

**Final Report**  
**of the Federal Capital**  
**of**  
**Berlin**

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**Senate Department of Urban Development**  
**IX B**

## 1. General Situation of the Municipality, Organisation of Climate Protection, Gender Parity and Equal Opportunity Measures

Berlin is both a federal state as well as a municipality divided into 12 boroughs. At the same time, Berlin is the capital of the Federal Republic of Germany. Of the currently 3.4 million residents, 87 percent are German and 13 percent are foreigners; 51 percent female, 49 percent male. Berlin covers an area of 892 km<sup>2</sup>, of which 40 percent is residential and unused areas and 15 percent traffic areas. Comprising 12 percent recreation area, 18 percent woodlands and 5 percent agricultural area, Berlin is a "green city". Water areas constitute 7 percent.

Berlin was once a relevant industrial city. Since World War II, and even more since 1990, industrial production has diminished. Today, the focus is on the service sector. At the same time, Berlin is renowned as a cultural metropolis and a city of science. At 18 percent, the unemployment rate averages that of the newly formed German federal states. The dramatic financial situation of Berlin, with its 50 billion Euro debt and the resultant need to economise, has an impact on public investments and the personnel situation in the Senate departments, administration and public authorities on the state and borough level.

### Organisation of Climate Protection in Berlin

The areas relevant to climate protection, energy, traffic, building and urban planning, are bundled together in the Senate Department of Urban Development. The Environmental Policy department has a "Climate Protection Policy and Planning Matters" office. This office comprises the "Agenda 21" and "City and Environment Information System", as well as the "Climate Protection" group, which is the co-ordinating authority for the Climate Protection Policy in Berlin.

The Climate Protection group consists of 4 employees, one group manager and three staff members, who are chiefly responsible for the following sectors:

- Public Institutions
- Renewable Energies
- Building, Construction and Housing

The Berlin Climate Policy concentrates on reducing energy-related CO<sub>2</sub> emissions. Berlin has committed itself to a 25% CO<sub>2</sub> reduction per person, as compared to 1990, by 2010; up to now, a decrease of 15% has been achieved.

The foundations of the Berlin Climate Policy are

- the Berlin Energy Conservation Law
- the Berlin Energy Concept and the resultant State energy conservation programmes, and
- the Berlin ImpulsE (energy conservation marketing) programme.

The Berlin Energy Advisory Board, first appointed in 1989, supports the work of the Senate departments by means of proposals, comments and consulting and offers a podium for discussion and exchanging information. The 20 voluntary members — representatives from associations, chambers and unions, from scientific/academic institutions as well as municipal energy providers — are personally appointed by the competent Senate member for a period of two years.

Climate protection plays an important role in the city's agenda process. With its voluntary members, the Climate Protection Expert Forum, which is one of the Agenda forums, has drawn up objectives, measures and project proposals for the Berlin Agenda 21 "Climate Protection" field of action. In the Agenda forum, the implementation of gender mainstreaming was resolved to be a cross-cutting task, which is promoted by two nominated representatives and the gender mainstreaming workgroup. In conjunction with an initiative group from the

Technical University of Berlin, lead projects on the issue of women and climate protection have been developed for the Agenda forum.

Furthermore, there are co-operations with the BEWAG and GASAG Berlin energy providers. Both of these two former municipal utilities, which provide electricity, district heat and gas, have been completely privatised for many years. In addition, there is also regular co-operation with the "Energy Regulatory Commission" of the Senate Department for Economics, Labour and Women's Issues and the departments responsible for public building management.

On the borough level, climate protection tasks are undertaken by the Environmental Protection and Nature Conservation, Urban Planning and Property Management departments, with the borough offices only having limited powers.

### **Organisation of Equal Opportunity Activities in Berlin**

As a city state, Berlin basically offers two levels for examination. One is the state level, the Berlin Senate, while the other comprises the boroughs with their own administrative departments. On the state level, gender mainstreaming falls within the area of responsibility of the Senate Department for Economics, Labour and Women's Issues. Since 2003, there has been a senate resolution on gender mainstreaming. The promotion of equality for women is an integral component of the overall Berlin policy and administration. Furthermore, there is a State Equal Opportunity Law (*Landesgleichstellungsgesetz/LGG*) that applies to Berlin as a whole. The State Commission on Gender Mainstreaming was formed in 2003 and the Office of Gender Mainstreaming was established for a limited period of three years. A staff of four women and 1 man are employed in the Office, two of whom hold part-time positions.

The range of tasks of the Office of Gender Mainstreaming include explaining the Berlin Gender Mainstreaming Concept, management of the Berlin State Commission on Gender Mainstreaming and the integration of gender mainstreaming into administrative and departmental processes.

