tr>
<td>Which measures should contribute towards creating gender equity?</td>
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</tbody>
</table>

For the monitoring committee and funding decisions regarding micro projects, the following questions, amongst others, are relevant:

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>If no, why not</th>
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</thead>
<tbody>
<tr>
<td>Is there gender balance in the monitoring committee?</td>
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<tr>
<td>Who decides on the composition of the monitoring committee?</td>
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<tr>
<td>Is one gender group dominating the decision-making processes, independent of the quantitative relationship between the two sexes?</td>
<td>Yes</td>
<td>No</td>
<td>If yes, why</td>
</tr>
<tr>
<td>Do the actors involved in the funding decisions have proven competence in gender issues?</td>
<td>Yes</td>
<td>No</td>
<td>If no, why not</td>
</tr>
<tr>
<td>Are micro projects that contribute to the creation of gender equity as per the action plan encouraged?</td>
<td>Yes</td>
<td>No</td>
<td>If no, why not</td>
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<tr>
<td>Does the conceptual design of the micro project reflect a gender related perspective?</td>
<td>Yes</td>
<td>No</td>
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</table>

For the implementation of micro projects, the following questions, amongst others, are relevant:

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>If no, why not</th>
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<tbody>
<tr>
<td>Were assumptions with regard to gender checked (survey, participation)?</td>
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<tr>
<td>Who profits from the offers/project/measures/consultation/information?</td>
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<tr>
<td>(quantitative relationship of the sexes)</td>
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<td></td>
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<tr>
<td>Does the conceptual design of the micro project reflect a gender related perspective?</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Are the target groups looked at and addressed from a gender related perspective?</td>
<td>Yes</td>
<td>No</td>
<td></td>
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<tr>
<td>Is the structure of services/products/activities being implemented differentiated, is it tailored to the needs of the target group, and does it take the needs of both genders into consideration?</td>
<td>Yes</td>
<td>No</td>
<td></td>
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<tr>
<td>Are gender specific capabilities/strongs and encumbrances/weaknesses being taken into consideration?</td>
<td>Yes</td>
<td>No</td>
<td></td>
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<tr>
<td>Are the normalized gender roles being confirmed or are they being expanded?</td>
<td></td>
<td></td>
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<tr>
<td>Is access to the product designed taking the different situational requirements of women and men into consideration (advertising, accessibility, and working or day/night times)?</td>
<td>Yes</td>
<td>No</td>
<td>If no, why not</td>
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Controlling/evaluation/transfer of results:

<table>
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<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>If no, why not</th>
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<tbody>
<tr>
<td>Have the indicators used to measure target achievement been listed?</td>
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<tr>
<td>Were subgoals defined?</td>
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<tr>
<td>Has a time schedule been fixed for purposes of assessing the achievement of subgoals/targets?</td>
<td>Yes</td>
<td>No</td>
<td></td>
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<tr>
<td>Is support/monitoring of the process planned?</td>
<td>Yes</td>
<td>No</td>
<td>If no, why not</td>
</tr>
<tr>
<td>Is a transfer of results across projects planned?</td>
<td>Yes</td>
<td>No</td>
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Tool: Gender Mainstreaming LOS

The administration office of the LOS programme published a "Tool for Gender Mainstreaming", that contains among other things, checklists for the implementation of Gender Mainstreaming at the different levels of the LOS programme, i.e. for the creation of an implementation plan/local action plan, for decision-making with regard to the selection of micro-projects (monitoring committee) for the execution of the micro-projects and for the controlling and transfer of results at all levels.

Sources and further information

Gender Mainstreaming in Speyer – URL: http://www.speyer.de/de/leben/frauen/gender_mainstreaming (12.05.2006)

Information on Gender Mainstreaming and Socially Integrative City/LOS:
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Tel. 06232/14 2291
Sven Fries, planner
sven.fries@stadt-speyer.de
Phone 06232/14 2360


The discussion in the workshop on local public transport planning was initiated by two short lectures by Georg Müller, Head of the Department of “Local Public Transport” in the Senate Department for Urban Development and Dr. Christine Färber, who, under the auspices of her company Competence Consulting, advised the Senate Department for Urban Development on the implementation of Gender Mainstreaming in, among other things, local public transport planning.

In his talk, Georg Müller first defined the instrument of local public transport planning and presented the array of gender relevant aspects captured therein (ensuring local mobility through short routes to the bus-stop or train/tram station, good connections, appropriate transport even during daytime off peak times, ensuring a subjective sense of security). He mentioned the existing contracts with local rail transport companies as well as the planned transportation contract with the BVG as instruments for the implementation of the local transport plan. In response to a question, Georg Müller presented the participation of women in the planning of local public transport offers: in the Senate Department for Urban Development, women handle 71 percent of the technical work in the group concerned with local public transport planning issues. Data from other transport policy departments was not given.

Christine Färber compared the Berlin situation with that of other towns and acknowledged its relative progress with regard to a gender equitable design of local public transport. The gender perspective in Berlin is not only incorporated at a higher level of plans (such as the urban development plan for transport), it is also taken up as a criteria in concrete plans (such as the already mentioned local transportation plan). In her talk Christine Färber also mentioned the gender related standards that are implemented qualitatively (e.g. security, the frequency and quality of connections) as well as quantitatively (times, local public infrastructure) in plans and that can be improved.

After the introduction by both speakers there was an intense discussion about the relationship between the different gender related standards and the meaning of the task area of transport for the equality of women and men. The relevance of local public transport and thus the local transport plan for the implementation of equal opportunity prospects was evaluated very highly by the participants. There was agreement that in comparison with other states Berlin has a very high standard in terms of the quality of local public infrastructure and transport connections, that this has to be maintained and improved further by taking gender related quality criteria much more into account in future decisions. At the same time however the question of profitability has to be taken into account when developing a gender equitable local public transport system.

The following aspects of local public transport planning were discussed in detail with regard to their gender equitable design:

**Gender differentiated information with regard to local public transport**

Berlin is breaking new ground with its Gender Mainstreaming of the current local transportation plan. It cannot fall back on any model for a large city that has been developed systematically with regard to gender aspects. Apart from this, Berlin deviates strongly from the German
mainstream with regard to the situation of women and men in local public transport (e.g. in Berlin only about half of all households possess a car, and relatively many men use the local public transport system). It is however possible to make specific statements with regard to Berlin as a whole and its different districts due to existing space-oriented social data and on this basis to develop gender related standards for local public transport planning.

The data gathered within the scope of the creation of the local public transport plan (questionnaires regarding utilisation, non-utilisation) can also be evaluated according to gender and social space-oriented aspects. A first overall assessment of the data revealed that men and women only have different views with regard to the quality feature of security in the local public transport system and that age difference is the most decisive factor in the evaluation of the local public transport. People over 60 years of age thus had other preferences regarding accessibility, security, cleanliness and availability of personnel. With regard to the question of security, many of the female workshop participants mentioned that the downsizing of personnel at train stations, especially in remote areas and during darkness, poses a problem of security for women.

Gender equitable tariff system
There was an intense discussion about a gender equitable setting of tariffs. Thus affordability of tickets for school-going children was lauded as an important contribution towards making them more independent as regards mobility, but it was criticised that there was not enough support from the BVG for job tickets. There were requests to examine the issue of whether part-time employees and low-income earners could receive lower tariffs and to what extent welfare transportation tickets were sufficient in their current form. During the discussion about other tariff models (honeycomb model, neighbourhood tickets) there was agreement that the clarity and simplicity of the tariff system should be maintained. In connection with the designing of the tariff system, the possibility of financing of the local public transport system was discussed: on the one hand it was suggested that shuttle systems be developed on Sundays and public holidays for people doing shift work (e.g. in hospitals or the police) within the context of job tickets, if the regular bus cycle was not sufficient or there was a very negative cost-benefit ratio. On the hand it was also discussed whether a general “mandatory contribution” to the local public transport system in order to finance its expansion under gender equitable aspects would make sense in Berlin.

Local public infrastructure in the neighbourhood
The density of the transport infrastructure as well as its accessibility was also discussed with regard to gender aspects in the workshop. The focus thereby was on the use of neighbourhood buses. According to the BVG the functionality of the neighbourhood buses has not been proved and cost a lot to maintain. It emphasized the success of the metro lines (buses and trams) and the increase in turnover associated with these and intends to further develop the neighbourhoods in this regard. There was however criticism from the other side that precisely the cancellations of some lines in the BVG network due to the introduction of metro lines is of great disadvantage to parents who have to combine family and work, as well as to the independent movement of children. It was also pointed out that, due to the fact that passengers have to connect (from one bus or tram to another) more frequently because of the metro line concept, barrier-free utilisation of the whole local public transport system has generally become worse for people with reduced mobility and that also in this regard, barrier-free neighbourhood buses would be an alternative worth looking into.

At the end of the workshop the participants carried out an evaluation of the implementation and deliberations on gender in the local public transport system by the Senate Department for Urban Development: while the results of the evaluation were positive with regard to the implementation (evaluation mostly in the middle third), gender awareness or reflection on gender was evaluated negatively.

There was the unanimous opinion that gender has to be anchored in the local public transport system so that in future transport contracts with the BVG (from 2008), services with regard to gender can be defined and deviations from this be clearly subject to legal sanction. The local public transport system for Berlin till 2009 is currently being developed. The results of the workshop will have some influence in the current development of the local public transport plan. For this purpose gender experts will be involved in the public local transport forum.
Gender equitable local public transport for the public benefit

Georg Müller,
Senate Department for Urban Development, Head of Department of “Local Public Transport”

The Senate Department for Urban Development decided to implement Gender Mainstreaming in the updating of the local public transport planning (Nahverkehrsplanung / NVP) 2005 - 2009. Before we look at the NVP under gender aspects in the following sections, a brief introduction should be given to the process of updating and the objectives and tasks of the NVP.

Persons from politics, administration and the public were involved in the updating of the Berlin NVP: the key points of the NVP will be decided upon in parliament (2nd quarter of 2006), and the NVP adopted in full in the Senate (summer 2006). The updating will be coordinated by local public transport authorities in the Senate Department for Urban Development (supported by an external company specialising in gender expertise, the “project coordinator”). Several appraisers have been commissioned to work on the update and individual appraisals. The linked transport system (VBB) and the individual operators (esp. BVG, S-Bahn Berlin) are also involved in the process and take part in the discussions of the NVP steering committee. Apart from this, passengers, interest groups and the public are also included in the process.

The local public transport plan is based on the following objectives that were defined in the basic NVP guidelines or already established in the urban development plan (StEP) regarding transport of the state of Berlin:
- The transportation system objective (as per StEP Transport) is to improve the attractiveness of the local public transport system and increase its use as compared to private transport.
- Protecting the interests of users, which manifest themselves mainly in changing needs,
- Increasing the profitability of the local public transport system against the background of the budgetary crisis,
- and from the specific viewpoint of the responsible transport authorities: protection of public interest with regard to ecological, social and gender issues.

The Senate Department as the responsible authority positions and commits itself to transport contracts with operators as well as to its own plans: the task of the local public transport plan is to formulate (neutral) framework guidelines for all operating companies that serve as the basis for licenses and transport contracts. In doing so it is important to cope with immanent conflicts and as a result develop standards and guidelines for a concrete local public transport system.

The first results of the NVP development phase should be implemented already by the end of May. Due to the opening of the North-South train tunnel and the new long distance railway stations, there will be significant changes in the whole local public transportation network in Berlin. In this regard operating companies and responsible authorities are developing, in a joint planning phase, the connection of train stations and regulations for night as well as early weekend traffic.

A further milestone will be the new affiliation agreement of the Senate with the BVG from 1st January 2008. The NVP already has to contain guidelines for the planned transport contract and make statements regarding the future organisation and financing of the local public transport system.
NVP and gender equality within the context of public interest

“Traditionally”, NVP aims to optimise the technical and operational aspects of the local public transport system according to the joint requirements of responsible authorities and operating companies. This optimisation is aligned with two target dimensions: the interests of the users (passenger potential) and profitability (budget). To this effect the frequency, layout and types of transport modes are adjusted to suit the results of a passenger prognosis and brought together with the exigencies of available financial resources.

The Senate Department for Urban Development as the responsible authority however makes even more far-reaching demands on local public transport planning in Berlin: the public interest has to be taken more strongly into account in terms of the legal responsibility of the state of Berlin to guarantee general local public transport i.e. aspects of environmental care, compatibility of transport and social urban development as well as of local public transport as a locational factor. Gender equality needs should consistently be incorporated (cross cutting aspect), considered in the formulation of general framework guidelines and standards as well the definition of priority areas and individual measures, and documented with regard to the attainment of objectives.

The special focus of the NVP 2005 – 2009 lies on the contribution of the local public transport towards social urban development in Berlin. In this respect the following objectives to ensure equal chances for mobility take centre stage:
- the accessibility of social trouble spots (neighbourhood management areas) should be maintained and improved where possible.

This is important for the integration of the population living there, because it is often only the local public transport system that often enables access to jobs and participation in public life.

- Accessibility is a prerequisite for the equality of disabled persons. There should be as few constraints as possible to their independent movement. The objective is to also improve convenience for everybody.

- In view of the aging population the planning of local public transport should be oriented towards the changing needs of older passengers and guarantee their mobility even without the use of private vehicles (and thinly populated residential areas).

- Social facilities (hospitals and other institutions) should be used optimally due their easily accessibility.

Gender issues caught between public interest and public transport operator strategies

Women and men have (statistically proven) different demands of the local public transport system. These particularly result from the fact that even today, women undertake most of the household and family duties and more often are not able to use an own vehicle as much as men. Coping with work, household and family duties requires tight time management and high mobility. It should be taken into account that mobility patterns connected to child care are strongly related to easily accessible local transport and characterised by complex trip chaining (problems of connections and short distances, mobility with baby carriages). A relief from “the duties of shuttling children to and from their different activities” can be achieved through enabling independent mobility of children.

Women however also have other demands with regard to mobility to and from work: for one thing a disproportionately high number of working women are employed in shift work, especially also on weekends (workers in the service sector, retail trade, post office, nursing etc.). And secondly women make up a disproportionate share of the workers employed in the provision of services around the residential area and the commuting to and from work bound with it.

Further specific demands arise on one hand from the fact that women are more exposed to danger through sexual molestation and violence: they have more demands regarding the guarantee of objective and subjective security in local public transport particularly after the onset of darkness. On the other hand, specific demands arise from gender specific age distribution, i.e. the higher life expectancy of women: there are more older female citizens whose physical infirmity also increases with age. And the level of motorisation among older women is significantly lower.

The particular interests of women have to be considered in the standards to be set in the local public transport plan with regard to infrastructure and range of services, so that a local public transport system that is further developed in this sense contributes towards increasing the mobility of women.

For the locational factor of local public transport, this means: the accessibility of workplaces should be guaranteed without private vehicles being used and even at off-peak hours. Women who do shift work are particularly dependent to a large degree on the public transport during off-peak hours. An appropriate range of services should be available even at times when the
total demand is low, for example early in the day on weekends (particularly early Saturday), when the transport system is characterised by a large percentage of women “forced to be clients” of the transport system because of their work.

