



RAUMPLANUNG

# Requirement-oriented Spatial Planning

Gender Practice and Criteria  
in Spatial Planning

Final Report  
English Abstract

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# Requirement-oriented Spatial Planning

## Gender Practice and Criteria in Spatial Planning

Final report - English abstract

### StadtUmland. ForschungPlanungBeratung

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Spatial Development for Women and Men



## The requirements of all population groups are an important concern in the Salzburg land-use planning!



*Foreword by  
Landesrat Sepp Eisl  
Government official responsible  
for the Land-Use Department*

In its resolution of 10.04.2003, the provincial government of Land Salzburg declared its favour of the implementation of gender mainstreaming in all areas of politics.

**resolution of the  
provincial  
government of  
Land Salzburg  
dated 10.04.2003**

The consideration of this strategy in spatial development might not seem necessary at first; after all, male as well as female policy makers and spatial developers plan for all people. But still: To plan for all people means to go by a standard person, which in reality does not exist. And: not all people are equally affected by planning measures.

**analysing effects  
of land-use-deci-  
sions**

This is the point at which the discussion of gender mainstreaming is taken up. More than ever we have to ask ourselves in our day-to-day land use decisions, who is affected by the measure being taken and whether the measure is suitable to support a certain element of equal opportunity.

A model for securing building land outside the commuter belt range of public transport might initially help those that acquire low-priced building land – compared to central locations. But we must still be aware of the fact, that with this, further costs result for the individual household and for the public funds. The compulsory mobility associated with the peripheral location can lead to an additional financial burden, which far outweighs the starting costs that were originally saved. And what about those family members that do not have or seldom have their own car? Persons with care responsibilities – who are usually women – youths, elderly and frail people? For these people the land-use-decision can have disadvantages in connection with the accessibility of various facilities (school, doctor, grocery store, etc.).

**example for  
securing of  
building land**

To me, gender mainstreaming in spatial planning means the effort of bringing spatial planning closer to the manifold requirements of the people than ever before. At the same time the examples offer valuable arguments with which policy makers in spatial planning can continually demand the implementation of the land-use targets and guidelines!

**bringing spatial  
planning closer to  
the manifold  
requirements of  
people!**



## Cooperation, that moves!



*Joint preface by  
Romana Rotschopf  
Head of Department for Women's  
Affaires and Equal Opportunity*

*Friedrich Mair  
Head of Department 7  
Spatial Development*

Foto:  
GenderAlp!  
Partner meeting  
in Salzburg, 2004

GenderAlp! and the Salzburg partial project „Requirement-oriented Planning for Women and Men“ are extraordinary projects.

An extraordinary project!

On the one hand there are the financial and international dimensions. GenderAlp! unifies 12 partner-cities and regions from 5 Alpine countries with 32 partial projects on a total budget of Euro 2.3 m. The regional and local living-space conditions in Alpine regions require new and future-oriented answers. GenderAlp! sets new standards in combining equal-opportunity living conditions for women and men with concerns of location quality.

12 partners from  
5 countries –  
32 partial  
projects

The good result-oriented **cooperation** on an administrative level – between the department for spatial planning and the department for women's affairs and equal opportunity – has proved to be a decisive prerequisite for the successful implementation of the transversal subject-matter of gender mainstreaming in (spatial) planning practice.

exemplary coop-  
eration at admin-  
istrative level

What does that mean for daily planning work? To examine new subject-matters – as in this study – and leave behind habitual procedures. And to adopt new views. That requires spatial planning curiosity, but even more so, **courage!** The topic gender mainstreaming is connected with fear of contact, with scepticism and sometimes also with spontaneous rejection. The term alone generates resistance!

the other view

Due to the small-scaled division of its regions and settlement structures, its limited mobility options in the rural areas and below-average employment quota, the Alpine region is faced with harder competitive conditions. It takes an innovative force for activating all available human resources to position the Alpine region successfully in the **competition between regions**. This force, this know-how lies within the **people** of the regions. Gender mainstreaming is an effective instrument to initiate this process by taking the different living conditions of women and men into consideration and by making the effects on these differentiated target groups visible in the planning.

competitiveness  
requires activa-  
tion of all human  
resources

With this innovative study by GenderAlp! we are able to make a valuable contribution for a new quality in the Salzburg spatial planning. We hope, this best-practice-example will influence the Alpine Region by showing the way for the future.

study as contri-  
bution to new  
quality

## Good and requirement-oriented spatial planning through gender mainstreaming!



*Christine Itzlinger  
Project-leader of the  
GenderAlp! partial project  
"Requirement-oriented Planning"*

When I was asked in 2002 to deliver a contribution to the meeting „We plan for Women and Men“ from the viewpoint of provincial planning, to be honest, the subject of gender mainstreaming in spatial development was new to me. As many of my spatial-planning colleagues, I was of the opinion that spatial planning plans equally for all people.

I made my key experience during a meeting in Munich on the subject gender mainstreaming in planning, when the head of the spatial planning department challenged the professional audience with the question, who actually only sleeps in the so-called sleep-villages? People also reside in these villages during the day, whose needs should be considered in planning! This example showed me very clearly, that as a spatial planner, I had a very selective view of certain population groups – in this case, of the working population. The professional jargon confirmed what experts dealing with gender mainstreaming in planning called for: Spatial planning should, more than ever, consider the every-day needs of all population groups (people with care-responsibilities, which are still mostly women, children, youths or elderly people). My interest and commitment was raised.

And I was also convinced, that spatial planning practice would become richer and of higher quality when considering the needs of all population groups.

The tedious process of project submission followed. A popular argument for objection was „First the mandatory exercise, then the optional exercise!“ At this point I would like to thank everybody who, in the end, contributed to the outcome that making needs visible, which until now stood less in the centre of planning, is a mandatory and not an optional exercise for spatial planning.

And since the successful implementation of gender mainstreaming depends on the acting persons, I would like to name these people: Mag<sup>a</sup>. Romana Rotschopf, who approached the department 7/ spatial planning with the idea for this Interreg III-project and accompanied it decisively after approval, Hofrat Ing. Dr. Friedrich Mair and Dr. DI Christoph Braumann, who always gave support from the side of department 7 to this Interreg III B project, Landesrat Sepp Eisl and Mag. Ursula Riegler, who were always prepared to concern themselves with the subject and looked for dialogue, Mag. Heidrun Wankiewicz, Mag. Astrid Lamprecht, Dr. Elke Portugall as members of the lead-partner team, who decisively participated in the project conception and execution, Dr. Barbara Zibell, who provided outstanding professional accompaniment as a gender expert as well as all our partners who worked, travelled and discussed with us, and got upset and happy along with us.

**key experience**  
„sleep villages“

**understanding**  
needs more specifically increases  
quality of planning

**making all needs**  
visible as mandatory and not  
optional exercise

**successful implementation**  
requires acting  
persons!







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Spatial Development for Women and Men



## 0. Content and structure of the brochure

„Requirement-oriented planning“ is one of 32 partial projects of the international Interreg IIIB project „GenderAlp! Spatial Development for Women and Men“. It incorporates three parts:

**requirement-oriented planning**

- the collection of gender practice projects in the area of spatial planning at communal, regional and provincial levels (part I),
- the development of gender quality targets and criteria for the topic ‚Living and Working‘ (part II), as well as based upon this -
- a gender expertise for the revision of the programme „Location Development for Living and Working in the Salzburg Central Region“ for the Salzburg Provincial Planning (part III).

This brochure is an abstract of the first part of the report, the collection of gender practices in spatial planning. These examples, especially from the German-speaking region – and in part from Scandinavian countries - show how efforts are made at different levels of the communal and national administration to implement gender mainstreaming into administrative procedures. Planning examples in the areas living and working make up an important point of focus.

**abstract  
gender practices**

The form of the brochure is based on the second part of the report, the derivation of gender quality targets and criteria. These targets and criteria do not only concern material content aspects, which are relevant for the development of planning-products and concrete projects, but also, and especially, those which concern planning processes and decision structures: For the implementation of gender mainstreaming, not only appropriate gender knowledge is required, but also adapted processes and structures. Hence, these targets and criteria were distinguished as product-related, process-related and structure-related.

**gender quality targets and criteria**

Products, processes and structures therefore form the main chapters of this brochure. The different examples for gender targets and criteria are allocated to the different chapters, depending on whether they rather target the specific physical implementation of gender mainstreaming in projects, plans and programmes, the improvement of planning and decision processes or whether they target the structural change of the organisation of planning administrations.

**products, processes, structures**

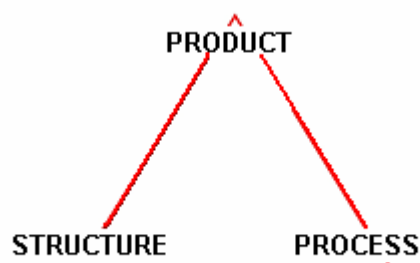


Fig. 1: Gender mainstreaming on three levels (triangle)

Yet it is insignificant at which planning level these examples developed: Whatever has proved itself in a planning process on a communal level can accordingly be applied in inter-communal planning processes. - And vice versa: new working and administrative structures on a regional level can offer ideas for communities as well as provinces for new directions in personnel development and organisation-development.

This brochure is first and foremost directed at the addressees of national planning (municipalities and regions). But at the same time it should also provide new food for thought and be a guideline and working-aid for spatial planning professionals and the general public interested in spatial planning questions.



# 1. Gender mainstreaming in spatial planning

Gender mainstreaming means, taking the perspective of equality between different living situations and interests of people, especially of women and men. Today, women usually live in different every-day-worlds and relationship-situations than men; gainful employment and housework or caretaking take on different meanings in the everyday-life of women and men; this results in different needs and requirement situations. These differences are to be considered principally in terms of gender mainstreaming.

