

Mains actors' roles in implementing Gender Mainstreaming – A case of Germany

Marion Böker

Consultancy on Human Rights and Gender Issues, Germany

Abstract

Gender Mainstreaming and Budgeting is the legal obligation of Governments due to international law. The EU made it part of its «acquis communautaire». Most states are regularly evaluated by the CEDAW reporting mechanism. The Beijing+15 review shows: Governments extend of implementation is very different. Too often it lacks political will as recently in Germany where the national level is not implementing while communities and the State of Berlin do. The coordinating unit shall be the national machinery of the advancement of women. To «mainstream» this enhanced approach for gender equality it is fundamental that all actors are working together with the methodology and clear objectives are defined. The «change agents» need space for new ways, dialogue with experts as well guidance in a coherent, objective focused process. As participation is one key element women's rights NGOs can help to establish participation. They have an initiating, monitoring and consultative role as well as independent experts and academics. An effective and focused process needs a stakeholder management.

Key words : gender mainstreaming, Germany, gender equality policy

A step of 5 years foward and five years to delete all efforts : The national level

The first actors of the implementation are due to the federal constitution of Germany and due to their responsibilities to implement basic law, regional and international law and human rights treaty bodies the Governments of the municipalities, the Laender and the national level.

After the legal background has been defined and ratified between 1995 (The Platform for Action of the Beijing) and the EU Directive on Gender Mainstreaming (1997) and the Amsterdam Treaty (1999) and the document of the Beijing+5 review process (2000) which mentioned Gender Budgeting very precisely the German Federal Government implemented

Gender Mainstreaming while the very specific process and methodology of Gender Budgeting was not separately mentioned and stakeholders were not very aware about how to implement the Gender Mainstreaming in the financial policies and budgetary process.

The first steps of the implementation of Gender Mainstreaming in Germany were done when the «political will» was formulated as the Government's objective.

But before it had been in the political agendas of the parties: and this was lobbied by some NGOs to the candidates and was then written in the election programmes of the parties from some mainly female members of the two later ruling parties. After the election and according to the legal obligation of Germany AND the agenda and objectives of the new Government it was formulated as a binding target: first in the coalition contract between the Social Democratic Party and the Green Party and then confirmed by a cabinet decision in 1999.

After this all ministries and entities were obliged to implement it on all levels.

To prevent a misunderstanding or better, to give a hint to the later misunderstanding:

It was excellent that parties made it to an issue on their agenda, that they supported the new instruments of Gender Equality by their political will. But at least, it has not yet understood enough: the implementation of Gender Mainstreaming including Gender Budgeting has been confirmed by the Government before in Beijing during the UN World Conference on Women and has become a legal binding obligation by the EU directive and should not be any further depend on a changing political will, but be taken serious by any Government which truly must implement what is legally binding.

As to Gender Budgeting UNIFEM hosted in 2001 a conference of all Ministries for Finances of the EU member states to Brussels and the outcome was a decision for all EU member states to implement Gender Budgeting no later than 2015.

In 2000 therefore the objective of the implementation of Gender Mainstreaming was enshrined in the Common Rules of Procedure for Federal Ministries in Germany (Gemeinsame Geschäftsordnung der Bundesministerien, GGO), Chapter 1, § 2) In Germany cooperation between federal ministries is governed exclusively by these rules. This means that any process implemented by the federal government as a whole to eliminate all forms of discrimination against women (and based on sex/gender) must be enshrined in this text.

Following the parties, the single politicians and the members of parliaments or councils, their mandated power to draw decision and their duty to implement ratified consensus especially those who build the majority and governing parties the next important actors are the people working in the different administrative units.