For local mobility this means that, in order to maintain the range of transport services even on short routes e.g. to shopping centres in the vicinity, persons with household and family duties should not be disadvantaged with regard to their mobility needs. The concentration strategy of the BVG, “BVG 2005 plus,” i.e. concentrating services on the so-called metro lines, has to be critically evaluated in this regard. There is a conflict of goals between fast bus connections between points on a straight line on the one hand and complex route chains in residential areas arising from the residents’ activities to fulfil their needs on the other. Withdrawal of local public transport from residential areas and the additional connections that have to be made particularly affect persons for example, who have parental duties.

The infrastructure standards with regard to bus-stops (300 m to 500 m linear distance) also have to be critically evaluated with regard to the desired long-term orientation of local public transport towards an aging society: distances to bus-stops should be as short as possible and gaps in infrastructure should be closed e.g. by so-called “neighbourhood buses” or at the outskirts, by on-demand transport services. This also corresponds to the needs of women with children who often do not have a family vehicle or do not have access to it on a regular basis and prefer short distances to the bus-stop for their children, to go shopping, etc.

**Quality standards with regard to accessibility and security**

The quality standards of the local public transport system have to be safeguarded or improved with regard to accessibility and security. Access to transport has to be made easier for mobility impaired persons and persons in wheelchairs as well as those with baby carriages and children, e.g. by ensuring that in the coming years, operation companies start consistently using low floor buses and solutions are sought in the intermediate term for the lack of low floor trams. The accessibility of train stations also needs to be optimised through the use of lifts. Security aspects of the quality standards for the design of bus stops and connections points (weather protection, cleanliness, information, and lighting), particularly with regard to tunnels and the security philosophy of transport companies (i.e. the use of service and security personnel, video surveillance, lighting etc.) should be critically evaluated.

**The implementation of NVP standards into practice**

Most of the above-mentioned task areas affect services of the BVG, who with their bus and tram network bear the brunt of infrastructure and guaranteeing local mobility. The basis for the implementation of the above-mentioned objectives are therefore mandatory regulations in the internal relations between the Senate and the BVG. At the moment there is an affiliation agreement with the BVG that has the main objective of economic regeneration of the company, but no transport contract that would have had the “delivery and financing of transport services”as content (such as that with the local rail transport system – rapid transit system and local trains). This means that, from a legal point of view, any planning initiatives are the sole prerogative of the BVG and the Senate Department as the awarding authority can only act with regard to protecting the above-mentioned public interest needs.

The Senate decided on 31st January 2006 that after the affiliation agreement comes to an end, the transport services of the BVG also have to be financed starting in 2008 on the basis of a transport contract. The contractual definition of extent and quality of the services will be based on statements of the future local transport plan. In this sense it will not be possible, due to the financial framework conditions, to increase the volume of trade as compared to the current status quo. The transport contract should however give the responsible authority the possibility to initiate, plan and implement gender relevant services for the public benefit. Quality standards such as security, cleanliness and accessibility will be evaluated through the use of customer questionnaires and be subject to sanction or remuneration with the help of a bonus-malus system. As women make more than average use of the local public transport, their views will be adequately reflected in the questionnaires.
The state of Berlin set itself the goal of implementing Gender Mainstreaming in transport planning at the level of the local public transport plan of 2005 - 2009 (NVP): “the aspects of gender equality with regard to the development and resolutions of the NVP will be checked within the senate by means of external expertise (Gender Mainstreaming) and taken into account during internal coordination from the start.”

The aim of integrating the gender perspective in planning is to design the quality and quantity of services offered equally attractively for women and men. The mobility requirements of women and men regarding employment and logistics as well as their needs during their leisure time should be considered equally.

There is so far no model in Germany at the concrete level of local transport planning that Gender Mainstreaming can use as a basis for its implementation. Berlin has to break new ground in this regard, but for this has good starting conditions: for one, orienting local public transport in Berlin on women’s needs has been a transport policy target for a long time. Gender Mainstreaming expands the view from women-oriented transport policy to gender equitable transport policy, and enables a systematic consideration of gender differentiated interests without carrying out a biological role ascription (e.g. taking care of children is the task of women).

Secondly, the share of local public transport in modal split (choice of means of transport) in Berlin is favourable with 27% (2005). At the same time however, further improvements are necessary from the point of view of environmental aspects. Gender Mainstreaming in transport planning is also relevant from the economic perspective (lower financial resources), because it enables the identification of gender differentiated target groups and thus planning that is tailored to these and that is more flexible.

In the following section, the concrete starting points for the implementation of Gender Mainstreaming in local public transportation will be presented:

**Gender expertise in the steering of the NVP process**

Gender experts and women should be involved in the different committees and forums in which NVP is developed, e.g. in the NVP steering committee instituted by the Senate Department for Urban Development, the planned “round tables” with concerned organisations and public forum events instituted for the purposes of preparation of NVP. This should ensure that the mobility interests of women, parents and older citizens in particular are given sufficient consideration. For this a gender sensitive moderation and evaluation of the participation process is necessary.

In the “normal” NVP process, gender aspects could also be integrated more intensely: apart from the Senate Department, external contractors or those carrying out projects have to consider and present gender issues (e.g. in commissioned individual studies). Although gender aspects were referred to in the service description for the preparation of NVP, they were not explicitly integrated in the requirements for contractors.
Gender differentiated records and individual studies for NVP

The implementation of Gender Mainstreaming requires differentiated data according to sex and life circumstances. Thus in the current NVP process, it is being investigated which data is gender differentiated and which data collections and investigations have to be carried out in the future in a gender differentiated manner. The following records are incorporated into the process and can be prepared in a gender differentiated manner: passenger survey 2002, current census data, transport line related load values, studies on the level of acceptance among transport users or non-users, as well as social structural data and statistical foundations of urban planning.

A presentation of the gender relevant data in cartographical and tabular form (on the basis of partial traffic zones) would be desirable e.g. a presentation of child care facilities, schools and youth centres because in this case mobility is not independent, children are rather accompanied to their destinations, or a presentation of centres that have a high number of female employees (e.g. hospitals) and that have an unusually high volume of traffic at off-peak hours due to shift work.

The individual studies incorporated in the NVP process should be differentiated according to gender and life circumstances, as an accompanying gender opinion statement cannot replace the consistent consideration of gender and life circumstance concepts in individual studies. Thus studies on accessibility should not only take people with disabilities and in wheelchairs into consideration, but should also name and consider people with other mobility restrictions (e.g. children, older people, people who push baby carriages or bicycles, people who carry loads/shopping or people who are accompanying others).

For investigations regarding night transport services, which the BVG is planning to restructure from 2006, the question of security plays an especially important role under consideration of gender aspects: a gender equitable local public transport system ensures safe (and affordable) mobility for persons without a personal car, persons who work at night (e.g. in the area of gastronomy, cultural institutions, cleaning services), persons who have relatives that require nursing care – in both cases mostly women – or those who want to participate in the social and cultural life of the city.

Apart from general gender differentiated individual studies there should also be a systematic analysis of important issues regarding reproduction work and female employment for local public transport (weak points analysis). For example the local public transport infrastructure with regard to retail businesses and hospitals in which a particularly high number of women are employed, and the consideration of specific commuter times due to shift work, evening and night work or early morning work.

Gender equitable transport policy target objectives

With its target of offering people without transport alternatives to the local public transport system equal mobility chances, the Urban Development Plan (StEP) Transport already formulated a central objective with regard to a gender equitable transport policy, as women in most cases for example do not have a driving license or personal car as compared to men. It
would also be important that gender equitable local transport is mentioned as an explicit objective of SteP, and that in case of a conflict of objectives (e.g. quality against savings or speed against the density of bus-stops); gender aspects are taken into consideration.

In the concept paper regarding the local public transport plan (Senate Department for Urban Development: Corner Points for the Local Public Transport Plan 2005-2009, draft of 3.3.2005), objectives are mentioned that can be deemed to be gender equitable: equal mobility chances, social integration, high-quality service and a limitation of motorised individual traffic. Apart from this women and children are explicitly mentioned as specific target groups of the local public transport system.

Gender equitable local public transport lies in the public interest (service-oriented objectives): Berlin has an interest in equal mobility chances for women and men, that poorer population groups are not excluded from the transport system, and that residents voluntarily abstain from the use of their personal vehicles. In order to achieve these goals, not only mobility requirements arising from gainful employment, but also those in the area of unpaid work (reproduction work, voluntary work) should be considered.

To date, traffic that is not caused by movement to and from the workplace is deemed to be recreational traffic in traffic planning. As a consequence, other times and routes arising from unpaid work have to date not been considered in planning concepts. As the greater share of unpaid work is done by women, they are to a special extent particularly dependent on an appropriate consideration of the transport requirements arising from this, so that they can also participate in professional life.

Or they change to – the in public interest undesired – transport alternative: the car. In the city outskirts and its environs, families acquire a “second car” in order to cope with the distances between the place of residence, child-care institutions, shopping and work within a reasonable time. Within the city it is not the second car, but rather the complete change from local public transport to a personal car. Families cannot afford both and now that the car has been acquired, it has to be used. Many households in Berlin abstain from a personal car. It can be assumed that single female households and households of single mothers form a large percentage of these and this not only because they have made a conscious decision to do so but because of economic constraints – women have a lower income than men.

Gender equitable local public transport of course also lies within the interests of the users (demand-oriented goals) which coincide with public interest under gender aspects: from the local public transport system, users expect reliability, security, combination possibilities with other means of transport (e.g. bicycles) and, that the independent mobility of children, older people and those with disabilities is enabled.

The profitability of the local public transport system is also an objective of transport policy that has to be looked at under gender aspects. A gender equitable local public transport system calls for high standards, but not all quality aspects are to be reached only with a high cost factor. Affordable measures that ensure standards are met have to be developed. Other aspects such as security for example, involve a high cost factor which is however legitimate, as without security in the different modes of local transport, at bus-stops and train stations and access roads, women especially, would be greatly restrained in their mobility or forced to change to the use of a personal car. And many standards that are important for women and children are also important for other target groups, e.g. persons who use wheelchairs, baby carriages and bicycles have the same demands regarding accessibility.

Social integration as an objective of urban development in general is reflected in local public transport planning. In NVP 2005ff, aspects of social integration are supposed to be particularly emphasized and worked on. Here there are very good chances of incorporating gender aspects. Social integration in the local public transport system means considering the social situation of users. The local public transport services should for example be attractive to people with children, people who have a low-income, so as to enable them and their children in particular to participate in city life. For a children and family just city, it is altogether important to keep disturbances and dangers due to road traffic at a minimum.

The orientation of local public transport towards mobility requirements that arise from the most different forms of unpaid work is of importance with regard to the contribution of local transport towards social integration and with regard to equal opportunity policy aspects: work on the “social welfare network” can also be eased by adjusting local public transport services on the one hand for women who mainly do the work, and on the other for men, so that this work appears less daunting to them.

Social integration also has a gender specific spatial aspect: the connection of city environs to the city centre by means of public transport.
is – as proved by research – of central importance precisely for women and their employment opportunities as well as for the avoidance of additional road traffic (“second cars”).

**Gender equitable infrastructure, service and connection standards**

Gender aspects play a role both with regard to public transport infrastructure at outlying areas of the city as well as in areas within close proximity: the small-scale public transport infrastructure of at the outskirts of the city is particularly important to people without a personal car or driving license. These are – also in the younger population groups – mostly women, but even children and youth as well as older citizens are affected. Also interesting in this regard are families with children that have moved to the outskirts of the city and their mobility with regard to employment, shopping and childcare.

Gender issues also have to be taken into consideration with regard to public transport infrastructure within the vicinity: an investigation has to be carried out to check how the planned reduction of neighbourhood buses by the BVG will affect older or mobility-restricted people, as well as those who do reproductive work or have to accompany others (i.e. shopping, accomplishing administrative errands, picking up children from school etc.). Alternative local public transport infrastructure through flexible calling possibilities also have to be considered with regard to gender issues. An important aspect of this infrastructure is that bus stops have secure access roads, and that the distances involved can be covered on foot within a reasonable amount of time. Thus, e.g. bus stops on the “other” side of the commuter railway track can only be accessed on foot if there is a pedestrian overpass or underpass that enables one to cross the tracks.

Local public transport services that are adjusted to suit mobility requirements with regard to time (service standards) are especially important. The calculability of the service (punctuality and regularity) is absolutely central for the reliable planning of route times. It is also important that places of work with unusual working times (such as hospitals, old people’s homes and nursing homes) are serviced at those times. Change of shifts and the accompanying travel times to and from work could for example be determined in cooperation with the employing institutions and flexible shift buses with a pick-up and drop-off service from and to the house door be offered (along the lines of the US American school bus system). Even working times in retail businesses should be incorporated in the planning of the local public transport system. In this case for example, the time needed for clean-ups by the employees – also mainly women - after the close of business would need to be considered.

Connection standards also have to be considered in a gender differentiated manner: the objective has to be the avoidance of (frequent) connections or guaranteeing a reliable connection if necessary, in order to avert an unnecessary extension of travelling time. Connections are particularly annoying when they have to be made within the vicinity, because they extend travel time disproportionately. People with disability are also restricted by the fact that they have to make many transport connections and often need to be accompanied or require a disproportionately long amount of time. Transport connections can also be criticised with regard to the independent mobility of children (and the relief that this brings to parents as they no longer have to accompany them) as children can only then travel when they are older.

In addition to the reliability of transport connections, there are further qualitative requirements that need to be taken into consideration and that are of special relevance to groups of people: short distances, unrestricted accessibility, clearly marked paths and the avoidance of danger spots (e.g. the crossing of road junctions). Precisely for people with a walking impairment (e.g. one caused by old age), orientation weaknesses, people who have to be accompanied or have loads (baby carriage, shopping etc.) as well as in order to promote the independent mobility of children, sufficient time to make the transport connection is of importance.

**Gender equitable quality standards in local public transport**

Many quality standards of local public transport play a decisive role in enabling equal opportunity of women and men in Berlin. The benchmark for quality standards are women and men in different life circumstances (age, employment, family situation, reproduction work), and the different requirements of security, distance times, reliability of service etc., that arise from this. It is also of central importance whether women and men have the same access to appropriate transport alternatives (driving license, car, bicycle, and pedestrian path).

In the concept paper of the Berlin NVP, important regulations for reliability and punctuality are listed. In this regard it is particularly important that anything less than total punctuality is unacceptable.

From the gender perspective there is however one aspect with regard to reliability that does...
not receive enough consideration: mobility requirements from people with reproduction work obligations. These people have a considerably more complex pattern of mobility than commuters who only travel between home and work. In most transport policy concepts and also in the concept paper of the NVP in Berlin this mobility is categorised as recreational traffic. The word recreation mistakenly suggests that the people are free to use their time as they wish. However the closing times of kindergartens, relieving the nursing personnel in the case of family members in need of nursing care, collecting children and older people from their nursing, sports or cultural institutions require punctuality and clearly calculable distance times. Apart from this punctuality is especially important in night traffic because long waiting times at bus and tram stops, that involve security risks especially for women, need to be avoided.

Security in public spaces and public modes of transport is one of the central quality requirements of local public transport under gender aspects. Here, women and men have very different views with regard to objective danger (sexual violence) as well as the subjective feeling of security and thus also in relation to security requirements in local public transport. The introduction of night buses and night taxis is a result of the feminist movement and their anti-violence work in many places. Security refers to the routes to the means of transport, at places of waiting (bus stops, train platforms) and places of connection as well as the security in the actual modes of transport. Security in local public transport is important because clients otherwise change to other means of transport (cars) and the modal split deteriorates accordingly or they do not (or no longer) participate in cultural and social life, which can have negative effects on the social integration in the city.

