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# The Implementation of the G7 and G20 Gender Equality Goals in Germany

*Axel Berger  
Sören Hilbrich  
Gabriele Köhler*

*Commissioned by*



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Sören Hilbrich

Gabriele Köhler

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**Dr Axel Berger** is a senior researcher in the research programme “Transformation of Economic and Social Systems” at the German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE) in Bonn.

Email: [axel.berger@die-gdi.de](mailto:axel.berger@die-gdi.de)

**Sören Hilbrich** is a researcher in the research programme “Transformation of Economic and Social Systems” at the German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE) in Bonn.

Email: [soeren.hilbrich@die-gdi.de](mailto:soeren.hilbrich@die-gdi.de)

**Gabriele Köhler** is a development economist affiliated as a senior research associate with UN Research Institute for Social Development (UNRISD) Geneva/Bonn.

Email: [gabrielekoehler@posteo.de](mailto:gabrielekoehler@posteo.de)

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Tulpenfeld 6, 53113 Bonn  
☎ +49 (0)228 94927-0  
📠 +49 (0)228 94927-130  
Email: [die@die-gdi.de](mailto:die@die-gdi.de)  
<http://www.die-gdi.de>



## Abstract

In recent years, the Group of Seven (G7) and Group of Twenty (G20) have placed increasing emphasis on gender equality. As part of this focus, the member states of both institutions have set out a series of objectives aimed at advancing gender equality. This report examines the degree to which these goals have been implemented in Germany. First, the gender equality goals that both institutions have set out since 2009 are presented and systematised. The report then investigates the current state of progress in Germany and describes measures that have already been undertaken to implement the goals.

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Bonn, March 2020

Axel Berger

Sören Hilbrich

Gabriele Köhler

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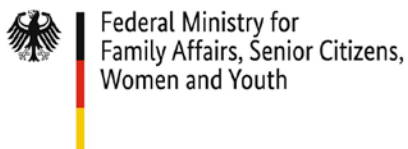


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## Abbreviations

BGBI.	Federal Law Gazette (Bundesgesetzblatt)
BMAS	Federal Ministry of Labour and Social Affairs
BMBF	Federal Ministry of Education and Research
BMFSFJ	Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BMJV	Federal Ministry of Justice and Consumer Protection
BMWi	Federal Ministry for Economic Affairs and Energy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
DEG	German Investment and Development Corporation
EU	European Union
G7	Group of Seven
G20	Group of Twenty
ILO	International Labour Organization
IMF	International Monetary Fund
OECD	Organisation for Economic Co-operation and Development
SGB	German Social Code (Sozialgesetzbuch)
STEM	Science, Technology, Engineering and Mathematics
STI	Science, Technology and Innovation
UN	United Nations
WB	World Bank



## Executive summary

The G7 and G20 are what are known as “club governance” institutions, whose decisions are taken at regular meetings of government representatives of an exclusive group of countries. While the deliberations of both G7 and G20 leaders traditionally focus on economic issues, they have also adopted commitments on improving gender equality. Neither institution has a secretariat or an organisation that could independently implement policies. Nor are the decisions of the G7 and G20 legally binding. Nevertheless, they exert a certain influence within the global governance architecture. This influence can be seen in the effect that discussions and agreements within both institutions have on the policies of the member states and various international organisations.

The annual work process of the G7 and G20 culminates in each case in a **summit meeting** with the member states’ respective heads of state and government. These summits end with a leaders’ declaration, which, alongside a general description of the current global situation, contains joint objectives set out by the member states. The heads of state and government can also adopt additional political documents drafted by the topic-based working groups responsible for preparing the summit.

In their early years, both the G7 and G20 concentrated on narrowly defined economic and financial topics. **Both institutions have broadened their agenda** over the years, and now deal with topics ranging from politics and the economy to society and the environment. Gender-related issues increasingly feature in the G7 and G20 discussions.

The decisions contained in the G7 and G20 documents can be divided into **general goals, quantitative targets and commitments to policies and strategies**. General goals leave a lot of room for interpretation. They do not specify measures to be undertaken to actually achieve the aims. Quantitative targets also lack specific measures or strategies, though they are more precise in describing the form and direction of change required. Commitments to policies and strategies relate to more or less specifically described reforms in legislation, initiatives, government programmes, and so on.

With regard to gender equality, in recent years the G7 and G20 countries have stated their commitment to general goals and, to a much lesser degree, quantitative targets. They also committed to implement a series of relevant policies. Many of these objectives relate to the **economic inclusion of women**. However, gender equality goals also relate to **female representation in leadership and decision-making positions**, to **education** and to **violence against women**.

**Germany is a member of both the G20 and the G7 and thus committed to the aims of both institutions.** In the following sections, we will summarise the gender equality goals of the G7 and G20 over the last ten years for the four political areas mentioned above and describe the policies and initiatives that have been undertaken and can contribute to realising these goals in Germany.

### **Economic inclusion: labour market conditions, women entrepreneurs, financial inclusion**

The majority of the gender equality goals of the G7 and G20 relate to the economic

situation of women and the conditions women encounter on the labour market, as well as the challenges facing women entrepreneurs and their financial inclusion. Regarding the labour market, the quantitative target of reducing the employment gap between men and women by 25 percent between 2015 and 2025 is particularly worthy of note. This aim first emerged in the G20 process. The G7 member countries subsequently also stated their support for the aim in their documents. Both institutions also adopted the goal to promote equal pay and a family-friendly labour market. In order to achieve the latter objective, the G7 countries want to improve, for example, regulations concerning parental leave.

