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2022-2025



**GENDER
FLAGSHIP**

GENDER MAINSTREAMING
IN PUBLIC POLICY
AND BUDGET PROCESSES

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About the project

This case study was prepared as part of the project “**Gender mainstreaming in public policy and budget processes**” (hereafter referred to as the “**Gender Flagship Project**”, funded by the European Union via the Technical Support Instrument (TSI). The project is implemented by Expertise France (EF) with the support of the European Commission, SG REFORM, in partnership with the European University Institute (EUI) and the European Institute for Gender Equality (EIGE).



Implementation period: 49 months (June 2022 to July 2026)

Beneficiary Member States: Cyprus, France, Germany, Ireland, Italy, Greece, Portugal, Romania, Spain

Key activities: Technical methodological support, capacity building through trainings, workshops and study visits, dissemination and capitalisation

Implementation:

Funder: EU (SG REFORM) through TSI

Implementer: Expertise France, in collaboration with European University Institute (EUI) and European Institute for Gender Equality (EIGE)

The Gender Flagship Project aims to support public authorities from EU Member States at national and local level, in understanding how to advance gender equality by better mainstreaming gender into their policies and budgeting, as well as address any related gaps. It offers technical support for analysing policies and budgets with a focus on gender mainstreaming, ensuring that all citizens, regardless of gender, have the opportunity to fully participate in and contribute to a fair society.

The project works with twelve Beneficiary Authorities (BAs) across nine Member States over a 49-month period (2022-2026). Each BA receives:

- In-depth analysis of current practices and development of tailored Gender Action Plans (GAP);

- Technical support from dedicated Local Experts and core Gender Flagship Project team experts to build capacity and implement tools, such as developing and improving their equality-related programmes and indicators, enforcing gender mainstreaming through developing specific processes (e.g. circulars), developing gender-responsive budgeting methodologies.

In addition, the Gender Flagship Project provides capacity development through general online training and specific in-person training on the latest trends, methodologies and tools for effective gender mainstreaming. The project also facilitates peer learning and exchanges between countries through study visits and workshops, helping Member States to enhance their targeted approaches in specific sectors, policy areas and/or regions.



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Abbreviations and Acronyms

BA Beneficiary Authority

BASFI Behörde für Arbeit, Gesundheit, Soziales und Integration (Ministry for Labour, Health, Social, Family Affairs and Integration)

BMFSFJ Bundesministerium für Familie, Senioren, Frauen und Jugend (Federal Ministry for Family Affairs, Senior Citizens, Women and Youth)

BWFGB Behörde für Wissenschaft, Forschung, Gleichstellung und Bezirke (Ministry for Science, Research, Equality and Districts)

CEDAW UN Convention on the Elimination of All Forms of Discrimination Against Women

EF Expertise France

EIGE European Institute for Gender Equality

EUI European University Institute

FTE Full-Time Equivalent

GIA Gender Impact Assessment

GPR Gleichstellungspolitisches Rahmenprogramm (Gender Equality Policy Framework Programme)

GRB Gender-Responsive Budgeting

GWHS Gleichstellungswirksame Haushaltssteuerung (Gender-Responsive Budgeting)

SG REFORM Reform and Investment Task Force of the European Commission

TSI Technical Support Instrument

ZAF Zentrum für Aus- und Fortbildung (Centre for Basic and Advanced Training)

Executive summary

The Gender Flagship Project provided targeted technical support to the Free and Hanseatic City of Hamburg to strengthen the institutionalisation of gender equality within its public administration. This support aimed to translate Hamburg's strategic gender equality commitments into concrete operational practices by embedding gender considerations into governance, budgeting, and performance management frameworks.