Both the Deutsche Bahn AG and the BVG have integrated service and cleanliness as security factors in their security concepts (3-S concept of the German Railways: security, cleanliness and service), i.e. that in order to be effected, have to be carried out during off-peak hours (cleaning) or that include the operation of small shops in walkways to the underground train as part of the service concept. At the same time however there has been a reduction of personnel at railway platforms who have been replaced by emergency pillars (containing emergency buttons). This has not contributed to an increase in the feeling of subjective security. Precisely during off-peak hours or in night traffic, i.e. when it is dark outside and when there is little “normal” bustling social activity, and the kiosks in the stations have already closed, as well as during exceptional situations such as football games, it is important for women and girls that people are physically (!) present as contact persons. This has to be considered during the further development of the presence of personnel – the first bullet point in the concept paper.

It is also important to consider that security personnel do not automatically contribute towards an increased feeling of security: personnel from security services who seem to radiate martial arts abilities and willingness to violence do not lead to a better feeling of security amongst women. Relevant training of the personnel is necessary.

Gender equitable standards are also important with regard to passenger information: the concept paper emphasizes most of all the uniformity of information. The legibility of the information (font size, choice of colour) that should also be oriented towards people with sensory limitations is however also important. In this case gender differences are relevant to the respect that red-green colour blindness almost only affects men, and presbyopia more often women due to higher ages.

Before the background of foreign tourists and a multi-ethnic population in Berlin, it is also important to avail multilingual information (not only English, but also e.g. Turkish and Arabic) and to present as much visual information in the form of pictures as possible and less text, and to use symbols that are internationally recognisable.

With regard to tariff planning, prices for families and children, social discounts and the transferability of tickets are also important under gender aspects. Gender aspects also play a role in the advertisement of local public transport advertising: thus the advertisement – “Formel M” – for metrobuses is/was very strongly directed towards men and does not appeal to the complex mobility patterns of persons with reproduction and (employment) obligations, in most cases women.
Toolbox 5

Gender Audit in the local public transport planning

Checklist “Women and public transport” of the British Transport Ministry

Pamela Dorsch, gender+

Gender Mainstreaming in the area of public transport is not only a question of transport planning by the public administration, but also a question of the operating companies of local public transport services, i.e. public as well as private transport service providers.

In order to support these in the implementation of Gender Mainstreaming, the British Transport Ministry developed a checklist for a gender audit and published it in May 2000.

Checklist Gender Audit

The checklist “Women and public transport” is directed towards providers (management) and is supposed to inspire them and provide support in carrying out a gender audit in their company and of their services. The aim is to create local public transport services that are adapted to the different needs of women, men and children and to improve these continually.

In the introduction to the checklist, objectives as well as the use of gender auditing are explained, a summary of important research findings on gender differences in the use of local public transport provided and the use of the checklist explained.

A four-phase auditing process is suggested:
- Step 1: Situation analysis
- Step 2: Planning of improvements (strategy and action plan)
- Step 3: Monitoring and evaluation
- Step 4: Continual improvement

The gender checklist comprises a total of 107 questions in five areas, which each break-down into further sub-topics. This is a very comprehensive questionnaire but as not all areas, sub-topics and questions are relevant for all companies to the same extent, the checklist can be adapted to suit the relevant situation and needs of the company. The questions can be understood as suggestions for the development of a company-specific gender test. In the translation presented here some of the questions were summarised or slightly shortened.

For the further development of the company and its services the questions that are of particular interest are the ones that are answered in the negative. These should encourage the company to analyse the causes and plan improvement measures.

Sources and further information:


Checklist Gender Audit

The Organisation: internal equal opportunity policies and procedures

<table>
<thead>
<tr>
<th>Gender equality: Organisation policy and self-commitment</th>
<th>Yes/No</th>
</tr>
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<tbody>
<tr>
<td>Gender equality is one of the main objectives of the organisation (mission statement, strategy, criteria).</td>
<td></td>
</tr>
<tr>
<td>The organisation has committed itself to gender auditing its transport services.</td>
<td></td>
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<tr>
<td>The gender auditing policy has clear objectives and measures, and progress is monitored regularly by senior management.</td>
<td></td>
</tr>
<tr>
<td>The organisation’s budget includes provision to finance the gender auditing process.</td>
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<tr>
<td>All decisions and measures are analysed with regard to the respective gender representation / gender equitability and their impact on women.</td>
<td></td>
</tr>
<tr>
<td>Women and men are equally represented at the same level in key committees of the organisation and involved in strategic decisions.</td>
<td></td>
</tr>
<tr>
<td>The organisation ensures that all members of staff are fully informed about its gender auditing process, especially those who speak on its behalf.</td>
<td></td>
</tr>
<tr>
<td>The organisation informs local media about its gender audit and finds other ways of making its activities in this area known to the public.</td>
<td></td>
</tr>
<tr>
<td>The organisation does not tolerate any discriminatory or abusive behaviour on the part of its employees.</td>
<td></td>
</tr>
<tr>
<td>Procedures exist to protect employees against sexual discrimination and harassment.</td>
<td></td>
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</tbody>
</table>

Employment policies and staff training

| Recruitment criteria for staff at all levels of employment include appropriate evidence of awareness of gender issues (within the organisation/in relation to clientele). | |
| Women employees are represented to an equal degree and with a similar profile as the population, which the organisation serves (e.g. women with migration backgrounds). It is ensured that they have an equal representation to men at all levels. | |
| The selection criteria for front line staff consider interpersonal competence as being of particular importance. | |
| Staff is trained to deal with aggressive and disturbing behaviour of passengers. | |
| Front line staff as well those involved in the design of products or services are know the needs and concerns of women with regard to public transport and take them into consideration. | |

Service planning

| The organisation works closely with land-use planners to ensure that public transport provided meets the needs of women who live and work in the area. | |
| At least one person has in her/his job description the task of identifying barriers to using public transport that are gender specific. | |
| The organisation works closely with the local authority and other transport providers in the area to provide passengers with a seamless journey. | |
The top priority of the organisation is to ensure that all potential passengers of local public transport can access and use it. The organisation has a security policy, covering passengers and staff, which addresses the subjective feeling of security (fears, perceptions) as well as the official, reported crime rates. The most senior management level is responsible for this. The organisation is actively involved in the development of safer routes to school.

The organisation has guidelines to prevent sexist or violent advertisements from appearing on its premises, vehicles and bus-stops/tram or train stations. Passenger concerns are considered when making decisions about the location and timing for the deployment of service staff. Service staff have intercom systems so that they have direct support in the event of violence, threats of suspicious circumstances.

### Understanding the passenger: analysis and participation

#### Passenger surveys
- The organisation collects statistics which are gender-disaggregated and, where possible, further disaggregated by factors such as income, household size, age, car ownership and use, journey purpose, ethnicity etc.
- The organisation’s research monitors changes in women’s transport needs and experiences.
- The organisation knows what women think about its services and facilities.
- The organisation uses gender analyses to evaluate its programmes and analyses or carries these out itself.
- The organisation uses a variety of different methods of investigation (quantitative and qualitative) in order to perceive gender differences.

#### Participation/consultation
- The organisation consults with women about the design of new stops, stations, train stations and vehicles.
- The organisation carries out regular night security checks and uses the results of these to improve security.
- The organisation works together with local women organisations.
- Consultation and participatory procedures take place at times that are convenient to women and enables their participation. The organisation organises child care upon request free of charge.
- The organisation’s approaches to its customers takes account of different levels of literacy and fluency in German.
- The organisation provides remuneration to participants in its market research surveys in form of supplementary services/special benefits.

#### Passenger complaints
- Comments and complaints about other passengers, personnel or services can be communicated to the organisation in simple and non-intimidating ways.
- The organisation has a complaints policy with corresponding objectives and measures.
- Complaints are dealt with promptly and politely. Persons deployed for this are capable of following up on the complaints and making suggestions for improvement.
- The organisation analyses the comments and complaints that it receives in order to identify and deal with problems in its system.
- Passengers who complain are made aware of relevant procedures/institutions, addresses and opening times (e.g. passenger associations).

### Designing public transport to be accessible and functional

#### Ticket prices and selling of tickets
- The ticket system is easy to understand and tickets are easy to buy.
- There are special concessions that make the trip with children or older people easier, or that encourage them to travel with friends/acquaintances.
- There is one common ticket system that includes other local/regional operators and enables use of different vehicles.
- There are enough sales personnel at ticket counters during rush hours, to avoid long waiting times.

#### Service-Information
- Up-to-date and correct time-tables are widely available along the route.
- New timetables are available sufficiently in advance to enable passengers to plan their journey.
- A hotline number for passenger information is announced along the route.
- During rush hours a sufficient number of vehicles are available, so the passengers so not have to be left behind at stops/stations/train stations due to congestion.
- Passengers evaluate information as correct, understandable, relevant and accessible.
- Informational material (also network plans, route maps and schedules) contain details of access to all stops/stations along the route (e.g. also about car parks, taxi stands, bus-stops in the vicinity).
- The organisation avails informational material in all major languages that are spoken by the users.
- Information is easily available about on-board provision for shopping, buggies, luggage and bicycles.
- Informational material about the organisation is available in shopping centres, hospitals, post offices, libraries and other highly frequented places and large local companies.
- Informational material in alternative forms is available for visually impaired or blind people.

#### Accessibility of stops/stations
- Bus-stops are frequent and easily accessible.
- Secure bicycle stands within visual range of station staff and waiting passengers are easily accessible.
- The organisation works with other agencies (e.g. youth organisations, victim support organizations, street lighting, traffic police, women organizations) to improve the security of pedestrian routes to the stops and stations.
- Car parks and taxi stands as well as access to these to and from the stations/stops are well lit.
- The organisation continuously improves the security of its car parks.
### Getting into the mode of transport
- Handrails are available at stairways/steps to support passengers in getting onto the vehicle.
- Station platforms are easily accessible for people with wheelchairs, buggies or small children (ramps, lifts, personnel who can offer support).
- Lifts at stations are clearly labelled.
- Baggage carts in which children can also sit are available at station entrances and can be pushed directly to train or bus doors.
- The organisation is working on improving the access to available vehicles. This also includes improvements in the electronic displays in the vehicles (route number, stops, etc.).

### Waiting

#### Information
- Passenger data banks are always functioning and are used regularly by trained personnel in order to inform passengers about services of the organisation.
- Audio and visual information systems are available for use especially by visually impaired or blind people.
- Information about delays is given as soon as possible and includes, wherever possible, suggestions of alternative routes or services.
- On staffed stations and terminals, procedures are in place so that staff are aware of delays and changes to the timetable, and are readily available to the public to explain what is happening and to help them to make alternative arrangements.
- Information on fares (regular and reduced) are available at points before entry into the train or bus, even at places where tickets can only be bought in the vehicle.
- Information on routes are easily accessible at stops and stations.
- Information leaflets on routes and lines announce indicate the routes that are being served.
- Information is presented in ways that are safe from vandalism.
- The presentation of information conforms to the handicapped persons guidelines.
- Signage in stations also contains information on public toilets and telephones and uses universal symbols.
- In stations there are display panels which indicate which trains are arriving at /departing from which platforms.
- Where there are safe and accessible pedestrian routes from the station/terminal these are clearly signposted from the station.
- There is a local map and directional signs at all stations and terminals and at major bus stops showing neighbouring stops, stations and taxi ranks, as well as identifying major landmarks in the locality.
- Name(s) and contact information of the station management are displayed and passengers requested to forward any suggestions to them.

#### Comfort and security
- There are sufficient sheltering and seating options at stops and stations.
- Waiting areas are checked regularly to deter misuse and check for litter and damage.
- Wheelchair accessible toilets have nappy changing facilities to allow parents/carers to take children of either sex to the toilet or change a nappy.
- Toilets are checked and cleaned frequently to deter misuse and maintain cleanliness.
- Where there are gastronomic facilities, children’s seats or high chairs are available.
- Doors can be opened easily by people on wheelchairs, with buggies or shopping.
- A functioning public telephone is available near each stop and at all stations and is clearly marked/labelled.
- Opening times of the stations and ticket counters are clearly displayed at the exits and entrances.
- The organisation actively works on improving its security system (e.g. by use of security questionnaires, prevention measures to hinder criminal acts etc.).
- Waiting areas are locked off when the station is unstaffed.
- Underground passages are well lit and have mirrors at blind corners.
- Unstaffed stations or remote areas of large stations have accessible, clearly-signed help points or other emergency communications facilities for passengers.
- Stations have a functioning, clearly visible and marked video surveillance system.
- In areas where staff are not in sight, people at stops and stations can clearly be seen from the surrounding buildings.
- Stations have clearly labelled waiting areas that can be used, if necessary, during times at which there is not much traffic.

### The journey in the vehicle
- Vehicles have ample luggage space, suitable for shopping and for buggies, and easy to lift bags in and out of.
- There is sufficient room for buggies available, and these can pushed at least till the sitting areas if they are located near the entrances/exits.
- The organisation takes particular note of the concerns of handicapped persons when acquiring/installing new vehicles.
- There are seats designated and clearly signed for the elderly, disabled, and people with children.
- Audio and visual information options are available.
- Passenger emergency buttons are visible, easily accessible and function.
- The organisation expects appropriate behaviour from the passengers and makes these expectations clear, e.g. warning signs with regard to rubbish, attacks on personnel or abusive behaviour.
- The external appearance of the vehicles is orderly and clean (no graffiti, clean windows).
- Vehicles are checked regularly to clear litter and if necessary, carry out emergency cleaning.
- The temperature in the vehicles is adequate and pleasant.
- Bus drivers are trained and skilled in driving in a manner designed not to alarm, inconvenience or endanger passengers.
Conclusions & Prospects

A variety of social roles – Gender Mainstreaming in the urban development of Berlin

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Gender Mainstreaming – the correct approach for gender equality in urban development?

There is a continuous differentiation of social roles and individuality in society is increasing. Part of this process is also the differentiation of societal gender roles. Traditional life patterns are increasingly being complemented and sometimes even replaced by new ones in selected groups and with increasing speed.

A look at historical development shows the encompassing changes: in 1871 the number of single person households in the then Reich territory was 6.2 percent, in 1995 it was 36 percent for the whole of Germany; in 1900 five or more people still lived in 44 percent of all households, in 1995 this number was only 5 percent (Schäfers 2002: 125). The number of single person households has now increased even further; in 2007 they made up 37 percent of all households, in large cities 50 percent (cf. Federal Statistical Office and the statistical offices of the states 2004). The number of young families as a household type will be exceeded for the first time in 2002 by the number of pensioner couple households. According to a BBR prognosis the relationship between these household types will have reversed in the next 20 years: while in 1990 there were twice as many young family households as pensioner couple households, the prognosis predicts half as many young family households as pensioner couple households for 2010 (cf. BBR 2005: 39).

These differentiations with regard to different life patterns is producing diversity in the societal roles of groups, persons and gender roles. In this regard there is an increasing similarity in the life titles of men and women: this is particularly reflected in the age group of 20 to 40 year old, in which women have made considerable progress with regard to professional qualifications, live alone in unprecedented numbers (single female households) and men participate more intensely than ever before in family duties and take over duties regarding child care, household and the nursing of aging members of the parents’ generation. In spite of this increasing convergence of life styles, there has been no blurring of the societal roles of the genders.

