

# Gender Mainstreaming in Urban Development





# Gender Mainstreaming in Urban Development

Berlin Handbook

Berlin is home to a wealth of people with a range of different interests, life styles and needs. How is it possible to explore this social diversity, to describe it and utilize it for planning purposes? In five chapters the concepts of Gender Mainstreaming and Gender Planning are explained in practical terms, how they function and how they are deployed in the various fields of action from urban development to mobility. Tips and practical instructions are provided. The gender criteria formulated in the individual chapters can also be cut out and used as a file card system.



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## Preface

Gender mainstreaming seeks to engender the awareness of social inequalities between people of diverse genders at all political levels, in all planning, decision-making and building processes and to promote equal opportunity via participation.

Gender-sensitive cities and city neighborhoods reflect society's diversity, they are barrier-free, have well developed infrastructure, are interconnected and offer spaces that can be interpreted and utilized according to diverse needs. Equal opportunity introduces new living and working models, encourages girls to score goals and boys to fly high on swings. Integration is no longer a political program. It is real life lived within a variety of cultures and religions.

A gender-aware city integrates living, working and leisure activities, utilizes synergies, creates interconnections and transforms places of residence into sustainable living areas. It avoids noise yet creates a compact infrastructure.

Gender is also becoming an economic factor as the mixed residential population supplies local trade and business with female and male customers as well as employees. Anytime families are able to find suitable housing and nearby quality facilities for the care of children and older relatives, employers can look forward to long-term futures with their employees.

Gender mainstreaming seeks to create room and space for innovation, for novel thought and structures, with the goal of actively promoting change.

This handbook is based on actual experiences, identifying possibilities that result from the practical assessment of urban development, with the aim of making the gender-sensitive city a reality.

A handwritten signature in black ink, which appears to read 'Ingeborg Junge-Reyer'. The script is cursive and fluid.

Ingeborg Junge-Reyer  
Senator for Urban Development





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## Introduction

For almost ten years, Berlin has been pursuing a highly ambitious concept to implement gender mainstreaming, a terminology coined by the EU to define the policy of implementing gender awareness at all levels of governance. This concept incorporates the awareness and consideration of social inequalities between people of diverse genders into all areas and all steps of the planning and decision-making process. In other words, all ventures are examined in terms of their potential gender-specific impact and addressed in a manner that contributes to promoting the equality of all women and men.

During this process, differentiated needs are not simply acknowledged and differences taken for granted. Instead, their causes are identified with the goal of overcoming the assignment of gender-specific roles, dismantling structural inequalities and enhancing the equality of all men and women.

This approach takes gender mainstreaming far beyond the promotion of women in previous decades, without intending or being able to replace older policy. They are really two complementary strategies, since gender mainstreaming serves to identify gender-specific inequalities in all areas and can therefore pinpoint where supplemental measures for the advancement of women are needed and will be worthwhile.

Berlin's gender mainstreaming pilot projects, which were primarily initiated in the areas of urban and public outdoor space development served as important focal points. The results have provided knowledge and experience and their impact is radiating far beyond Berlin. This handbook is intended to reinforce these positive effects even more. It provides an overview of criteria that are helpful in the implementation of gender mainstreaming in planning processes and in incorporating gender issues into the development of urban neighborhoods.

Its foundations are the criteria that have been developed and proven successful in gender-sensitive planning during the work performed by the Women's Advisory Committee of the Senate Department for Urban Development as well as by additional expert opinions.

During the process of compiling and further developing these materials, the following criteria received priority:

- the issue of spatial integration into the urban fabric and its functional context,
- spatial concepts that are not exclusively oriented toward traditional urbanistic models but permit and encourage innovative configurations of accessible spaces, and
- the examination of the issue of how to engender neighborly relations and a sense of community or identification in urban areas and the challenges this poses for the planning process.



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Therefore, this handbook contains a range of criteria and guidelines for decision-making in gender-sensitive planning at various levels. The first part addresses the similarities and differences between gender mainstreaming and gender planning as employed in the Berlin context. Suggestions regarding the design of planning processes are next, supplemented by criteria for the evaluation of the different levels of planning in the urban context.

These criteria should be considered “food for thought” and must be adapted to the respective planning contexts. They are intended to stimulate and encourage those involved in the planning process to approach each new project with an eye towards a creative examination of the advantages that gender mainstreaming can provide.

A handwritten signature in black ink that reads "Hella Dunger-Löper".

Hella Dunger-Löper  
Permanent Secretary for Building and Housing



# Gender Mainstreaming



## Different concepts of space for different lifestyles

**Gender Mainstreaming (GM) promotes consideration of the diverse types of living arrangements and interests of the genders – no matter which sexual orientation – at various levels of society. It supports creative approaches to addressing differences in age, gender, social and cultural backgrounds in the development of urbanistic models as well as coordination and planning processes.**

Gender mainstreaming (GM) is an instrument of equality policy. As a cross-section issue, GM should be considered in all areas and levels of activity in society and policy.

Conscious reference is made to all genders as we assume that the term gender contains a social construction, i.e. women and men are socially made. Roles, behaviour, views and much more are attributed to individuals on the basis of their apparently obvious biological gender. All genders also takes into account the diversity of our social conditioning, and in addition to gender, dimensions such as age, ethnic and cultural origin, religion or outlook, a disability or sexual orientation.

In a 1999 cabinet decision, the German federal government recognized GM as a fundamental guiding principle for all its activities and, since the year 2000, has been implementing this strategy through an inter-ministerial work group. Since 2004, gender mainstreaming has been established in law by § 1 paragraph 6 sentence 3 BauGB (Federal Building Code).

GM is a means to an end, directing attention to general requirements of equality policy that must be further defined for each of the various spheres of political activity. A central task in the implementation of GM is the development of suitable strategies for equality policy in the respective functional areas.



As opposed to earlier approaches to women-sensitive or women-oriented policies, GM does not focus on women as a uniform target group but directs attention to the relationship between the genders and to the varying situations of women as well as men. The process does not examine the issues of gender in an isolated way, but in its reciprocal relationship with other social, demographic and cultural features.