Key results of the project included the *Checklist for the Development and Review of Gender Equality Goals and Indicators*, the *Guide to Developing and Reviewing Gender Equality Objectives and Indicators*, and the *Concept for Equal Opportunities Online Training*. These tools and resources were developed to harmonise gender equality goals and indicators across departments, support systematic planning and monitoring, and build the capacity of civil servants in gender mainstreaming and gender-responsive budgeting. Building on the significant progress represented by these deliverables, it is crucial to continue focusing on the formal integration of these resources into Hamburg's routine administrative processes, advancing the full implementation of the online training programme, and sustaining capacity-building efforts. Prioritising these areas will be key to ensuring the long-term institutionalisation and effectiveness of gender mainstreaming within the city-state's governance framework.

Section 1

CONTEXT AND
RATIONALE FOR
SUPPORT

This section is mostly informed by the in-depth gender analysis undertaken in the beginning of the project, led by the project's local expert Dr. Birgit Erbe, with technical guidance and input from Rezart Xhelo, key expert. (2023)

1.1. Beneficiary Authority (BA)

The primary beneficiary of the Gender Flagship Project in Germany was the **Free and Hanseatic City of Hamburg**, city-state and one of 16 federal states in Germany, represented by the **Ministry for Science, Research, Equality and Districts (BWFGB)**¹.

BWFGB is responsible for developing and coordinating gender equality policy across all Senate departments. It acts as the central authority for gender mainstreaming, working across sectors to promote the systematic institutionalisation of gender perspectives within public administration.

1.2. Context when joining the project

At the time of joining the Gender Flagship Project, the Free and Hanseatic City of Hamburg had already demonstrated a long-standing commitment to gender equality. Hamburg was the first German federal state to institutionalise gender equality structures, appointing a gender equality officer as early as 1979. Over the decades, the city-state developed a coherent and evolving policy architecture, including the introduction of the **Gender Equality Policy Framework Programme**² (GPR), a **Gender Equality Monitor**³, and the legal anchoring of **gender-responsive budgeting**⁴ (GRB) in Hamburg's State Budget Code (Landeshaushaltsordnung, LHO), which applies across the budget preparation and execution cycle.

Gender Equality Policy Framework Programme (GPR)

Hamburg's cross-departmental gender equality programme. First adopted in 2013 and subsequently updated, it analyses equality challenges, sets binding targets, and presents a government-wide package of measures with assigned responsibilities and indicators.

Gender Equality Monitor

An online monitoring tool based on official statistics. It reports trends in gender equality across thematic areas (e.g. political participation, education, labour market, reconciliation of work and family life), using a set of 63 indicators that are updated over time.

Gender-responsive budgeting / budget steering

Hamburg's approach to integrating gender equality considerations into the budget process, which was legally introduced in Hamburg's State Budget Code in 2021. It requires departments to define gender-relevant objectives and gender key figures/indicators (G-Kennzahlen) in the budget documentation and to report on them.

¹ As of July 2025, following the most recent elections, responsibility for district affairs was transferred from the Ministry for Science, Research, Equality and Districts (BWFGB) to the Ministry of Finance, which was subsequently renamed the Ministry for Finance and Districts. The former BWFGB now operates under the updated name Ministry for Science, Research and Equality (BWFG).

² Gleichstellungspolitisches Rahmenprogramm

³ Gleichstellungsmonitor

⁴ Gleichstellungswirksame Haushaltssteuerung - GWHS

Despite this advanced framework, implementation challenges remained significant. While gender equality was strategically embedded in key policies, its systematic application in planning, budgeting, and performance management processes was inconsistent. Core issues included:

- Weak alignment between gender objectives and outcome-based management systems;
- Limited use of gender impact assessments across departments;
- Fragmented monitoring practices and lack of harmonised gender-related evidence;
- Resource and capacity constraints within line departments;
- Insufficient technical integration of gender equality into budget-relevant decision-making.

At the time, Hamburg was transitioning towards performance-oriented governance, offering a timely opportunity to integrate gender considerations more systematically into steering instruments. This context provided fertile ground for participating in a structured technical support initiative like the Gender Flagship Project, with the goal of enhancing the operational effectiveness of its gender equality framework.