This tendency points out a dilemma of Gender Mainstreaming. Having originated from the feminist movement, which, disappointed by the little success of women’s advancement, sought new ways and initiated Gender Mainstreaming as a new strategy towards the achievement of equality of treatment at the World Conference on Women in Beijing in 1995, it is now the case after about 10 years, that the integration of gender issues into the everyday decision-making practice of politics, administration and even private companies also have to face the change in social gender roles. At the same time however the basic elements of the equality of the sexes have still not been achieved, such as the representation of women in political institutions, the equal payment of men and women or the occupation of leadership positions.

Gender Mainstreaming cannot therefore continue to be pursued as the “extended arm of the feminist movement”, but at the same time it cannot ignore the substance of the feminist movement with regard to the equality of gender. This is basically also laid out in Gender Mainstreaming: “Gender Mainstreaming is the reorganisation, improvement, development and evaluation of decision-making processes in all policy and task areas of an organisation.
The objective of Gender Mainstreaming is to incorporate the perspective of the gender ratio in all decision-making processes and making all decision-making processes useful for the equal- ity between the sexes" (Stiegler 2002: 7)

The structural disadvantage of women has also not been removed in urban development, but the promotion of women alone will not do justice to the diverse ways of living in the city. Gender Mainstreaming as a cross-sectional task that does not delegate the goal of gender equality to the women’s representative (cf. Weg 2005: 7), but rather integrates any act of policy and administration as content is essential for the future composition of societal life in towns especially in view of the demographic and economic upheavals. Berlin decided to face this task with its Gender Mainstreaming process started in 2002, and the attempt has been success- ful: in the pilot phase, several projects and proposals were assessed and developed further with regard to gender equality. These have not been evaluated during the symposium, but have been subjected to a critical appreciation by a circle of experts.

Has the implementation of Gender Mainstreaming in the been successful different task areas of urban development in Berlin?

The implementation of Gender Mainstreaming in urban development is not arbitrary. Apart from the Treaty of Amsterdam that obligates all EU member states to implement Gender Mainstreaming in all policy areas, the Building Code (BauGB) can also be consulted. The 2004 revision of the BauGB, particularly demands in § 1 paragraph No. 3, that during urban land-use planning, the different effects on women and men have to be taken into consideration. In planning practice, this is especially relevant in the consideration of different planning needs. “When determining what needs to be taken into consideration, experiences and prognoses have to be used as a basis. It is therefore impor- tant in terms of Gender Mainstreaming that in the prognoses, the needs and life situations of women, men, girls and boys are documented. It is also important in the terms of the general principle of equality that differences are valued. This requires a determination of the basis of the prognosis.” (Wallraven-Lindl 2005: 19)

In order to really evaluate the implementation, a set of recognised indicators would be re- quired, which could be used to measure wheth- er Gender Mainstreaming has been successfully implemented in a particular case. There are several indicator models for women’s advance- ment and gender equality in urban planning as well as guides for the “gender check”. These should however not be used here. At attempt should rather be made to critically look at a selection of projects and proposals using the goals that Berlin had set for itself.

Using the example of urban development procedures, the points that prove to be sustain- able for the implementation of the strategy of Gender Mainstreaming will be discussed. The Gender Mainstreaming pilot projects of the Senate Department for Urban Development basically show that Gender Mainstreaming is necessary and possibly as a constitutive compo- nent of quality oriented planning without great additional expenditure. In order to lastingly sustain it, it seems useful to monitor projects. Monitoring with the use of gender sensitive criteria should be introduced in urban develop- ment procedures, similar to the constant obser- vation of the implementation of environmental concerns, which are also a component of planning tasks in connection with monitoring in urban land-use planning. The analysis of the pilot projects ULAP (Universum Landes-Ausstel- lungspark/State Exhibition Park) and Frie- drichswerder in the keynote speech of Annelie Schoen in the workshop on urban develop- ment procedures (see her contribution in this volume) pointed out relevant criteria, which can also be expanded. In the two analysed pilot projects, one deals with a project to remodel an existing open public space near the new central train station (ULAP) and the other with an attempt to link new dwelling forms with ambitious open spaces designing (Friedrichswerder West). The important implementation points for Gender Mainstreaming that were identified in these projects relate to the location-depend- ent description of the initial situation and gender sensitive planning of utilisation.

The location-dependent description of the initial situation has two aspects that are worth considering under Gender Mainstreaming viewpoints: for one thing the spatial aspect, i.e. the reference of the elements of gender sensi- tive planning to a place. This is with regard to the consideration of the gender perspective in the spatial conception of accessibility, security, architecture, clarity of design and a variety of services. The second aspect is in the area of policy and strategic project management. With the help of strategic alliances, the aim is to ensure that the concerns of gender sensible planning are borne jointly by actors, including those from the field of politics. This aspect is particularly important for the implementation of Gender Mainstreaming in planning proc- esses, as planning processes cannot take place without resources and the use of resources has
to be politically negotiated. In order to check whether expenditure and returns are balanced in relation to each other, monitoring of projects and measures would also be useful.

As urban development is increasingly becoming a negotiating process, it is imperative that Gender Mainstreaming positions itself as an approach that uses cross cutting processes. There are already voices that generally contest the possibility of planning towns (mostly in the southern world that is undergoing an intense process of urbanisation) and in their place see the permanent negotiating process of actors. This approach is also appropriate for Berlin: Berlin as a metropolis in a globalising world with great developmental challenges, i.e. the existing town, under the conditions of the integration of numerous cultures and confronted with people with a migration background and thus dependent on conducting and continuing to develop negotiating processes in suitable forms.

The use of buildings and open spaces is a second reference point for Gender Mainstreaming. Within the scope of the female planners’ movement, very many aspects were developed with regard to the importance of gender and social roles during acquisition of buildings and open spaces. Here it is particularly important to make effects and outcomes clear. This can be based on the example of the development of publicly funded residential construction in Vienna whose competence for everyday culture does not only ensure a high quality of utilisation, but also creates a market that is indeed attractive for investors.

A special subject of utilisation is interim space utilisation (especially with regard to utilisation options for changing land use), whose relevance for Gender Mainstreaming has however not really been discovered yet. That the Senate Department for Urban Development in Berlin is taking up this subject makes it a pioneer with regard to the expanding range of tasks in urban renewal. In this regard it is above all necessary to generate a range of ideas and gender proposals for interim utilisation with regard to participatory structures. In order to enable equitable participation in these processes, possibilities of capacity building for actors have to be considered.

Gender Mainstreaming is a continuous learning process for all those involved. Just like in all learning processes, the role of models is of great importance. For this reason, good examples have to be made public. Exhibitions and campaigns are examples of possibilities of supporting capacity building. In conclusion, I would therefore like to encourage you to initiate an exhibition that recognises the female pioneers in architecture (cf. Dörhöfer 2004), that quite deliberately recognises the women whose importance for the development of towns is still far from being given the recognition it deserves.

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Seven thoughts about gender in mainstreaming urban development

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With my subjective conclusion I would like to focus on the discussion about the state of Gender Mainstreaming in urban development and give some pointers regarding positive experiences, difficulties and development possibilities. In this regard I will mainly refer to my observations during the symposium, or rather the keynote speeches in the plenary sessions and the discussions in the workshops “Citizen Participation in Urban Renewal” and “Socially Integrated Urban Development”. The discussions in the workshops have shown that there are many approaches and experiences on the path towards mainstreaming a gender perspective in urban development that still have to be “secured”. In the following section I will highlight seven aspects arising from my observations of the discussions that seem important to me from the perspective of a gender trainer:

1. If we begin with a standard Gender Mainstreaming gender analysis of the event and visualise the participation of the sexes in this event, then it seems that the Gender Mainstreaming process still mainly lies in the hands of women. Even if many participants assert that the percentage of men in the different Gender Mainstreaming processes is increasing, it can be seen in the gender ratio of this event: a low number of men are involved, even during the preparation of this event it was just a few men who were involved. This gender ratio that is typical for work contexts in Gender Mainstreaming processes has many causes which can of course be explained by the historical development of Gender Mainstreaming from the feminist movement. We should however not lose sight of the fact that many more men, and different men, could participate in the development of gender democratic strategies.

2. It also became clear that often, different objectives are bound with Gender Mainstreaming or rather, different emphases are placed: While some actors place the focus on paradigms of women advancement, for others gender equality is the starting point for planning processes. Others yet focus on the uncertainty of traditional gender roles and the removal of gender limitations. These goals do not have to be incompatible with each other, but in the respective process stages the question arises as to what is placed in focus. It seems to me that the relationship of women advancement and Gender Mainstreaming is still not clear. I therefore think that it is necessary to always discuss basic assumptions of gender theory and gender policy objectives during the on-going Gender Mainstreaming process.

3. In Gender Mainstreaming processes a type of renewed reproduction of gender stereotypes is often seen due to the emphasis on a gender normality, i.e. fixed attributions of activities, behaviour and characteristics regarding women and men continue to be transferred to the whole gender group. The dissimilarity of norms, values and outlooks on life within the gender groups are often given a back seat. In the further anchoring process of Gender Mainstreaming, it is not only the dissimilarity of men and women that should be analysed but also dissimilarities within the gender groups, in order to strengthen the perspective that there is also a plurality of ways of life within the different gender groups. In order to support democratic gender relations, further differentiations are necessary: age, ethnic background, physical ability, sexual orientation, social class etc. This is known as gender diversity in expert discourse.
4. In the discussions there was often criticism that the public is too little aware of the concept of Gender Mainstreaming, and that it is not comprehensible to the majority of the population. Due to the different approaches and experiences it should now be possible to take it one step further and convey the concept of Gender Mainstreaming, in spite of its bulky name, to a larger section of the public with the help of examples. In this regard it is important to clarify the specific changes or possibilities for change in the different areas of life towards more gender equality. The approaches of social urban development and the involvement of citizens in urban renewal seem to me to be important links that enable a less technocratic and more dynamic approach of Gender Mainstreaming due to their strong contact with citizens.

5. Gender Mainstreaming is increasingly gaining in importance in processes of urban planning and renewal involving the participation of citizens, as it is possible to analyse which female and male groups have been reached with different participation procedures and at the same time try out gender equitable methods of citizen involvement. Experience shows that it is difficult to reach different men and women from different social contexts, ethnic backgrounds and ages with only one form of participation, but that different forms of participation have to be combined, e.g. information, hearings, mobilising questionnaires etc. We also know from experience with neighbourhood funds and neighbourhood juries that responsible citizens are willing to commit themselves and get involved when decision-making processes are transparent and they are allowed to have a real power of decision-making.

6. Gender Mainstreaming has not yet been systematically implemented in social urban development, but it can now attract more interest, not least because of the strategic realignment of the neighbourhood management programme. The complex approach of neighbourhood management offers a good opportunity to take different interests and perspectives between the sexes and dissimilarities within the genders into consideration. This is because diversity within the population groups in a neighbourhood is a central theme of neighbourhood management. In this regard relatively simple instruments for the analysis of decisions and measures should be used or developed, in order to align these more to the principle of gender equality.

7. In conclusion, one more point that arose in the discussions strikes me as important: that Gender Mainstreaming requires resources especially in the implementation phase that make it possible to train and anchor gender competence in different areas of administration and urban development. In this regard it is important that knowledge about the formation of gender differentiations, gender ideas, gender roles and discrimination affect the personal and professional level. A relevant scope of tolerance is therefore required, in which a discussion about gender ideas and gender policy objectives can take place and in which different types and forms of training courses and consultations regarding sensitisation, motivation and expert debate which help to build gender competence, can be held.
Giving advice, informing, networking: Reflections on the role of committees in Gender Mainstreaming processes

Dr. Stephanie Bock, Women Advisory Council at the Senate Department for Urban Development / Core Committee Urban Reconstruction East in Berlin-Lichtenberg

In Berlin, the implementation of Gender Mainstreaming processes within the scope of urban development is monitored at the urban level i.e. in the Senate Department, as well as in the individual districts by women- and gender committees. In the following section the experiences gathered, as well as the opportunities, barriers and limitations of these committees will be discussed.

The deliberations are based on the participation of the Women’s Advisory Committee at the Senate Department for Urban Development and the Gender Committee for the Urban Reconstruction East projects in Berlin Lichtenberg. The different names already point to different task areas and objectives. The experiences at the district level cannot therefore be carried over one-to-one to processes at the urban level. And even the history of how each of the committees was created influences the understanding of which tasks should be done and how they should be done.

To begin with a look should be taken at the objectives and content of the new equal opportunity strategy of Gender Mainstreaming, in order to define the framework in which committees can act within the complex implementation processes. Referring to the definition of the European Union, Gender Mainstreaming consists of incorporating the gender perspective in all decision-making processes so as to contribute to their reorganization, improvement, development and evaluation in all policy areas and operative actions of an organization. The ultimate goal is to make all decision-making processes useful for achieving gender equality.

This demand is far-reaching: it is required of all actors involved in political decision-making processes that they bring in a gender specific perspective in all political concepts at all levels and in all process phases. They are called upon to reflect where and how their concepts, measures and projects create differences between the sexes or strengthen existing differences and how they can contribute to a reduction of gender hierarchies. Whether in health policy, in personnel policy or in urban development – different life realities and interests of women and men should be considered as a matter of course by all actors from the outset and can no longer be delegated to the office of the women’s representative. Which role however do committees play in these processes?

The programmatic objective of Gender Mainstreaming derives directly from the equal opportunity mandate in the constitution (Art. 3 paragraph 2 of the German Constitution). The objectives as well as a good portion of the substantive aspects are thus not new, or do not have to be developed anew; one can – and should – rather build upon concepts and projects of institutionalized women and equal opportunity policy.

In the area of urban development one is reminded of the many years of dispute by professional women from the areas of architecture, planning as well as urban and regional research and the approaches developed by them, which are still valid today (cf. Rodenstein 1990). They advocated for the involvement of as many women as possible in the processes of designing urban spaces in order to expand the mainstream. Among other things, the establishment of expert women committees at a conceptual level was thus suggested, which – justified by the structural discrimination of women in urban planning decisions – were to function as

1 It should be mentioned at this point that in other districts of Berlin as well (e.g. Mitte, Charlottenburg), women committees are active in the areas of urban development and planning.
lobbies for the needs of women. The Women’s Committee of the Senate Department also has its roots in this political tradition.

**From a Women’s Advisory Committee to a Gender Committee?**

The role of women’s advisory committees was clear-cut: they, as expert committees, were to integrate the positions of women that were missing or underrepresented into the work of the administration. Their task consisted in advising, in knowledge transfer, in the formulation of innovative ideas, in functioning as an intermediate between the administration and the citizenry (information, networking), as well as forming linkages with other women initiatives. In addition, the appointment of a women’s advisory committee signals that equal opportunity and gender equality are appreciated and taken seriously as topics in administration and practice.