### Gender mainstreaming in planning processes and projects

In regional and urban planning, gender mainstreaming means that an awareness of the varying types of living situations and interests of future users of all ages and origins be awakened and their consequences respected throughout the entire planning process. To be sensitive to varying lifestyles, to respect and heed them means to provide room for them and their needs in all phases of life in order to develop cities where life is truly “worth living”. This goal has become of special and increasingly greater importance in light of the demographic changes that are progressively affecting Berlin as well (see also Demografiekonzept für Berlin, SenStadt 2009).

### Goals and Objectives of Gender-Oriented Approaches to Regional and Urban Planning

Women and men live in a variety of every-day worlds and interrelationships. Gainful employment and domestic work are of differing levels of importance in people’s every-day lives and require individual abilities and resources that may be quite different from each other. Such differences, however, are less and less exclusively attributable to the issue of gender. Although gender-specific role assignments doubtlessly continue to have an effect, living patterns observed in every-day urban life are not only influenced by gender but by the interplay of demographic, social and cultural conditions. On an individual basis, it is safe to assume that, e.g., the space needs of single fathers or mothers are much more similar than those of a housewife and a working woman with no children. With that in mind, GM seeks to avoid the reinforcement of so-called gender stereotypes and to develop spatial options for people of differing lifestyles, social structures, abilities and resources.

Gender-specific differences must be considered in both the user-oriented appropriation of public space and the issue of security. Here is a clear example of the impact that gender – in connection with demographic, social and cultural features – has on the use of space. As a general rule, young men display more self-confidence than men of advanced years or young women. In their entirety, these differences lead to differentiated demands on the built environment and public space. To be considered of high quality, urban planning, development of outdoor space and architecture must specifically address these varying needs through differentiated and needs-based planning.



To this end, planning goals and their concrete application and implementation must be examined in terms of specific criteria and integrated into mediation and participation processes. A creative approach to existing models of urban development and projects is needed. It is the only way to avoid repeating old mistakes, come up with innovative ideas, build accordingly and ultimately to achieve the full potential of GM.

### Gender Mainstreaming ...

... can be a force for positive change: reflecting on the gender perspective means to engage in active thinking.

... also requires opening up to new ideas and hitherto unknown thoughts and built structures. Present achievements should not be considered to be status quo.

... requires flexible processes and projects.

Sustainable methods of dialogue are needed to include all who participate in the planning process as well as all who are affected by it. The goal is to establish GM as a productive planning instrument for all institutions as well as stakeholders involved in the planning process by creating suitable structures for decision-making, implementation and evaluation (see also Gender in Mainstreaming Urban Development, SenStadt 2006/2011).



# Gender Planning



## Developing available resources, utilizing diversity

As part of the planning process, gender planning qualifies those involved or affected as well as the respective buildings in terms of their different space requirements, resources and competencies. It takes into account the varying occupancy and space utilization patterns of both genders and social groups and promotes the identification of individuals with their environment. Reconciliation of work and family life, a personal sense of security and a sustainable formation of variable options for space utilization all are integral parts of gender planning.

Whereas the strategy of gender mainstreaming is intended to be implemented in all areas of policy, gender planning more specifically addresses the planning and building disciplines. This means that each planning process, from the idea to its execution, will be analyzed in terms of gender-specific aspects.

Gender planning requires that planning processes and the resulting built results are qualified in a manner that takes into consideration the varying patterns of usage of spaces, space requirements, resources and abilities of all those who may potentially be affected and should be involved. The goal is to create opportunities for people of diverse genders to make the space their own. In addition to gender, other factors such as age, mobility levels, socio-economic backgrounds and social roles should be considered as well. It must be established how different social groups appropriate of spaces and how they utilize them. One can assume that the “typical” spatial patterns of social groups are socially constructed and therefore subject to change.

The goal of gender planning is not only to meet current space requirements but to also create options for new and differentiated types of occupancies and to develop the potential of localities. Of particular importance are aspects that promote the development of social cohesion, a sense of community and the identification of people with a particular location.



Neither gender mainstreaming nor gender planning can be accomplished by working through a checklist of standardized specifications. Instead, the primary concern is that, as part of each new planning measure, the question is to be posed whether it may result in gender- or target group-specific problems and conflicts and how these may affect the planning process and the usage of space.

The following test questions can be helpful in identifying relevant topics and issues:

- Which local forms of professional and family-work and supply of goods are known?
- What do different people require to fulfill these individual kinds of work and needs?
- How does regional planning take into consideration the balance of gainful employment, supply of goods and services and family care?
- What interior and exterior spaces are available for communication?
- How are spaces for communication utilized, needed and maintained?
- Through what means is the identification with a place invoked?
- What can be done to strengthen the identification with and within the respective living situation and/or immediate surroundings?
- Who is involved in the planning processes at what points in time?
- Does the administration consult internal and external experts in the pertinent areas for important decisions?
- How are citizens included in the planning process?
- Are divergent needs assigned equal levels of importance?
- How are priorities established and solutions found?



- \* Diversity and flexibility of space
- \* Options of social usage
- \* Space for communication and interaction
- \* Reconciliation of professional and family-work
- \* Security
- \* Sustainability and protection of natural resources
- \* Participation

**Diversity and flexibility of space**, as well as options of usage for different groups at different times of the day;

**Options of social usage:** Avoiding the perpetuation of stereotypical gender and role models;

**Spaces for communication and interaction** (“community building”);

**Reconciliation of professional and family-work**

**Security:** The creation of buildings and structuring of spaces that increase the subjective feeling of security and discourage the threat of being accosted (transparency and visibility, day/night routes, escape routes, adequate lighting, avoidance of tunnel situations);

**Sustainability and protection of natural resources**, the highest possible usage of passive and sustainable resources, such as in the use of natural light and raw materials;

**Participation**, offers you the opportunity to actively engage with the planning project at various levels. The participation stages describe the extent of your influence, from information and consultation to co-decision and decision making (see also Handbuch zur Partizipation, SenStadt 2011).



# Gender-Oriented Planning Processes



## On the road to equal opportunity: surveying, goal setting and participation

Depending on gender as well as other categorizations, gender-sensitive planning requires differentiated surveying, the development of goals, action plans and their implementation. Its goal is to promote equal opportunity through appropriate planning, which does however, require systematic monitoring of progress and the relevant administrative infrastructure. Here, the establishment of policy goals, e.g., in written agreements regarding the specification of both goals and quality, is also of great importance.