GOVERNANCE AND INSTITUTIONAL SETUP

Hamburg's governance structure combines the functions of both a municipality and a federal state. The executive authority lies with the Senate of the Free and Hanseatic City of Hamburg, with each Senate department led by a Senator. **The Ministry for Science, Research, Equality and Districts (BWFGB)**⁵ is responsible for coordinating gender equality policy.

Within BWFGB, **the Department for Equality and Social Cohesion** leads the coordination of equality policies. It supports implementation by providing information, monitoring, and technical guidance across departments. Gender equality responsibilities are anchored within each ministry, with equality officers primarily focusing on personnel-related matters.

An administrative working group on gender-responsive budgeting (GRB), established in 2020, supports the dissemination and operationalisation of gender-responsive budgeting practices. The group is led by the Budget Director in the Ministry of Finance, in coordination with the Department for Equality and Social Cohesion at the BWFGB. Participants include budget officers from all ministries and the head of the Human Resources Office. The group meets quarterly and has, for example, discussed the implementation of gender-responsive budgeting in Berlin and exchanged advice on integrating gender-related objectives and indicators into departmental budget planning.



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⁵ As of July 2025, following the most recent elections, responsibility for district affairs was transferred from the Ministry for Science, Research, Equality and Districts (BWFGB) to the Ministry of Finance, which was subsequently renamed the Ministry for Finance and Districts. The former BWFGB now operates under the updated name Ministry for Science, Research and Equality (BWFG)

LEGISLATIVE AND POLICY FRAMEWORK

Germany's national legal commitment to gender equality is enshrined in **Article 3 of the Basic Law**⁶, which mandates the state to actively eliminate disadvantages based on gender. This commitment is reinforced by strategic initiatives such as **Gender Equality Reports** and the **Federal Gender Equality Strategy**⁷, developed by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth⁸ (BMFSFJ). Germany also adheres to key international frameworks, including the **UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**, the **EU Gender Equality Strategy 2020–2025** and the **2030 Agenda for Sustainable Development**.

At the subnational level, Hamburg builds upon these commitments with its own legal and policy instruments:

- A constitutional mandate for actual equality between women and men;
- Legal requirements for the appointment of equality officers in public institutions;
- The Gender Equality Policy Framework Programme (since 2013), which sets out strategic goals and measures across all departments;
- The legal anchoring of gender-responsive budgeting (GRB) in the **Hamburg's State Budget Code** in 2021.

Despite the comprehensive nature of this legal and policy landscape, evaluations showed that the instruments are not consistently applied across departments. In many cases, gender equality goals are written in general terms, but they are not clearly connected to the actual budget plan—for example, they are not linked to a specific budget programme, a defined allocation, and a small set of indicators that would show what the spending is meant to achieve. As a result, it is difficult to see how planned spending is expected to deliver progress on gender equality, and the link between equality goals and financial planning remains underdeveloped.



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⁶ Grundgesetz für die Bundesrepublik Deutschland (GG)

⁷ Gleichstellungsstrategie der Bundesregierung

⁸ Bundesministerium für Familie, Senioren, Frauen und Jugend (BMFSFJ)

1.3. Reasons for the beneficiary's participation in the project

Hamburg's decision to participate in the Gender Flagship Project was guided by the recognition that its strong legal and strategic commitments to gender equality had not yet been fully operationalised across the administration. While the tools and mandates existed, their application was fragmented, and the overall governance lacked integration between gender goals and core management instruments such as budgeting, monitoring, and performance evaluation.

Specifically, Hamburg sought support in addressing:

- The limited incorporation of gender perspectives in outcome-based steering instruments;
- The uneven and ad hoc use of gender impact assessments;
- Gaps in data infrastructure, particularly the absence of gender-disaggregated indicators aligned with strategic goals.

The city-state aimed to improve institutional coherence, develop practice-oriented methodologies, and enable more consistent application of gender mainstreaming principles. Participation in the project also provided an opportunity to deepen technical capacity, foster interdepartmental collaboration, and engage in peer learning with EU counterparts.