The national machinery of the advancement of women - coordinating, motivating and evaluating role in mainstreaming gender

Actually due to the traditional gender equality work by the predominantly focus on women and temporary special measures (*Frauenförderung*) done in the last twenty-two years by a federal ministry in Germany it might not be an easy task to implement gender mainstreaming in the future in all of the ministries and their entities and by directly involving all actors on all levels. Even when it was formulated in Beijing and confirmed and rewritten in an EU-Directive as a law for each single member state and as such integrative and important part of the EU «*acquis communautaire*» n

Especially the integrating of a full gender impact analyses in the whole gender budgetary process as the heart piece of the Mainstreaming process, I would say, and to re-define each measure of policy and budget by objective and indicators, install an ongoing mechanism of data collection, of evaluation and reporting inclusive an regular participatory process for citizens, all this might need a long term planning and a strong hands of coordination manoeuvring through a long lasting reform and change process.

In this process of change the focus must not only be on the methodology because then the process might not change anybody but end up in another technocratic experiment. In this process of change the different actors and here foremost the ones in charge from the Government and its administration of the national, but then as well the Länder, communities and district levels are the agents of change. And so the planning and coordination of that process needs to deal a lot with them: they need to be trained; they need to re-define their roles in the institutions because all their professional skills and their engagement is needed for the process of change. All this actors need a great attention since most of them might not think that they need re-training when they are in the jobs since longer: They need to get attractive trainings, they need motivation and incentives as well as the coordination must show that at the end there will be sanctions since

These are the first gender discrimination change agents while it must be there part to cooperate with other actors all agents of change in a huge process for the elimination of all forms of discrimination against women (or based on sex and gender) and the empowerment of the whole society.

Normally all state employees of all ranks should have the self understanding of being a change agent towards every task as the executive staff, politicians and everybody should have internalized this: but reality is often far away from this. So sometimes the re-training and new job understanding even helps not only to make administration more effective and motivated towards the challenges of Gender Mainstreaming but in the process even renews ener-

gies for all the work. Today employees as everybody want to understand themselves of being needed and asked to make creative and innovative contributions. Today, if this is possible and the individual is working for clear defined objectives and sees the gain of the work at its end as an improvement of the situation of all women and men the result of work done by so many individuals might be more effective. Especially to frame the huge work to be done on gender equality by gender mainstreaming within the setting of human rights might also much more positively describe the importance of everybody's contribution and helps to motivate the agents of change.

The main innovative character of Gender Mainstreaming and one of the principles of this approach is that all measures and the whole responsibility of the realization of de-facto gender equality in all areas of life and vice versa the absent of any gender based discrimination will be done together by women and men. This is no longer to shift off the responsibility for the whole change of a society and the elimination of the discriminatory structures of societies to only the half of the population, so to say to the victims of discrimination alone.

This approach had been more advanced and created after the lesson was learned that societies with gender discrimination (and other discriminations and exclusions of other targeted groups or of other grounds) will not succeed in allocating all human resources, creativity and capacities for the well being of the society, for the holistic wealth a society needs as well the safety and development in all fields of life needed to cope with the recent and future challenges. If a society hinders a group and especially as big as women or better, all people with a female gender to participate, contribute and unfold fully their potentials then the potential of this society might be limited and restricted, insufficient to survive. And if so to establish a full de-facto gender equality and 0-discrimination has to be a priority objective of a whole society and of all women and men in charge of institutions and actors involved: bottom up and top down; within institutions on national level as well as in the family home in a community district.

This lesson as common it is in economical or demographic research institutions and within the dialogues of the International community and institutions in practice is not very often learned from all actors of all levels in the single member states: but leading institutions and actors must insist of enlighten the broader public on this and

One of the most competent partners of the governmental administration should be due to the somewhat of 30 years of best practice in Germany the gender equality unit within the Federal Ministry for Family, Seniors, Women and Youth: in the best case they can take a lead in coordination and the organisation of awareness and gender capacity building for all stakeholders.

This was true after the 1999 cabinet's decision. It installed a specific unit for Gender Mainstreaming and as to the top-down approach an interministerial working group, the working

structure that was then coordinating the implementation of Gender Mainstreaming across ministerial boundaries.