With the introduction of Gender Mainstreaming a change takes place with regard to the comprehension of tasks having to do with equal opportunity policy. This change involves a shift from women issues to gender issues. With regard to women’s advisory committees the question in this regard is whether they will continue to follow the same objectives or if these should be changed and how they should deal with the inclusion of both sexes. Apart from this, the question of the relationship of the committee to the administration as an entity that advises it needs to be reflected upon: are women’s advisory committees partners in the process of the implementation of Gender Mainstreaming or are they an independent entity of the respective administration? How should their cooperation with each other be organised in the extremely complex processes and task areas?

So far it can be established that the women’s advisory committee is closely involved in the Gender Mainstreaming implementation process of the Senate Department for Urban Development at the urban level (cf. article of the women’s advisory committee in this volume). A change in task comprehension and role allocation thereby takes place. Gender Mainstreaming as an assignment for all actors in the administration has the consequence that each and every person is principally responsible for its implementation. Required gender assessments can no longer be delegated as a matter of course to an expert committee, even if this is often seen as the best solution. Thus the task of the committee changes from having the main responsibility for the subject to giving advice on selected routine cases and concentrated participation in selected planning projects.

The composition of the women’s advisory committee is being discussed anew against this background, and it should be considered whether it can function as a gender committee in future. An important question in this regard would be the question of who would join the committee, as a committee comprising only of women would give the impression that only women would give the impression that only they are responsible for the subject of Gender Mainstreaming. On the other hand male gender experts in the area of urban development are rare to be found.

In view of the current Berlin implementation projects, determining the work of the future women or gender committees seems more fundamental. As long as Gender Mainstreaming in its concrete implementation is interpreted less as an equal opportunity strategy than a target group orientation, emphasising equal opportunity aspects seems necessary. In this regard the women’s advisory committee still has an important role to play as an advisory committee. This is because they have the expertise to interpret the results of equitable and feminist planning approaches and give impulses for their further development. Without this expertise, an insistence on the gender relevance of individual projects as well as on the formulation of gender aspects to be considered cannot fully succeed.

This means that at this current point in time, a women’s advisory committee with its clearly formulated task profile is an indispensable component of the implementation of Gender Mainstreaming. Not until other actors can take this perspective into consideration without being called upon to do so can a consideration be made to transform the women’s advisory committee into a mixed gender committee.

**Broad involvement of citizens through gender committees?**

The Gender Committee for the Urban Reconstruction East projects in Berlin-Lichtenberg was established significantly later than the city’s women advisory councils and was comprised of women and men from the beginning and had rather different objectives. Its appointment is supposed to create a new transparency regarding citizen involvement processes within the scope of urban renewal: “The objective is to take citizens and citizen interests of as many target and age groups as possible into consideration in the redevelopment of public spaces and to bring local gender relevant needs and circumstances into discussions on funding measures.” (cf. http://www.berlin.de/ba-lich-tenberg/verwaltung/stadt/umbauost/start.html). The focus lies on the appraisal regarding the upgrading of spaces by citizens of all target groups.
and age groups and whether this has been done under consideration of gender aspects.

The gender committee comprises five area committees and one core committee. “The core committee is responsible for the whole project Urban Reconstruction East and should e.g. develop target and quality criteria as well as indicators according to which the urban renewal measures can be evaluated under consideration of gender aspects.” (cf. ebd.). The five area committees monitor the concrete plans on site and assess the gender aspects of the respective projects. They serve to intensely involve the local population.

In contrast to the Women’s Advisory Committee of the Senate Department, the focus in Lichtenberg is on participation of and feedback from the local population and not the participation in more fundamental issues of Gender Mainstreaming in urban development processes. Persons who represent relevant organisations and citizen groups of the district are the ones involved here and not professional experts.

The work of the gender committee in Lichtenberg has so far proven extremely successful; a functioning model regarding the participation of citizens in urban renewal processes, in which the genders are at least equally involved, could be initiated. There is however still room for improvement with regard to the involvement of different age groups or those with a migration background.

Opportunities and risks of committees in Gender Mainstreaming
In spite of their different objectives and their different compositions, first conclusions can be derived from the work of both Berlin committees with regard to their role and importance in on-going Gender Mainstreaming processes.

Participatory processes that equally involve all target groups in planning are seen as important, if not the most important components of the implementation of Gender Mainstreaming in urban development. Participation is said to have been successful if it has been possible to involve a wider range of groups (differentiated according to sex, age, and ethnic background) than have been involved in previous procedures and to integrate these into constructive debate on the subject.

A dilemma however becomes apparent with regard to this conceptualisation of gender in urban construction and gender committees as participation forums: if the consideration of gender aspects is equated with the haphazard inclusion of as many target groups as possible, there is a danger that the needs of all have to be equally realised in the project. The systematic integration of Gender Mainstreaming would not only fall behind a generally accepted target group orientation, the fact that the strategy of Gender Mainstreaming does not implement all interests equally would also be disregarded. In the strategy of Gender Mainstreaming, the interests that are particularly taken into consideration are those which had been neglected thus far due to the structuring of gender hierarchies (cf. Bauer et al. 2006). It is therefore clear that without an explicit and very concrete formulation of target objectives based on gender equality, participation becomes haphazard and a gender committee a general committee whose purpose can be dispersed with.

On the other hand Gender Mainstreaming as a strategy offers good starting points for a sensitisation regarding the needs and interests of different population groups, if in participatory processes it is interpreted as a successful entry into a new municipal planning culture. “Thus the handling of gender problems and the promotion of the advancement of equality of the sexes through Gender Mainstreaming could possibly also serve the purpose of removing other types of inequality” (Woodward 2004: 97). In this sense a new planning culture could be achieved with the implementation of Gender Mainstreaming at places where differentiated participatory processes have so far barely been used.

Another problem arising in both committees is the concentration of hitherto existing implementation projects in the planning of public spaces. Equating the goals of Gender Mainstreaming in implementing structural-spatial aspects with the beautification of the utility value and usability of spaces does lead to a necessary improvement of urban spaces in aspects that are more easily overlooked or whose significance is regarded as low in “normal” procedures. The drawback in this however, is that the current implementation practice of Gender Mainstreaming does not deal with other planning themes (such as large-scale infrastructure projects, residential zone planning) or with spatial representations and the aesthetic ideas of different groups.

However in spite of the identifiable gain in quality in the selected pilot projects, there is an impression that these are rather bound with a reactivation of bisexual ways of thinking and the affirmation of conservative difference concepts than with the start to a change in gender relations. An extended view of both sexes as well as a differentiated data analysis
and relevance test do indeed force one to undertake an exact analysis and call existing assumptions into question. And yet specific gender knowledge present in the organisations and the committees is expressed in the selection and implementation of projects. It can be seen that ideas of gender are not so easy to invalidate by unlearning or elucidation as this is situated knowledge i.e. practical knowledge that has stood the test of time for the actors (cf. Andresen/Dölling 2005).

The importance of the teaching processes that have to go significantly beyond the previous selected practice of training courses for administration members of staff therefore becomes even more evident. In this context, expert committees have to take over this special task (cf. Bock/Matthies/Riegraf/Zimmermann 2004).

In spite of this partly critical assessment, the great importance of the (voluntary) commitment of the involved persons can be seen in the successful example of the work of both committees, without which Gender Mainstreaming processes could not be implemented successfully.

The example of Lichtenberg illustrates the structure of a successful participatory process that has made gender aspects – almost through the back door - an accepted component of urban redevelopment planning in Lichtenberg. In a further step it would be interesting to analyse to what extent the gender aspects as quality criteria can contribute towards reflections on the connection between gender relations and structural-spatial structures. The contribution of the committee towards the democratisation of the participation structures and the inclusion i.e. mobilisation and continuous involvement of large population groups is unmistakable, even if the gender committee still see itself as having the task of addressing further groups that were previously insufficiently involved and trying out new methods of participation in order to expand the committee of present “professionals”.

The successes of the women’s advisory committee at the level of the Senate Department can be seen in the discussion about and demand for gender sensitive participation processes. The systematic and constant call for Gender Mainstreaming however also increasingly leads to the integration of this question in large-scale urban development projects. Even when projects that go beyond open space construction are likewise rare and there is a need for improvement in volume. A slow and certainly laborious sensitisation process of the Senate Department regarding gender aspects is emerging, in which persistent tackling and continuous initiation of new subjects have made an important contribution towards bringing gender aspects onto the agenda and keeping them there. The cooperation of the Senate Department and the Women’s Committee in the implementation of Gender Mainstreaming is in the process of warming up.

At the end of the day it can be said that committees in the Gender Mainstreaming process in Berlin have taken up an important role without which important components of Gender Mainstreaming would be left out. As participation committees they can most of all act as networks in the neighbourhoods and initiate processes there. As an expert consultation committee of the Senate Department of Urban Development their task lies in the initiation of processes, the availing of specialised know-how without however taking over the work of the responsible administration in the process. A successful cooperation will be possible as long as the advice of the committee falls on open ears. An important foundation in this regard is linking the consultants themselves with the diverse networks of Berlin gender and planning experts.

At the same time it is also clear that even the options of committees are limited given the limited financial and personnel capacities. And that gender and women committees are not beyond taking up traditional role models and cementing gender relations.

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If gender is well, all is well? – Conclusion and outlook.

Pamela Dorsch & Christiane Droste, gender+
Often the requirement of Gender Mainstreaming is repelled with the reference to executed or planned projects that are specially directed to women or mainly used by them and with the remark “we are already doing that anyway”. Gender Mainstreaming in this regard appears to just be another label for women advancement and remains imprisoned in a correspondingly sectoral comprehension of it. A systematic consideration of the gender perspective in all areas and at all levels is also prevented by the fact that the issue of the equality of women and men is seen as a lower-ranking problem. Social, ethnic or demographic problems appear urgent. The gender dimension inherent in these problems is however suppressed. This becomes clear in the area of social urban development, for example, in which Gender Mainstreaming is so far seen rather as a further strain and not a cross cutting dimension in the existing problem areas and task areas. If however gender is discussed within the context of integrated urban development, a tendency to arbitrarily create terminologies continues to be regarded as a sectoral issue even under the name of Gender Mainstreaming, a tendency to arbitrarily create terminologies and problems can be seen.

Gender will not become mainstream if equality, even under the name of Gender Mainstreaming, continues to be regarded as a sectoral issue and is reduced to women’s projects or classed under lower-ranking inequality problems and placed behind social, economic or ethnic issues. In order to prevent that questions of equality continue to exist in a niche, and in order to really mainstream the gender perspective systematically, an integrated and complex understanding of Gender Mainstreaming is necessary.

Such an understanding is of particular importance in the area of urban development and planning that is already intrinsically multidimensional: urban development/planning has to incorporate social, cultural, ethnic aspects and questions of population development just as it also has to incorporate ecological and technical aspects. The gender perspective in this area can thus only be integrated systematically when it is considered in all these issues and aspects. Good starting points for this in Berlin can be found in the area of open space and traffic planning (cf. the articles in this documentation).

A danger also lies in the understanding of Gender Mainstreaming as a target group equitable or user equitable way of planning as described above: the identification of target groups or users requires, in order to be practical, a certain level of typification. If this typification is too broad, too simplified: men drive cars, women use local public transport – it rather leads to a cementing of gender roles and gender stereotypes and reproduces the corresponding structures of inequality instead of changing them. A differentiated understanding of gender (gender diversity) is therefore required that incorporates differences within the group of men and women (e.g. social differences, age differences, educational levels), in order to identify the different needs with regard to living and working in the city and to accordingly be able to react to them in a differentiated manner.

Gender Mainstreaming requires time and resources

In the discussion with political actors it can be seen again and again – also in the symposium – that Gender Mainstreaming is under a lot of pressure regarding expectations and success. On one hand it is expected that changes due to the implementation of Gender Mainstreaming be quick and clearly and directly seen and felt by citizens. On the other hand however these changes should preferably be brought about with no costs involved at all. In view of such measures the failure of Gender Mainstreaming almost seems to be inevitable.

Gender Mainstreaming will only then be implemented successfully when it is understood as a process, as a complex process of change regarding ways and structures of thought and action. And when this process is granted enough time and resources and the aim of equality in all areas and at all levels is given a high political priority.

In view of the high pressure regarding expectations and success, it should be asked at what stage we are right now in the process and which expectations are thus appropriate: have we already come so far with Gender Mainstreaming and changed the city so much that it can be felt and seen by the residents? And how much public knowledge and awareness that would be necessary in order to perceive or demand such change would be required? Are we not rather at a significantly earlier point in the process, a point at which the actors in policy and administration first have to be trained to begin systematically implementing Gender Mainstreaming in their respective areas of work and to develop the relevant tools for this? In many areas for example, a relevant gender differentiated data basis as a prerequisite for the implementation of Gender Mainstreaming is still lacking.

The trend of down-sizing and “commercialisation” of the public administration as part of administrative modernisation makes Gender Mainstreaming appear as a contradiction because it obviously requires additional expenses, further assessments and reports, more time.
and personnel capacity. In this regard it can be asked: how valuable is a systematic consideration of the equality of women and men to us? How much are we currently willing to invest in the development of relevant instruments and procedures and in the training of gender competence? How many resources are we willing to avail in order to make it possible that Gender Mainstreaming in the long term becomes a matter of course in planning and administrative actions?

We have to get rid of the illusion that the implementation of Gender Mainstreaming can take place without costs being involved, especially if it is supposed to be successful. It is just not about trying out a bit of gender in a few areas, putting a bit of gender cosmetic on an otherwise unchanged mainstream, it is rather about a comprehensive and systematic consideration of gender specific differences and the equality of the sexes. And this requires time, competence, knowledge and practical experiences.

**Gender Mainstreaming is political!**

It can hardly be overlooked that mainstreaming a gender perspective is housed in the Berlin administration. But how political (still) is this Gender Mainstreaming? Do we have to fear a bureaucratization of equal opportunity policy due to the multitude of procedures, guidelines, handouts, instruments, checklists and such?

So far there is a lack of equal opportunity policy objectives in the whole Berlin Gender Mainstreaming process. The resolutions of the House of Representatives did indeed commission the implementation of Gender Mainstreaming and agree on the steps to be taken towards this, however the objectives of the process were ultimately left open. And in the individual policy and task fields in which the implementation of Gender Mainstreaming was started, no equal opportunity objectives were formulated in advance.

This lack of objectives in the process so far can be explained on one hand by the fact that there has not been as much training and schooling in gender competence in the area of politics as in the area of administration. On the other hand, the fact of defining political objectives would turn them into a precise instrument for measuring the success or failure of the Gender Mainstreaming process and would mean a more binding commitment for all actors involved and thus create more pressure to succeed.

A definition of equal opportunity policy objectives would also make it clear how political Gender Mainstreaming actually is. It would once again reveal the feminist origins of the strategy which some hoped had been pacified. The politics in Gender Mainstreaming also explains the resistance against its implementation: the resistance is not brought about by these “funny English terms that nobody apparently understands” (whereas Anglicisms such as Public-Private-Partnership are otherwise quite established in planning and administration) or the difficulties of practical implementation on a small scale, it is rather the (old) fear of structural changes and the loss of power, that would come with a systematic implementation of Gender Mainstreaming. The critical question is whether we really take the objective of equal opportunity for women and men so seriously that we would be ready to realize it by all means and give up what we are accustomed to for it.