# Surveying



## From the present to the future

**A gender-aware survey can highlight and define the specific problems, objectives and potentials of various groups ahead of time and further the establishment of precise goals.**

Before precise goals can be formulated, it is usually necessary to complete preliminary studies. Gender-specific surveying and data analysis and their evaluation form the basis for integrating gender aspects into the subsequent planning process.

As a general rule, the practical applications of gender analyses are important tools for communication and guidance since detailed gender-specific data management makes it possible to assess the gender relevance of urban development measures in a much more differentiated manner.



## Gender criteria

Surveying

- \* Consistent gender-related data management enables necessary pre-planning surveying. It should be determined whether women and men will be affected by the proposed planning in different ways and whether divergent needs regarding usage exist.
- \* Gender profiling of the location (e.g., social and built structures) requires analyses of its immediate surroundings, its integration into the general urban fabric and incorporating the information in the existing gendered databases.
- \* Identification of the location's positive features (e.g., good interfacing and networking via media, social and traffic infrastructures) and its negative features (e.g., high levels of harmful substances and emissions such as noise, artificial light, chemical pollutants).
- \* Analysis of the area's potential for future development, identification of opportunities to balance gender deficits (both on a small and large scale spatial level).
- \* Analysis of the project's contribution to gender equality as well as the potential for development of diverse gender role models, for example for girls who love to play soccer or boys who prefer poetry.



Marzahn



## Setting Goals



### Comprehensive planning, decisive action

The setting of goals, respecting gender related issues, ensures prior to the commencement of participation, planning and building processes that and to what extent future users will be involved. They define an agreement among all participants that serves to guide the process as a whole and avoids the exclusion of specific target groups at an early stage.

Gender-oriented specification of goals should be defined through three dimensions:

- Content goals: What should the planning accomplish?
- Process goals: How should the planning process be designed?
- Equal opportunity goals: How do the structures, product and the process contribute to increasing equal opportunity?

Existing surveys that incorporate gender analyses serve as the basis for establishing specific goals. In this process, planning takes on the form of balancing the varying interests. In other words, when considering the aspect of equal opportunity, these interests must first be identified and then evaluated and prioritized. Care must be taken not to let the formulated goals get lost in mere generalities, since setting gender-oriented goals attempts to identify and solve potentially conflicting goals early on. Only unambiguously formulated goals on gender policy can steer processes in this direction.

When setting goals, one should define the goals in terms of content as well as respective of the specific target groups of the venture. Utilizing participatory methods, the target groups can already be included in the process of formulating goals at this stage to determine the specific needs of the future users and inhabitants.

In addition, it is important to bear in mind that, as part of the overall process, the specific definition of established goals should be reviewed at regular intervals and may possibly need to be adjusted.

- \* Gender-oriented analysis of the public supervisory and planning instruments that are applied
- \* Gender-oriented market analysis of need-based demand and an evaluation of supply and suppliers and relevant go-to-market strategies
- \* Gender relevant impact of and on changing private or public project development strategies (government agency, administration, market, citizens and users)
- \* Gender-sensitive analysis of the planning and project management structures

**Gender criteria**

Setting goals



Housing cooperation, Steglitz





## Participation



### Involved rather than only affected

All groups within society need to be enabled to exert influence on the content of, and processes related to, projects in the planning phase as well as the relevant measures taken. The entitlement to equal representation in the planning ventures should be self-evident. During the participatory process, care must be taken to ensure equal opportunities for the involvement of diverse groups within the population, also taking into consideration the proportionate representation of both genders. To accomplish this, suitable methods must either be applied or when necessary be developed.

By involving specific citizen target groups, gender-sensitive participation makes it possible to provide customized results of the planning processes and noticeable improvements in quality. Taking participation seriously also means that the path taken is the goal. Shared learning experiences and the articulation of one's interests are additional features that add value to these processes.

To date, women and men have been participating differently in community planning decisions. It has become apparent that groups with high levels of social, financial and cultural capital also enjoy greater opportunities to assert their interests in the participatory process. Therefore, it is important to make additional distinctions – even within the categorization of the sexes according to gender. Nevertheless, it must be noted that differences continue to exist in regard to the interest in participation. As a general note; the smaller scale the project, the more women are involved in the processes and the larger scale the project the more men are involved.

These issues lead to the following requirements for issuing invitations for participation:

- differentiated analyses of the targeted groups (rather than simply of “women” and “men”),
- low access thresholds and a direct correlation to the needs and issues of the participant's living situation.





## Gender criteria

Participation

- \* During the participatory process, care must be taken to ensure equal opportunities for the involvement of different target groups, also taking into consideration the proportionate representation of diverse genders.
- \* This requires the implementation of methods that include – and are taken seriously by – even those groups who are reluctant to verbally articulate their interests. Such groups in particular must be considered experts with regard to their particular situation, and it is important neither to treat them like children nor to dictate their perceived needs.
- \* As part of gender-sensitive participation, specific methods of dialogue should be developed that guarantee that the various issues of future users are taken into account.
- \* It is important to proceed in a transparent manner, which makes it possible for participants to retrace the individual steps of the process in case they wish to join in at a later date.



Aziz-Nesin primary school, Kreuzberg

# 3.3

Measures to promote unbiased participation should include the following criteria:

- a clearly stated reference to the problem and project in the participation announcement,
- a clearly defined time frame,
- a gender-sensitive moderation of the events,
- the targeted invitation of or actually going to see specific groups,
- respecting family obligations regarding the choice of locations and times of meetings during participation processes,
- on-site walkthroughs with citizens,
- the identification and specific engagement of women's groups and gender sensitive democratic groups and associations,
- the active inclusion of groups of people who are not affiliated with any organizations,
- the designation of specific contacts within the administration,
- if necessary, seeking out difficult-to-reach groups to survey them or to collect information via other suitable methods which can then be utilized in the process as a "mandate", and
- respecting the participants as experts with regard to their specific living situations and seriously examining their requests for improvement.

A critical assessment should also avoid the perpetration of existing structures.



# Competitions



## Gender awareness in tenders and juries

Competitions provide an early opportunity to intergrate gender as a permanent part of planning. In addition, equal representation in juries can serve to call the interests of the various user groups to the decision makers' attention prior to awarding contracts.