In the Federal Ministries for Public Health and Consumer Protection a model project on Gender Budgeting was started

Until 2004 the first results had so far been presented. Our NGO and experts were wondering why it was not more holistic and systematically organised. They were no longer very satisfied. The *Initiative For gender Justice In The Budget Of Berlin* decided to formulate their critiques the first time before the CEDAW Committee in the Shadow Report of 2003. And the issue was the first time debated in the CEDAW Committee's session on Germany in January 2004 under the chapeau of the women's human rights framework. The CEDAW committee responded positive and finally praised the German Federal Government in the Concluding Comments of 2004 for the way it had started to implement Gender Mainstreaming. But in the session it was questioned why there was no planning and process for Gender Budgeting. Then the Federal Government promised to make a feasibility study on Gender Budgeting and thereafter to decide upon the design of the best way of implementation. And finally in spring 2005 the Government published the call for tenders for this feasibility study.

The new elected Government from Christian Democrats and Social Democrats after autumn 2005 then discarded Gender Mainstreaming as an equality strategy and has fallen far short of the expectations raised by the 5th Periodic Report to CEDAW. Gender Mainstreaming is no longer proactively pursued by the current federal government (6th Periodic Report, Part A I, «Equality policy as a Strategy for Success» And Concluding Comment No. 5, CC No. 43 as it refers to the Beijing Platform for Action which contains Gender Mainstreaming and the +5 (2000) document which contains Gender Budgeting).

As such the German government does not take the responsibility for the obligation by CEDAW Article 2 to pursue a policy of eliminating all forms of discrimination against women «without delay». Moreover, the 6th Periodic Report offers a thoroughly inadequate picture of the activities that are being undertaken to implement gendermainstreaming and gender budgeting at various levels in the German federal structure. The implementation processes underway in Germany, notably in the State of Berlin since 2002, but as well in the municipalities of Magdeburg, Munich, Freiburg and Cologne, have gone without mention.

There are many reasons why the Government since 2005 abandoned their obligations. The main reasons they mention is that the English terminology is irritating the stakeholders within the ministries but even more the general public. In fact there had been only a few very negative newsmagazine articles against Gender Mainstreaming but among the whole literature in the academic sphere, studies, real processes and informative articles these had been a minority.

The German Government explained during their European Symposium on this subject held in June 2007 as part of Germany's Council presidency and again in the 43rd Session of CEDAW that they plan to create a new orientation for equality policy but within the whole five years of the governing period there had been no action on this, instead they abolished the working structure which since 2000 had so far been coordinating the implementation of gender mainstreaming across ministerial boundaries.

The announced new adjustment of the gender equality policy is not based on an analysis of previous policy strategies and outcomes. The crucial changes to structural framework conditions are not mentioned as an objective.

Not even the very late in 2007 published feasibility study³, which on all levels welcomes the implementation of Gender Budgeting had been debated in the public or with experts and until now no steps of any gender budgeting implementation within the federal budget or on national level are made.

Our NGOs and not only the gender budgeting focused NGOs- but all NGOs in the Alliance of German NGOs who submitted their Alternative Report on the 6. German governmental periodical Report to CEDAW analyses this all as a political shift to another political focus which is under the demographical development minimized to «the family policy» especially of the Federal Ministry for Family, Seniors, Women and Youth. This Government just opposes the Gender Mainstreaming approach and so failed to follow their obligations.

Again in front of the CEDAW Committee the Government knowing that earlier or later they have to comply with the obligation said that they are thinking upon a proper way of the implementation. The CEDAW Committee urged them to return to a holistic Gender Equality approach including Gender Mainstreaming and Budgeting.

Even if at the moment there is clearly no 'political will' one obstacle of the implementation might be that the National Machinery of the Advancement of Women, the Ministry even if it is one of the biggest with a meaningful budget and responsibility has not enough acceptance in the power game of the whole concert of all ministries: then the Government by the cabinet would have to evaluate and find a solution and must advice all ministries to cooperate.