The Berlin State Commission on Gender Mainstreaming is entrusted with the task of supervising the process of implementing gender mainstreaming into the Berlin administrative departments and municipal authorities. Its job is to ensure the continual further development of the gender mainstreaming objective and monitor its attainment.

The Berlin, Senate Department for Urban Development, which is responsible for the environment and climate protection, amongst other things, has its own Women's Council, which operates on a cross-departmental basis in the urban planning area and is active in projects and initiatives pertaining to gender equality and mainstreaming.

Every Berlin Senate department has a women's representative as well as a deputy representative. They are responsible for internally implementing gender mainstreaming within the administrative departments. Accordingly, they are also involved in the hiring process and can intervene if women are being put at a disadvantage.

All borough offices have women's representatives, who promote department-internal gender mainstreaming. Each borough has its own equal opportunities officer or women's commissioner, whose task is to externally promote gender equality and mainstreaming in the boroughs outside of the public administration area. The equal opportunities officers support borough projects related to women and girls, initiate e.g. regular meetings for women entrepreneurs and businesswomen, anti-violence initiatives and other projects. They are the contact persons for all residents in matters concerning equal opportunities and the promotion of women. Furthermore, there are voluntary women's advisory boards at the borough council and public administration and departmental levels which support equal opportunities and

projects pertaining to affirmative action for women. They review borough-based equal opportunity activities and are involved in a variety of issues, in the area of urban development as well.

At the borough level, the women's representatives, equal opportunities officers and women's commissioners have developed women's policy guidelines as well as affirmative action plans and equal opportunity plans, which have been adopted by the borough offices.

The various levels of equal opportunity work in Berlin are linked together via several networks and initiative groups. Depending on the commitment of the participants, an efficient exchange of information and excellent co-operation exists here.

## 2. Women in Decision-making Positions in Climate Protection — Facts

The proportion of women in the Senate Department of Urban Development is 40% for civil servants, 50% for salaried employees and 7% for non-salaried workers. In regards to technical jobs, the ratio of female salaried employees in areas relevant to climate protection fluctuates between 35% (traffic and transportation) and 61% (environmental policy).

The Senate Department of Urban Development is headed by a woman. Two of the ministers of state are women. At the department head level, there is just one woman and nine men. The Environmental Policy department is headed by a man. Amongst the 5 subordinate departments in the Environmental Policy department, only one, Soil Conservation, is headed by a woman. Three groups work within the Climate Protection department, all of which are almost equally comprised of men and women, with the Climate Protection group managed by a woman.

In the traffic and transportation section, only the Department of Aviation is under the direction of a woman.

With respect to traineeships and apprenticeships, the quota for hiring trainees/apprentices stipulated by the State Equal Opportunity Law (*Landesgleichstellungsgesetz/LGG*) is being implemented.

### *Total Number of Employees in the Berlin Senate*

	Female	Male	Proportion of Women in %
Total Number of Personnel	4297	3831	52.8
Senators	3	5	37.5
Department Heads	6	56	9.8
Subordinate Department Managers	52	191	21.4

### Senate Department of Urban Development

	Female	Male	Proportion of Women in %
Total Number of Personnel	983	1239	44.2
Senators	1	0	100
Ministers of State	2	1	66.6
Department Heads	1	9	10
Subordinate Department Managers	10	39	20.4
Group Managers	51	138	36.9
Part-time Employees	245	56	

In the climate relevant municipal companies, the proportion of women amongst the total number of employees is between 20 and 40 percent. There are no women at all in the management boards and women are significantly underrepresented on the first and second tier management levels.

*Personnel Situation of GASAG AG Energy Provider/Utility*

	Female	Male
Total Number of Personnel	300	700
of which are Trainees/Apprentices	91	178
Two Highest Management Levels	1	22

*Personnel Situation of BEWAG AG & Co KG Energy Provider/Utility*

	Female	Male
Total Number of Personnel	1135	3511
of which are Trainees/Apprentices	91	178
Management Board	0	7
2 <sup>nd</sup> and 3 <sup>rd</sup> Management Level	7	43

*Personnel Situation of State-owned Berlin BVG Public Transportation Company*

	Female	Male
Total Number of Personnel	2133	10237
Main Division and Departmental Management	0	All male

### **3. Women in Decision-making Positions in Climate Protection, Framework Conditions and Assessments — Analysis of Interviews<sup>1</sup>**

#### **Personnel Situation in the Senate Department of Urban Development**

According to the concurring statements on the part of the interviewees, on the whole, the personnel situation in the areas relevant to climate protection does not significantly differ from that in other areas of the administrative department(s)/municipal authorities. In line with applicable affirmative action plans and equal opportunity plans in the Berlin administration, women have to be invited to job interviews for all management and executive positions, in accordance with the proportional representation. According to the Deputy Women's Representative at the Senate Department of Urban Development, there is generally a "good atmosphere for hiring women in environment and climate protection areas". The hiring climate for senior level/executive grade positions is especially good. However, this is not the case in the technical area.