Competitions are a popular and proven instrument for generating a variety of high-quality concepts in the fields of architecture, urban development and open space for specific planning situations. Competitions seek to stimulate innovation and to obtain a broad spectrum of apt approaches to solving increasingly complex tasks.

As change processes occur within society and policy, competition requirements need to be modified as well. It would therefore be desirable to replace traditional approaches with a systematic change in perspective, e.g., to work towards achieving equal representation in juries or to further develop participation in the process. Competitions require a high degree of ability and willingness to communicate at different levels among professionals in the construction and development industry, architects and the competition organizers.

The recommendations for the implementation of gender mainstreaming into competitions pertain to the players at various levels and to all areas of competition activity.



- \* Integration of the gender perspective into the rules of the competition and into the description of the competition objective
- \* Gender-specific competition announcements and gender mainstreaming as a specific objective
- \* Gender-sensitive language in the written competition announcements
- \* Concrete statements regarding gender-specific issues
- \* Equal female / male representation on juries, taking into consideration individual gender competencies
- \* Gender mainstreaming as an important criterion of specialized expertise
- \* Evaluation of competition results in accordance with gender mainstreaming aspects

## Gender criteria

Competitions



Oberbaumbrücke, Friedrichshain





## Evaluation

### What was planned – and what actually happened?

The systematic monitoring and evaluation of planning processes and activities creates transparency regarding the goals achieved as well as any desirable and / or undesirable effects. Within the framework of a gender mainstreaming process, this entails the continuous monitoring of progress that is closely connected to gender analyses and the formulations of goal. Specifically, it involves the continuous monitoring of the planning process itself as well as the quantitative and qualitative examination of the progress made towards achieving the stated goal.

The continuous monitoring of progress is a necessity of gender analyses and directly interrelated to the effective formulation of goals. In addition final evaluations are necessary once planning projects have been completed to identify possible areas for improvement and future development. As yet, the planning process generally ends with the implementation of the respective measure or with forwarding the planning information to the agencies responsible for realization of the project.

- \* Mandatory respect of validated gender expertise in the planning, expert opinions and competitions
- \* Equal representation in competition judging panels, juries and committees
- \* Evaluation of the actual success in achieving product, process and equal opportunity goals
- \* Conclusions regarding the possible need for additional action

**Gender criteria**

Evaluation

# Areas of Planning



## Gender works

The implementation of gender criteria is both necessary and possible at all planning levels. In other words, land-use and local development planning, as well as urban design or planning for subareas, all provide opportunities for the incorporation of gender-relevant aspects. As a cross-section topic, gender is relevant at all levels of regional planning and touches on all topics and areas of activity, from urban development to housing and planning for local businesses.

As a general rule, the principles of the future development of urbanized areas and socially and ecologically compatible, re-densification meet the needs of many target groups and thereby contribute to gender equality, unlike development at the outskirts of the city, i.e., the designation of new building plots on the city outskirts.

It goes without saying that each building project must take into consideration the requirements and criteria for barrier-free construction (see Barrier-Free Planning and Construction in Berlin. Principles and Examples, SenStadt 2007 and Design for all – Öffentlicher Freiraum Berlin, SenStadt 2010).



Pallaseum  
Schöneberg

## Urban Development



### „A good community“ means common entitlement and integration

In the field of urban development, Gender providing the greatest possible variety of usages. A well-balanced mix between living and office space, space for commercial use, shopping, cultural and recreational activities creates and secures a sustainable infrastructure network. In this manner the intended sense of community will grow and encounters between individuals and groups whose differences can be appreciated and tapped as a potential.

To promote new lines of thought regarding gender planning, a correlation should exist between providing security through social activity and an environment with high-quality attributes of local characteristics and amenity that encourages participation, integration and a sense of community. This should then form the basis for developing the structuring of spaces that offer adequate option of usage.

#### Multiple functionality and space allocation

Mixed-use areas increase the availability of choices and facilitate the compatibility of gainful employment, supply of goods and services and family care. They are a prerequisite for providing convenient access to important facilities for different groups (e.g., according to age, gender, mobility, or socio-economic background) and contribute to vitalizing an area. In addition, they encourage the formation of a community and increase safety in public places. They also provide support for diversity and the flexibility of individuals as well as groups.

Therefore, gender-sensitive planning should ensure mixed-use structures and convenient access to all infrastructure facilities.



### Functional urban development requirements

Transitional or threshold areas between different uses are important spatial elements. Appropriately designed, they may well turn into places for meeting and communication. At the same time, they allow an easy orientation and support identification of the users responsibility.

- \* Functional and spatial relationships of a building project to the existing urban environment
- \* Balanced ratio of living, working, supply of goods and services and recreational activities
- \* Making use of synergies and compensating for environmental deficits (How can the project help?)
- \* Flexible concepts for use specification
- \* Allocation of space for different usages (housing and office space, small retailers, gastronomy), taking into account the compatibility of the various types of uses, especially short travel distances and ready accessibility
  - horizontal (in terms of land parcels)
  - vertical (in terms of buildings)
- \* Unambiguous configuration, allocation and design of transitional space from public to private sectors
- \* Vitalizing opportunities for divers usage at ground level depending on the type of neighborhood
- \* Creating options of usage for different social groups

### Gender criteria

- \* Appropriate balance of the desired level of building density and the building density of the immediate surroundings
- \* Upper and lower limits of building density, taking into consideration sunny outdoor spaces, adequate sunlight and natural light for living and working spaces

### Gender criteria

Appropriate building density



Schönhauser Allee, Prenzlauer Berg



### Optimal spatial distribution through linking buildings and outdoor spaces

The spatial distribution as part of strategic urban development has a considerable impact on the opportunities for the user-oriented appropriation of space by various social groups. Suitable building density, definition of zones and the linking of buildings with outdoor space can create amenity value and ensure sufficient options for the appropriation of public spaces. Additional considerations should also include individual safety needs and factors for the protection of living and work space from noise pollution and other contaminants.

#### The goal is the creation of various opportunities for user-oriented space appropriation that

- promote user identification,
- provide privacy as well as social control (safety through proximity / distance),
- create well laid-out main pathways with a high degree of visibility, thereby avoiding threatening places,
- create outdoor space with quality attributes of local character and amenity value,
- provide sufficient natural light and direct sunlight for indoor living and work areas,
- adequately shield living quarters from noise, artificial light and air pollution (limitations on mixed-use in urban neighborhoods).

