



Expertise of the Expert Commission
on the Second Gender Equality Report of the German Federal Government:
New ways of restructuring paid work and (unpaid) care work

Factsheet 8:

Structures and instruments for implementing gender equality

Improving the effectiveness of gender equality policy

The Bundestag has decided that there has to be a gender equality report for every legislation period. These gender equality reports offer analyses and recommendations for gender equality policy. However, gender equality policy cannot thrive on good ideas alone. It can achieve greater effectiveness if the instruments and structures used in gender equality policy are strengthened further. The expertise of the Second Gender Equality Report highlights the structures and instruments that are suitable to effectively pursue gender equality policy objectives (see also Factsheet 2: Objectives and indicators).

- » Gender equality action plans help to advance gender equality policy in an objective-oriented manner.
- » More effective gender mainstreaming in legislation helps in assessing the effects that laws have on women and men.
- » Gender equality in budget policies can help in ensuring that women and men benefit equally from state services and investments.
- » Knowledge about the state of gender equality in all spheres of life make it easier to better understand the life realities of people.
- » New committees should support the exchange about gender-equal organisation of specific policy areas.
- » An interface between research and application in practice could enable an effective transfer of scientific knowledge about gender equality towards practical government policy actions.

Action plans for gender equality

Some action plans and strategies for gender equality are already in place on state, city and communal level. Many EU member states also have plans - which have been adopted by the respective governments or parliaments - in place. The German government supported the introduction of a corresponding strategy by the European Commission. This strategy is to include gender equality objectives, measures and indicators.

The Expert Commission welcomes these demands and recommends

- » the introduction of the 'Action-plan' instrument at federal level.
- » In this plan, binding gender policy objectives and the corresponding concrete measures are determined for the respective legislature period.
- » For such an action plan to be effective, it should already encompass the coordination structure for its implementation.
- » The observations and recommendations for the drafting of binding gender equality action plans made in the expertise are to be used for this.

Strengthening of gender impact assessment

The Joint Rules of Procedure of the German Federal Ministries (Gemeinsame Geschäftsordnung der Bundesministerien, GGO) does not only include gender equality as a guiding principle, but also calls for participation of the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) in the legislative process. The BMFSFJ is to assess the potential impacts of the draft law on gender equality. With such an assessment, potentially negative effects on gender equality within the law can be avoided from the outset. The BMFSFJ has developed the so-called “Working Aid Gender Impact Assessment in the Preparation of Legislation”.

The Expert Commission recommends

- » obligatory implementation and review of this working aid as well as
- » defining binding standards for this review/assessment process.
- » This includes justification - in all instances - on why a law is relevant in terms of gender equality or not.
- » The gender impact assessment should be performed by the respective responsible ministry.
- » To do so, the ministry should receive specialist assistance as well as opportunities for capacity-building in this field.
- » The overall supervision for the proper application of the instrument of gender impact assessment should lie with the Federal Ministry of the Interior (BMI) or with the Federal Chancellery.

Gender-equal budget policy

A procedure that has achieved global recognition as an effective instrument for gender equality is gender budgeting. Gender budgeting is partially being used on communal and state-level as well as in the implementation of measures under the European Social Funds. However, for the national budget in itself, gender budgeting is still lacking.

- » The expertise therefore recommends a step-by-step introduction of gender budgeting as a financial instrument under the principle of gender equality.

Studies describe how this can be achieved. Examples can also be seen in other countries, for instance in Austria. There, gender budgeting was introduced under the framework of an effective budget management policy.

Policymakers’ knowledge about gender equality

The expertise of the Expert Commission on the Second Gender Equality Report underlines that the objective of gender equality has not been achieved yet. The Expert Commission offers a wide range of proposals and recommendations on how policymakers can help achieving this objective. The scientific findings of the expertise form a basis for knowledge-based policymaking.

However, the expertise also points out that there are still knowledge gaps with regard to gender equality in some fields.

- » The Expert Commission therefore recommends regular calculation of the gender-related differences in remuneration (Gender Pay Gap) as well as of gender-related differences in pensions (Gender Pension Gap), the gender-related differences in income over the life course (Gender Time Gap) and the gender-related differences in time apportioned for care work (Gender Care Gap).
- » The methodology for the calculation of these indicators should be improved in order to assess how gender-related discrimination is interconnected with other inequality categories.
- » In fields like digitalisation and flight, the gender dimension has so far not been examined sufficiently.

The lives of persons can be understood better if gender is also examined in relation to different age groups, marital and family status or migrant backgrounds. This would form a good basis for

the development and implementation of policy measures in ways that are appropriate and close to the lives of targeted persons.

Restructuring gender equality

The expertise recommends the establishment of committees for the exchange of gender equality-related knowledge and with regard to gender-equal policymaking in specific fields.

- » In the fields of vocational choice and vocational (advanced) training, the expertise recommends the so-called “Quality offensive for further training” as a new focal point within the Federal Employment Agency.
- » Furthermore, the Expert Commission recommends the establishment of a “Committee for the restructuring of jobs in the person-related services sector”.
- » Moreover, a future expert committee is to ensure that workplace monitoring in Germany becomes more gender-oriented.

An institution for the transfer of knowledge about gender equality

The expertise notes: The existing knowledge on gender equality issues can be used more widely and comprehensively as well as more sustainably if a knowledge transfer structure and accompanying consultation for the public administration is created. This is already the norm in many other policy areas and resorts (performed by subordinate agencies, for instance). Similar structures also exist on international and EU-level: For instance, the European Institute for Gender Equality (EIGE) was established in Vilnius in 2007.

- » The Expert Commission thus recommends the establishment of an institution that can serve as interface between research and application in practice and which enables an effective transfer of scientific knowledge about gender equality towards practical policy actions.
- » Another task of this transfer structure/transfer institution should be the support for ongoing gender-equality monitoring by means of indicators.

Indicators are essential instruments for recognising the gender equality status and identifying needs for action (see Factsheet 2: Objectives and indicators). The EIGE regularly publishes such an indicator, the “Gender Equality Index”. This indicator should also be used more widely in Germany and could be enhanced as well. In this way, examples from European and international gender equality policy can be seized and utilised by national policymakers.

Further reading:

Expert Commission on the Second Gender Equality Report of the German Federal Government (2017):
New ways of restructuring paid work and (unpaid) care work. Expertise of the Second Gender Equality
Report of the German Government. Available online at

www.gleichstellungsbericht.de/gutachten2gleichstellungsbericht.pdf

- With regards to this factsheet, see in particular chapter D.IV.

Factsheet created by the Agency for the Second Gender Equality Report

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