Like the newly formed German states, Berlin is affected by the unification of East and West Germany. After the reunification, women were well-represented in both management/executive positions and in the technical area in the administration/authorities in the Eastern part of the city. The Deputy Women's Representative at the Senate Department of Urban Development remarks on this: "...as a result of the unification of the East and West, due to the women coming from the Eastern boroughs, (we had) a relatively high proportion of

<sup>1</sup> The following people were interviewed for the study. Climate protection experts: Sen Dept. for Urban Development, Head of Climate Protection Department; Sen Dept. for Urban Development, Head of Traffic and Transportation Policy Department; Sen Dept. for Urban Development, Group Manager, Local Public Transportation System section; Group Manager, Dept. 6 Basic Construction Matters and Ecological Building; BEWAG, Head of the Basic Matters and Public Affairs division, including environmental protection; Managing Director of Berlin Energy Agency; spokesperson for the Climate Protection Expert Forum. Gender experts, local Agenda 21 officers for the Pankow borough office; Sen Dept. for Urban Development, Deputy Women's Representative; Equal Opportunity Officer of Berlin Mitte borough office; Deputy Women's Representative of Berlin Mitte borough office.

women in technical areas as well as in departments relevant to the environment and climate protection. This proportion has steadily decreased in the meanwhile."

#### Job Description / Qualification

At the Senate Department of Urban Development, there is a task description/job definition in the organisational chart; in some areas, job requirement profiles have been created all the way down to the assistant level. On the department head level, there are job requirement profiles with a special emphasis on social competencies and management competencies.

Serving as an example of this is the detailed formulation of trans-professional competencies in the job advertisements for management and executive employees, but also for technical employees. In regards to the required social qualifications, the job ads state that "basic knowledge of gender mainstreaming objectives ... (is) preferred", and in terms of management conduct, "the equal treatment and promotion of all employees is a specific and compulsory managerial task" (see Attachment).

According to the interview partners, a technical/scientific qualification is not a mandatory prerequisite, but is viewed as advantageous with respect to working in the various climate protection areas. In this context, the importance of technical/science degree, education or training is emphasised, particularly for the lower tier management levels and qualified personnel in the groups. On the departmental head and office manager level, social science, macroeconomics and business management or legal qualifications are considered to be of equal importance, with technical knowledge and experience being beneficial.

This approach to qualifications also corresponds to the actual education of the employees holding executive and management positions at the Senate Department of Urban Development. Thus, the female minister of state in charge of environmental matters is a management scientist and does not have a science degree; the female Climate Protection Group manager is a political scientist. A legal or political science education is specified as a prerequisite for the management sector of the minister of state. The head of the Climate Protection Department studied electrical engineering and social science and remarks, "you should know something about technology and engineering, understand the scientific connections. Energy technology, climate impact assessments – you have to familiarise yourself with these issues, but if somebody has done well on his or her school-leaving exam and paid good attention to physics, he or she can pick that up."

The head of the Traffic and Transportation department also points out a very broadly diversified range of tasks, "We try to influence traffic and transportation policy, deal, e.g., with considerations on the EU level. You don't have to be an engineer for that. Macroeconomics or legal knowledge and experience along with a clear head are more important. And otherwise, if I need special knowledge, I ask someone. On the other hand, we also have the task of traffic modelling and forecasting, so the employees have to know the calculation methods inside and out."

#### Part-time Employment

Apart from the general reduction in the working hours of all employees in the Berlin administrative departments/municipal authorities, part-time employment has taken many forms in the climate protection departmental area since August, 2003. While all employees in the Climate Protection group work on a full-time basis, and only one woman works part-time in the Agenda 21 office, almost all employees in the Environmental Information System group hold part-time positions.

Part-time employment is supported by agreements between department heads and the staff council. There are work agreements for promoting part-time employment up to the highest management/executive level. In reality, however, only one female department head works on a part-time basis.

The majority of the interviewed management and executive personnel from the climate protection areas would not support part-time employment for themselves and generally not for management and executive positions. In this context, they pointed out differences in the administrative process as compared to other companies and scientific institutions. In particular, employees have to be able to respond to ideas from the political sphere, from parliament.