**gender  
mainstreaming**

In spatial planning, gender mainstreaming means, to sustainably and enduringly integrate gender-differentiating perspectives in all planning and procedures as well as in planning-processes and in decision-structures of the planning administration. „GenderAlp!“ wants to contribute to the development of practical help for the implementation of gender mainstreaming into spatial planning. This brochure contains suggestions for planning at all administration levels.

**a gender-differentiated  
perspective**

By means of the topics **living and working** it becomes clear, that taking the gender perspective must lead to a different focus-setting and to a different valuation in spatial planning:

**living and working**

- If residing is not only rest, leisure and recreation, but also work, then the house as well as the fitting and provision features and the floor plan get a new meaning.
- If, apart from this, the work is not only done at home, but also outside the home and its surrounding area, then this has consequences for the assessment of questions concerning location and accessibility.
- If the housework and caretaking is put on the same level as gainful employment, then that has an influence on planning-products and on consideration-processes.

Housework and caretaking does not only happen in the micro-area of house and its immediate vicinity, but also requires trips and errands right across town and region. It often requires complex series of routes and it relies therefore on short distances or direct and fast connections. Especially from this perspective, and enhanced by the background of compatibility of family and job, the relevancy of the penetration of different standard-levels in everyday planning becomes clear – and the understanding for the similarity of structures: the city of short distances is mirrored in the region of short distances, and also in optimal correlation in the local proximity of house and accommodation.

When looking at the examples, you may notice, that not only specific gender criteria, but also examples of women-related planning are registered. On the one hand this has to do with the fact, that the gender mainstreaming strategy is relatively young – the sustainable implementation in administrative procedures according to the examples at hand that were all started after 2000, are hardly evident. On the other hand, targets and criteria as well as application examples from women's research and equality-practice have existed since the 1980s. Since these are usually contents that are less considered in general planning practice, in other words, that are far from ‚mainstream‘, this collection of knowledge and

**gender-oriented or  
women-oriented  
planning?**

**GM needs comprehensive  
preliminary  
work of women's  
planning**



experience can serve as a „nucleus“ for gender mainstreaming in spatial planning. Especially good and sustainably functioning examples of women-oriented targets and criteria from earlier years were also included in this brochure.

Further, it may be noticed, that most examples concern the communal level rather than the regional or national planning. The reason for this is, that women's research and women-oriented planning started on a local level: in the primary experience-areas and work-places of women, i.e. houses and residential vicinity. The results only found their way slowly into the planning activities of area-spanning administration levels. Therefore the number of examples, respective targets and criteria is in total lower here and is by nature also associated less with specific projects and more with structures and processes. However, they can be transferred from the communal to higher planning levels - and vice versa. Just as the organisation of area-spanning planning-processes and decision-structures can pave the way for respective innovation at a communal level, local model-projects and pilot-projects can act as a model to be distributed by the national and regional planning.

**transferability  
between planning  
levels**

Further, you will notice that in this collection there is a prevailing number of German projects and that there are less application examples from rural regions. The answer to this is obvious: in comparison with the two Alpine countries, Germany is larger by far and has more than tenfold the population (Germany: pop. 80.2 m; Austria: pop. 8.2 m; CH: pop. 7.45 m). With its approx. 80 cities over 100.000 inhabitants and corresponding metropolitan areas, Germany also has a much higher proportion of urban environments. In Austria and Switzerland smaller towns and rural regions prevail. But urban environments are an important prerequisite for innovative development, for the adaptation of new ideas and testing of different concepts. Urbanity is, from an urban-sociological standpoint, without doubt, the classic prerequisite for emancipation.

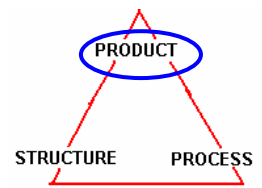
**relevancy of urban  
environment**

Nevertheless it is also true here, that all these examples can contribute to providing ideas for projects, processes and structures on all administration levels and in urban as well as in rural areas.



## 2. Gender Practice – Products

Products in this context are all concrete projects as well as plans, programmes and documented fundamentals and criteria that contribute to their realisation.



### 2.1 Projects in structural engineering and urban planning

#### 2.1.1 Fundamentals

##### Utilisation analysis in the fore-field of reconstruction measures

A promising instrument was applied by the city council of Vienna, department for everyday-life and women-oriented planning and building, when designing parks according to girls' specific needs: here utilisation studies were undertaken in the planning fore-field, whereby the different ways that boys and girls play in and use public parks were observed. The outcome was a redesign of various parks in the densely populated capital in collaboration with users.

##### Examination criteria for women-friendly urban and industrial planning

In the fore-field of the city-planning ideas-competition for the new suburb Layenhof (1996), the City of Mainz contracted an expert's report on women-friendly urban and industrial planning.

###### Excerpts from the expert's report

High quality design leads to an improvement of the location image ..., so that it becomes more interesting to potential investors:

- Increase of attractiveness through appealing design
- Quality of stay for visitors and employees
- Livening through facilities addressed to non-employees (playgrounds, sports-facilities etc.)
- Passage through industrial areas (appropriate pathways).

It is recommended to make infrastructural facilities (shopping, services) within walking distance possible in industrial or mixed areas, either by the proximity of existing facilities (centre of suburb or similar) or by setting aside appropriate sites within the area.

- If applicable to keep central areas available for mobile facilities (in the case of insufficient customer potential), these areas can serve as reserves (for future increase of density and extension)
- Support of activities of individual companies to set up company kindergartens.

Experts report  
Women friendly  
urban and industrial  
planning

In conjunction with the ex-ante examination for the competition, in which the department of women's affairs also took part, the consideration of women-specific concerns was examined by means of a list of criteria and questions.

## Suggestions of the Women's Representative and the Office for Children's Affairs for the award of an ideas competition

When undertaking an urban and landscape planning competition for Rieselselfeld in the City of Freiburg i.Br. in 1992, the women's representative had the opportunity to contribute her ideas to the project. They were integrated into the text of the award.

### Suggestions of the women's representative for the tender

- Function mixing as a basic principle
- Inclusion of a good infrastructure in the plan
- Child caretaking facilities
- Local public transport connection
- Shopping facilities
- Diverse employment opportunity
- Appropriate housing for elderly
- Cafés and quality meeting points etc.

city of short  
distances

The office for children's affairs of Freiburg i.Br. too had the opportunity to incorporate it's requirements.

### Suggestions of the office for children's affaires

#### Residential building

- A maximum of 4 floors and 8 parties for each entrance
- Floor plans suitable for children and families, e.g. equally large rooms for children and adults
- Ground floor apartments with direct access to outside areas
- Toddler playing area within calling and visual distance to the apartment

#### Residential area

- Apart from delivery vehicles no car traffic within the housing area
- Generous allocation of common grounds in the central area
- Children's playgrounds for all ages etc.

quality of houses  
and residential  
areas

The general planning targets for the new suburb are in principle according to the criteria of a gender-oriented city.

### General planning targets for the new suburb

- Urban qualities with high building density
- Living and working in the same suburb
- Balanced structures and forms of housing
- (barrier free) living suitable for children and disabled
- Allotment into small parcels to avoid large apartment blocks
- Good private and public infrastructure
- High leisure time quality
- A striving for business and trade areas.

guiding concept of  
the European city





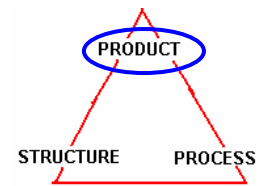
## 2.1.2. Realised projects 1:1

### *FrauenWerkStadt Vienna*

On the initiative of the office for women's affairs in Vienna, the building of an apartment block with 359 apartments was prepared for and realised between 1992 and 1997, following the criteria of women-oriented residential and urban development.

In the public tender for the cooperative planning proceeding, in which eight female architects were involved, the requirements for a women-oriented residential development were formulated. Amongst these were e.g.:

- Location and floor plan of service rooms, e.g. rooms for prams, rubbish, laundry etc.,
- House entrances and pathways,
- Orientation of living areas to access pathways and children's play-areas



**criteria for women-oriented residential development**



The *FrauenWerkStadt* acted as a catalyst from the model-project to daily planning. For all public residential development in Vienna since then:

- One to two female experts are invited to the expert appraisal proceedings
- Female planners are more often chosen for competition juries,
- The head of the department for everyday and women-oriented planning and building is involved in the Viennese developer competitions as a permanent jury member,
- Smaller projects are presented to a so-called „Grundstücksbeirat“ (building site advisory board),
- Projects are checked against the quality criteria developed for residential building.

**from the model project to daily planning**

## Residential construction - City & Woman in Freiburg i. Breisgau

On the initiative of female experts and with the support of the department for urban planning, a residential experiment from a women's perspective was realised in the new suburb Rieselfeld in 1996. Altogether three building-units with 67 apartments, suitable for women and 3 business units in a five-storey construction were developed in a central location of the new suburb. Essential for the selection of the location was – according to the guiding target „City of short distances“ – the following urban development quality features:

- The location on Rieselfeldallee, the main hub of the new suburb promised employment opportunity near the dwellings due to its allotment as a mixed area
- The location at a square promised urban life and shopping facilities
- The close proximity of tram-stops in the direction of Freiburg city centre guaranteed a good connection to the public transport system
- A Kindergarten in the atrium of the complex promised optimal caretaking-conditions
- The accessibility of schools (primary school, high school, Waldorf-school) and sports facilities within walking distance promised relief in day-to-day life and the opportunity to participate in leisure activities.

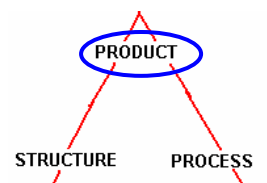
urban development  
quality features

Fig. 2: Pictures from suburb Rieselfeld, Freiburg im Breisgau



The association *Stadt&Frau* (City&Women) emphasises as spatial qualities of the model-project:

- Everyday-usability in using city structures,
- Utility value of the apartments and the apartment buildings.