In the last five years especially under the circumstances of the 'great coalition' of two mainly in so many positions and issues opposing big parties ruling together especially for the implementation of Gender Budgeting as it could be the motor of Gender Mainstreaming in general might not have been possible because the Ministry for Finances would have to take the lead – here is a ('male') minister from the Social Democrats- and cooperate with the Women's Ministry – with

a ('female') minister from the Christian Democratic Union: this might be a 'gender issue' itself, but I think it is more a ideological and a party strategic situation of no fruitful cooperation.

But even if so, recalling the legal obligation of the Government as a whole this should no longer be an obstacle and the National machinery for the Advancement of Women – or the Chancellor herself or any responsible ministry should initiate the process again.

The next parliament and cabinet after the election should remember they are not only obliged to implement this piece of more a difficult reform than just a reform in temporary cutting some budgets but of a total new installation of a systematic machinery of gender equality and human rights controlling throughout the policy, single measures and budget lines but that they as actors could improve the democratic quality of governance and gain a lot of new techniques not only in the field of gender equality through it and finally can produce a master reform. At the beginning it might be a huge work inside ministries, a work in a laboratory.

But when the gender audit is regularly and the budgetary process and the budget planning document is changed and more easy to understand in its effects on gender equality and one can improve and if one can use the gender mainstreaming analyses to detect failures and identify solutions for the objective of more and total equality one can then out reach to gain more sympathy for the approach and create with more and more participating actors a win-win situation.

The psychological tasks to empower all actors to do the important job – Understanding of the theory and translation into a valuable practice

Not all those mainly female officers in charge in the Federal Ministry for Women are «feminist bureaucrats» (or femocrats) and one group of them is opposing Gender Mainstreaming and rejects every step for its realization. I think, they still misunderstand some gender theories as the 'deconstruction of gender' as the social determined dual gender attributes and so called 'opposite' roles of 'man' and 'women' or 'male' and 'female'.

The concept of 'gender', the real potential of a may be de-constructed hierarchically duality of a lower and subordinated 'female' individual and a 'higher' and superior 'male' principle in philosophy and culture and of human beings with a gender role composed by 'typical 'female' and 'male'sex and/or gender has to be part of a gender training. And as much a theoretical vision of a freedom from the two traditional unequal gender roles in a dualistic gender regime might offer; the human rights perspective and legal obligation of the de-facto O-discrimination objective and a de-facto equality before the law on all levels including the access to (economical, monetary, material and immaterial) resources and the steering of the budgetary

public expenditures and taxes for this objectives is a very substantial and practical potential. The later is easier to buy fro some of the opponents of the gender approach. Sometimes academic theories cannot be easy translated to the daily life scenery. This does not in general decrease their meaning.

For a training of fresh actors in the mainstreaming job I normally find it easier to re-call the often even not for all of them so known and agreed consensus of gender equality policies and then expand it into the job to do for the implementation of the (women's and men's) human rights. My experience in such trainings and implementation processes is that it has gained a high image. And this approach – a legal and philosophical even theoretical approach but which is already turned partly by practice and partly by the desire of people into practice allows to reach out to each individual as an potentially equal human being even being so diverse and being free to define his or her or queer or temporary sexual and/or gender identity atleast as a citizen and a subject of a canon of human rights which as well entitle each individual for equality, access and participation. This vision is not opposing the libertarian theories visionof the de-constructionists nor is it less then their vision.

Sometimes even dedicated «women's « equality unit administrative actors rejected the extension of empowerment for women by temporary special measures to a greater variety of «gender» and «diversity» and hesitate for a greater inclusion of the egalitarian and anti-discriminatory approach to Lesbian, Guys, Bisexuals, Transgender or Inter-sexed people. This again might have its root causes in their own adaptation of gender stereotypes and concepts or in a lack of times to reflect the various discriminations as illegal and inhuman, in a lack of information and a lack of the understanding and practice to deal with the intersectionality of the criteria of gender, class/ economical status, «race», handicaps, age and more.