## **Personnel Situation in Selected Climate Relevant Companies and Committees in the City of Berlin**

### BEWAG

In recent years, the number of employees at the company has almost been cut in half. The total proportion of women, in decision-making positions as well, has increased. In regards to company development, the different development in the East and West was mentioned. In former West German power plants, all employees were male with the exception of the secretaries; in East Germany, there were also female power plant workers. While all 70 management and executive employees were men a few years ago, today, 7 women are department heads.

This development was linked to changes in the energy industry, the elimination of the monopoly and a strong focus on economic issues. The restructuring of the company necessitated by the liberalisation of the electricity market was accompanied by an increase in hiring women from consulting firms.

Five women work at the interviewed Basic Matters and Public Affairs department, including environmental protection. There is an organisational chart and job descriptions exist for employees who are paid according to scale.

Department heads and senior staff represent an exception here, since they are not subject to collective agreement law. The majority of employees have degrees in technical fields; in contrast to his predecessors, who were educated as engineers, the department head himself is a lawyer, which once again is an exception. A certain number of scientifically educated employees is considered essential for managing the tasks, especially in terms of being able to understand the specific technical facts of the power plant operators, make calculations and analyse databases.

There are no part-time management or executive personnel. Even partial retirement is only taken in blocks, i.e. after three years of full-time work, the employee can take off three years. The interviewed department head cannot envisage part-time work, "because a certain presence is part of the managerial tasks. If someone wants to change to part-time work, he or she still has the same full-time position at a lower performance level. There is no such thing as two half-time employees covering one full-time position."

The information and decision-making structure at BEWAG resembles that of Senate Department. Internal job vacancy announcements are first distributed within the company, then disseminated to all Vattenfall Europe Group companies. In the case of external job announcements, the Human Resources department pre-screens a maximum of 5 candidates to invite to the job interviews. A selection commission then makes the decision. There is job vacancies section for all Vattenfall companies on the Group's intranet site. Persons applying for management or executive positions have to go through a mandatory "management appraisal", which includes a structured interview.

In the Berlin Energy Agency, a small energy provider, half of the 30 permanent employees are women. If only the qualified personnel are considered, this positive balance diminishes to approx. 25%.

### Voluntary Climate Protection Committees

Women are strongly underrepresented in terms of participation in voluntary municipal climate protection committees. Only a fifth of the members on the Berlin Energy Advisory Board, appointed by the competent Senate member, are women.

There is only one woman among the 20 members of the Climate Protection Expert Forum of the city-wide Agenda forum. Since all the members are voluntarily involved and are otherwise employed by different institutions such as BEWAG or the Senate, there are no job descriptions and accordingly, no job announcements. Participation is not linked to a technical / scientific education. Important matters are decided on at the meetings of the Expert Forum. The information and decision-making structures also include a small three-man spokesperson group, which prepares the meetings and decisions. With respect to the Climate Protection Expert Forum, there are no measures for promoting women in decision-making positions.

### **Information and Decision-making Structures in the Senate Department**

In light of the budget situation, in recent years, new jobs have only been created in special circumstances. Positions are filled almost exclusively on the basis of internal job vacancy announcements, the conversion of "surplus jobs", with decisions being made by the department heads in co-operation with the committees after consultation with the subdepartment heads or vice-versa. Employees currently filling surplus positions can inform themselves about internal job announcements via the intranet or by means of notices in the office buildings. However, if a position has to be filled externally, a regular job announcement procedure is carried out. The department management, women's representative, office management and staff council are represented at hearing procedures. Information about job vacancies to be filled externally is posted on notices and published in official gazettes and newspapers.

Characteristic of the information and decision-making structures are periodic meetings on the various levels as well as personal co-ordination regarding individual questions. Cross-department or cross-Senate working groups are formed to deal with the main tasks. Part-time employees are fully integrated into the existing structures. Meetings are scheduled at times which allow all employees to take part. Usage of the intranet takes various forms. For example, department, office or cross-group folders were set up.

In terms of gender justice, the information and decision-making structures with respect to job hirings are not yet satisfactory. It's true that all job vacancy announcements have to be made public. The procedure has to be transparent to all and in principle, applications submitted by women have to be taken under special consideration in terms of affirmative action for women. The LGG and borough directives require the administrative departments to pursue a deliberate affirmative action policy in specialised areas where women are particularly underrepresented. Internally, however, men continually obtain important information related to the announced jobs, which has obvious advantages. The Agenda officer of the Pankow borough office says, "...in the environment sector, in the technical sector, it is mostly men who do the hiring and they often give preference to male applicants. Also, it is mainly male applicants who have better access to information concerning the position."