In the area of urban development and urban planning, a systematic consideration of the equality of the sexes would not be that difficult, as taking different needs into account, weighing them against each other, and finding a balanced solution is, as described above, already part of planning culture. However in this area as well the state administration is being downsized more and more and is, due to its weak economic foundation, increasingly dependent on private investor groups who design and build the town. And when it is about money not only in the area of urban development equal opportunity quickly reaches it limits. Or why else is the implementation of Gender Mainstreaming in Berlin not yet called for within the context of investor planning, in the large-scale projects of the suburban areas, in the new central part of town or in the planning of shopping centres? And why doesn’t Gender Mainstreaming play a role in the Hartz IV reforms of state transfer, the pension insurance reform or the tax reform, that all have influence in the development of towns?

An important question within this context is not only how Gender Mainstreaming can be anchored at the political and administrative level but how it can be called for by private/private sector actors. In the area of urban planning for example by investor groups, constructors, commissioned architect and planning offices, or by companies in the area of local public transport, water supply or waste disposal.

**A (more) gender equitable town or the “little differences”**

In order to give direction to mainstreaming the gender perspective, we need to have an idea of where we want to go. We need a vision of Berlin as a (more) gender equitable town: how does a more gender equitable Berlin look?
What type of houses, parks, squares, roads, gardens etc. would be found in such a town? How would the people, women and men of different ages and origin live and work in this town?

From such a basis, concrete objectives and requirements for urban development and planning for the implementation of Gender Mainstreaming and a concrete derivation and further development of transferable procedural steps and modes of conveyance of the same be formulated. These are also a prerequisite for measuring the success, the impact of Gender Mainstreaming.

What will change in this town because of Gender Mainstreaming? How will we be able to perceive that Berlin has become more gender equitable? In order for people to understand Gender Mainstreaming and experience its effects, we have to be able to answer these questions, not least in an effective public forum. In addition to a vision as well as objectives for a gender equitable town, we need for this the awareness that the effect of Gender Mainstreaming will unfold slowly and through the development of many “little differences”. The brochure “Sharing the town fairly” about the changes in the Gender Mainstreaming pilot district of Mariahilf in Vienna is a good example of how one can convey the “little differences” brought about by Gender Mainstreaming to the professional world as well as citizens. It humorously (!) illustrates the different social roles that men and women play out in traffic and the simple measures with which a town district and its utilization have become safer, more comfortable and more gender equitable: e.g. through wider pavements, longer times between traffic light signal changes, through barrier-free routes, through better lighting and through more places to sit.

In practice this means that the political support for the project “Gender Equitable City” still remains to be strengthened. At the same time we as planners have to sharpen our perception for the changes in detail, which all in all make the lives of the different people in Berlin more pleasant and make room for a variety of different life styles.
Photos and illustrations
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Appendix

Appendix 1:

Members of the Advisory Committee for Women-specific Issues at the Senate Department for Urban Development

Appendix 2:


Appendix 3:

Members of the Committee for Women-specific Issues at the Senate Administration for Urban Development (as of June 2006)

<table>
<thead>
<tr>
<th>Name</th>
<th>Profession/Function</th>
<th>Institution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baranek, Elke</td>
<td>Town and Country Planner Research Assistant, Freelance Moderator</td>
<td>TU Berlin, Center for Technology and Society (ZTG)</td>
</tr>
<tr>
<td>Dr. Bock, Stephanie</td>
<td>Graduate Geographer</td>
<td>German Institute for Urban Studies, area of research “Urban Development and Law”</td>
</tr>
<tr>
<td>Prof. Chestnutt, Rebecca</td>
<td>Architect</td>
<td>Chestnutt-Niess Architects BDA</td>
</tr>
<tr>
<td>Damrat, Anna</td>
<td>Graduate Economist, Lecturer, Second-Chance Education</td>
<td>Adult Education Center Schöneberg</td>
</tr>
<tr>
<td>Dietz, Karin</td>
<td>Graduate Engineer</td>
<td>Executive Director, Housing Association</td>
</tr>
<tr>
<td>Dorsch, Pamela</td>
<td>Social Scientist, Organisational and Management Consultant for Gender Diversity</td>
<td>gender+</td>
</tr>
<tr>
<td>Ganssauge, Karin</td>
<td>Urban Planner, Architect</td>
<td>Planning Office TOPOS</td>
</tr>
<tr>
<td>Schneidewind, Gisela</td>
<td>Architect</td>
<td>Architectural Practice Schneidewind</td>
</tr>
<tr>
<td>Willecke, Barbara</td>
<td>Graduate Engineer, Landscape Gardener and Architect</td>
<td>planung.freiraum Company</td>
</tr>
<tr>
<td>Advisory members:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Illigens, Gabriela</td>
<td>Senior Social Councillor, Educationalist, Consultant</td>
<td>Senate Administration for Economy, Work and Women, VI C 1 (Frau)</td>
</tr>
<tr>
<td>Grimke, Ina</td>
<td>Senior Government Official, Attorney</td>
<td>Senate Administration for Urban Development, III Jur</td>
</tr>
<tr>
<td>Krönert, Sibylle</td>
<td>Personnel and Organisational Development Consultant, Gender Representative, Head of the Office of the Women’s Committee</td>
<td>Senate Administration for Urban Development, Steering Office</td>
</tr>
</tbody>
</table>

Department II – Urban Construction and Projects

October 2004
Guidelines for the Perpetuation of Gender Mainstreaming

The Department of Urban Construction and Projects established guidelines for the perpetuation of Gender Mainstreaming in urban developmental planning with regard to its implementation after intensive discussions. In this way the department tried to take the resolutions of the House of Representatives and the Senate regarding the implementation of Gender Mainstreaming to the greatest possible extent into account. Within the context of the regular reporting system on agreed objectives, a report is made twice a year about adherence to the guidelines given financial and personnel shortages.

The first two guidelines make statements about the organization of urban development procedures. The third guideline deals with the internal departmental implementation that should be understood as a gender equitable way of dealing with each other.

The respective committee entrusted by the management with the perception of gender issues is involved in urban development procedures, competition procedures and in particular, participatory procedures. The committee is

- involved in the development of general gender criteria and the specification of the criteria
- consulted as an advisory committee, in particular during competitions (a suggestion for gender competent jury members and gender appraisers, among others) and involved through a representative in the procedure.

All new projects should undergo a gender check in the future. The aim is to bring Gender Mainstreaming to bear on the basis of a professionally recognized requirement, in order to concentrate personnel and material resources on the actual gender relevant projects and procedures. The guidelines go beyond the legal requirements of the Town and Country Planning Code. This means additional costs that are not covered by the legal foundation (personnel and material costs, particularly for the additional work performed by those commissioned with planning and well as expenses for informational events) as well as possible delays in the course of the project.

While research findings on the subject of Gender Mainstreaming already exist in the area of planning, in the area of design there are just a few isolated approaches. The transfer of planning criteria to design criteria is not proper. There is still a great need for research in this area, that cannot however be provided for by the Senate Administration.

L1 – Gender participation in the formation of construction plans

Representatives of gender issues are consulted parallel to the early involvement of authorities and the public. Additional costs are already taken into account in the budget during cost estimation of the project and are, if necessary, accounted for separately.

- The consideration of gender issues covers the whole project cycle. It begins with the development of ideas and ends with the determination of the construction plan. The standards with regard to fair weighting have to be met in full measure (§1 paragraph 7 of the Town and Country Planning Code).
- The issues that have been determined should be conveyed to the administrative units carrying out the project or to the private responsible bodies so that they can be implemented.

1 Senate resolution No. 2051/4
• A specific catalogue of criteria should be formulated on the basis of the existing one with the participation of the committees (e.g. women’s committee) for gender issues appointed by the management (senate administration or district offices). The circle of people to be involved other than citizens (initiatives, interest groups) and the planned informational events are determined.

• Issues/requirements, that do not concern current planning or that lie outside the responsibility of Department II are transmitted to the responsible office.

• Involved contractors have to prove their gender competence after a transitional period and are commissioned with the consideration of gender issues as well as their documentation as an additional task.

L2 – Gender Mainstreaming in competition procedures

Additional costs for, among others, appraisers, jury members, as well as the execution of the competition procedure have to be planned for in advance in the budget and if necessary, accounted for separately.

• Gender Mainstreaming is included as an objective in the preparation, execution and completion of competitions.

• Gender issues are taken up in the catalogue of criteria that must be complied with.

• The competition participants are asked to also comment on their contributions under consideration of gender aspects.

• The selection committees and the juries in particular should have equal representation as far as is possible. The personalities of the members of juries should allow them to incorporate gender criteria in their decisions. Members of the jury and appraisers should be specially instructed in gender matters.

• Those participating in the procedure will be informed of the general objectives and principles of Gender Mainstreaming and the special gender criteria.

L3 – Gender Mainstreaming in leadership, cooperation and communication

a) Internal implementation

• A Gender Mainstreaming routine will be carried out at least half-yearly and should include the following subjects: internal communication, gender equitable administrative work and exchange of experiences about the implementation of Gender Mainstreaming.

• All members of staff in the department should take part in professional training courses (perception, dealings with each other, gender equitable leadership and cooperation/conducting discussions/moderation), which should speed up the process of competence building. Internal departmental training courses are striven for. The results are communicated to the department. A training plan is put up every year.

b) External communication of Gender Mainstreaming

• Members of the department not involved in “gendered” urban development procedures should be informed of the content of Gender Mainstreaming.

• The department will continue to carry out public relations work regarding Gender Mainstreaming in urban development and give information on their own experiences. This includes the participation in committees for the implementation of GM at national and state level, as well as the support of other administrations and district offices.
• The department makes an effort to anchor the experiences gathered in specialized laws and regulations at state and national level.

c) Reporting on the implementation of Gender Mainstreaming takes place within the target agreement and includes
• the presentation of the experiences with voluntary commitment and possibilities for improvement as well as
• the compilation of the costs involved in the implementation of Gender Mainstreaming. Apart from costs of personnel (product number 27674) material costs for further training and the individual voluntary commitments are accounted for.

Appendix

Gender Check: Gender Mainstreaming in urban development procedures

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<th>General introduction</th>
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<td>Description of the legal framework</td>
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<td>Presentation of the project and the planned procedure</td>
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<tr>
<th>Prognosis and assessment of the considerable gender impact that is to be expected</th>
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<tr>
<td>Concerns of women and men especially in relation to security, accessibility, possibilities of use, equal participation of women and men, securing of gender competence in the procedure</td>
</tr>
<tr>
<td>Impact and necessary expenditure of personnel and material with regard to the implementation of Gender Mainstreaming</td>
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<tr>
<th>Overall assessment of the gender impact</th>
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<tr>
<td>Generally intelligible summary</td>
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| Implementation of Gender Mainstreaming in urban development planning (application of guidelines L1 + L2) |

<table>
<thead>
<tr>
<th>In cases of dissent, decisions according to GGO and as far as possible with the inclusion of members of the other sex</th>
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<tr>
<th>No separate consideration of Gender Mainstreaming</th>
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<tr>
<td>Obligation to submit a report after conclusion of the measure</td>
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</tbody>
</table>
READER FOR WORKSHOP HELD ON 29.09.2005

GENDER MAINSTREAMING IN THE PLANNING OF OPEN SPACES AND PLAYGROUNDS

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Reader for the workshop held on 29th September 2005

GENDER MAINSTREAMING IN THE PLANNING OF OPEN SPACES AND PLAYGROUNDS

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1 GENDER MAINSTREAMING – WHAT IS THAT?

1.1 EXPLANATORY APPROACHES

“Gender Mainstreaming means integrating the equality of women and men as a cross cutting subject in all policy areas, activities and fields of action.” (BERGMANN ET AL. 2004, Pg. 20)

In English, “Gender” describes the societal gender role, in other words ideas and expectations about how women and men are or should be. Gender roles however change in the course of time and are different in different cultures. “Mainstream” means bringing a particular way of thinking and acting into the “main stream” and thus allowing a pattern of behaviour to develop naturally – a “special topic” becomes the main topic. “Mainstreaming” means penetrating the main stream and changing it.

Taken together “Gender” and “Mainstreaming” means always being aware of social inequalities between women and men in all areas and in all planning and decision-making steps and taking these into consideration. That means, all projects are checked with regard to their possible gender specific impact and designed in such a way that they contribute towards the promotion of the equality of women and men. The following is checked:
• How are the gender relations in the concerned area?
• What effect does the planned project have on the situation of women and men?
• How can a contribution be made towards the promotion of equality?

In this regard the different needs of women and men should not be seen as given, rather, the causes of these should be sought. As a consequence gender specific role attributions should be overcome, structural inequalities removed and equality promoted. “Equality” concerns women and men to the same degree, as it questions female and male roles. In this sense Gender Mainstreaming goes far beyond women advancement. There are two strategies that supplement each other – Gender Mainstreaming identifies gender specific inequalities in all areas and reveals areas where measures for the promotion of women are necessary. Gender Mainstreaming can thus also lead to a strengthening of women advancement. Gender Mainstreaming is often understood as the consideration of the different situations and needs of women and men. It is however not only a question of perceiving situations and needs, but rather questioning what the causes of these differences between women and men are and which structures they are based on. Thus Gender Mainstreaming always contains a strategic perspective that does not only pragmatically deal with the needs of women and men, but also analyses gender roles and strategically aims for a change of the structures that bring about the inequalities (ebd. Pgs. 20-23).
1.2 LEGAL AND POLITICAL ANCHORAGE

“Gender Mainstreaming is a strategy used to consistently ensure that equality as a state duty (Art. 3 paragraph 2 of the German Constitution) is realized especially by all actors of public administration.” [...] It became a main objective of the EU in 1997 due to its anchorage in the Amsterdam Treaty. The EU Commission calls for the “incorporation of equal opportunity in all political concepts and programmes of the community” (COM (96)67 final). This means that efforts to push forward the agenda of equal opportunity should not be limited to carrying out special programmes for women. In order to realize gender rights, all general political concepts and programmes have to be expressly used by already integrating the possible impact on the situations of women and men in the planning phase in an active and recognizable manner (“gender perspective”). This requires that political concepts and programmes be systematically analysed and the possible consequences considered in their determination and implementation. “Systematically considering the differences between the life circumstances, situations and needs of women and men in all political and action fields of the community, that is the message of the Mainstreaming – principle that the commission follows. The issue is not about giving women access to the programmes and funds of the community, but is rather, and most importantly about the mobilization of the legal instrument, the funds and analysis and moderation resources of the community, in order to give attention to the need for the development of balanced relations between women and men in all areas” (ebd.).

In Berlin policy and administration, the implementation of the Gender Mainstreaming approach is based on:

- the senate resolution of 14.05.2002 (Drs. 15/507) Implementation of Gender Mainstreaming;
- the resolution of 28.06.2002 regarding the financial policy instruments of Gender Mainstreaming (gender budget) (Drs. 15/415 and 15/601);
- the senate resolution of 26.11.2002 regarding further education of most senior leaders (Drs. 15/192 and 15/69) and
- the senate resolution of 04.03.2003 No. 948/03 regarding the appointment of the State Commission of Berlin (Drs.) (Office of Gender Mainstreaming Berlin, 2003).