The availability of apartments of different sizes both for purchase and for rent, various funding and development models as well as different types of housing all guarantee a high level of potential for assimilation of the various user groups. With regard to the allocation of space for living quarters and other functional areas within mixed-use buildings, the following should be considered:

- Vertical distribution: arrangement of apartments on the upper levels,
- Horizontal distribution of apartments and other sensitive indoor space to areas with reduced noise levels.



- \* The proximity of buildings in relation to public and private traffic infrastructure
- \* Size and layout of the lot layout
- \* Prominent location of access points and entryways (address recognition)
- \* Adequate space between buildings (to ensure privacy and provide sunshine, natural light, ventilation and avoid extreme air currents)
- \* Orientation of occupied rooms towards traffic infrastructure and outdoor spaces (social control, noise protection, natural light and direct sun light)
- \* Orientation of buildings toward outdoor space (within visual and voice range, passive participation in activities within the immediate surrounding)
- \* Preferred usage of construction methods and designs that permit quiet indoor and outdoor areas (noise, air pollution)
- \* Size and flexibility in combining the units (clear lay-out, variety)
- \* Avoiding „blind façades“ (safety, design)
- \* Avoiding building recesses and protrusions that limit visibility



# Housing



## It's all in the mix!

Changing demographics and diverse lifestyles call for flexible living spaces and quarters that are adaptable to the lived realities of various user groups. Variable usage of space, a healthy range of rental rates and financing options, opportunities providing space for gainful employment as well as facilities for commercial use, the care of children and senior citizens all serve to further the social mix and reduce fluctuations in occupancy.

Demographic development and social change are leaving their mark on the housing market, housing policy, and ultimately the availability of housing. Different lifestyles are leading to varying needs for living accommodations. The post-war buildings, which in the housing scheme were frequently oriented towards the living space and floor plan needs of a “classic” small family with two children, increasingly fail to satisfy the needs of today’s residents with their wide range of lifestyles and the predominance of single person households. In times of increased life expectancy, barrier-free living environments, buildings and apartments are becoming increasingly important. The demand for high-quality housing continues to rise, but rents must remain affordable. In the medium and long-term, a culturally diverse and aging population will necessitate considerable investment in the adjustment of the housing stock as well as an inventory management that places greater emphasis on the socio-cultural changes amongst residents.



Up until 2020 the trend will be towards increasing numbers of small apartments due to the continued reduction in the size of households. Even with an increase in housing demand there is a sufficient supply of housing in the Berlin metropolitan area to guarantee that housing needs can be met quantitatively. However, this requires that current housing demand which is strongly fixated on individual “hip quarters” must begin to recognize the qualities of other, currently less popular quarters. With the aid of district-by-district data and concepts for residential quarters which factor in the social space it is possible to direct the attention of

those in search of housing to the qualities of previously neglected districts. In this context, gender mainstreaming can provide support by directing attention to new requirements and demand-side groups that reflect the differentiation within society.

### Wide variety in the usage and the environmental qualities of developed urban areas

#### Functional und social mix

A housing development policy that includes multi-generational residences, alternative living arrangements, and if required, new building projects and the conversion of non-residential buildings to residential use, as well as opportunities for gainful employment and family care in the same general area, can support a variety of lifestyles. User groups of all ages and lifestyles can contribute to strengthening and developing a wide range of living neighborhoods.

Gender-sensitive planning promotes social communication and defuses the potential for conflicts in a neighborhood with usages that differ in levels of intensity by respecting the living realities of different user groups and communicating them within the local community. It acknowledges the needs of the residents and working population and planning goals are defined in agreement with the participants and implemented with their active involvement.

- \* Consideration of the social mix, e.g., by providing apartments or other usable spaces of varying sizes and rents as well as different marketing formats and financing options
- \* Mix of various housing formats, integration of special types of accommodations (e.g., assisted living and cross-generational housing)
- \* Availability of flexible, general purpose spaces to ensure the greatest possible utilization of space while maintaining a clear zoning (spatial and functional mix)
- \* “Management” of the activities of social neighborhoods through the self-organization of residents of both sexes, social agencies and / or owners as “strong partner” in the quarter

## Gender criteria

### Functional und social mix



#### Design of buildings and floor plans

Only through the creation of flexible and variable built structures and floor plans is it possible to provide different living options and places to meet and communicate. In most cases this requires regional and organizational as well as strategic measures to minimize the risk of conflicts between different usage groups. Multi-purpose living space can be of particular value for families and possibly for those who work from home.

Flexible built structures, in conjunction with the allotment and development of smaller spaces and a clear spatial zoning, can facilitate habitation for different usages. A high-quality interior habitat can be ensured by efficient spatial layouts which also take into account the age of the buildings. At the same time, the use of robust building materials of sustainable high quality promotes the appreciation of the value of the building substance (identification factor) and facilitates its efficient care and maintenance (see Bausteine der Nachhaltigkeit – Ökologisches Bauen in Berlin, SenStadt 2009).

#### This can:

- provide options and adaptability for the different phases of life,
- facilitate the greatest possible variety of activities pertaining to the usage of living space,
- reinforce the neighboring population’s identification with the developed area,
- support the active, passive and interactive participation in activities in the immediate surroundings, and
- create threshold areas between public spaces and work and private spheres.

- \* Mix of clearly defined usage of space and units that can also be adapted to a variety of other uses
- \* Layout of floor plan: de-hierarchization of uses, usage-neutrality of general occupancy and living spaces to facilitate individual adaptation
- \* Availability of adjoining premises that can be rented for expansion
- \* Orientation of inhabited rooms: adequate sun and natural light
- \* Common space and adequate areas for communal storage facilities (bicycles, child carriages, walking frames) and communication
- \* Durable and robust building materials (investment costs as a reflection of longevity with consideration of both health and ecological safety)
- \* Conservation of resources, energy efficiency, affordable housing

## Gender criteria

### Design of buildings and floor plans

## Commercial Space Planning



### **Bike to work, shop around the corner, get care close to home**

Nearby jobs are an absolute must for functionally mixed residential areas in accordance with the concepts of gender planning. Small retailers, service and trade providers and workspace for the self-employed, increase the attractiveness of residential neighborhoods and help to improve the work-life balance.