**This is achieved by**

- generous access-structure, the entrance areas of the stairwells provide space for storing prams and other children's vehicles,
- graduation of public – semi-public / semi-private and private areas, meaning careful zoning and design of the transition areas between road / house-front area – access zones in the building - apartment;
- Common rooms for self-organized utilisation as crystallisation points for neighbourly life in the entire suburb (two per unit).

**spatial qualities of the model-project**

## **Nanna Parking-building Umeå, Sweden**

The township Umeå set the goal of integrating the principle of equal opportunity into all aspects of municipal activities. For this purpose, the city council passed a directive in 1998, which is binding for all committees, the administration and subsidiary companies of the municipality.

An example of concrete implementation is the Nanna Parking-building of the Umeå Parkerings AB that was subjected to a gender check. The reason for the planning considerations was the poor utilisation and the resulting non-profitability of the inner-city parking building.

An initial result of the gender check was, that hardly any women used the parking building. Additionally, the employees of the regional administration and local politicians undertook a user-oriented inspection of the parking building. In doing this they took on different roles, e.g. the role of a mother with two children and two shopping bags or the role of an elderly person with a walking-aid. As a result the following shortcomings were established:

**undertaking the gender check**

- The lift only stopped at every second floor
- The stairwell on the outside of the parking building gave an impression of being closed in
- The grey cement facade strengthened the menacing impression
- The ramps between the floors were steep and barely usable for people with restricted mobility
- Pedestrians could only walk on roadways
- There were no direction signs to the lifts

Based on this analysis, reconstruction and renovation was undertaken:

- The parking house was painted in lighter colours and the lighting situation was improved
- The pathways were freed up from barriers and partly separated from the driving areas
- The sign-posting was improved
- The walls of the stairwells were knocked down and replaced by glass walls
- A new, more simple payment-system was introduced

**user-friendliness increases the profitability**

The outcome of the new design is a good acceptance today of the parking building and a resulting better utilisation and increased profitability.



## 2.2 Development plans and zoning plans

### 2.2.1 Fundamentals

#### Women's affairs in the binding construction guideline planning - Frankfurt

Editor Department for Women's Affairs of the City of Frankfurt am Main /  
Team: Bauer, Uta; Klinkhart, Stefanie, August 1996, in cooperation with  
Marie-Luis Wallraven-Lindl and S. Wagner.

- The guideline contains criteria for the binding construction guideline planning (development plans) according to Building Law (*Baugesetzbuch - BauGB*) through three basic planning targets:

- Utilisation mix in small-scale divisions and good accessibility
- Diversity of utilisation of housing vicinity and diversity of utilisation of outdoor areas
- Security in public areas

The criteria introduced individually:

#### Statements concerning planning target „Utilisation mix in small-scale divisions and good accessibility“

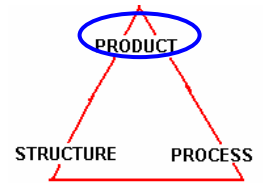
- Avoidance of the allocation of purely residential areas, especially in the allotment of new residential areas
- The allotment of business areas and industrial areas should be kept to a handleable size according to the urban planning correlation
- Large areas for shopping centres and retail shops...are...if possible to be avoided since they endanger existing facilities in mixed built-up areas and make shopping without a car and social contact in the residential area more difficult

#### Development plans from a women's perspective

Ministry for Women's Affairs Niedersachsen (*Niedersächsisches Frauenministerium* - Editor) / Team - work group Büscher / Fricke / Sinning, Hannover, December 1996

The following requirements were formulated:

- Functional mixture through small-area allocation of different building land types and through allotment of mixed areas,
- Avoidance of mono-functional and barrier-building residential areas,
- No new allocation of purely residential areas,
- Area-saving building-density in commercial utilisation,
- Mixture of different housing forms,
- Appropriate density and at the same time the securing of leisure-areas near residential areas
- Housing for single-parent families, barrier-free houses and houses suitable for elderly as well as homes for students and nurses.

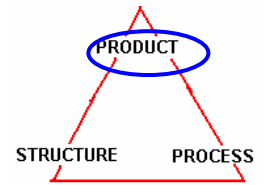


small-scale divisions, mixture and good accessibility

criteria for the development of building areas

## Women's affairs in the binding construction guideline planning - Munich

In 1992 the leading building lawyer in the planning department of the provincial capital, Munich wrote an article on the topic 'Women's affairs in binding construction guideline planning' in cooperation with a colleague. This was published in the building-law magazine „*baurecht. Zeitschrift für das gesamte öffentliche und zivile Baurecht*“. At a symposium in Dortmund the author summarised, on the basis of this article, „Legal ways to pursue women's ideas within the realms of building regulations / planning“. In the considerations are significant thoughts about gender-oriented planning, which can be transferred to different planning levels and different countries with similar planning systems.



### The rule of consideration

„It is important..., that the needs and life-situations of women, children and men are recorded in the prognosis investigations. In terms of equality it is therefore important that the inequalities are appreciated. This requires the availability of gender-differentiated data and the competence to evaluate it.

### Proceedings for setting up the plan

Citizens: in the general participation as well as in the participation of those affected, women, men and children have the opportunity to contribute their concerns

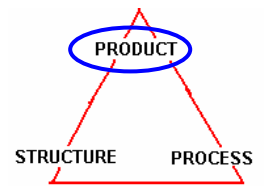
Bodies for public matters (*Träger öffentlicher Belange* -TÖB): Although women's associations and gender equality representatives are, from a legal point of view, not bodies of public matters, they should, as recommended by the author, be involved voluntarily by the municipalities as such. Another possibility would be to specifically address the female members of bodies for public matters (TÖB), such as the chambers of industry and commerce.

**the rule of consideration in favour of equal opportunity**

## 2.2.2 Planning examples

### Zoning plan 2020 in Freiburg i. Breisgau

In drawing up the new zoning plan of Freiburg in 2020, the office for gender mainstreaming (formerly the office „for women’s equality“) had the opportunity to assess the potential residential and mixed building areas during the early stage of involvement of the authorities.



#### The 12 criteria formulated by the office for gender mainstreaming:

- Immission-protection
- Advantageous location
- Utilisation conflicts
- Proximity of facilities for daily needs
- Proximity of facilities for extraordinary needs
- Proximity of social services
- Proximity of leisure facilities
- Proximity of recreational facilities
- Effects of full utilisation of local facilities
- Effects of full utilisation of social services
- Effects of full utilisation primary schools
- Access to local public transport

assessment of  
building areas from  
the viewpoint of  
equality

According to an assessment scheme ranging from von -2 to +2, the residential building areas were assessed depending on the importance for the daily life of women and families. Thereby three criteria were given a double weighting:

- Proximity of facilities for daily needs
- Effects - full utilisation of social facilities
- Access to local public transport

In a further step the given ratings were summed up.

In the course of the extended citizen’s participation, these ratings were discussed again with the citizens.

As an outcome of the office for gender mainstreaming expert’s opinion, areas were newly assessed in the consideration process.

discussion during  
the extended citi-  
zen’s participation

### Development plan Panzerwiese-Ost, Munich

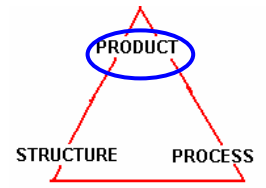
In the reasoning for the development plan *Panzerwiese Ost* (1996) the longer presence of women, children and also other population groups within the residential area is emphasised:

„...it is expected that there will be a large proportion of families in Panzerwiese. Within the present population structures it is often the woman that stays home to bring up the children. For this reason, children and women are in the residential area much longer than men. At the same time the special needs of elderly people, disabled, single parents with children and also families where both parents work, are to be considered in the project *Panzerwiese*.“

quality for children,  
parents, elderly and  
disabled



It is shown that the higher need for security of women and children was considered in the buildings and surrounding areas - building blocks on the periphery with a maximum of 3 to 5 floors, dispense with surface traffic on the inner access paths, easily surveyable and frequented pathways. A further aspect is the design of the underground parking: lifts and staircases are accessible within short distances from the parking spaces and the parking garages are designed to avoid scary areas.



### Development plan *Von Bernus Park* in Frankfurt am Main

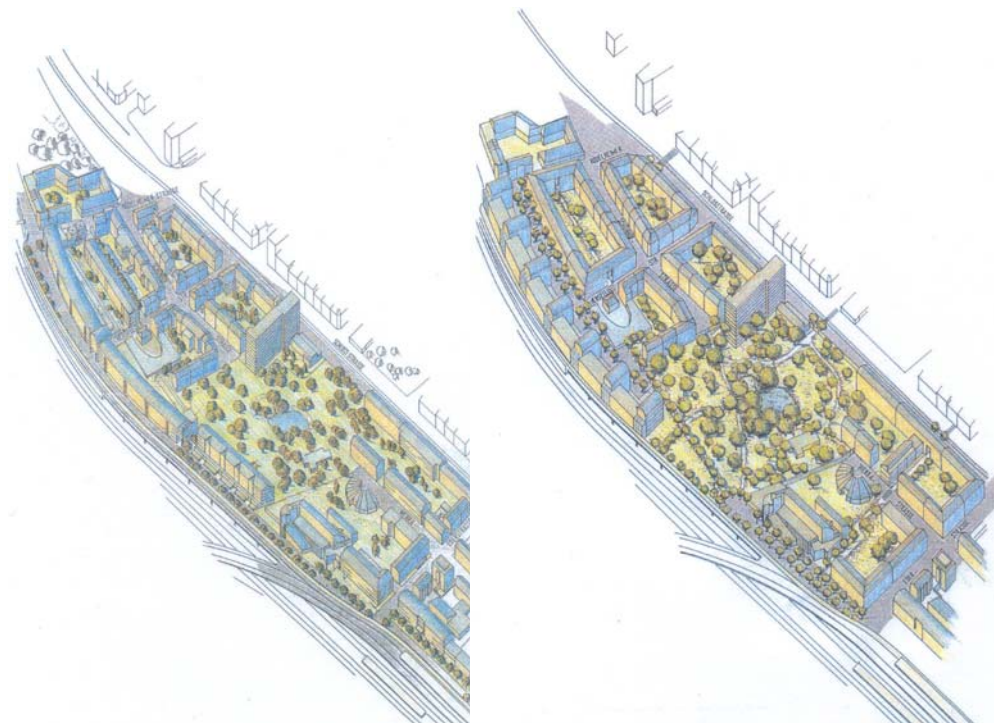
The department for women's affairs in the City of Frankfurt a.M. examined, in a pilot study (1989-1993), the existing draft of the development plan 'Residential and Industrial Area on the Von-Bernus-Park'. The following aspects were assessed:

- Scary areas and danger-zones
- Housework and family-work
- Park areas and open areas
- Traffic and mobility
- Participation proceedings

Qualitative, individual interviews with experts were undertaken by the municipal department for women's affairs as part of their examination of the development plan. Apart from that, the department for women's affairs conducted a survey of the users and residents.

examination of the  
planning by the  
department for  
women's affairs

The suggestions for alterations resulting from the survey of the users and residents were included in the revision of the B-plan-draft.



inclusion of user's  
suggestions for  
alterations

Fig. 3: original and alternative plan

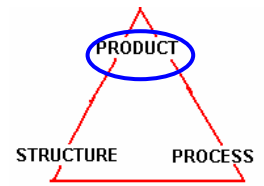
## 2.3 Concepts on a communal level

### 2.3.1 Fundamentals

#### Basic resolution on strategic urban development

The department for urban and regional development and statistics of the City of Münster/Westf. intends to introduce gender mainstreaming into urban development as a quality securing standard.

For this purpose a process named 'Integrated urban development concept and urban marketing concept' (*Stadtentwicklungs- und Stadtmarketingkonzept* - ISM) was initiated and the guideline 'Guiding orientation and targets for the future of our city' (*Leitorientierungen und Ziele für die Zukunft unserer Stadt*) was developed.



public discussion  
process within the  
city

#### From the preamble to the guiding orientation

„We are a city with a high sense of responsibility ..... for the equality of men and women in all areas of urban society....“

By passing the guideline and a resolution of principle on bringing gender relevancy into all leading projects of the ISM, the city council has given a clear directive to the administration.

gender relevancy in  
all leading projects

#### Catalogue of requests for housing policy and residential building

Pub. Advisory board for women-specific affairs in the senate administration for building and housing in Berlin, September 1994

The guideline of the former advisory board for women-specific affairs in the senate building administration of the state Berlin contains, in three parts, and from the perspective of housing, the central components of women-oriented urban development.

#### Part 1 Qualitative requirements for old and new suburbs, for surroundings and houses

##### Old buildings from the period of promoterism

The diversity of the existing city is to be protected and to be supplemented in the case of deficits.

Preservation of the social mix including the mix of generations and the integration of foreigners.

Preservation of the small-scale mixing in the area designation for housing, industry, local facilities, and infrastructure of diverse social and cultural facilities.

Restriction of the proportion of rental units for apartments and industrial buildings.

##### New building settlements, urban supplementation after 1918

The existing residential areas are to be developed into mixed suburbs.

Allocation of work-places to residential districts, decentralisation of service and office locations.

Security for women and children in public and semi-public areas, elimination of scary areas.

women-oriented  
urban development  
through housing  
policy





Density increase of settlements under the condition of qualitative improvement for the settlement inhabitants; i.e. infrastructure facilities, kindergartens, youth clubs, football fields among others.

**Urban expansion**

City supplementation takes precedence over urban expansion into grassland.

For city-compatible urban expansion, small-scale divisions are to be planned in supplementation of working places and at junctions of local public transport.

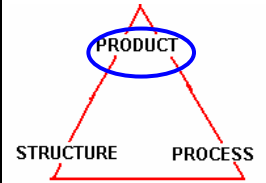
**City as a whole**

Promotion of traffic reduction models

Optimal design of houses and surrounding areas

Diverse and changeable house-floor-plans

Equivalent living conditions in old and new houses, old and new housing areas, in multi-floor buildings and single family houses and thereby freedom of choice between different kinds of housing.



**2.3.2 Plans and programmes**

**Urban development planning**

In the course of the urban development planning, the city of Ludwigsburg (region Stuttgart) initiated a gender mainstreaming pilot-project together with the municipal office of women’s affairs.

**Gender mainstreaming targets**

- Reduce shortcomings in the urban development living conditions
- Extend the options for actions of the people

**Basic questions that should be posed in every planning activity**

- Do they promote professional equality?
- Do they increase the valuation of family work?
- Do they help both sexes, to make family and profession compatible?

gender mainstreaming targets

Within the strategic action approach ‚mobility options‘ (‚*Mobilitätsangebote*‘) the networking of the district centres and the inner city with special consideration of slow traffic is strived for in the traffic development plan.

Within the strategic action approach ‚local facilities‘ (‚*Nahversorgung*‘) the city strives for walking distances of a maximum of 500 m to the next grocery store within residential and mixed areas.

(see figure on the next page)

Implementation-example

City of Ludwigsburg in region of Stuttgart



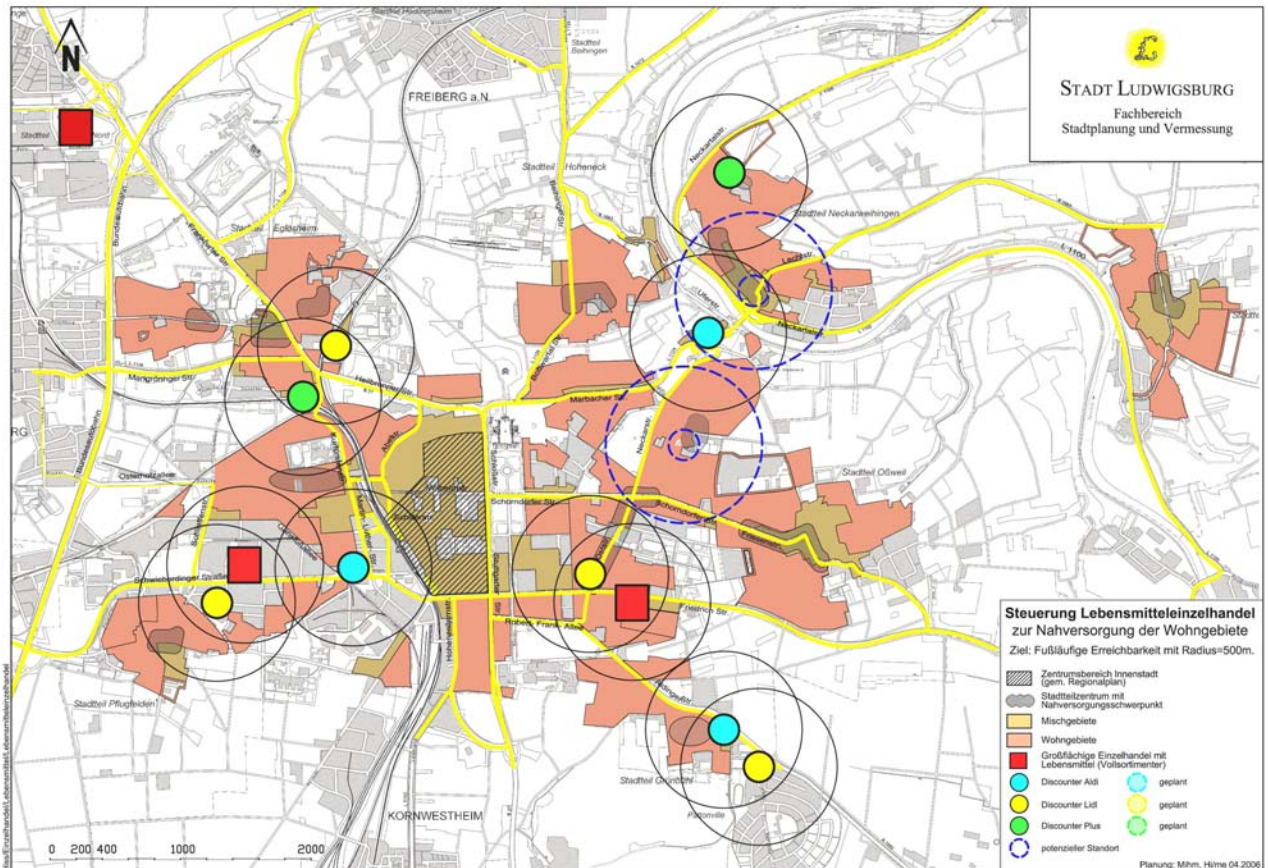


Fig. 4: Accessibility of retail trade in 500 m zones

Within the operative action approach ‚public areas/ mobility facilities‘ (*Öffentliche Räume/ Mobilitätsangebote*) the city-hall square and the underground parking beneath it, being an interface between vehicles and pedestrians in the city, were redesigned.

**Traffic development plan (Verkehrsentwicklungsplan - VEP) Munich**

Gender mainstreaming in the traffic development plan serves to set the direction for a gender-oriented design of the traffic systems. It is thereby concerned with the consideration of gender-specific mobility patterns as well as with the mobility chances that affect the various requirements of men and women and their different roles in everyday life, in gainful employment or in reproduction work.