## **Implementation of Equal Opportunity Policy in the Senate Department of Urban Development**

As already described above, there is a wealth of equal opportunity implementation tools, all of which apply to climate protection relevant areas. In accordance with the guidelines stipulated by the LGG and affirmative action plans for women, women generally have to be promoted in areas where they are especially underrepresented. But when one considers the numbers in climate protection areas, that only occurs to an insufficient extent.

The interviewees differed in their opinions regarding equal opportunity measures. Some view the situation optimistically, while others criticise the sluggish implementation of laws, requirements and guidelines.

### Promotion of Women in the Hiring Process

In the Senate Department of Urban Development, it is required to invite male and female applicants for new or vacant positions according to a certain quota. Most of the interviewees were relatively unaware of this procedure. All interview partners stated that they were familiar with the general formulation for giving preference to hiring equally qualified women in all job announcements. Particularly the women respondents, however, viewed this "standard phrasing" as less helpful and considered professional competence to be more important.

The interviewees were familiar with the existence of women's representatives in the Senate Department, affirmative action plans for women and general affirmative action guidelines, although they could only make unspecific statements in this regard. Such detailed knowledge was not viewed as being very relevant, anyway, since positions rarely need to be filled. Department heads were said to influence decisions in regards to considering women when hiring group managers. The minister of state would personally encourage women being taken more strongly into consideration when hiring for vacant positions in state-run companies as well.

### Continuing Education/Further Training

The interviewees mentioned training courses ranging from management to personnel management, an offer that also always specifically addresses women. However, training programmes were not utilised very intensively due to work pressures, workloads and lack of time.

### Mentoring Systems

The Berlin Senate administration supports the professional development of women by means of mentoring programmes comprised of female mentors in management/executive positions both within and outside of the administration. The interviewees' familiarity with existing mentoring systems varied from "heard about it before" to rough descriptions, such as "(the) idea that women holding higher positions see to it that the junior staff from lower levels are supported" up to concrete examples.

## **Implementation of Equal Opportunity Policy at BEWAG**

BEWAG does not have a women's advisory board. The department head interviewed was also not aware of any affirmative action programs for women. On the other hand, there are various specifically tailored development and advancement programmes for the different hierarchies and groups, in which the women are strongly integrated. For example, there is a group within the company that supports and promotes employees for the specialised department manager level, for which employees can recommend themselves or be recommended. The proportion of women in the group has increased in recent years. Management and employee personnel are also internally recruited by means of delegating BEWAG employees into the Vattenfall Group's junior management programme. An employee that successfully completes the programme is assigned a management/executive position in the me-

dium-term, is available if there is a job vacancy and does not have to go through any further application procedure. There are no special mentoring programmes for women.

In the opinion of the interview partner, a balanced structure would emerge if men and women would equally apply. Efforts to get a woman on the management board have not been successful, as a certain age and certain experience is required for this top hierarchy level. However, in appointing a woman as head of company communication two years ago, BEWAG has the first female main department head in the entire company group to reach the second management level, right below the management board.

An examination of advertising brochures about professional training at BEWAG did not show any encouragement specifically geared towards young women to apply for apprenticeship.

## **Obstacles to Increasing the Proportion of Women**

### Education / Training / Technical Orientation

There is unanimous agreement that the low proportion of women in the climate protection area can be attributed to the lower technical interest in the part of women and the lower percentage of women in scientific/technical courses of study. As a rule, engineers and scientists work in climate protection, a field in which the proportion of women is still traditionally lower than in other university subject areas.

Despite changes in the educational situation, as compared to the 1970s and '80s, the percentage of women in management and executive positions has only increased very slowly, which is also due to the hiring freeze and the fact that the hiring for management/executive positions is done by the technically/scientifically educated "men's generation". In regards to the traffic and transportation section, a further reason suggested for the low proportion of women is that there are very few women in leading positions at administrative co-operation partners, including transportation companies, citizen's action groups on traffic and transportation or passengers associations.

### Different Developments in East and West Parts of the City

In regards to this question, almost all interview partners referred to the differences between the East and West, the different approach taken in the German Democratic Republic (GDR). In 1990, with the merger of the municipal authorities and the Senate, it was clear that significantly more women worked in the municipal authority administration (in the East), particularly in technical areas.

A department head on the problems: "The traditional view is that the traffic and transportation sector is an area strongly linked to engineering. Not too long ago, it was a course of studies that was not very popular amongst young women. It is considerably better today, but 10, 20 years ago, it was a male-dominated field, with the exception of the GDR. There, I think it was very different from the former Federal Republic of Germany (FRG), I notice that, because we also benefit from it. Both of my female traffic engineers, who do the traffic development planning, come from the GDR municipal authorities. They are key service providers in the fundamental areas of development planning, local public transportation and traffic."