#### **Non-intrusive business**

A compact city makes it considerably easier to reconcile the requirements of work and family, particularly those of parenting and career responsibilities. Therefore, in the context of gender planning, the demand for a stronger functional mix residential estates refers to a good supply of living quarters with convenient access to goods and services, but also to nearby space and infrastructure for jobs at varying levels. Workspace for the self-employed, small retail, service businesses, cultural facilities and non-intrusive tradecraft not only contribute more amenities and an improved supply of goods and services to a quarter, but also provide local employment opportunities for the inhabitants corresponding to their qualifications.



- \* Different types of land-use designations in small areas
- \* Avoiding purely residential areas, designating mixed-use areas
- \* Balanced relationship of living, working, access to goods, services and recreation
- \* Horizontal and vertical zoning depending on the type of building usage in accordance with § 1 section 4 ff. BauNVO (Federal Land Utilization Ordinance), e.g., for shops, social infrastructure facilities, tradecraft, etc.
- \* Considering the interests of the local residents as well as those of the local workforce
- \* Avoiding potential conflicts due to ambient air pollution (e.g., production and traffic noise, exhausts, effluents)

## Gender criteria

Non-intrusive business



Weekly Market Mexikoplatz, Zehlendorf



## Configuration of industrial and commercial areas

In industrial and commercial areas consisting of industry and intrusive commercial operations or of companies requiring large amounts of space, it is frequently difficult to reconcile gainful employment and household needs because of the areas' mono-functionality and their large structures that are exclusively oriented towards automobile traffic. Conveniently located supply centers that make it possible to take care of every-day shopping needs and to obtain necessary services on the way to or from work without a great deal of extra effort can save much time by making it easier to combine errands.

- \* Avoiding mono-functional areas; mixed-use building structures
- \* Linking industrial / local business areas and facilities for the supply of every-day goods and services
- \* Using vacant sites to provide goods and services geared towards the working population
- \* Safe road layouts that facilitate orientation
- \* Providing accessibility for people without automobiles of their own by developing public transportation as well as bicycle and pedestrian paths
- \* Avoiding potential conflicts due to ambient air pollution, (e.g., production and traffic noise, exhausts, effluents)

## Gender criteria

Industrial and commercial areas



## Local Supply and Public Facilities



Rykestraße  
Prenzlauer Berg

### Home for a Lifetime

The greater the availability of goods and services and of public amenities close to home, the better for promoting communication and for reconciling the requirements of work and family for both women and men. In addition, it increases the local residents' option of living their entire lives in a particular neighborhood.

- \* Providing differentiated supplemental facilities in or near residential areas, e.g., for communication, culture and education for various social groups
- \* Ensuring safe access for pedestrians to nearby facilities that address every-day needs such as stores and child care centers
- \* Availability of various types of businesses, such as a weekly market, supermarkets, specialty stores, discount stores

**Gender criteria**

Local supply and public facilities



# Mobility



## A compact and safe city



The short travel distances in a “compact city” ensure equal opportunities for the participation of people in different circumstances and of all social groups in the community’s social life.

Equal mobility opportunities are attained by optimizing foot and bicycle traffic and by providing convenient access to the surrounding areas and the public transportation network as well as by designing a safe network of paths for pedestrians and bicyclists.

- \* Conveniently linked modes of transportation, short traveling distances and acceptable access times to the various infrastructure facilities (e.g., schools, hospitals, cemeteries)
- \* Good and safe access to the public transportation network that meets user needs in terms of routes and times, e.g., by shortening service intervals
- \* Convenient access to the inner urban area as well as to neighboring districts by providing a linear and radial transportation network
- \* Connection of pedestrian and bicycle pathways to outer-laying areas and to bus or rail stops on the public transportation network
- \* Convenient access to well-lighted and safe bus or rail stops with good visibility and protection from the elements
- \* Close proximity of public transportation stops to buildings / entryways and in combination with commercial usages for greater social control
- \* Flexible bus stops during the night

**Gender criteria**

Public transportation network / accessibility

- \* Convenient connection of the developed neighborhood (with its pathways and roads of transit, access points) to the external road network
- \* Well laid-out main traffic routes (orientation, traffic safety)
- \* Adequate and safe opportunities for street-level crossings, e.g., with traffic lights, pedestrian crosswalks and traffic islands
- \* Safely designed pedestrian walkways in terms of their width, course and lighting, safe crossings and orientation guides
- \* Consideration of minimal or no-barriers standards: adequate space for moving around, avoiding differences in levels, safe surfaces and good points of orientation

**Gender criteria**

Travel routes

- \* Layout and design of safe and conveniently accessible parking for automobiles and bicycles: clearly arranged, transparent, with good visibility and lighting, barrier-free paving wherever possible, and orientation guides
- \* Access to parking garages only for residents or authorized individuals

**Gender criteria**



## Outdoor Space



### Scoring goals, shooting baskets, making friends

Public outdoor spaces enhance the urban environment esthetically and encourage social intermingling. They provide opportunities for play, recreation and exercise, promote identification, encounters, and exchanges and ultimately equality and coexistence for all genders and the various age and social groups. Gender-sensitive outdoor spaces consider the needs of the disabled, are clearly arranged, open for interpretation, sustainable and well integrated into their respective environments.

Outdoor spaces in an urban environment and particularly in urban neighborhoods can provide an important contribution to the development of new, gender-sensitive urbanized areas and built structures. As such, they exist as part of the dynamic relationship between the individual and society, between familiar roles and the establishment of new role patterns and of the different objectives of spatial-social tradition and innovation.

#### Social functions of outdoor space

On one hand, outdoor areas can serve as places for informal exchange, interaction and innovation, both in a political and social, as well as spatial context. On the other hand, they meet important individual needs of their users in terms of self-affirmation, recreation and communication.

From a social perspective, outdoor space in the city fulfills private, semi-public / communal and public functions that are affected usage in their immediate respective vicinities. The interplay of such neighboring usages can be an important factor in terms of gender equity. Outdoor spaces in close proximity to housing provide important opportunities for play, communication, recreation and activities especially for children and the older generation.