1.4. Project objectives and aims

The project aimed to support the Free and Hanseatic City of Hamburg in deepening the institutionalisation of gender equality within its governance systems. The core objectives were:

- 1.** Integrate gender equality into strategic and budgetary steering: align gender objectives with performance budgeting and outcome-based planning frameworks used across Senate departments.
- 2.** Develop practical tools and methodologies: design and apply instruments such as gender impact assessments, monitoring frameworks, and gender-sensitive indicators to enhance planning and evaluation.
- 3.** Build institutional and technical capacity: train and support departmental gender coordinators and strengthen the role of interdepartmental working structures to embed gender equality in daily operations.
- 4.** Foster interdepartmental collaboration and policy coherence: improve coordination across departments and between levels of administration to ensure consistent and effective implementation of gender mainstreaming principles.

Section 2

GENDER
MAINSTREAMING
SUPPORT
PROVIDED

The Gender Flagship Project provided targeted support to the Free and Hanseatic City of Hamburg to advance gender mainstreaming within its public administration. This support focused on developing practical tools, guidance materials, and capacity-building initiatives designed to embed gender equality systematically across departments.

The in-depth gender analysis undertaken at the beginning of the project identified a key practical challenge: while Hamburg has an advanced gender equality and gender-responsive budgeting framework, implementation was uneven across departments, and staff did not always have a clear, shared approach to translating gender equality ambitions into budget-relevant objectives and measurable indicators, or to documenting these consistently for reporting and follow-up. The project's tools were therefore designed to address this gap by providing clear, usable guidance for day-to-day administrative practice.

Key project results included the **Checklist for the Development and Review of Gender Equality Goals and Indicators**, the accompanying **Guide to Developing and Reviewing Gender Equality Objectives and Indicators**, and the **Concept for Equal Opportunities Online Training**. Together, these resources aimed to support a more consistent formulation of objectives and indicators, improve comparability and reporting across departments, and strengthen civil servants' practical skills to apply gender considerations in planning and budgeting.

2.1. Tailored support and results achieved

2.1.1. CHECKLIST FOR THE DEVELOPMENT AND REVIEW OF GENDER EQUALITY GOALS AND INDICATORS: ENSURING CONSISTENT AND MEASURABLE GENDER EQUALITY TARGETS

ACTIVITY OVERVIEW

As part of the Gender Flagship Project, the Free and Hanseatic City of Hamburg developed the Checklist for the Development and Review of Gender Equality Goals and Indicators - a strategic tool designed to help Senate departments formulate and review gender equality objectives. It aims to harmonise indicators and promote consistency in gender equality efforts across departments.

Grounded in Hamburg's existing gender equality programme, the checklist incorporates the principles of gender impact assessment and supports both new policy initiatives and the evaluation of existing services. It is now publicly available in digital format on Hamburg's official website.⁹ A companion guide (see sections below) offers practical, step-by-step instructions to facilitate implementation.

Already presented at the final TSI conference in Berlin, the tool is currently being applied in preparation for the upcoming Gender Equality Policy Framework Programme (GPR).

⁹<https://www.hamburg.de/politik-und-verwaltung/behoerden/bwfg/unsere-themen/gleichstellung/checkliste-gpr-1074592#:~:text=Die%20Checkliste%20ist%20ein%20interaktives%20PDF%20mit%20Fragen%2C,Hamburg%20helfen%2C%20ihre%20Arbeitsbereiche%20aus%20Gleichstellungsperspektive%20zu%20analysieren.>



Having access to an expert focused specifically on our own challenges made a real difference—we likely wouldn't have had the time or in-house competence to initiate something like a manual or checklist ourselves, especially not with that level of scientific rigour. The whole package of support provided by the project was very useful.



Project beneficiary

RESULTS ACHIEVED

The checklist is now in operational use within the Hamburg administration and serves as the city-state's central reference for aligning gender equality indicators. It provides a structured process—beginning with a relevance assessment, followed by an equality audit using gender-disaggregated data, and culminating in the development of targeted objectives, measures, and indicators.