A group manager speaks of similar experiences: "There are relatively many women in building administration, that has to do with the structure, how the education was. In general, fewer women used to work in technical professions, but when the Wall came down, a large number of women engineers came from the East. In former East Germany, there was a certain quota in education; when I was at university, the student body in my field was comprised of half women and half men. If 8 students applied for one place at university, as was the case when I was studying, it was ensured that women could get a place."

### General Framework / Family-Career Balance

An analysis of the interviews clearly found that the promotion of female applicants to management/executive positions not only necessitates laws and guidelines, but a change in the existing social framework as well. In this context, the interviewees referred to the frequent "double load" carried by women in terms of work and family, that women are still predominantly responsible for childcare and often neglect their careers for the benefit of the family. A lack of municipal programmes/facilities for all-day childcare for children of all ages certainly contributes to the fact that freedom of choice for women in regards to career and family is significantly limited. Options for part-time employment also have to be improved.

However, only two interview partners from climate protection relevant areas referred to the issue of the family-career balance. The representative of a voluntary committee said: "Social issues such as child raising (and) the availability of childcare options play a role in regards to increasing the proportion of women, as do the creation of options for equal employment for women and men, providing management and executive personnel with the possibility of taking a year of family leave without jeopardising their careers." The Deputy Women's Representative of the Senate Department of Urban Development expressed a similar opinion.

In the Senate Department, only two people in management/executive positions have taken family leave and then returned to work on a part-time basis. At the small service provider company interviewed, a division manager was granted a year of paternity leave.

### Working Conditions

The working conditions associated with management and executive positions do not always seem attractive to women: the working hours are too long, too much overtime. Here, more flexibility in work organisation for the benefit of women is required, so that they still have time and space for family despite their position. To this end, the Agenda Officer of the Pankow borough office suggests an increased utilisation of innovative communication options, such as the Internet or an intranet, since communication via the Internet or intranet does not always require the physical presence of the participants.

The Deputy Women's Representative of the Senate Department of Urban Development brings in an interesting point of view, saying "...when hiring a new person for a job,... family management and volunteer work (has to be) considered as positive criteria." The Equal Opportunities Officer at the Berlin Mitte borough office remarks "that when assessing management and executive personnel in the Berlin Mitte borough office, a decisive criterion is whether such persons have implemented the equal opportunity policy." The Deputy Women's Representative at the Berlin Mitte borough office points out that job applicants for management/executive level positions at the borough office are required to demonstrate their social competence. Here, social competence is thus a positive selection criterion.

According to a female group manager from the Senate Department, the creation of suitable conditions would facilitate the advancement of women to management and executive levels. In addition to intensified use of part-time employment options, better conditions for part-time work from home should be created in terms of office equipment, technology, etc.

The senior BEWAG employee interviewed expressed similar views in regards to the obstacles. Along with the problematic education and training situation, he referred in particular to the difficulties involved in balancing family and career, especially since participation in affirmative action programmes would require participants to dedicate time in addition to the actual work in the company and often on weekends as well.

### Other Obstacles

Some women question whether they would really benefit from a management or executive position. Women have to be more aware of the potentials, advantages and professional benefits of such a position. Another problem mentioned during the interviews in regards to

women applying for management/executive positions is that women are too hesitant, still do not have enough confidence in themselves to take on an executive or management position. In the opinion of the interviewees, women need to be specifically addressed and encouraged prior to the application process. "Women have to be much more self-assertive," says the Deputy Women's Representative of the Senate Department of Urban Development. Women have to increasingly learn to make responsible decisions and also be accountable for them, and that in the face of the "traditional" resistance on the part on superiors and co-workers.

Another factor is that women sometimes do a poor job of presenting themselves during job interviews. As the Deputy Women's Representative of the Berlin Mitte borough office points out, "Women forget to mention their competencies or, for example, further training (they have completed)." She and some of the other interviewees suggest that if needed, women should be specifically prepared for job interviews in order to improve their self-representation.

#### Competitive Advantages for Male Applicants

During the application process, men have a competitive edge due to the longstanding (informal) men's information networks and because the personnel decision-makers, still predominantly men who still constitute a majority in management/executives levels, for the most part prefer male applicants. While there is indeed a number of legal requirements designed to promote women applicants for management and executive positions, their implementation has only been partially successful up to now.

### **Attitudes / Approaches / Viewpoints / Priorities**

#### Gender Equality as Relevant Topic in Climate Protection

The question concerning the equal participation of men and women in climate protection as a relevant topic was negated by the interviewed climate protection experts, with the exception of the representative from the voluntary Climate Expert Forum. The ability to carry out climate protection tasks is considered more important than the gender equality aspect.