## Gender criteria

## Social functions of outdoor space

- \* Appropriate distribution of public, communal / semi-public and private spaces
- \* Public space as a political location, a place for democratic and social discourse and exchange as well as integration
- \* Providing a variety of choices and a high level of stimulation to give impetus to innovations (outdoor space as a place to try new things)
- \* Incorporation of elements, materials etc., that are open to interpretation and a variety of usages; high degree of flexibility and adjustability, opportunities for effecting change
- \* Ensuring high-quality usage during different seasons
- \* Public outdoor space as a place for exchange and a place that allows one to be anonymous; avoiding competing uses: balance between areas that are flexible with usages open to interpretation by different groups and fixed-use areas
- \* Suitable proximity of usages and usage groups; infrastructure for leisure, play, sports, communication; arrangement of special-use areas for specific groups: e.g., playgrounds for small children within visual and voice range of the apartments
- \* Clear layout and visibility of walkways and open areas, opportunities for orientation, adequate lighting, few or no barriers
- \* Distinctive identities

## Amenity value

To claim to provide high amenity value, public space must satisfy the desired usages and expectations of the different user groups in terms of space and infrastructure. For health, social and aesthetic reasons, public outdoor spaces are important additions to the immediate living environment and should therefore be also made available to population groups who are physically challenged or have limited mobility (see Design for all – Öffentlicher Freiraum Berlin, Sen-Stadt 2010). The amenity value and flexibility of public outdoor space contributes significantly to social interaction and exchange. In particular, public outdoor spaces must fulfill significant functions for groups who do not have access to outdoor space of their own. They are, e.g., providing space for children, both literally and figuratively.



## Gender criteria

## Amenity value

- \* Distribution and the clear, unambiguous allocation of public, semi-public and private areas to differentiate responsibilities, avoid conflicts and improve social control
- \* Threshold areas as differentiated, precisely arranged transition areas as well as places for spending time and for communication, as gate situations and transition zones that promote communication, interaction and determine rules of behavior
- \* Threshold areas as specific places for changing and adjusting behavior, speed, sound, shape, etc.
- \* Graduated and differentiated areas for movement (slow, fast, small, large); options and orientation for walkways day and night use depending on the intensity of movement, direction and scale of spaces
- \* Visual relationships, clear arrangements: visual relationships and adequate transparency serve to facilitate social control. The protection of interior living spaces may require particular special solutions
- \* Orientation, identification features: distinctive elements that enhance identity, interrelated spatial configurations, etc.
- \* Various levels of effective spatial buffers structure the area as a whole, creating a sequence of spaces with different qualities. Light and shade denote quiet and active zones, change and differentiated spaces
- \* Staggering of spaces and functions depending on their use or the intensity of their usage; special provisions for individual user groups to avoid conflicts and / or competing uses, e.g., by cross-generational usages, opportunities to choose between companionship and solitude, flexible elements for rest and play
- \* Flexible areas to ensure that no usages or user groups are excluded
- \* Infrastructure, roads and walkways, safety needs, orientation through clearly differentiated spaces; unambiguous, well laid-out routes for the major access routes. Orientation both in the area as a whole and within each sector, clear layouts, traffic safety, freedom from barriers, escape routes
- \* Lighting and transparency, adequate lighting of primary and secondary walkways, clear arrangements with transparency and good visibility

## Design Qualities

In the context of gender sensitivity, design qualities refer to finding a balance between cross-gender, cross-generation and cross-cultural preferences regarding design on one hand and usage-oriented design on the other. The goal, however, is not to perpetuate existing gender related preferences.

### Gender criteria Design qualities

- \* Identification, symbolism
- \* Creation of places that further identification
- \* Realisation of distinctive trademark characteristics
- \* Individual interpretability
- \* Guarantying easy orientation
- \* Inclusion in the responsibilities of maintenance
- \* Sustainability / ecological aspects



Erwin Schrödinger-Zentrum, Adlershof



## Environment



### Reducing noise increases well-being

Architecture, together with the planning of urban and outdoor space shape and alter the environment and environmental considerations inherently influence planning projects. Existing and expected environmental influences must be examined for their alignment with gender-sensitive criteria. Simultaneously, all the desired environmental aspects should be reflected within the planning process in order to generate and maintain diversity of answers to them.

In an initial phase, attention is drawn to the significance of noise as an environmental influence. This is based on findings and experiences relating to gender aspects which call for new innovative solutions in dealing with the field of tension between environmental noise and sojourn quality. Sustainable construction, the avoidance of pollutants, energy efficiency, urban green areas that facilitate the improvement of climate and air quality and serve as reservoirs of ecological diversity, are some of the environmental aspects that are considered in gender-sensitive planning. However, a different framework is required for a detailed exploration of these important gender mainstreaming and environmental issues.

In a city such as Berlin the acoustic aspects of the environment and their perception are decisive in respect to the often negative effects on individual living environments, e.g., as a result of noise. For this reason a key concern of gender-sensitive planning is, the reduction of noise pollution and the creation of congenial acoustic environments. The handling of traffic zones as noise emitters is of great importance in this respect. Much can be done to contribute to user friendliness by directing attention to the geographical arrangement of these zones within the urban environment, their spatial structure and taking a conscious approach to acoustic design.



- \* Pleasant soundscapes as contrasted with the typical urban background noise
- \* Noise protection
- \* Consideration of different gender related, cultural and age-specific preferences

## Gender criteria

Environment



Nettelbeckplatz, Wedding



# Future Outlook



## When gender is mainstream



The preceding criteria are based on our specific experiences in Berlin and should by no means be viewed as a finished and all-inclusive catalog. Instead, they must be creatively adapted and augmented in all planning processes by the various individuals involved in accordance with their specific experiences, competencies and resources.

The criteria are intended to encourage planners to reflect their own experiences in the planning process and to add new insights to the discussions, thereby increasing the wealth of experience available in the future.

The only way that the experiences gained can truly become “mainstream” and contribute to gender-sensitive urban planning in the intermediate future is to not simply work through a checklist or manual, but to actively apply these and any additional criteria to the various planning tasks at hand. We hope that our criteria will serve to motivate commitment to continuing on this path.

The goal of gender mainstreaming in urban development is to call attention to the social inequalities between diverse genders and to actively seek to eliminate them in all planning areas and during all planning and decision-making steps. Each venture should be examined in terms of its potential gender-specific impact and arranged in a manner that contributes to promoting the equality of all women and men. As part of this process, differences between the typical woman and the typical man should not simply be taken for granted - instead, gender-specific role assignments and stereotypes should be overcome by facilitating new and individual ways of life.