Although not legally binding, it supports voluntary uptake and promotes coherence among key instruments such as the GPR, gender impact assessments (GIA), and gender-responsive budgeting (GRB). It is intended to help departments align their objectives with overarching GPR goals, such as equal access to public goods and gender-equitable distribution of resources.

The checklist also supports data integration with the Gender Equality Monitor and includes mechanisms for performance evaluation, budget tracking, and accountability. Its broad applicability across diverse institutional contexts solidifies its role as a best practice model for gender equality planning.

CHALLENGES AND LESSONS LEARNED

While the checklist is widely recognised as a valuable tool, its rollout has faced a few constraints. Some departments expressed fatigue toward procedural tools, highlighting the importance of demonstrating the checklist's practical utility. The tool's voluntary nature also presents a challenge, as it relies on coordination and persuasion rather than formal authority.

Its current ad hoc use—not yet integrated into regular reporting cycles—limits its institutional impact. The upcoming budget cycle will serve as a key moment to assess its effectiveness in aligning indicators.

A notable success was the support from external experts, which proved essential in translating strategic intent into a usable and technically sound tool—a strong case for the continued value of targeted expertise.

For further details, see Annex. Spotlight Practice: Checklist for the Development and Review of Gender Equality Goals and Indicators.

2.1.2. GUIDE TO DEVELOPING AND REVIEWING GENDER EQUALITY OBJECTIVES AND INDICATORS: FACILITATING SYSTEMIC GENDER EQUALITY PLANNING AND MONITORING

ACTIVITY OVERVIEW

To support the effective use of the newly developed Checklist for the Development and Review of Gender Equality Goals and Indicators, Hamburg created a complementary **Guide to Developing and Reviewing Gender Equality Objectives and Indicators**¹⁰ under the Gender Flagship Project. This guide provides contextual guidance, practical explanations, and structured steps to help departments formulate and assess gender equality goals and indicators within existing planning frameworks.

The document is designed as a **step-by-step guide organised into six stages**, guiding users through the process of conducting gender equality assessments specifically for services or offers provided by the administration. It begins with a clear definition of the service or offer under review and moves through stages including relevance checks, detailed situation analysis, objective setting, derivation of measures and key figures, evaluation of target achievement, budgeting, and integration with Hamburg's key gender equality instruments.

Each step includes concrete examples drawn from various service areas such as public transport, education, culture, and health care. This practical orientation helps users apply the guidance consistently across departments and service contexts.

The guide was reviewed by selected Senate departments to ensure clarity, institutional relevance, and alignment with internal procedures. It aims to enhance understanding of how to formulate gender equality goals and translate them into measurable indicators, contributing to the broader coherence of Hamburg's gender equality framework.



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¹⁰ <https://www.hamburg.de/resource/blob/1074612/4a17ad10abda20460177a0d2ce12d550/gpr-leitfaden-data.pdf>

RESULTS ACHIEVED

The guide strengthens Hamburg's gender mainstreaming toolkit by offering **clear, accessible, and structured guidance** that complements the more technical checklist. Together, these two instruments form a coherent support package for formulating and reviewing gender equality goals, notably within the Gender Equality Policy Framework Programme (GPR) and potentially the gender impact assessment (GIA) processes.

Its comprehensive six-step structure encourages systematic reflection, covering:

- 1. Preliminary check for gender equality relevance** of the service or measure.
- 2. Detailed analysis of the current situation** using a multidimensional “4-R” method (Representation, Resources, Reality, Legal situation).
- 3. Formulation of gender equality objectives and derivation of measures and key figures** that are politically mandated and operationalised into practical actions.
- 4. Evaluation of target achievement**, identifying successes, shortcomings, and necessary adjustments.
- 5. Budgeting** for equality-oriented resources, promoting transparency of financial and personnel allocations.
- 6. Linkage with Hamburg's institutional instruments** including the GPR, the gender-responsive budgeting¹¹, and the Hamburg Gender Equality Monitor.