An office was instituted, which performs the following tasks:

- further development and conveyance of the Berlin concept of Gender Mainstreaming,
- professional and technical supervision, coordination and evaluation of the implementation process, management of the State Commission for Gender Mainstreaming,
- coordination of the district steering committee,
- reporting to the House of Representatives,
- information, events, public relations work,
- coordination of gender specific data collection,
- contact for the pilot projects in the implementation phase and for administrative modernization (ebd.)
The State Commission for Gender Mainstreaming
• actively steers the implementation process of Gender Mainstreaming in the Berlin administration and
• keeps particular watch that the comprehensive tasks regarding the implementation of Gender Mainstreaming are fulfilled.

Meetings take place at regular intervals. (ebd.) Gender Mainstreaming is thus anchored as a top-down strategy, it can however often only progress with use of a bottom-up approach by committed responsible authorities, initiatives, and lone warriors.

METHODICAL IMPLEMENTATION

The political strategy of Gender Mainstreaming can be implemented through a variety of instruments and methods, only a few of which are briefly presented here. During their application it should be checked which ones are suitable for the area of open space planning and the planning of playgrounds.

In discussions on Gender Mainstreaming, three groups of gender instruments are identified (cf. Hayn et al. 2004, Pg. 121):
• analytical instruments such as checklists, equality assessments, gender differentiated data, statistics and analyses;
• educational and communicational instruments such as education, training courses, events and public relations work;
• consultative instruments such as the institution of steering and control groups, surveys and hearings.

1.3.1 SMART

At the level of the European Commission the instrument SMART (Simple Method to Assess the Relevance of Policies to Gender) was developed, in order to assess the gender relevance of political programmes. The following questions should be clarified:
• Does the topic or the decision concern one or several target groups? Does it have influence on the daily life of a part or parts of the population?
• Are there differences between men and women in this area e.g. with regard to rights, resources, participation, values and norms?

If one of the questions can be answered in the affirmative, there is a gender specific component in the area. An evaluation of the possible gender specific influence should be carried out as a result. This means that the actual situation and current tendencies are reviewed and compared with the expected developments arising from a new perspective of a topic, an upcoming decision or a suggested policy using gender specific criteria (Hayn et al. 2004, Pg. 122)
1.3.2 GENDER ANALYSIS

The gender analysis should determine the societal differences between men and women. Conceptional approaches for the analysis of gender relations are:

- the gender specific division of work
- the forms of types of “productive”, “reproductive” and “charitable” or “community-based” work,
- the different possibilities of access to and control of the economic, political and temporal resources and advantages (Katz et al. O.J. Pg. 2).

1.3.3 3-R-METHOD

This method was first practiced in Swedish communities and tries to answer the question of whether there are differences between women and men – with regard to:

- Representation – checking how many women and men are affected by a programme and how many are involved in it;
- Resources – checking how money, space and time are divided between the sexes;
- Realization – finding out the causes of the determined distribution of representation and resources and developing action strategies (Deutscher Städtetag, o.J.).

1.3.4 4-R-METHODE

The 4-R method is an extension of the 3-R method; the aspect of “Rights” has been included. It is important that all four areas are looked at within context:

- Representation – concerning gender specific numbers. Decision-makers, involved persons, target groups, affected people. What is the composition of the groups? (Percentage of women/percentage of men)? How many women and how many men are involved in the concerned area or the planned project, in what position? What percentage of women and men are decision-makers, what percentage of the remaining involved persons are men, what percentage women?

- Resources – such as e.g. money, time, power, education, specialized knowledge, personnel. Which resources do women and men have at their disposal? How much money is spent on projects that are particularly directed towards women, how much for those that are taken up by men? What is known about the impact of projects e.g. on the unequal distribution of time and money among women and men? Which specialist knowledge regarding equality can decision-makers and involved persons refer to or how is this taught?

- Realities – such as social framework conditions, different concerns, gender specific values and norms as causes of unequal distribution. Which (gender specific) values and norms are effective in the concerned policy area? Which specific needs do women and men have due to their social roles? Which specific obstacles do women or men face or which disadvantages do they have due to their (social) gender? Where is there a need for action in matters of equality?
• Rights – laws, instructions, regulations, models etc.
  Do women and men have the same rights?
  Do existing regulations and legal foundations incorporate gender specific realities?
  Which additional legal foundations would have to be created in order to guarantee equality?

1.3.5 GENDER BUDGET ANALYSIS
Gender budget analyses are gender differentiated budget analyses that aim to analyse and describe the
flow of funding under consideration of gender specific aspects. The following belong to this process:
• The analysis of the expenditure structure
• The analysis of the income structure, i.e. who pays and in what area do fees have an effect.
The organization of the distribution to women and men and to individual areas is determined (IAIZ
2002, Katz et al. O.J.)
Leading questions are:
  How are expenditures and incomes distributed among the sexes?
  What effect does budget policy have in the long and short term on gender specific distribution
  of resources?
  What are the effects with regard to the paid and unpaid work of women and men?
  How does budget policy influence gender roles? (Budget planning)

1.3.6 GENDER IMPACT ASSESSMENT
There is a method to assess gender specific effects that was developed in the Netherlands. All planned
measures are checked in five steps:
• Actual situation – description of the current situation of women and men,
• Trend – presentation of the expected development without the new political measure,
• Plan – detailed analysis of the new measure,
• Effect – analysis and description of possible effects on gender relations,
• Evaluation – evaluation of the positive and negative effects.
The equality test is based on a theoretical framework that can be used to identify inequalities and
understand the function of discrimination mechanisms, as well as criteria with which programmes are
evaluated:
• Structures – what makes up gender relations? What are determining factors?
  The analysis can refer to e.g. gender specific work relations or the organization of the private
  sphere.
• Processes – how are gender relations determined and reproduced? How is the distribution of
  and the access to resources (money, information, definition, norms and values) organized?
• Criteria – which criteria should be used to evaluate expected effects? Possible criteria are
1.3.7 DABBEI METHOD
This method is applied in 6 steps:

**Date collection**
- Separate designation of all data (collection characteristics) for men and women (representation),
- Focused collection of factors that could be important for the different life contexts of men and women
- Gender differentiated surrender of the resources distributed in the task area.

**Analysis of data**
- Incorporation of different life situations (child care, nursing work, household, mobility, risk behaviour, space utilization, time structures, attention),
- Research and incorporation of results of women, men or gender research, building expert tools,
- Justified differentiation of the meaning of the gender factor as opposed to other factors.

**Consideration during planning of programmes /setting of norms**
- Definition of objectives: what does equality mean for the respective task area?
- How should the differences of women and men be taken into consideration, so that the programme can contribute towards equality?
- How should the programme be designed so that equality that has been realized is not endangered?
- Are specific measures for the disadvantaged gender possible/necessary/meaningful?

**Involvement of women**
- Involvement of girls and boys, women and men among those concerned or in the target groups,
- Involvement of experts with regard to questions on equality,
- Involvement of equal opportunity policy institutions,
- Involvement of equal opportunity policy actors and lobby groups.

**Ex-ante evaluation of the programme**
- What effect does the programme probably have on men and women? (ex-ante evaluation), cost-benefit analysis,
- Justification of the evaluation before the background of the four preceding steps.
Integration into the strategy and controlling

- Legal-strategic integration
- Integration into the controlling instruments
- Conveyance of the equality objective to other involved actors
- Observation and evaluation of the programme (ex-post)
- Controlling with help of gender specific indicators (Competence Consulting 2003).

1.3.8 4 GeM STEPS
The 4 GeM steps could be used for e.g. the evaluation of projects and programmes. It is important in each case to ask the “correct” questions, in order to portray the following areas in a gender specific manner:

**Analysis**
- e.g. gender specific target group analysis

**Objectives**
- e.g. equal opportunity objectives

**Implementation**
- e.g. how should objectives regarding equality be achieved?

**Evaluation**
- e.g. which evaluations have been planned?
(Bergmann et al., 2005, Pg. 59 ff.)

1.3.9 GENDER MONITORING
This is the regular monitoring of the implementation of Gender Mainstreaming in pilot projects from the planning phase to their conclusion with the help of gender specific indicators developed in the course of the analysis of initial situations (katz et al., O.J.)
2 GENDER MAINSTREAMING IN THE PLANNING OF OPEN SPACES AND PLAYGROUNDS

In the planning of open spaces, Gender Mainstreaming demands that the acquisition of open space for women and men be ensured equally, and the attractiveness of actual utilization for playing, relaxation and rest be promoted equally for both sexes (Federal Office for Regional Planning 2002, Pg. 13). The important (equal opportunity policy) question is therefore whether users can utilize the open spaces equitably with regard to time and spatial expansion. Open spaces and playgrounds are however not only used in a differentiated manner according to gender but also according to the different age groups. Plans therefore have to be gender equitable, as well as take age into consideration.

In addition to this the perception and utilization of public spaces occurs according to the respective cultural background. Looked at from a spatial point of view, women are traditionally assigned to the domestic area and their spatial radius is thus limited. The planning of open spaces can lead to a change of gender relations and an equitable participation of women in public life in so far as public spaces are designed – in all life situations and age groups - according to the interests of women as well as those of men, according to the interests of girls as well as those of boys (ebd. Pg. 13). It has been established that in the last 20 years, a significant differentiation of gender specific open space behaviour has taken place; girls and women have increasingly developed behaviour patterns that are not typical for the given spatial and gender roles (Harth 2005, Pg. 46 ff.). Boys and men however still portray stereotypical open space behaviour. In comparison however there are still distinct differences and disadvantages to girls and women who value space for the purposes of retreating, more. A gender related planning process has to react to the complex and differentiated needs, even when it is increasingly difficult to find criteria of gender equitable planning. “New things come in without old ones being discarded. Thus it is necessary to have protected areas as well as support for specific groups of girls and women, so that these can use open spaces. Girls from migrant families, girls at about the age of 10 years and older women in particular, belong to this group. Furthermore, boys and men apparently require support so that they can use non-typical forms of open space acquisition for themselves, something that girls and women already started doing a long time ago” (ebd.).

The following criteria of a gender sensitive open space planning process have been determined:

• sufficient open space, suitable for acquisition, in order to minimize changes and competition in usage
• promote varied utilization and acquisition forms
• paying attention to multi-functional usage e.g. of sports facilities
• increase security through making sure one has a good overview of the area, visual reference points and regulations
• clearly outlined offers of activities for all citizens
• paying attention that the area is divided up into smaller parts, as a dominant arena-like character would favour acquisition forms that are typical of the gender roles
• design quality is especially of central interest to girls and women
• the creation of special protected time periods, so that girls and boys can use the open space undisturbed
• an effective involvement of citizens in planning should be a matter of course

Care should also be taken that design and utilization regulations do not themselves favour stereotypical acquisition forms thus contributing to a manifestation of stereotypes that have already been partly overcome.
2.1 DATA COLLECTION AND ANALYSIS

The gender specific data collection and analysis is on one hand necessary but on the other obligates to considerable work resources that in the end effect depend on the scope and method of the data collection.

In the following section, questions from the questionnaire regarding the survey of residents in the projects of “Friedrichswerder-West” and “Panke-Grünzug” are summarized and presented as a basis for discussion.

The following utilization aspects were determined:

- Frequency of utilization (time of day, length of stay);
- Activities (playing with children, relaxing, observing people, enjoying nature, sports, going for a walk, meeting acquaintances/people, picnicking, sunbathing, taking the dog for a walk, using it as a connecting path/route);
- Feeling of security;
- Utilization of an alternative park or an own garden;
- Wishes regarding amenities of the new park/playground;
- Suggestions for design;
- Prevention of utilizations.

And statistical and personal data:

- Persons living in the household;
- Year of birth;
- Sex;
- Nationality;
- Employment;
- Net income;
- Possession of a car;
- Use of a bicycle;
- Length and prospects of the housing conditions.

The utilization analysis in the project of “Friedrichswerder-West” was supplemented by observations and consolidated in the gender criteria for the evaluation of competition proposals (Maier et al. 2005, Pg. 50 ff.). A comprehensive catalogue of criteria was presented with utilization demands subdivided according to resident population, working population, and other users (argus 2004). This criteria catalogue was a component of competition documents and excerpts of it were integrated in the formulation of the competition advertisement.

2.2 DEVELOPMENT OF CRITERIA FOR OPEN SPACE PLANNING

In the district of Mitte, open space relevant criteria for a women and gender equitable planning and evaluation of plans and drafts were developed by the Women’s Committee of Urban Planning in the district of Berlin, the Advisory Committee for Women-specific Issues at the Senate Administration for Urban Development and the Children and Youth promotion programme.

2.2.1 Women’s Committee of Urban Planning in the district of Mitte

The Women’s Committee of Urban Planning in the district of Mitte defines guidelines on women’s issues in mandatory urban land-use planning, in sector development planning and in urban construction con-
tracts, with regard to:

**Parcels of land that cannot be built upon, utility value of housing-related open spaces through division, off-site facilities** –

Outdoor places have to be designed clearly with regard to their utility value, housing-related open spaces are for leisure activities, relaxation and communication. A smooth coexistence of the different utilization demands regarding outdoor places is possible only through an appropriate design of open spaces.

The following **questions** have to be clarified:

- How can housing-related open spaces be designed with regard to their utility value?
- Can as many apartments as possible be assigned private gardens?
- Were children playgrounds and communication areas or parking spaces for bicycles and storage places for toys taken into consideration? Where are these to be places on the parcel of land?

**Regulations** have to be made as follows:

- The pieces of land that can be built upon have to be regulated in such a way that a division in private, semi-public and public areas is possible. A space-creating construction method is preferable (e.g. classical perimeter block structure)
- Parking areas for bicycles should be even with the ground, not too big and placed near residential entrances.
- Common sojourning areas should not be situated at resting areas.

**Diversity of use of public green areas such as parks, sports grounds and playgrounds**

Public green and open spaces should be designed in such a way that they are suitable to be used for different purposes. In this regard the requirements of the different life situations of women and families should be taken into account.

The function of public green areas has so far only been looked at under the perspective of going for a walk, relaxing, for leisure time activities and rest, to balance out professional activity. However women who are mothers to little children also use public green and open spaces for child care and communication.

As women have a different behaviour than men in matters of sport and leisure time activities, their needs do not receive much attention. Area intensive football stadiums, that mainly serve only one competitive sport are used very little by women.

The following **questions** have to be clarified:

- Are green and open spaces, which serve the interests of women and girls set apart, or are they mostly amateur soccer fields which are used by boys?
- Do the planned green and open spaces have residential and recreational quality or are there limitations?

**Regulations** have to be made as follows:

- Apart from area intensive football and amateur football fields, multifunctional parks that also contain facilities for girls to play should be set aside.
- The design and size of playing grounds should be suited to the different needs of different age groups.
- Setting aside of multifunctional or other open spaces
- Placing of noise control measures that are designed in such a way that they do not have sections which could cause fear.
Design of green areas, planted areas/fences, security through bustle and visibility

Public green spaces are feared by women especially at night. Women’s fear of violence restricts their movements strongly.

Security in public spaces and the creation of green spaces do not “contradict” each other automatically. It is however important to take care where plants are placed and which type of plants are selected, so that as much visibility as possible is ensured.

Cafes (taverns and restaurants) or cultural institutions guarantee a form of social control and help in preventing potential attacks.

The following questions have to be clarified:

- Are areas for planting planned in such a way that visibility is restricted as little as possible?
- Are public green and open spaces designed in such a way that they are not perceived as places of fear?
- Are statements made with regard to fences and is visibility guaranteed for the utilizations in the fenced areas?
- Are there lively utilizations in the immediate vicinity?