Again: the preparation and solid ground of a process of change must start by giving time for reflection, knowledge, empowerment, skills and a sound understanding of the legal background, the terminology, the methodology to the single and to the groups of actors who are the change agents. And, as part or the Empowerment they need to understand how important their contribution is and that their personal creativity is questioned, needed. For to unfold this executive staffers need to lead the process and organise the training and refelction elements as well as the spaces for free thinking and developing ideas and innovative solutions in the process: Even in institutions and administrations such space for a 'learning organisation' which is nothing else then the amount of al individuals unfolding heir creativity and capacities for the objectives and efficiency of the institution which has to be always aware of the timely targets and task due to the needs of the citizens for whom they or the organisation is only a serving unit.

One has to start in the moment with the developed instruments and methodological sets of

gender mainstreaming and budgeting (women's rights evaluation and controlling of all policies and resources).

In the long run all human rights can be controlled by such a methodology in the states or in regional and international institutions.

The last step is recently discussed as a wide reaching approach of human rights mainstreaming (and budgeting) and as gender mainstreaming it could be used to hold Governments more accountable for the whole set of implementing human rights standards and treaties.

But there are rare models of beginning holistic approaches or extension within the realization starting from the experiences with gender mainstreaming and extending the approach to a more holistic human rights dedicated one.

The primary actors are those of the governmental levels because they are elected and installed to secure the implementation of the instruments for better gender equality as Gender Mainstreaming and Budgeting since they ratified the PFA from Beijing in 1995 (+5 in 2000), and e.g. the CEDAW or other human and women's rights conventions.

More and more actors as 'change agents'- not really new to politics – but new when transparent and when women are among them

For the creation and definition of the «political will» and decision and the steady decisions of the continuity of the implementation process the main actors are the political parties, their members and especially candidates, their members of parliaments. For the awareness raising the actors are the political foundations, educational institutions as the main important will be the academies for the administrative personnel and the universities. Especially in the forefront are Gender Studies Departments and Gender Institutes: but even if here are the specialists, 'gender' knowledge and mainstreaming has to be mainstreamed in these holy halls of science.

Other partners which in Germany became the main driving forces for especially Gender Budgeting in Germany are the (women's rights) NGO and experts. The group of experts might be within an academic institution or independent free consultants.

Their lobbying, but as to Gender Budgeting, in Germany mainly the NGOs lobbying has pushed each step of the political decisions for the implementation of Gender Mainstreaming and Gender Budgeting before elections, into coalition contracts and into programmes. NGOs have spread knowledge to politicians, to citizens, administrative levels as well as to academic levels and institutions and to the public.

They have organised trainings. They have offered networks and dialogue forums in which sometimes administrative personnel and politicians have been included. This equally happened in other regions of the world e.g. in Georgia, India, United Kingdom, South Africa, Turkey, Spain, Taiwan and many more. In the last 20 years specific NGOs (Initiatives) for Gender Mainstreaming and Budgeting have been very influential, initiating, and accompanying the implementation processes.

NGOs in the Land of Berlin and other communities in Germany

In Germany the moment of the NGOs becoming connected with the Gender Mainstreaming and Budgeting methodology was definitely the UN World Conference on Women in Beijing (1995), during its follow up in New York (2000) and since then during each Committee on the Status of Women and then in the regions and sub regional contexts.

In Berlin while having a national workshop in the aftermath of the Beijing + 5 meeting in 2000 some experts on Gender Equality and Gender Budgeting to elaborate on the chances to implement it in Germany on the national level decided to join for a steady independent Gender Budgeting group. It was then still very open which level should be focussed on: the national, the Lander or community one. It could have even be the European unions budgetary policy level.