The inclusion of detailed examples—such as the in-depth gender analysis of public transport—helps contextualise the methodology and demonstrates its applicability in real-world settings. The manual has also fostered important cross-departmental dialogue on indicator setting and harmonisation of gender equality measures.

CHALLENGES AND LESSONS LEARNED

While the guide was positively received by peer reviewers, its effective use across the administration depends on voluntary uptake and internal advocacy, as there is no formal requirement to adopt it. Broader dissemination will require continued effort to integrate the guide into routine training, reporting, and planning cycles.

The experience also reinforced the value of pairing practical tools with explanatory resources. The checklist-guide combination provides both the “how” and the “why” of gender-sensitive planning—an approach that enhances usability and encourages sustained institutional engagement.

Looking ahead, the guide's full potential will be realised once embedded into a more structured capacity-building programme. This is already anticipated through the Concept for Equal Opportunities Online Training.



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¹¹ Gleichstellungswirksame Haushaltssteuerung (GWHS)

2.1.3. CONCEPT FOR EQUAL OPPORTUNITIES ONLINE TRAINING: BUILDING CAPACITY FOR GENDER MAINSTREAMING AND INCLUSIVE GOVERNANCE

ACTIVITY OVERVIEW

As part of the Gender Flagship Project, the Ministry for Science, Research, Equality and Districts (BWFG) in Hamburg initiated the development of a Concept for Equal Opportunities Online Training. The activity was driven by the recognised lack of existing training formats on gender equality, gender mainstreaming, and gender-responsive budgeting (GRB) for Hamburg’s public administration.

The concept was designed to address this gap by offering a digital training programme tailored to the needs of civil servants. It aims to provide a structured introduction to the checklist and guide developed within the project, and to clarify how tools like the Gender Equality Policy Framework Programme (GPR) and GRB function in practice. There is an intention to implement the concept with support from the Hamburg Centre for Basic and Advanced Training¹² (ZAF), with the aim of preparing the groundwork for implementation under a future project cycle.

RESULTS ACHIEVED

The activity resulted in a high-level training concept outlining thematic structure, target audience, and potential formats for the online course. Although not yet fully elaborated into a detailed curriculum, the concept reflects strong institutional buy-in and confirms Hamburg’s commitment to embedding gender equality into administrative capacity-building.

Its development process increased internal awareness regarding training needs and clarified essential components such as gender mainstreaming, the checklist, and budgeting tools. These insights formed a reference point for possible implementation during the next phase of the Technical Support Instrument (TSI).

The target audience primarily includes employees from specialised ministries and district administrations within Hamburg’s public sector. There is also potential to open certain modules to an interested public, promoting transparency and wider gender competence.



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¹² Zentrum für Aus- und Fortbildung (ZAF)

CHALLENGES AND LESSONS LEARNED

One of the primary challenges in this activity was the lack of existing infrastructure or standardised curricula for gender equality training within Hamburg’s public administration. Additionally, the development of the training concept required substantial coordination with external partners and careful consideration of time and financial resources.

The concept, while well-scoped, is currently not detailed enough to be immediately implemented. It lacks concrete design elements, such as interactive content plans, detailed learning objectives, and rollout logistics. As such, its practical use depends on further development and a dedicated implementation phase.

A key lesson learned was **that institutional ownership and resource planning** must be secured early when designing long-term training formats. The process also highlighted the importance of anchoring training content in tools already developed within the project (e.g. the checklist and guide), to ensure internal consistency and usability across departments.

2.2. Capacity-building activities

As part of the Gender Flagship Project, Hamburg organised a high-level symposium¹³ titled “Money and Gender Equality: How Can Public Budgets Be Better Managed? Methods and Practical Examples”, held in person on 21 February 2024. The event aimed to strengthen the cultural shift toward impact- and gender-responsive management within the public sector, while also deepening understanding of gender equality goals from a gender mainstreaming perspective. The symposium attracted 109 participants, including representatives from the 12 Hamburg ministries. The programme featured opening addresses by the Senators for Gender Equality and Finance, as well as a representative of the European Commission. Four practical workshops were held on topics such as gender impact assessments (GIA) in urban development, grants in the cultural sector, gender budgeting controlling, and gender-responsive public procurement. The event also served to identify and develop good practice examples. Speakers on the closing panel emphasised the empowerment value of such events and called for stronger integration of gender mainstreaming and GRB into education and training, as well as for a consistent focus on target groups and impact objectives in policy analysis. The event was supported by the project in terms of methodology, workshop design, speaker selection, and overall planning and implementation.