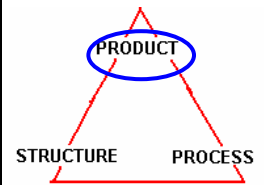
**gender specific mobility patterns and mobility chances**

The local public transport acquires a special role. Of special importance here are transparent standards for the intervals in the different densely or less densely populated quarters, for the comfort of stops and their accessibility, for the quality and accessibility of the vehicles, for the structuring of tariffs etc.



### Guidelines and strategies

- Consideration of gender mainstreaming in the development process and in the discussion process (investigation of fundamentals and strategies)
- Cooperation with office for equality, associations and federations beyond the usual institutions for public concerns (TÖB)
- Discussion of the draft with the commission for equality of the city council
- Separate chapter ‚Gender Mainstreaming‘ in the actions-concept as a transversal aspect apart from the kinds of traffic.



### Gender-relevant strategies of the VEP

- Avoidance of traffic – priority for vehicles of the „Umweltverbund“ and coordination of traffic, that the city can cope with
- City of (relatively) short distances – polycentric / dwelling-near infrastructure and retail trade locations, utilisation mixture
- Network extension and quality standards in public transport – conveyance of pedestrian and cyclist traffic
- Bicycle traffic as independent planning view – bicycle traffic as a system, bike+ride, main -, side- and alternative routes for different user requirements
- Increase of city-tolerability of main roads, speed limit of 30 km/h in residential areas
- Parking space management: priority of residents within the „Mittleren Rings“
- Model projects mobility management, local mobility – whose measures complement the infrastructure offerings

The city district level presents itself for a systematic implementation of gender mainstreaming, since the majority of the everyday-errands and supply-errands happen there.

implementation on  
a district-level

### Master Traffic Plan Vienna

„Social balance, equal opportunity and the consideration of the different living conditions of women and men (gender mainstreaming) are the main strategic focuses of the City of Vienna for a sustainable social development. For this, the mobility opportunities, which are equally spread in a social and gender-related way, have priority for the City of Vienna. This is understood as the improvement of the possibilities for people with more difficult mobility situations, the design of traffic facilities according to the „principle of 2 senses“ (hearing/seeing, hearing/feeling, seeing/feeling), the adaptation of the traffic-behaviour of men to the more city-traffic-tolerable behaviour of women and the significant increase of traffic safety.

the ‘Principle of  
two senses’

### Tasks of GM within the scope of drafting the master traffic plan

- To assess the effects of the planned measures in regard to their contribution to equal opportunity
- To examine if measures for the establishment of equality are missing
- To use gender mainstreaming as a decisive criteria in target conflicts.



## Anchoring of pedestrian's interests

Every trip – be it by bicycle, by car or by public transport – starts and ends with a trip by foot. Therefore the conditions for pedestrian traffic apply to all population groups, but especially to those with a smaller mobility radius that make the majority of their trips by foot, like elderly people or children. 60% of all trips by foot are made by women, only 40% by men. Apart from traffic safety, personal safety is also very important for women and girls. In less built up populated areas, the creation of attractive pedestrian paths (safe day and night routes) is important.

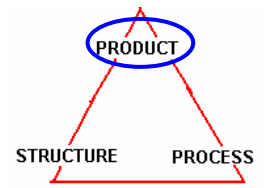


Fig. 5: Photo from master plan Vienna

“A continuous and freely accessible, minimum width of 2 m for footpaths is to be ensured also in the case of new design of areas and temporary facilities like car parks. In cases where spatial conditions do not allow for a footpath width of 2m, existing footpaths must not fall short of the minimum of 1.5 m for the passage way.”

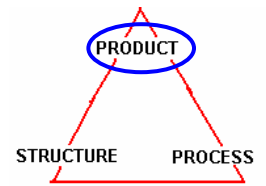
**User-orientation  
also in the width of  
footpaths**

### 2.3.3 Controlling / Evaluation

#### Guiding questions for verifying equality

The measures taken on the basis of the Master Traffic Plan Vienna 2003 should in the future, be systematically evaluated in regards to the effects on establishing equal opportunity for both sexes. For this purpose the following guiding questions were developed:

- Do the measures of the master plan improve or deteriorate the accessibility-quality (time effort and quality of the trip by foot or vehicle) by foot, by bicycle and/or by means of public transport, the subjective safety in public areas and the undertaking of household and family tasks – or are they neutral?
- Do the measures of the master plan improve or deteriorate the mobility conditions (including traffic safety) for children, youths, seniors and disabled people / or are they neutral?



examination of  
equality

#### Evaluation of the effects of spatial planning on the situation of women

Ed. Official in charge for equality affaires, communal association Greater Hannover (KGH), Hannover 2000

The following guidelines were formulated.

1. Which effects do the plans have on gainful employment of women?
2. How do the plans affect caretaking work?
3. How do the plans affect the mobility-options of women?
4. How do the plans affect the leisure areas and the accessibility of leisure areas?

effect-oriented view  
of spatial planning

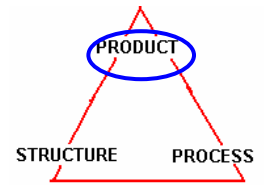


## 2.4 Gender practices on a regional level

### 2.4.1 Fundamentals

#### Structure data on the living and working situation of women

Statistics prepared in a gender-differentiated way are important fundamentals for planning. The women's atlas Ruhrgebiet (*Frauenatlas Ruhrgebiet*) and the structure-data atlas 'Women in the region of Stuttgart' (*Frauen in der Region Stuttgart*) processed figures, data and facts about the region in a gender-differentiated way. The Swiss equality atlas (*Schweizer Gleichstellungsatlas*), which offers an excellent statistical overview, also online, on the gender question for cantons and for municipalities, works in the same way.



structural data for regions

#### Equality-oriented regional development

Study by Elisabeth Aufhauser et al. commissioned by the Federal Chancellery Dep. IV/4, Vienna, June 2003

The study, prepared by the Institute of Geography and Regional Research of the University of Vienna, compiled extensive fundamentals for an equality-oriented regional development. Apart from scientifically substantiated explanations on spatial patterns of female life-situations and the contribution of spatial policy to the (re-)production of gender-specific inequality structures, it delivers reference points for indicators of equality of women and men on a regional level and it formulates measures and strategies for implementation. In this context, individual examples are described, which are referred to in different passages in the given documentation.

sets new standards for regional analysis

#### Region of short distances

Symposium folder of the regional conference in Landau, 24.11.1998, ed. by the Ministry of Culture, Youth, Family and Women, Rheinland-Pfalz)

#### Guidelines for a better integration of women's affairs into planning

- Region as a living space of women with a clear reference to everyday-life and with consideration of forms of living
- Gender-differentiated official and planning-relevant statistics as planning-basics
- Participation of women in participative planning processes
- Securing the access to basic provision also for less mobile people
- Possibilities for an independent economic security (jobs) also at the lower levels of local central hierarchy
- Improvement of mobility opportunities through a requirement-oriented expansion of local public transport
- Securing of diverse living forms through residential building, which encompasses multi-generational living and alternative living forms

### Consideration of women's affaires in regional planning

Ed. Association Region Stuttgart (*Verband Region Stuttgart*), Editors Grüger, Christine / Kunz, Monika: Expert report on the consideration of women's affaires in regional planning, commissioned by the „*Frauen-Ratschlag*“ and with financial support of the Ministry of Social Security Baden-Württemberg and the association „*Region Stuttgart*“, Stuttgart/Gräfelfing 1997.

signalling function  
of a pilot project

The first-time consideration of women's affaires in a regional planning proceeding had a signalling effect in Baden-Württemberg. The study, published by the „*Verband Region Stuttgart*“, contains requirements, guidelines and suggestions for formulations, which had an effect beyond the region of Stuttgart.

#### Guidelines from the expert's report / targets

1. Creation and preservation of employment and training facilities in proximity to houses and accessible by local public transport in all partial regions:
2. Improvement and preservation of productivity of central townships by expansion of women-oriented and family-unburdening infrastructure in central locations with good accessibility:
3. Preservation and creation of a sufficient supply of different apartment sizes and rental prices:
4. Preservation and creation of a traffic infrastructure with special consideration to the concerns of non-motorised population groups and their need for comfort and safety:
6. Building-up a gender-differentiated data basis as a foundation for the guideline discussion and for model projects in regional planning.

strategies for  
gender-oriented  
regional planning



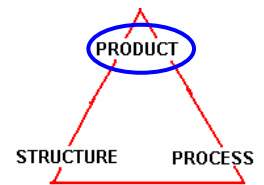
## 2.4.2 Plans and Programms

### Regional Land-Use Program (*Regionales Raumordnungsprogramm – RROP*) Hannover 2005 - Draft 2004

Following the guiding image of a spatial development, which supports personal development and which considers the social requirements for the area, it is necessary to contribute to gender-equality (gender mainstreaming) within the realms of spatial design and coordination. In the regional development this especially affects the topics living, working and access to provisions.

In association with the integrated dwelling and traffic development, a contribution is made by divisional functional mixture on as small a scale as possible and by the principle of short distances.