But very fast in the end of 2000 the NGO actors of the *Initiative for Gender Justice in the Budget of Berlin* realized a great window of opportunities. A financial scandal was dismantled which was composed of corrupt politicians in the board of the Land of Berlin owned bank which was holding the taxpayers money, a big crash and at the end the fact of a bankrupted bank and a bankrupt Land with billions of depths and a situation in the long run as a developing countries budget and consequences for the citizens. Big budgets cuts were expected but as well the Government lost all support. The tax payer's money had been burned in failed speculations with land and building projects. Today one could say it was a very early warning element, a first but home made financial crises in the Land of Berlin. Very fast new elections were announced.

This was the hour of lobbying for change. This was the hour of a NGO for lobbying for an instrument which will work for more Gender Equality and transparency of the budget's flow and effects. When the NGO calls to sign a public letter of intend for Gender Budgeting implementation after the election many politicians, citizens and other NGOs signed it. During the election campaign the *Initiative for Gender Justice in the Budget of Berlin* gave trainings for groups of politicians or created events with experts and politicians.

Before the coalitions contracting started in the end of 2001 the *Initiative for Gender Justice in the Budget of Berlin* distributed to all boards of all parties and all candidates a paper with an explanation ‘What is Gender Budgeting’ and ‘Why to implement it» as a possible text element for a coalition contract and ten recommendations for to start an implementation process. These recommendations included to have a steering group and a seat for relevant NGOs in this steering group to monitor the process and give advice.

The role of specified NGOs has been broadening since in effective implementation processes e.g. in German cities like Cologne, Munich, and in the Land of Berlin and its districts since 2002 when the Berlin process started and the NGO got the seat in the steering group. Others are not integrated in the process so formalized but play an important role in the processes.

The German Gender Budget Initiatives organized national and regional (Austrian, German, Swiss) network meetings since 2002. They joined the European Gender Budgeting Initiatives Network (EGBN) and are lobbying and providing expertise to the EU-Commission, the European Parliament, to single politicians and decision making EU-bodies. They try to be present in some UN processes and meetings to exchange or deliver information.

The *Initiative for Gender Justice in the Budget of Berlin*, BIG, and GMAI are today delivering independent expertise, short term informal but as in Berlin holding a seat within the high ranking steering group a formalized consultancy, they are communicating the process to other NGOs, the public, in network meetings to the national, regional and international level. This three NGOs are all member of the European Gender Budgeting Network (EGBN) and are partly co-operating, partly acting on their own, but all for Gender Mainstreaming and especially Gender Budgeting.

Berlin as a good practice example – the best is not yet found

The *Initiative for Gender Justice in the Budget of Berlin* is part of the steering group of Gender Budgeting in Berlin: it holds a seat in the body which designs the process since the Senate’s (Government of the Land of Berlin) decision for the implementation of both, Gender Mainstreaming and Gender budgeting after a public hearing in the parliament in 2002.

This NGO is monitoring the process since 2002, is providing Recommendation Papers on the further steps, the methodology, the results and interpretations. It has submitted critical reports and has two times submitted alternative reports to the UN-CEDAW-committee on the positive implementation in the Land of Berlin but also claimed for and recommended a national implementation process. Both times it was supported by the UN-CEDAW-committee (see Concluding Observations 2004/2009 to Germany).

The national levels commitment would be of great importance. Not only it would enforce more communities and Länder to start the implementation. It should work out coordination and help to systematize and harmonize the processes. But more important from the perspective of the Land of Berlin, still the only Länder level implementation process in Germany: Even in many cases in the first step to collect data or to analyse the tax policy the Land of Berlin has no competence and no support from the Second Chamber and the Federal Statistic Office. This is in many ways a big obstacle for the Berlin process.

For example: While analyzing the tourism industry of Berlin, which is one of the main new service industries nowadays in Berlin with a huge amount of work places paid and unpaid, a lot of small and medium businesses and many traditional and new jobs for women the Berlin process wanted to have access to data on how much is the tax income by this sector, about the whole structure of who are the business owners, is it changing (by gender), what is the income and more. Since the data collection is done in the Federal Statistic Office Berlin asked for this data and got the answer that many of the questions cannot be answered, that they did not ask for such data especially not by gender. Then the Berlin Government filed a motion to change the data collection and to include all this categories by gender in the Second Chamber (*Bundesrat*). The majority of the second chamber rejected the motion.