¹³<https://www.hamburg.de/politik-und-verwaltung/behoerden/bwfg/aktuelles/pressemeldungen/geld-und-gleichstellung-methode-und-praxis-der-geschlechtergerechten-verteilung-oeffentlicher-gelder-586234#:~:text=Im%20Rahmen%20des%20Fachtags%20%E2%80%9EGeld%20und%20Gleichstellung%E2%80%9C%20am,Gleichstellung%20und%20Bezirke%20neuen%20Methoden%20und%20aktuellen%20Praxisbeispielen.>

Hamburg also participated in the final German symposium “Effective Implementation of Gender Equality”, held on 11 February 2025 in Berlin.¹⁴ Co-organised by the three German beneficiaries of the Gender Flagship Project, in cooperation with Expertise France and the Federal Foundation for Gender Equality, the event brought together around 50 participants from federal, state, and municipal levels, including representatives of the EU Commission and civil society. The aim was to share project outcomes and foster exchange among key stakeholders. The Hamburg delegation presented the city-state’s gender equality strategy and key findings from its in-depth gender analysis, followed by two implementation highlights: the 2024 symposium on gender-responsive budgeting and the newly developed Checklist for the Development and Review of Gender Equality Goals and Indicators. Both examples were further explored in afternoon workshops. Hamburg’s Guide to Developing and Reviewing Gender Equality Objectives and Indicators, developed under the Gender Flagship Project, was recognised as a particularly transferable and sustainable contribution to institutionalising gender equality.



Group capacity building activities proved to be extremely useful, and the exchange of best practices was particularly helpful. The conferences in Hamburg and Berlin were the most visible and impactful parts of the project. The conference in Berlin featured high-level experts, and thanks to the project, we established closer ties with Berlin administration, enabling meaningful practice exchanges. Having a local expert was also a great advantage— she had strong connections with other experts in Germany and Austria, which enriched the experience. .



Project beneficiary



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¹⁴ <https://www.bundesstiftung-gleichstellung.de/rueckblicke/gleichstellung-wirksam-umsetzen/>

Section 3

FUTURE
DIRECTIONS AND
RECOMMENDATIONS



Moving forward and building on the progress made through the Gender Flagship Project, it is essential to prioritise the formal integration of key tools—such as the **Checklist for the Development and Review of Gender Equality Goals and Indicators** and the **Guide to Developing and Reviewing Gender Equality Objectives and Indicators**—into Hamburg’s routine administrative processes. This will ensure consistent application and strengthen harmonisation of gender equality efforts across all ministries.

Addressing capacity gaps remains crucial. Advancing the **Concept for Equal Opportunities Online Training** into a detailed, implementable programme is necessary to equip staff with the knowledge and skills required for effective gender mainstreaming, including training on the checklist and gender-responsive budgeting.

Improving communication and visibility of gender equality initiatives is also vital. Developing targeted media materials and ensuring broader participation in events will enhance internal advocacy, increase political awareness, and engage a wider array of stakeholders.

Finally, sustaining and expanding regional peer cooperation, alongside launching local pilot projects, will facilitate contextualisation and institutional ownership. These efforts will contribute to building a resilient and adaptive gender equality framework within Hamburg’s administration.