By equipping settlement-areas in a requirement-oriented way, with age-oriented and family-oriented infrastructure and improved local public transport-connection to work-places, the region intends to enable especially women to combine job and family in a better way.



importance living,  
working, care-  
taking

### Regional Land-Use Plan (*Regionaler Raumordnungsplan – ROP*) Rhein- pfalz 2004

Targets and excerpts from planning records

- Creation of equal living conditions for women and men
- Fostering of measures for realising a socially fair infrastructure for families
- Requirement-oriented provision of housing for socially disadvantaged people, large families, disabled and elder people in all partial areas of the region
- Specific concerns of families and women as a component of sustainable urban development
- Provision with family-supporting facilities
- Principle of basic provisions located close to housing: retail trade should be made well available and easily accessible for pedestrians, bicyclists and local public transport
- In basic centres of rural regions, the long-term supply access in proximity to houses has priority over profitability-needs
- Sufficient and secured parking areas at train stations and stops, surveyable and safe design of train stations and accesses thereof, close spatial and timely connection of the service offerings of local and long-distance transport at connections.

specific specifi-  
cations for planning



## 2.5 Gender practice on a provincial level

### 2.5.1 Fundamentals

#### Facts - Figures – Regional Analysis

Ed. Provincial Government of Salzburg, Dep. 7 Spatial Planning/ Team: Bureau for Spatial Planning & Environmental Consulting Heidrun Wankiewicz; Multimedia plan Manfred Schenk: Facts – Figures – Regional Analysis with consideration of gender-specific requirements, development and potentials, final report, Salzburg 27<sup>th</sup> of November 2004

Within the realms of the revision of the program settlement development and company locations in the Salzburg central region, a study of the fundamentals was commissioned, to establish region-specific figures, data and facts on the spatial area with consideration of gender-specific requirements, developments and potentials.

#### Gender Mainstreaming and Mobility

Provincial Government of Lower Austria, Department of General Traffic Affaires, Periodical *Niederösterreichisches Landesverkehrskonzept*, issue 22, St. Pölten 2005

From the content:

- Mobility and gender perspective
- Good-practice-examples: train station square Bern, *Pedibus*, School-route-safety Bozen, Law on local transport and local transport plan as well as passenger safety, Region of Hannover, Requirement-directed traffic systems in Lower Austria
- General conditions to implement gender mainstreaming in traffic planning.

In the chapter „mobility and gender perspective“, fundamentals from the mobility survey in Lower Austria 2003 are prepared, which also illustrate the typical situation of carefree and caring day-to-day-life from a men’s and women’s perspective.

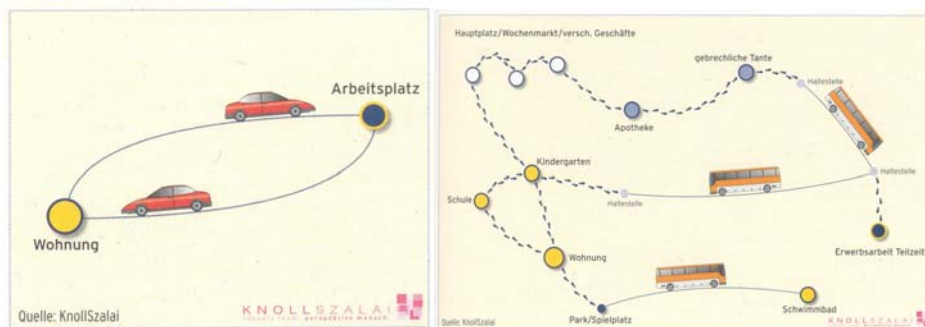
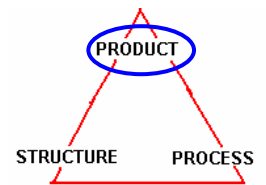


Fig. 6: Person with few trips – person with many trips



gender-differentiated regional analysis in the Province of Salzburg

mobility patterns of persons with care-responsibilities (mostly women) and persons without care-responsibilities

## 2.5.2 Plans and Programmes

### Provincial development program – (*Landesentwicklungsprogramm Rheinland-Pfalz -LEP III/IV*)

provincial planning  
guidelines

Source : Ministry for Internal Affairs and Sports of Rheinland-Pfalz (Ed.):  
Report on the revision of the provincial spatial development plan  
Rheinland-Pfalz (LEP IV), Mainz 2004, page 16

The targets and guidelines of land-use and spatial planning are placed as  
an introduction to the „land-use guidelines“: part of this is, apart from the  
guidelines for leisure areas and infrastructure, especially also a guideline  
for land-use structure and settlement structure.

#### Core statements of the guideline for land-use structure and settlement structure are among others:

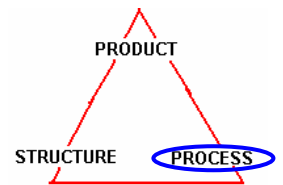
- Principle of decentralised concentration: decentralisation – settlement focuses and supply function in all parts of the region; concentration – focus setting for securing economic capacities of supply facilities;
- Spatial spread of settlement focuses: accessibility of supply-facilities from the surrounding townships within reasonable distance; priority of major cities (high-level-centres) and medium-sized towns (medium-level-centres), although a secured minimum-range of supply facilities in other townships can no longer be justified, nor the right of guaranteed maintaining of these;
- Increased value of communal cooperation: moving away from steering of supply facilities by hierarchy and mandatory intervention and going towards a more cooperatively organised steering of fulfilment of function.

short trips,  
requirement-  
oriented supply  
facilities/utilities

Although here no explicit gender-differentiated objectives are established,  
the contents comply, to a large degree, with the idea of short distances  
and requirement-oriented supply-structures and hence with the criteria of  
a women-oriented urban region, formulated by female experts.

### 3. Gender Practice – Processes

All components in the planning proceedings that concern the involvement of gender knowledge and gender competence, that bring in other arguments and that increase the transparency of planning decisions, are part of the processes.



#### 3.1 Elements of procedures: involvement of gender competence

##### Resolutions of parliament for involvement of female experts

In the fore field of the realisation of the urban-railway station Ausserholigen, completed in 1997, the parliament of the city of Bern resolved that at least two female experts should have a seat in every planning committee.

To accompany the project 'train station square Bern', the city parliament Bern resolved in 2001, to set up a female expert group (*Frauengruppe Bahnhofplatz - FFB*). The FFB consists of female planners, female architects and transport-experts as well as equality-experts. The specialist department 'Security in public areas' (*Sicherheit im öffentlichen Raum*) was appointed to establish and lead the FFB.

accompaniment of building projects by female experts

##### Assignments of the FFB in Bern

- Preparation of targets: consideration of requirements of all users, of life-realities, of experience of female experts, improvement of quality for all users;
- Participation in the project meetings held every second week;
- Bringing in the concerns from the women's perspective

In the preliminary project train-station-square the FFB held a seat in the "building-enterprise project-team" (*„Projektteam Bauherrschaft“*).

##### Administrative Agreements between Departments

In 2001 the gender-equality representative of the City of Münster / Westf. entered into an administrative agreement with the department of planning and marketing, represented by the city-director and the department of building, recreational areas, environmental protection and waste management, represented by the city-building-council. According to this, the office for women's affairs is to be involved in all spatial planning, transport planning, park and grass-land designation planning as well as in building and maintaining of municipal buildings and in the commissioning and undertaking of competitions and workshops.

**From the contents of the administrative agreement: involvement of the office of women's affairs**

- In spatial planning, transport planning, park and grass-land designation planning through regular invitations of the communal women's representative to the initial meetings; through involvement in the participation of departments (e.g. in development plan proceedings) and through information on the consideration-process outcome; through cooperation in proposals in the case of necessary discussions in the women's committee
- When building and maintaining public buildings: through information on, and involvement in, the drawing-up of spatial programmes; through cooperation in proposals for resolutions on erecting, planning and building
- In completions and workshops: through nomination of female experts to increase the proportion of architects, female city planners and landscape planners as participants and jury members; through cooperation in resolution-submissions for tenders

**systematic involvement of the gender equality representative**

**Women's working committee consisting of female administrative and external experts**

The working committee 'Women with Plan' (*FrauenMitPlan*) - Region Rheinpfalz was established on the initiative of employees of the communal and regional planning administration. Participants are female experts from the planning association Rheinlandpfalz, the ministry responsible for women's affairs, science and research, many communal gender equality representatives and female communal politicians of the region. The working committee acts through the national work group of equality representatives in the regional planning advisory board on the progression of the regional plan. *FrauenMitPlan* strives for a lasting workable structure. This involves the collaboration of a paid expert as an interface to the regional planning association and between the institutions. For this purpose a registered association was founded in the beginning of 2005.

***FrauenMitPlan*  
Rheinland-Pfalz**

The working committee 'Women's Interests in regional and structure development' (*FrauenInteressen in Regional- und Strukturentwicklung - AK FIRST*) in the region of Hannover was founded by the gender equality representative of the former communal association 'Greater Hannover' (*Großraum Hannover*) in 1995. The offer of collaboration was taken up by female politicians and planners, active members of communal working groups concerned with planning and communal women's representatives from the region. The *AK FIRST* developed criteria for dealing with the topics settlement-development, transport and mobility as well as job-related further-education, business start-ups and business development as a basis for the regional spatial development plan (*Regionalen Raumordnungsplan - RROP*). For the development of retail-trade and local basic supply-access in the region, an analysis was performed and amongst other things, the ideal shopping opportunities from a women's viewpoint were discussed.

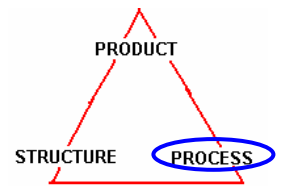
**'women's interests in regional and structure development' Hannover**



## 3.2 Participation processes / participation

### Citizen-related processes for urban development

The 'Integrated Urban Development and Marketing Concept' (*Integrierte Stadtentwicklungs- und Marketingkonzept - ISM*) of the City of Münster / Westf. was developed in a citizen-related process. Following the motto "Münster – the town of comfort for all" (*„Münster - die Stadt zum Wohlfühlen für alle“*), five themes were each discussed in a large citizen-forum, and were prepared and followed-up in expert's workshops. The workshops were formed by experts and practitioners from business, science, administration, culture and trade as well as associations. One of the themes was housing and social affairs, where the formulation: Living and working with the consideration of women's concerns, was among other things, set as a target.



theme-related citizen-forums

### Women's participation as part of general public participation

The city of Freiburg i.Br. has conducted a participation process with about 800 citizens of Freiburg over four years as part of the development of the new land-use plan 2020. In the last phase of this process a group, solely consisting of women, was involved. The group of women consisted of female experts, representatives of the district council and representatives of various associations and organisations.

women's group as part of citizen's participation

The votes of the women served as a corrective for the assessment of the land-use designation and valuation.