As it is one lesson to be learned from the process in the Land of Berlin: It must be installed by the political will and some resources from top-down but as well it is a main factor of success if it supported by a bottom-up process through NGOs.

Together the people from administration and NGOs can learn from each other and the 'gender' perspective can become mainstreamed and opens up challenges and new very lively and important ways of how administration and politics can act in a more proper and need and rights orientated approach. In the case of Gender Budgeting a positive gain of this is more transparency and legitimacy for governments, administration and politics: A win-win-situation for all actors.

In Berlin from the very beginning the Government and then Administration agreed to give a seat to the steering group to two NGOs. As from NGOs side we had wished that the slot of participation would have been more open.

The Women's Council of Berlin was working in the working group on statistics for Gender Mainstreaming in general. The *Initiative for Gender Justice in the Budget of Berlin* holds since 2002 represented by different persons throughout the years a fixed seat in the steering group gender budgeting. The NGO representative can speak, and bring in papers and ideas. Their recommendation papers have several times been on the agenda and finally many topics and recommendations have been taken into account and implemented.

The Land has always in its regular reports and public presentations made it clear and transparent that the NGO is taking part in the process and that this is an important element of the process which was initiated bottom up by the NGO, then implemented and managed and expanded top-down by the government and administration and finally supported bottom-up.

From the beginning on Berlin defined Gender Budgeting as a regular and long term part of the modernization of the administration in Berlin. It has been written in the budgetary law and is confirmed each second year with the new budget and in between a lot of regulations and communications processes between all involved Land Ministries (all complete) and all districts of Berlin in a double process.

Berlin started with a working plan for several years and planning phases, training phases, a data criteria definition phases and a data collection phases. Since the last year it has started to re-define objectives of the measures and budget lines.

Berlin started with a low level easier to realize gender analyses: the *budgetary beneficiary public expenditure analyses* of first a few then more and more selected budget articles.

Every two years there is a report to the parliament: it is compiled by the Gender Mainstreaming Coordination Office and the Ministry for Finances of Berlin which is leading the process. And as more objectives and indicators will be introduced and topic specific Gender Mainstreaming Budget and Measures Analyses and Gender Impact Analyses will be added then the Women's and Gender Department of The Ministry for Economy, Technology and Women will co-edit and conduct the evaluation and the report.

From the beginning on Berlin even when it was in a deficit budget situation defined a small budget article of 100.000 EURO for independent experts (flying experts) which can be requested by the districts or Land Ministries for some specific consultancy processes. The access is limited to a maximum of around 3500 EUR per year and project and it should only add support to the integrated gender budgeting analyses processes of the regular working processes of the staff. Sometimes a conference has been organised and financed by this budget article.

Another resource is the Gender Budgeting Coordination Office with three (now two employees).

After all some very minimized gender data figures and the résumés of the Gender Budget Analyses and recommendations as to the future changes in distributions, temporary special measures or any kind of action for better steering for gender equality from the administration is added integrated in the budget planning document. In the document for the 2008/2009 budget this was integrated the first time. Then the final decision is back in the banks of the

politicians who have now a document of more precise data and hints for lacks and gaps, for trends and success of the development for more and at the very end de-facto equality.

Now, the Gender Budgeting process is the clockwise every two-year to two-year circle motor of Gender Mainstreaming: The budgets gives the rhythm and the Gender Budget Implementation produces not al but many questions, analyses, answers, hopefully.