Regulations have to be made as follows, so that the design of the green and open spaces:

- Enable direct, safe paths home at night, without the necessity of having to pass through a park.
- Parks have routes to be used at day-time and at night-time.
- Placing of direct, illuminated main paths
- Placing of enlivening utilizations
- Fences that can be “looked over” easily. Their height should be limited according to the utilization that should take place. An "open" design is preferable to a "closed fence".
- Plants should be arranged in such a way that visibility is limited as little as possible.

(Women's Advisory Committee Urban Planning in the district of Mitte 2002, ff.)

2.2.2 ADVISORY COMMITTEE FOR WOMEN-SPECIFIC ISSUES AT THE SENATE ADMINISTRATION FOR URBAN DEVELOPMENT

The Advisory Committee for Women-specific Issues at the Senate Administration for Urban Development has formulated the following aspects and criteria that have to be followed, in order to design public and private open spaces equitably:

- Different possibilities of space acquisition for both sexes
  (communication areas, residential quality, orientation points, transparency)
- Different needs with regard to supply structures and the use of public spaces (generation and gender equitable open spaces, utilization quality at different times of the year and day)
- Protections from physical and psychological violence (avoidance of potential places of fear, bundled traffic, optimal lighting, areas that can be easily surveyed, visual contact with distinctive orientation points)
An analysis schema was developed (Committee for Women-specific Issues at the Senate Administration for Urban Development 2004, Pg. 17 ff. unaltered in SenStadt 2005, Pg. 61 ff.), that with the help of predetermined questions and a legend, enables visualization and comparison of the above-mentioned criteria in different plans and draft designs. This schema is laid out in such a way that it can be used for the analysis of the actual state as well as the planning state.

User-related spatial-functional concept/plan of comments:

The comment plan for the design should as a schematical analysis
• clarify the planned space utilizations for the different user groups,
• the spatial effects and
• the spatial acquisitions as well as their relations to each other.

The quality of utilization at different times and days of the week can also be commented upon.

The following symbols should be used to illustrate the spatial-functional concept:

**LEGENDS:**

**SPATIAL CATEGORIES**

- Threshold area
  - As a passage to different space categories or a preferential informal place of sojourn
- Directions of movement
  - In different intensities (possible differentiation according to user groups, movement through and movement in the area)
- Visual connections
  - Blocked visual connection
- Strong puffer
  - Weak puffer, spatial demarcation between different utilizations and intensities
SOCIO-SPATIAL CATEGORIES

- Public area (blue)
- Semi-public, common area (yellow)
- Private area (green)

POSSIBLE FURTHER DIFFERENTIATIONS

Orientation element, mark (selective elements such as plastics, wells or two-dimensional, such as planted areas, covering...)

Utilization intensity or areas for retreat or playing areas

- Quiet stay
- Activities that encompass the space or active movement, spaces that induce the playing of sports, games, etc.

Light exposure

- Shady
- Semi-shade
- Sunny

User groups

When user specific offers or differentiations are strived for, labelling is possible though indication of the user group, such as:

- Children, youth, adults,
- Older people,
- Women,
- Men...
2.2.3 GENDER MAINSTREAMING IN THE PROMOTION OF CHILDREN AND YOUTH

“In child and youth welfare, Gender Mainstreaming basically means asking what effects programmes and projects have on girls and boys respectively and if and how they can contribute to the goal of equal opportunity of the genders.” (not stated 2004, Pg. 2)

In Berlin, “Guidelines towards the anchoring of gender conscious approaches in the pedagogical work with girls and boys in youth welfare” were developed in 2004 by the State Working Group “Gender differentiated work with girls and boys in youth welfare”. These guidelines serve as a model nationwide and can provide valuable impulses within youth welfare organizations at the level of federation and state with regard to the most different aspects of welfare work for girls and boys. There are however no concrete implementation strategies for these guidelines.

These guidelines should primarily function as an independent qualification instrument of youth welfare and have great importance within the scope of Gender Mainstreaming with regard to making decisions, when an authority, an institution, an offer, a personnel structure or even an organization has an equitable orientation (Wallner 2004). For the design and equipping of spaces and playgrounds the following premises are named (LAG 2004, Pg. 16 ff.):

- Indoor and outdoor spaces of children day care centers will be regularly checked with regard to how they are used by boys and girls and whether gender specific differences can be observed.
- The design is carried out in such a way that boys as well as girls have the opportunity to play active games, to undertake concentrated role play in small groups, to retreat for a while as well as to meet others.
- Space layout and facilities provide varied possibilities for play and research beyond stereotypical gender specifications
- During selection and compilation of playing materials, care is taken that gender role stereotypes are counteracted actively and deliberately.

The “Working Group of Involvement of Children and Youth in Mitte” (2003, Pg. 6) points out the lives of children and youth play out primarily in small areas. As the immediate environment in the district or neighbourhood is extremely important to them, it is important that the design of the living environment takes as many interests of families into consideration as possible. Participation processes play an excellent role in sounding out these interests and developing design solutions that will continue to find acceptance.
3. RESEARCH FINDINGS AND CONCLUSIONS TO BE DRAWN FOR THE WORKSHOP

On the basis of telephone interviews supported by guidelines, experiences with Gender Mainstreaming regarding open spaces and playgrounds in the district of Mitte were researched and evaluated in view of organizing the workshop. In the following section the most important results as well as conclusions derived from these are presented.

3.1 FINDINGS

3.1.1 ACCEPTANCE OF GENDER MAINSTREAMING

It became clear that the implementation of Gender Mainstreaming in everyday working life and in the scope of functions of the interviewed persons had a very different value for each of them. In general people were open towards the subject, even if they often queried its relevance. Explicit experiences to do with implementation were very rare and referred mainly to the implementation process. However a high sensitivity was with regard to the demands of users was formulated and often depicted as a “normal” tool.

Recommendations for the design of the implementation of Gender Mainstreaming should cover all areas from the collection of data to the evaluation of the programme.

3.1.2 PROCESS DESIGN

There was agreement that the involvement of citizens and children/youth at different levels and with different methods create a great chance for the acceptance of green spaces, but also of the involved people themselves. This mostly applies especially to the inclusion of youth in construction and maintenance work.

Most participatory procedures were carried out in mixed groups – there was seldom a separate activity for women/girls and men/boys.

At decision-making level (e.g. in the neighbourhood council) care is taken that there is equitable representation of members.

Relevant points of discussion:
- The transparent design of participatory processes,
- Prospects and limitations of citizen participation and
- Equitable forms of participation.
3.1.3 CONTENT-RELATED CRITERIA

The statements under point 2 were confirmed, that criteria of a gender equitable planning will become increasingly difficult to find – both in the planning of open spaces as well as of playgrounds. Concrete experiences mainly referred to the planning of playgrounds. The following aspects were mentioned:

**Boys and girls together**
- Need for separate areas
- Spatially differentiated areas for game activities and fewer with game features.

**Girls**
- Retreat areas – need for areas protected from sight (often collides with security aspects)
- Prefer to do sports in halls
- No special design of youth clubs – but however a Girls’ Day. Apart from this the boys should be kept busy so that the girls can have their peace.
- A design that is too sober is refused
- Differentiated, varied utilization activities

**Boys**
- Most of the time activities involving 2 or 3 types of sports are enough (skating, riding bicycles, football)
- Often wish for labyrinths
3.2 CONCLUSIONS

In the workshop, all project phases were supposed to be discussed with regard to Gender Mainstreaming using a concrete example, and consensus was to be achieved with regard to implementable aspects.

On the basis of the available material, the following questions should be clarified:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Aspects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Data collection and analysis</td>
<td>Which data has to be known? Which aspects have to receive separate attention? (cf. point 2.1)</td>
</tr>
<tr>
<td>2. Planning</td>
<td></td>
</tr>
<tr>
<td>2.1 Process</td>
<td>How should the participation process be designed? Limitations and prospects of citizen participation. The design of transparent and equitable procedures.</td>
</tr>
<tr>
<td>2.2 Content</td>
<td>Which criteria should attract interest? (c.f. point 2.2) How can the consideration of these criteria be evaluated? Is the analysis schema suitable?</td>
</tr>
<tr>
<td>3. Implementation (construction phase)</td>
<td>Under which circumstances is participation in this phase meaningful? How can it be designed?</td>
</tr>
<tr>
<td>4. Care and maintenance</td>
<td>Under which conditions is participation meaningful? How can it be designed?</td>
</tr>
<tr>
<td>5. Evaluation</td>
<td>How can the programmes be evaluated?</td>
</tr>
</tbody>
</table>
4. WORKSHOP

4.1 TASK – THE PLANNING AREA

Nauener Platz should be redesigned – also in order to support the visible, positive developments of this open space area. In this regard special attention will be paid to both playing grounds. Funding has been provided for in the district investment planning of 2007.

Size:
The playing grounds include a total gross area of 1,438 sqm (a net area of 500 sqm) in front of the Youth Leisure Center at Nauener Platz with playing facilities for children up to 6 years of age and a larger gross area 3507 sqm (a net area of 2341 sqm) behind the Youth Leisure Center in Reinickendorfer Straße 56/57. The larger area has a football field, once a playing area for small children as well as older ones till 12 years of age. Both playing areas are spatially connected to each other.

Location in the area:
The playing grounds are surrounded exclusively by old people's homes and public facilities (youth leisure center, library, child day care center, administration). They are near the intersection Schulstraße/Reinickendorfer Straße at the subway station Nauener Platz. The actual entrance areas of the parks are situated far beyond the very busy roads of Schulstraße and Reinickendorfer Straße.

Situation of neighbouring residential areas with regard to playgrounds or supply units:
The residential area west of Reinickendorfer Straßen (supply unit 111 – 6A or new 4203 B) exhibits an average deficiency of playgrounds of between 60% - 75%, this corresponds to priority level 3. In the residential area east of Schulstraße (supply unit III – 5D or new 4201 C) there is a supply deficit of 90% - 100% with the highest priority level 1. Apart from this the area has been declared to be urgently in need of playgrounds. South of the intersection at Nauener Platz, there is a residential area that has also a great lack of public playgrounds (supply uit 111 – 6B, deficit 75% - 80%, priority level 2).

Population/age distribution children:
12,516 residents live in supply unit III-6A (bordered by Reinickendorfer Straße, schulstraße, Osloer Straße and Müllerstraße), out of these 5306 are foreigners, children and youth between 0-18 years = 2475, out of these between 0-6 years = 931, 6-12 years = 753, 12-18 years = 791. The residential area /supply unit III-5D (between Schulstraße, Reinickendorfer Straße, Pankstraße) has 8079 residents, out of these 3091 foreigners, children and youth between 0-18 years = 1671, out of these between 0-6 years = 585, 6-12 years = 514, 12-18 years = 572. The residential area / supply unit III-6B (between Schulstraße, Reinickendorfer Straße, Gerichtstraße and Müllerstraße) has 6839 residents, out of these 3013 foreigners, children and youth between 0-18 years = 1773, out of these between 0-6 years = 576, 6-12 years = 586, 12-18 years = 611. (EW-data of 31.12.2003, Statistisches Landesamt)
Previous history (summary):
The larger playground was created in the 50s as a roller skating rink. In 1978 the old people's home bordering the playground Reinickendorfer Straße was built. Heavy complaints from the new residents followed (mainly because of noise). Thereupon in 1983/84, the area was redeveloped to its present form. In this connection it was agreed between the then district mayor or the district of Wedding and the foundation board of the old people's home that the rear part of the playground (about 560 sqm) would be availed to the board for their own use. From that time the playground facilities have never been renewed, or rather, the playground equipment that had been dismantled and removed due to security reasons have not yet been replaced. The benches were completely removed in phases. There is a lack of activities for younger children. The playground cannot be well seen from the road, which means that it is not often used by parents/mothers with children and thus there is a lack of social control. The rear part of the playground is very overgrown and was, till one year ago, increasingly used as a depot for drug packets. The playground directly at Nauener Platz arose within the framework of the new subway building; its equipment has been renewed twice since then. The design of the square limits the use of the playground, as crossing the square leads directly past the sandy area of the playground and the chess tables situated near the playground as well as the subway station and the drug dealing associated with it attract users such as drinking groups and dog owners and encouraged conflict. The initiative “Nauener New” was grounded in 2004 as the situation had really come to a head. It is coordinated by the square management office of Alexanderplatz and the Haus der Jugend. The programmes and projects that have been running since then have led to a significant improvement. Even during the time when the playground was being negatively affected, the children preferred the playground at Nauener Platz – except for the football field – to the playground at Reinickendorfer Straße. In spite of the visible positive development of Nauener Platz, both playgrounds still need to be restructured.
Map of the area:
### 4.2 PROGRAMME

<table>
<thead>
<tr>
<th>When</th>
<th>What</th>
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<tbody>
<tr>
<td>10.00 to 10.30</td>
<td>Welcome and round of introductions</td>
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<tr>
<td></td>
<td>Which experiences do the participants have so far regarding Gender Mainstreaming? – 3 catchwords</td>
</tr>
<tr>
<td>10.30 to 11.00</td>
<td>Introduction</td>
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<td></td>
<td>Gender Mainstreaming in the playground and in open space planning</td>
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<tr>
<td></td>
<td>• Regarding the “origins” of the project</td>
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<td></td>
<td>• Regarding the goals and the programme of the workshop</td>
</tr>
<tr>
<td>11.00 to 12.00</td>
<td>Description of case study for appraisal and assignment of tasks</td>
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<tr>
<td></td>
<td>Data collection and analysis</td>
</tr>
<tr>
<td></td>
<td>What data is known?</td>
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<tr>
<td></td>
<td>What data is missing, i.e. what data should be known under gender aspects?</td>
</tr>
<tr>
<td></td>
<td>Which points must particularly be paid attention to in the analysis? (cf. point 2.1)</td>
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<tr>
<td>12.00 to 12.30</td>
<td>Tour of the area</td>
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<tr>
<td>12.30 to 13.00</td>
<td>Lunch break</td>
</tr>
<tr>
<td>13.00 to 14.30</td>
<td>The planning phase</td>
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<tr>
<td></td>
<td>• The planning process</td>
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<tr>
<td></td>
<td>How should the participation process be designed?</td>
</tr>
<tr>
<td></td>
<td>What are the limitations and the prospects of citizen participation?</td>
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<tr>
<td></td>
<td>How can more transparent and more equitable procedures be designed?</td>
</tr>
<tr>
<td>14.30 to 15.30</td>
<td>Planning content</td>
</tr>
<tr>
<td></td>
<td>Which criteria have to be considered? (cf. point 2.2)</td>
</tr>
<tr>
<td></td>
<td>How can the adherence to these criteria be evaluated?</td>
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<tr>
<td></td>
<td>Is the analysis schema suitable?</td>
</tr>
<tr>
<td>15.30 to 16.15</td>
<td>Implementation (construction phase) and care and maintenance</td>
</tr>
<tr>
<td></td>
<td>Under which conditions is participation in this phase meaningful?</td>
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<tr>
<td></td>
<td>How can it be designed?</td>
</tr>
<tr>
<td>16.15 to 16.30</td>
<td>Conclusion</td>
</tr>
</tbody>
</table>
LITERATURE


Deutscher Städtetag (o.J.): Gender Mainstreaming, Best-Practice-examples oft he communities


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