Both women and men appear to be equally affected by the impact of a misguided climate policy. One department head rather does not see "a gender-specific viewpoint. That is an area in which women and men are similarly worried or ignorant. I can't see any difference there. Those who actually have something to do with it view things in their own way. But the question is whether women have a different appreciation for the topic, and I would have to say no to that. If someone is worried or knows something, that's not attached to technical matters."

For the representative from the Climate Expert Forum, gender parity in climate protection is definitely a relevant topic, something he says is due to the different viewpoints, questions and competencies women bring in. Sufficiency issues, information and public relations work were mentioned as very important areas when it comes to the subject of climate protection. While interest in technology obviously appears to be a male domain, it would be "typical that women are not so very interested in classic technical issues such as efficiency revolution (or) use of renewable energies. Instead women in the climate protection field focus more on areas such as public relations, information, etc., but also on sufficiency issues like energy conservation. That is an important aspect of climate protection, but a very new one that is only now increasingly being discussed in conjunction with discussions about sustainable development. It has become clear that you cannot progress with technology alone, that other strategies are just as necessary. In regards to everyday life as well, household, transportation of children, urban development – those are topics that women often make into a subject of discussion, i.e. mixed use residential areas, short routes, work and recreation areas close to one another, these are the issues women bring in, because men enjoy quickly covering long distances, anyway."

This perspective of a differentiated focus was backed by half of the interviewed climate protection experts, with different issues mentioned.

Two interview partners from climate protection relevant areas could envisage a different focus on the part of women, particularly in the building and construction or traffic and transportation sector. While men would focus on energy, transportation, traffic or mobility, women concentrate more on urban planning, waste, the "green sector" or environmentally-compatible building materials. When evaluating the quality of public spaces, they would put more emphasis on matters regarding organisation and accessibility to the social infrastructure or short commuting routes.

The representative from BEWAG has the impression that women are more interested in issues such as sustainability, environmental and climate protection from the perspective of protecting future generations, they think more about the future of children, worry about life on Earth, while men have a more narrow horizon. Whereas men are more interested in the technical aspects, e.g. the modernisation of power plants, the objections against the use of nuclear power tend to come more from women, the topic of waste management is of concern to them. Male representatives consider nuclear power to be manageable with the creation of final disposal sites utilising a lot of steel. Women are also very interested in energy conservation issues.

The head of the Climate Protection Department, on the other hand, could not see any differences in priorities, not in terms of the co-operation with other committees, either, e.g. the Climate Alliance. In that area, there is a general consensus as to what the most important fields of action are.

For one group manager, the issue of setting different priorities with respect to climate protection has more to do with the respective roles in the household, in this context it can be observed that "environmentally-aware" men have broken away from the traditional-conservative male-female roles.

#### Preferred Work Structures and Forms

There were very divided opinions regarding the question of the different work structures and forms of men and women, with all the interviewees rejecting generalisations and emphasising the fact that differences were dependent on the respective individual personalities, regardless of gender. The majority of the respondents would prefer to work in gender-heterogeneous teams on account of the different viewpoints and approaches, competencies and different ways of conduct. Men and women bring different perspectives into the discussion, which is an enrichment. Irrespective of contradictory individual experiences, women were said to be more communicative and consensus-oriented and grasp the social aspects of communication easier than men. According to the interviews, women pay more attention to their fellow human beings, their social competence is higher. As a managerial employee further expressed, women are more reluctant to delegate tasks, are also frequently more demanding than men and are thus often rejected as bosses. Work in teams "exclusively" comprised of women was viewed rather critically.

#### 4. Brief Evaluation of Results

While women in top echelons of the Senate Department of Urban Development (senator, two of three ministers of state) are disproportionately well represented, the data collected clearly indicates that women on the departmental head, office/subdepartment manager and group manager levels in the climate protection relevant areas are underrepresented. This lack of the presence of women on these management, executive and decision-making levels is proven by the fact that women make up only 25% of the office/subdepartment managers and just 36% of group managers. There is only one woman among the department heads. In the city's major climate relevant companies and in voluntary committees, women in leading positions are completely underrepresented.

The legal framework conditions for increasing the proportion of women in management and executive positions in areas pertaining to climate protection are good, but the implementation of these regulations and guidelines is moving at a sluggish pace. In particular, the lack of societal framework conditions, such as a scarcity of childcare alternatives, are brought up as obstacles time and time again. Improved part-time employment options are also mentioned. In the field of climate protection, women in management/executive positions continue to be in the minority. The current hiring freeze also has a negative impact on this. However, some interview partners point out that the conduct and attitude on the part of women in regards to assuming decision-making positions also has to change. Women need to have more confidence in themselves. Another aspect here is the internal and external networks, which specifically promote and support women in the application process and in their professional advancement. All participants attached great importance to such networking.