## 3.3 Private Public Partnership

### Socially-just land-use Munich

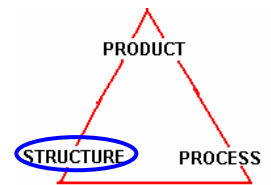
The concept of socially-just land-use is a unique example for a form of public-private-partnership in terms of a sustainable social spatial development.

The resolution of the Munich City Council in 1994 on socially-just land-use includes, the costs and financial burdens caused by planning actions are also to be carried by planning beneficiaries. In terms of socially-just land-use they shall resign areas, contribute financially or enter into cost-related bindings, e.g. for subsidised housing. Apart from this, the investors commit themselves, to build on these areas within a reasonable period of time in order to effect their building right as quickly as possible, making it effective for the citizens.

Costs and financial burdens are shared between public and private investor

## 4 Gender Practice – Structures

The structures include elements that contribute to a personnel and organisational development in terms of gender mainstreaming, especially the anchoring of political intentions and planning targets in legal basic provisions and agreements, and also model-projects and model procedures, which should contribute to the anchoring of gender knowledge and competence within the given structures.



### 4.1 Legal prerequisites / Political will

#### Formulation of goals in federal-state planning laws

Federal-state planning law (*Landesplanungsgesetz -LPIG*) Rheinland-Pfalz, dated 10th of April 2003-05-12 (GVBI S.41)

##### §1 Guiding vision of spatial planning

- (1) The land-use provisions shall develop the country and its regions in a way, that ...
6. they contribute to the principle of gender equality,

legal basis

#### Fundamental resolution for the implementation of gender mainstreaming

Association *Region Stuttgart*, committee for economy, infrastructure, and administration, resolution proposal dated 10.04.2002

political decision-making and creation of obligation

1. The committee for economy, infrastructure and administration takes note of the balance on the present policy of the consideration of women's concerns in the City of Stuttgart.
2. The committee for economy, infrastructure and administration resolves to implement the gender mainstreaming approach in the work of the association *Region Stuttgart* (...) in the office and, according to the legal possibilities, in the holding companies.

#### GM as a guiding principle of the rules of internal procedure

Rules of internal procedure of the regional congregation, the regional committee, the committees of the regional congregation and the committees on the basis of special legal provisions, resolution of the regional congregation Hannover, dated November 2001 as amended on 23<sup>rd</sup> of March 2004

consequences for rules of internal procedure in the regions

"The equality of women and men is a general guiding principle and shall be fostered in all measures of the region in its sphere (gender mainstreaming)."



## Controlling / Evaluation

Regional Spatial Development Programme (*Regionales Raumordnungsprogramm -RROP*) Hannover 2005 - draft 2004

"... Apart from that, all decisions and measures within the *RROP* are reviewed in respect to their potential effects for both sexes. "

integration of  
gender main-  
streaming into  
transaction pro-  
cesses

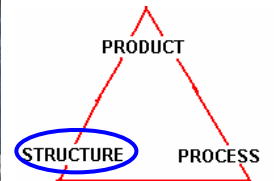
## Planning is also women's business

Canton Bern, Office for municipalities and land-use, o. j.

The brochure encompasses three chapters: women are often directly affected. Women exert little influence. Women can exert influence, examples prove this.



Fig. 7: Planning is also women's business -  
Canton Bern –title page



### Municipalities and planners are asked to

- plan as openly as possibly,
- involve at least two women in the planning committee,
- pay attention to a specific representation of interests,
- to involve organisations with a large female participation,
- promote a good discussion environment,
- declare clear rules,
- offer good and, as needed, additional information,
- organize special women's events.

concrete work  
assignment given to  
municipalities and  
to planners

## 4.2 Working and administrative structures: development of gender competence

### Working groups within the administration

It is currently being considered in the City of Münster / Westf., to re-establish the former working group ‚City for Living‘ (*‘Stadt zum Leben‘*) (formerly consisting only of women). The positions should be filled proportionally with women and men in terms of gender mainstreaming.

In the course of the development of the Vienna Master Transport Plan 2003 (*Wiener Masterplan Verkehr 2003*) (compare chapter 2.3 Plans and Programmes), gender mainstreaming work groups concerned with six different theme focuses were established. Attention was paid to an as proportional as possible appointment of female and male members. Women in leading positions were involved as well (a total of 33% - 50%).

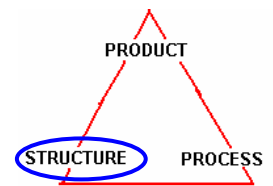
The working group Expert Women of the Hamburg Office for Urban Development and Environment was established in 1995 by the senator. It was given the political assignment to support the specific concerns of women. The work group releases statements to major projects like ‚Port-City‘ (*HafenCity*) und ‚Leap across the Elbe‘ (*‘Sprung über die Elbe‘*). Furthermore it developed the GenderTest (see chapter 2.1 Fundamentals). On the recommendation of the work group the competition ‚Living in the Finkenau‘ (*‘Wohnen an der Finkenau‘*) was undertaken as a gender pilot-project.

In the planning department of the City of Munich, executive employees, among others, founded the work group ‚Women in Planning‘ (*‘Frauen in der Planung‘*). Through the networking of Munich female professionals within the administration and through the cooperation with the office for women’s equality, gender-oriented planning targets could be integrated in various municipal projects (e.g. user-friendly parking buildings, socially-just land-use).

### Specialist bureaus and special representatives within administration

In the City of Vienna, the bureau ‚Everyday and women-oriented planning and building‘ (*‘Alltags- und Frauengerechtes Planen und Bauen‘*) was established within the head office of the magistrate – building head office - in 1998. Apart from the initiation of the two dwelling projects *Frauen-Werk-Stadt 1 and 2*, the bureau engaged in questions of safety in public areas, consideration of the requirements for safety, comfort and accessibility in the subway expansion and in gender-sensitive parking-area design in Vienna-Margareten. Furthermore it played a major role in the implementation of gender mainstreaming into the building administration of the magistrate.

In the City of Bern, a bureau for safety in public areas was established in the office for urban planning in order to direct special attention to this subject in all planning. The bureau provides advice to constructors, project-leaders and administrative departments in planning and for building-projects. Thereby, the safety in public areas should be improved as far as this can be influenced by planning, building and designing measures. Furthermore it gives recommendations on plans and development processes and assesses building applications.



profession-spanning gender work group

temporary GM work groups

work group expert women

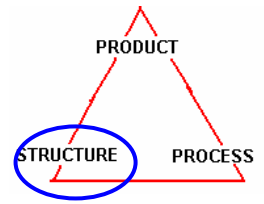
work group women in planning

bureau “everyday and women-oriented planning and building”

bureau “safety in public areas”



In the **Department 46 of the Magistrate (*Magistratsabteilung 46*)**, Department for Transport Organisation and Technical Transport Affaires, in Vienna, the position of a pedestrian's representative (female coordinator for pedestrian's and youth's affairs) (*Koordinatorin für Fußgänger-Innen- und Jugendangelegenheiten*) was established. She is the contact person for children and youths, schools, parents, citizens and district authorities and she coordinates pedestrian traffic and planning of school routes.



### Job descriptions of employees

In various cities (e.g. Braunschweig, Wiesbaden, Wolfsburg) there are or were positions with job-descriptions that also encompass the representation of women-specific (and family-specific or child-specific) concerns.

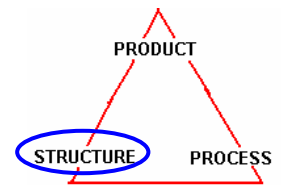
**gender main-streaming and women-specific work as part of everyday work**

In the Swiss national department for spatial development there was, up until 2005 a position for a female expert planner (deputy head of section for fundamentals - *Sektion Grundlagen*). The job-description included, apart from responsibilities in the areas spatial planning and transport planning, also gender mainstreaming.

## 4.3 Model projects/ model procedures for sensitizing for GM

### Gender Model-District in Vienna

The branch-group Urban Development and Transport of the Magistrate Administration Vienna started a gender mainstreaming model-project in September 2001. The lead-management is performed by the Coordinating Office of Everyday and Women-oriented Planning, which is affiliated to the head-office for building. Several departments of the planning and transport department are obliged to illustrate gender-specific effects and undertake consideration-processes in terms of equal opportunity for all intended planning and measures in the district. In preparation, all employees working in the pilot-district – ranging from executives to referees to work masters – were trained in gender mainstreaming.



cooperation - planning and transport department

#### Work Steps in the pilot process

- Selection of the pilot-district Mariahilf and the guiding topic: quality assurance for pedestrians
- Transferral of quality standards defined in the Master-Transport-Plan 2003, for pedestrian traffic to the district Mariahilf
- Kick-off with joint inspection in the district (district politicians and involved departments of magistrate)
- Department-spanning work meetings („gender workshops“) as well as methodical discussion of content in the magistrate's departments
- Selection of one lead-project per department of the magistrate for the demonstration of gender mainstreaming in practice
- Development of minimum standards and of department-specific instruments for complete implementation of gender mainstreaming in Mariahilf for three departments of the magistrate
- Implementation and anchoring of gender mainstreaming in the contracts of three departments of the magistrate for the year 2005 in Mariahilf

The Magistrate of the City of Vienna / Coordinating Office for Everyday and Women-oriented Planning intends to anchor the gender principle sustainably through this process. The aim is the complete implementation of gender mainstreaming in planning and administration also beyond the pilot-project Mariahilf.

sustainable anchoring in administrative proceedings

#### Gender mainstreaming in project planning

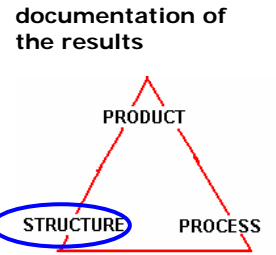
- Magistrate Department Road Administration and Road Construction: barrier free redesign of a footpath area;
- Magistrate Department Public Lighting: improvement of lighting especially for the footpath area.