For many years, Berlin has been a pioneer in discussing and conducting pilot projects, particularly in the areas of urban planning and outdoor space development. This handbook provides an overview of criteria that will help to implement gender mainstreaming in planning processes and to include gender issues in the development of urban neighborhoods. The criteria formulated here will hopefully encourage all of those involved in planning processes to creatively assess each new project with regard to gender mainstreaming.

You can actively participate by sharing your ideas and experiences with us under the following mail address: [gendermainstreaming@senstadt.berlin.de](mailto:gendermainstreaming@senstadt.berlin.de)

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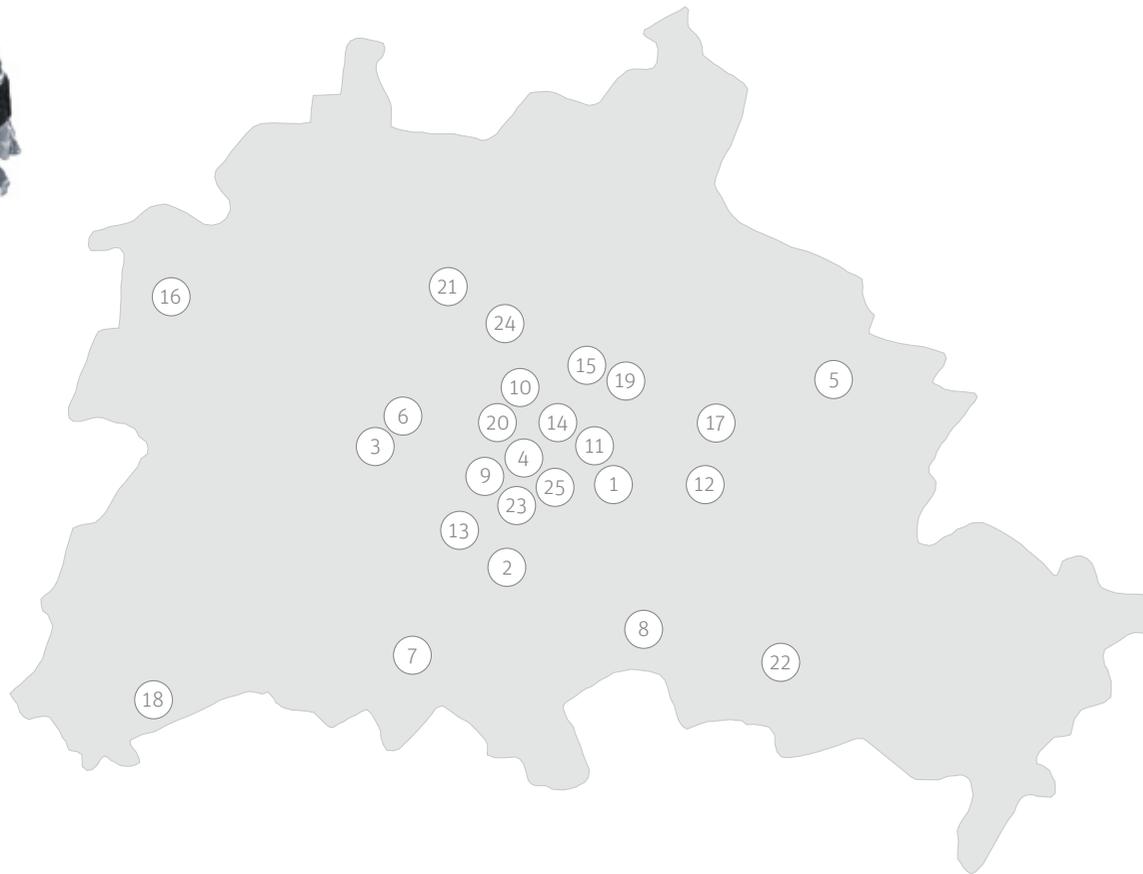


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Notes



## Location



- 1 Spreekanal Treptow
- 2 Flugfeld Tempelhof
- 3 Breitscheidplatz Charlottenburg
- 4 Lilli-Henoch Sportpark at Anhalter Bahnhof: Stadium of the women's football team BSV – AL Dersimspor e.V., Kreuzberg
- 5 Marzahn
- 6 Technical University, Institute for Mathematics, Straße des 17. Juni, Charlottenburg
- 7 Courtyard of the housing cooperative, Steglitz (Charlottenburger Baugenossenschaft eG)
- 8 Karl-Marx-Straße Neukölln
- 9 School fete of the Aziz-Nesin primary school, Urbanstraße, Kreuzberg
- 10 Schloßplatz Mitte
- 11 Oberbaumbrücke Friedrichshain
- 12 Zillepromenade Rummelsburg
- 13 Pallaseum Pallasstraße Schöneberg
- 14 Scheunenviertel Mitte
- 15 Schönhauser Allee Prenzlauer Berg
- 16 WaschCafé Schäferstraße 8, Spandau (Berliner Bau- und Wohnungsgenossenschaft von 1892 eG)
- 17 BVG Workshop of the tram, Lichtenberg
- 18 Weekly market, Mexikoplatz Zehlendorf
- 19 Rykestraße Prenzlauer Berg
- 20 Friedrichstraße Mitte
- 21 Nauener Platz Wedding
- 22 Erwin Schrödinger-Zentrum, Campus Adlershof
- 23 Prinzessinnengarten Moritzplatz, Kreuzberg
- 24 Nettelbeckplatz Wedding
- 25 Kottbusser Tor Kreuzberg



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Gender Mainstreaming, a terminology coined by the EU to define the policy of implementing gender awareness at all levels of governance, is an instrument of equality policy that promotes equal opportunity for people of diverse genders, regardless of their background or membership to a particular generation. Comparative to the practices of gender planning, this Berlin Handbook identifies numerous instruments for the design of planning processes that incorporates the interests of all potential users, from the original idea through the participation, decision-making, solicitation of bids and stages of implementation. The goal of planning in accordance with the principles of gender mainstreaming is that the cities we are shaping today provide a home for the present as well as future generations of diverse life styles, income levels and various ethnic and social affiliations that is flexible and encourages integration.