#### 5. Initial Suggestions for Improving the Proportion of Women in Decision-making Positions

Two essential approaches can be gathered from the interviews. For one, more has to be done from the outside with respect to increasing the proportion of women. The social framework conditions for women have to be improved. Networks need to support women in their professional careers. New communication systems such as the Internet or intranets can improve work on management and executive levels and thus facilitate women in deciding about such a position. But on the other hand, women have to learn to see decision-making positions as positive, become aware that the management and executive level represents an attractive alternative for their professional development, despite the generally heavy "double load" of family and career and despite the still existing resistance against women in "technical" fields.

*To increase the proportion of women, the following key aspects were mentioned:*

According to the interview partners, the Berlin Equal Opportunity Law should be strictly adhered to. It should unequivocally be ensured that equally qualified women are actually hired and that women are encouraged to apply for jobs. Besides the prerequisite that vacant positions actually be cleared for hiring, job and requirement profiles should make it clear that the position requires a broad spectrum of different capabilities and qualifications.

It is considered necessary to get women more strongly interested in scientific/technical education and training, and to attract women to such positions. In the words of a female group leader, "To increase the proportion of women, a lot of women first have to become interested in taking such courses of study, which then play a role. I don't sympathise with dropping a degree in traffic planning as a prerequisite for a job just because you want to increase the proportion of women; the specialised knowledge is still needed. But I do believe that many young women pupils are simply not aware of this course of study."

The fact that the proportion of women is related to decisions made about courses of study was an important aspect for one department head, however, he also referred to the currently existing "broader interpretation of how one should be qualified. From that point of view, economics, geography or social sciences are more generally accepted (when it comes to hiring). If it wasn't for the hiring freeze, women would have a considerably better chance." Mentoring and long-term oriented specific further training/continuing education as well as retraining of the many employees "parked" in surplus positions were all seen as helpful in terms of increasing the proportion of women.

To increase the percentage of women in decision-making positions, the two department heads considered it crucial to give women already working within the Senate Department the opportunity to grow into more demanding areas of responsibility. Capable women in the field should be identified and promoted. A female group manager stressed more courage and self-assurance on the part of women with respect to applying for management and executive positions, "Women need to have the courage to want to do it, should be motivated to apply. The wording of job announcements often make the requirements seem unrealisable. And self-confidence should be reinforced with specific qualifications."

## **Summary of Suggestions for Increasing the Proportion of Women**

### Job Announcements and Advertisements / Job Requirements Profile

The established practice in the Berlin Senate of including trans-professional competencies (and in this context particularly social and management conduct) when preparing job announcements/advertisements and job requirement profiles has yielded positive results. Two good examples of this are requiring a basic knowledge of the gender mainstreaming objective and describing the equal opportunity and advancement of all employees as a specific and mandatory managerial task.

### Specific Qualification Measures

The procedure at BEWAG of giving preference to employees who have gone completed a special advancement programme when hiring for management or executive positions also appears to be a feasible option for the Senate Department. Moreover, the further development of training courses for future female managers should be a focus of attention. In such courses, women should be learn how to better present their qualifications and strengths during application situations.

### Mentoring

The mentoring system has been proven as a special method for specifically preparing women for managerial and executive tasks.

### Quotas

The quotas stipulated by the State Equal Opportunity Law (*Landesgleichstellungsgesetz*) in regards to trainees/apprentices and invitations to job interviews should be strictly adhered to. To increase the number of women in voluntary committees as well, gender parity when making appointments and nominations should be made mandatory. That would apply to, e.g., the Energy Council appointed by the Senate.

### Improvements in Conditions for Part-time Employment and Telecommuting/Telework

Part-time employment options should be utilised more frequently and the organisational and technical conditions for working part-time from home should be improved.

### Guidelines for Affirmative Action for Women / Promoting Women

Guidelines for promoting women should be issued for subordinate municipal institutions and companies and women's representative positions created.

### Targeted Advertising for Scientific / Technical Education

Along the lines of already existing experience in regards to information and advertising about technical professions, such as "Girls' Day", companies in the energy, building and construction, and traffic and transportation sectors should undertake more intensified efforts to interest young women in traineeships.

### Networking

All interview partners emphasised the importance of networks that support women in applying for jobs. This applies to both the administrative department level and voluntary committee work. The Deputy Women's Representative at the Senate Department of Urban Development says the following: "At our (department) ...there is an in-house internal network for promoting and supporting applications from women, especially in management and executive positions. ... Women who apply for management and executive positions are supported and mentored in the application process by qualified women."