The velvet triangles of main actors

Another partner in the «velvet triangle» who deliver expertise and consultancy are academic but governmental founded and paid institutes within universities like it is the GenderKompetenzZentrum for the German Federal Government, independent adult education institutes from within the women's movement like the Frauenakademie München in Munich, the capital of the Land Bavaria or the independent Gender Institute Saxonia–Anhalt (G/I/S/A) which is working in Magdeburg, the capital of the Land Saxonia –Anhalt and for the Saxonia–Anhalt Government recently in a new consultancy process for Gender Mainstreaming and Budgeting implementation: this has just started. In the land of Berlin here is additional the Academy for Administration of the Land of Berlin which from time to time is organizing workshops and vocational trainings for the employees of the Ministries and districts. All universities might at least be partners in research and evaluation. Recently two interesting papers have been published by the Berlin School of Economics, the Harriet Taylor Mill-Institute for Economics and gender Studies.

Especially NGOs and consultancy experts, such academics in the best practice in direct connection with networks of the social movement as it is the women's movement, the LGBTI movements and at best other are those who can add consistency, a long-term monitoring and in future the element of participation to the process.

They all together with the politics, administration have their role to play: they have the potential as connected partners in the «velvet triangle».

Not always the 'velvet triangles' are very 'velvet' and not always there are the three main actors: I think, the model in reality has more options and more variations which have to be added. One has to differentiate more between the actors since the representatives of the social movements as those of the women's movements, the 'feminist' experts and other none-feminist or human rights active actors as experts, academics are not all of the same opinion and use sometimes very different approaches, have different intentions and mainly are sometimes not as independent from the Government as other players in the game. At least one could win actors from unions (as to labour market issues), professional organizations like the German

Sports Federation (they have a very advanced gender mainstreaming concept for their member federations) or those who represent different professions or parts of the society and much more.

All actors in Germany as they are citizens of the European Union and part of the International Community within the UN have to also reach out for the cooperation with the European Parliaments MP, The EU-Commission, the Commissioners and staff, The EU-based NGOs (EWL) and the UN entities and NGOs.

The paper will elaborate more on the different concepts and potential of the various actors in the colourful star (several triangles, more then velvet). Then I can add even on methodology, or better, the effects of each model, specific mixture of actors and their conditions different regions in Germany to the chosen set of tools and result, as to the pre-conditions and effects, positive and negative.

So the triangle can become a five or six-pointed star with many colours.

And: if we describe the model as well as a model of conflicts of interest and dependency and levels of independency and of various forms of communications and interactions it might be useful theoretical tool of understanding the risks, obstacles and the high potentials of a high interlinked and active part of the societies which are engaged for change and freedom of gender and other forms of discriminations for the de-facto equality of 'women' and 'men' on all levels each in their role and with their potential. Then we could even use the model to develop the potential of each stakeholder in the colourful star to the best of the intended result: the Gender Equality and for Freedom of any kind of discrimination through Gender Mainstreaming and other tools like e.g. temporary special measures (as in Art. 4.1, CEDAW).

Participation – The missing link

The objective of NGOs since has been the participation of the citizens and especially the Empowerment of women to do so and the empowerment of women and men to do so being gender aware. Therefore and for the better use of the politicians the budget document should be public and easier to understand and enhanced with more data and Gender Analyses results.

While the brasilian process of Porto Allegre is a famous model for a participatory budgeting it is as well a model that shows: only to organize participation does not generate the focus, expertise and data which is needed for a gender equality controlling.

Women and men citizens need knowledge and at least the same amount of training before to become gender aware and able to read a budget as the actors from the Governments.

In Berlin the district Lichtenberg organizes a participatory budgets process and since tries to integrate gender. Since two years Freiburg (i. Brsg.) has undergone a first circle of citizens budgeting participation including a gender focus.

And by improving the quality of the implementation processes elements of participation for more transparency and even more inputs of all citizens could be added. This as well would help to realize the holistic advantage of a mutual concerted human rights based approach.

But this is except some rare examples by district of Lichtenberg, Esch/Alzette, Luxemburg, a district of Istanbul, Porto Allegre and may be through the honourable hosts of this symposium in the near future in South-Korea: the music of the future is the music of closer gender equality, more justice and this must be part of the symphony of a democracy of equals, freedom from discrimination, peace and stability in our countries, communities and homes.