#### Gender mainstreaming as quality assurance in detail

- Magistrate Department Bridge Construction: installation of signs indicating the barrier free alternative route to staircases
- Magistrate Department Trade: Facilitation of utilisation of footpaths and public toilets.



The process was documented in a brochure, which explains the implemented measures and practice examples in the areas „crossing safely and comfortably“, "fair traffic lights", "walking without fear", "wide footpaths" and "quality in detail" and it presents them in a graphically illustrated way. The motto "fair city sharing" sets a new demand of quality on planning and designing public areas. It is thereby assumed, in the sense of the GM-principle, that public areas are there to serve everyone and that the weakest traffic participants should receive special attention.



### Region on gender course

With support of the Ministry of Education, Women and Youth as well as the Ministry of Internal Affairs and Sports, the planning association Rheinpfalz initiated together with the working group *FrauenMitPlan - Region Rheinpfalz* the model-project "Rheinlandpfalz – Region on Gender Course" („*Rheinpfalz – Region auf Genderkurs*“) in 2004. It is addressed to municipalities, which want to be supported on their course of implementing equal opportunity in spatial planning. Three municipalities took part in the model project:

cooperation  
federal state –  
region -municipality

- Rinnthal with it's township-renewal process
- Fußgönheim with the design of its village-centre
- Limburgerhof with the development of a guideline for the land-use planning.

The project coordination lies with the land-use association Rhein-Neckar and the planning association Rheinpfalz. The model-municipalities are supported trough specific gender-training, through consultation in the planning process and through support with public relations.



Fig. 8: region on gender course

For the purpose of informing about first experiences with the pilot-project, the involved ministries of Rheinland-Pfalz invited planning and administration experts as well as politicians to a symposium in January 2006 on the topic "Equal Opportunity as a Quality Standard in Federal State Spatial Development".

pilot projects in  
communities



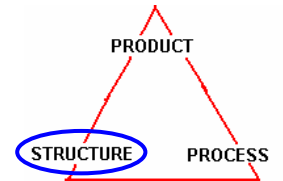
## Requirement-oriented planning in Salzburg

Land Salzburg, Office for Women's Affairs and Equal Opportunity, the Department for Spatial Planning in cooperation with the Salzburg Institute for Spatial Planning and Housing set the stage for gender mainstreaming in provincial and regional development by organising and documenting the symposium 'We plan for men and women' ('*Wir planen für Männer und Frauen*') on the 19<sup>th</sup> and 20<sup>th</sup> of September 2002.

Consequently, the Office for Women's Affairs and Equal Opportunity together with the Department for Spatial Planning successfully promoted the Interreg IIIB project 'GenderAlp!'; the project was approved for a duration of three years (2005 to 2007).

One of the implementation projects that this brochure is based on, was the project „Requirement-oriented living and working: gender practice – gender criteria – gender expertise for the program of spatial planning“ ("*Bedarfsgerecht Wohnen und Arbeiten: Gender Practice - Gender Kriterien - Gender Expertise zum Sachprogramm der Landesplanung*"), which was compiled in three parts by the Zurich office *StadtUmLand Forschung.Planung.Beratung*, Prof. Dr. sc. techn. Barbara Zibell.

initiation, cooperation and implementation



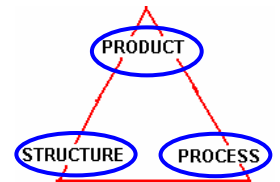


## 5 Recommendations for Implementation of Gender Mainstreaming in Spatial Planning

The examination of the existing gender practices found to date made visible that gender mainstreaming could be especially successfully implemented with an explicit political will existing from the start – laid down in provisions or resolutions, binding agreements or contracts. Furthermore it was also apparent that structures or committed personalities, especially in managerial and influential positions, are also required to establish gender planning sustainably in plans and programmes, concepts and projects. In addition to this it is important to regularly evaluate one's own decisions and measures and to undertake monitoring/controlling on them continuously.

Of course, to begin with, it also takes the basic knowledge and the necessary data base to be able to plan in a gender-differentiated way and to make appropriate decisions at all. Last but not least it requires a budget for the implementation which includes e.g. the increase and dissemination of knowledge through internal training, public events or the publication of handouts, and if applicable also the commissioning of expert's reports for the compilation of fundamental works or the execution of extended participation processes.

**binding forces - personalities structures and provisions**



<b>Seven necessary prerequisites for a sustainable implementation of GM in administrative proceedings</b>	
• Political will	Municipal council, mayors, provincial parliament, provincial government
• Binding targets	Municipal council, mayors, provincial parliament, provincial government
• Cooperative working structures and clear responsibility rules	Heads of offices and authorities
• Gender-differentiated plans and programmes, concepts and projects	Regional managers, planners, staff members
• Knowledge and information through training and participation	Politicians and managers; staff members and people affected by planning
• Gender budget	Finance departments, provincial parliament, municipal council
• Monitoring / controlling and evaluation	Politicians and managers

**prerequisites for sustainable implementation**

Besides the establishment of the basic normative and material, structural and institutional fundamentals and surrounding circumstances, the joint effect thereof is of special importance. Here, clear definitions of responsibilities on the one hand, and also the exemplary effects of leadership personalities on the other hand, prove to be effective. The existing gender practices show completely different approaches for a successful bundling of different gender mainstreaming components.

**clear definitions of responsibilities and cooperation**



### Example Munich

- It all started with the article in a specialist periodical written by two employees of the planning administration which was consequently used as a quasi-criteria-catalogue in planning,
- It continued with the working group ‚Women in the planning department‘ (*Frauen im Planungsreferat*), which regularly worked on pertinent topics to document them as planning advice,
- It led to the directed build-up of gender-oriented personnel and working structures and extended to proportional appointment of managerial positions (principle of double-head)
- And it led to the involvement of gender experts in competition proceedings and prize juries, at least as consultants without a vote.

**model-process  
Munich**

Apart from the normative and planning directions, the „informal“ success components found, can be summarised in the following illustrative list:

### Informal success components for the implementation of gender mainstreaming

- Cooperation between gender equality representatives and the ministries or departments responsible for spatial planning and urban development (examples: Rheinland-Pfalz, Vienna, Munich, Münster and others);
- Holding of training courses, public symposiums or special hearings and publication of documentation and handouts (examples Rheinland-Pfalz, Stuttgart, Vienna, Munich, and others);
- Activation of subordinate planning levels and involvement of internal and external networks (Rheinland-Pfalz);
- Participation of external experts networks in planning proceedings as quasi-agencies of public matters (Stuttgart);
- Commissioning of expert reports and fundamental works to external gender experts (Hannover, Stuttgart);
- Involvement of gender experts in competition proceedings and prize juries, at least as consultants without a vote (Munich);
- Use of criteria catalogues or gender guidelines (Vienna, Munich, Dortmund)

Altogether it appears that the administrations that implemented GM in spatial planning in an especially successful way always utilised components from the different areas (criteria for products, process and structure) in a bundled way and also applied them permanently.

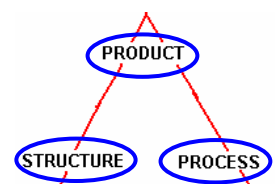
**effective implementation of GM requires components in all three areas**

A further prerequisite for success is the implementation in all phases of the planning, GM as a continuous principle so to speak. Not only the target formulation in the beginning of the planning or the gender-differentiated data collection somewhere along the way, but also to integrate the other viewpoint – that is gender planning.

Hence it is about implementing the planning:

- From the first fundamental work and analysis
- to alternative concepts including estimation of effects for different user groups
- to implementation and legal provisions and
- to evaluation / success control.

Apart from that it is also about the quality of the processes themselves, about transparent and acceptance-oriented rules for extended participation and cooperation.



## ANNEX



### GenderAlp! Spatial Development for Women and Men

#### Facts & Figures

- EU-Program:** Interreg IIIB Alpine Space  
**Project duration:** 2005 -2007  
**Financing:** €2.3 m - 50% ERDF funds, 50% partner-cities and partner–regions
- Partners:** 12 partner-cities and partner-regions from **Austria, Italy, Germany, France, Slovenia** + 12 cities and regions with observer-status
- Targets:**
- Raise awareness in the area of gender-equal spatial planning (**gender planning**) and **gender budgeting** for the implementation of **gender mainstreaming**
  - create **specific tools** for policy-makers in administration and politics
  - establish **networks of administrations** for the exchange of experiences in implementing gender mainstreaming
  - **Exchange of experience** and **good-practice-examples** on gender mainstreaming, gender planning and gender budgeting between the partners
  - Communication of results of the regional projects within the project
- Target groups:** Decision-makers and experts in administration and politics on a **local, regional, national and trans-national** (EU und Alpine region) level
- Leadpartner:** Land Salzburg  
Leadpartner-Consortium: Office for Women's Affaires and Equal Opportunity – Spatial Planning – Economy, Tourism, Energy
- Salzburg Project:** **Requirement-oriented Spatial Planning:** Gender practice and criteria in spatial planning is one of 32 GenderAlp! partial projects done by the 12 cities and regions within the project duration 2005 to 2007.  
Budget of the partial project: € 35.000

[www.genderalp.com](http://www.genderalp.com) (English)  
[www.genderalp.at](http://www.genderalp.at) (German)  
[www.genderalp.si](http://www.genderalp.si) (Slovenian)





***Land Salzburg***

*Für unser Land!*