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Annex

ANNEX. SPOTLIGHT
PRACTICE:
CHECKLIST FOR THE
DEVELOPMENT AND
REVIEW OF GENDER
EQUALITY GOALS AND
INDICATORS



Purpose and added value

The **Checklist for the Development and Review of Gender Equality Goals and Indicators**¹⁵ is a coordination and reference tool developed by the Free and Hanseatic City of Hamburg under the Gender Flagship Project. Its primary purpose is to help ministries in systematically integrating gender equality considerations into public services and measures. The tool enhances coherence across ministries by ensuring the harmonised formulation, monitoring, and alignment of gender equality goals and indicators.

By embedding the principles of gender equality impact assessment, the checklist contributes to evidence-based policymaking, helping ministries to assess expected effects on women and men and their specific life situations. It also plays a pivotal role in linking gender equality policy with budgeting, monitoring, and evaluation processes—thereby reinforcing accountability and strategic resource allocation.

Novelty

The innovation of Hamburg's checklist lies in its **multifunctional, integrative design**. Unlike isolated gender mainstreaming tools, this checklist:

- Facilitates alignment across institutional levels and policy instruments (e.g., Gender Equality Policy Framework Programme, gender-responsive budgeting, and the Gender Equality Monitor).
- Includes a full cycle of gender-responsive planning—from relevance assessment to evaluation of achievements and financial reporting.
- Embeds gender-disaggregated information analysis and target/actual performance comparison, fostering a culture of continuous improvement.
- Requires explicit linking of ministerial objectives to overarching gender equality goals, ensuring vertical policy coherence.



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¹⁵ Available for download here: <https://www.hamburg.de/politik-und-verwaltung/behorden/bwfg/unsere-themen/gleichstellung/checkliste-gpr-1074592#:~:text=Die%20Checkliste%20ist%20ein%20interaktives%20PDF%20mit%20Fragen%2C,Hamburg%20helfen%20ihre%20Arbeitsbereiche%20aus%20Gleichstellungsperspektive%20zu%20analysieren.>

Implementation in practice

The checklist has been piloted and is actively applied within Hamburg's administration, especially in preparation for the upcoming **Gender Equality Policy Framework Programme (GPR)**. It is structured to guide users through six logical steps:

1. **Preliminary examination of gender equality relevance** – identifying whether the service or measure impacts population groups differently.
2. **Equality audit** – analysing the current status with gender-disaggregated data and identifying control needs.
3. **Formulation of equality objectives** – defining political/legal mandates, goals, measures, and measurable indicators with targets and timelines.
4. **Evaluation of target achievement** – conducting a target/actual comparison with justification and adjustments.
5. **Budget reporting** – documenting funds and full-time equivalents allocated to gender equality work.
6. **Linking to overarching instruments** – transferring relevant information to the GPR, GRB, and the Gender Equality Monitor.

The checklist is accompanied by a **guide**, providing step-by-step instructions and facilitating user adoption. In terms of accessibility, a digital version is being finalised and will be made available via the city-state's intranet and website.

Guidance for adaptation

For institutions or administrations interested in adopting a similar approach, several strategic considerations can enhance successful adaptation. First and foremost, it is vital to anchor the use of such a checklist within an existing legal or policy framework related to gender equality. This formal linkage not only lends legitimacy to the tool but also reinforces its relevance across ministries and departments.

Equally important is the investment in usability. The success of Hamburg's checklist is partly attributable to the availability of a complementary guide, which facilitates step-by-step implementation and encourages consistent application. Organisations seeking to replicate this model should prioritise developing explanatory materials or training formats that support internal capacity building.

Adaptation also benefits from a balance between structural coherence and operational flexibility. While the checklist promotes standardisation, it does not prescribe uniform objectives; rather, it enables ministries and departments to formulate their own targets, provided these are aligned with overarching policy goals. This flexibility fosters ownership while maintaining consistency.

Another essential consideration is data infrastructure. The effectiveness of Hamburg's checklist depends on the ability of departments to access and interpret gender-disaggregated information. Without a comparable data environment—such as the Gender Equality Monitor used in Hamburg—other administrations may need to prioritise building or strengthening data collection systems in tandem with checklist implementation.

Expertise France is the French interministerial agency in international cooperation and development, part of the French Development Agency (AFD) Group.



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