Both the G7 and the G20 also support the goals of promoting women entrepreneurs and improving the financial inclusion of businesses run by women. The documents of both institutions include commitments to various policies and strategies. The plan is to make successful women entrepreneurs more visible as role models and to improve networking, continuing education and training, and mentoring for women entrepreneurs. The G7 and G20 countries also committed to give women entrepreneurs better access to financial capital.

Particularly in the economic sphere, **Germany** is far from achieving equality between women and men. This is especially the case in the labour market. The employment rate of women is still significantly lower than that of men. However, the employment gap has shrunk by around one percentage point since 2014, so a certain amount of progress can be seen concerning the G20's quantitative target in relation to employment. In 2016, the pay gap between men and women was 21 percent. In 2017, Germany passed a Pay Transparency Act (Entgelttransparenzgesetz) to promote equality in this area. The introduction of a legal minimum wage in 2014 may also help to reduce the pay gap, as far more women than men work in the low-wage sector.

With regard to the G7 and G20 objectives of reconciling work and family life, the new Good Daycare Facilities Act (Gute-KiTa-Gesetz) aims to improve the care available in nurseries and other childcare facilities. In addition, since 2012 parents have the right to a parental allowance following the birth or adoption of a child, and the right to longer parental leave since 2015, which is primarily aimed at increasing men's participation in childcare. However, currently only a third of fathers in Germany take parental leave.

Germany also needs to do more to implement the G7 and G20 objectives of supporting women entrepreneurs. Women entrepreneurs frequently obtain lower funding than their male counterparts. One strategy for supporting women entrepreneurs implemented in Germany in recent years is the Federal Ministry for Economic Affairs and Energy's (BMWi) "FRAUEN unternehmen" initiative, which provides, for example, advisory services and networking opportunities for women entrepreneurs. Beyond such individual initiatives, there are no comprehensive strategies specifically aimed at promoting women entrepreneurs in Germany.

### **Leadership and decision-making positions**

Both the G7 and G20 have repeatedly committed to the general goal of improving women's access to leadership and decision-making positions. However, only G7 documents contain commitments to specific policies and strategies. For example, according to the G7 decisions, the aim is to improve the representation of women in

leadership positions in the private sector by means of management training and the use of equality certification.

In **Germany** there is a major discrepancy in the representation of women and men in leadership positions. For example, in 2015 women held just 5.1 percent of board seats in the private sector. One policy aimed at changing this imbalance which corresponds to the G7 and G20 objectives is the “Act on Equal Participation of Women and Men in Leadership Positions in the Private and Public Sector” (“Gesetz zur gleichberechtigten Teilhabe von Frauen und Männern an Führungspositionen in der Privatwirtschaft und im öffentlichen Dienst”), which was passed in 2015 and contains binding quotas for some areas. Initial findings show that where the obligatory quota applies, it did lead to an increase in women’s participation in management. Where such a quota is lacking, women rarely reach senior leadership positions.

### **Education and training**

For several years now, the G7 and G20 have also recognised the importance of gender equality policies in the area of education and skills development. The G7 has made commitments to strategies such as the expansion of grant programmes in areas in which women are under-represented, the improvement of learning environments and the training of teachers and educators in gender-sensitive teaching methods. Both institutions emphasise educational opportunities for women and girls in science, medicine, technology and engineering. In 2015, with regard to developing countries, the G7 committed to implement measures to increasing by one third the number of women who participate in vocational education and training by 2030. Furthermore, at the 2018 G7 summit, there was a commitment to make 2.9 billion US dollars available for an education programme for girls in crisis-stricken countries.

**Germany**, for example, has the initiatives “Klischeefrei” (“No Clichés”) as well as “Girls’ Day” and “Boys’ Day”. These initiatives aim to counteract gender stereotyping and thus improve the educational chances of girls and women in areas in which they are traditionally under-represented. There are also attempts to tackle the lack of women in research and teaching (particularly in higher education). With respect to the G7 objective of increasing the number of women in vocational education and training in developing countries, a limited number of measures are being implemented in Germany’s development cooperation programmes.

### **Violence against women**

Both the G7 and G20 are committed to the general goal of reducing violence against women. However, only the G7 countries have set out specific policies for advancing this objective. These policies include setting up national strategies for preventing violence against girls and women, providing safe spaces for those affected by violence, and providing sufficient funding for women’s organisations that are involved in tackling violence. There are also plans for awareness campaigns regarding sexual and gender-based harassment in the digital sphere.

In 2017, **Germany** ratified the Council of Europe’s Istanbul Convention on combating

violence against women and domestic violence; it came into force in 2018. Germany also launched its “Action Plan to Combat Violence against Women” (“Aktionsprogramm gegen Gewalt an Frauen”). This plan aims, among other things, to support federal states and local authorities in developing needs-based systems to support women who are victims of violence. It remains to be seen whether the programme has sufficient funding.

It is thus clear that Germany has taken some steps to implement the G7 and G20 objectives, particularly with regard to economic inclusion and violence against women. However, the aims remain far from being achieved, and the measures that have been undertaken so far are not sufficient to ensure full success in the future.

## 1 Introduction

The G7 and G20 heads of state and government are increasingly discussing issues relating to gender policy. In the last ten years, the closing declarations of the G7 and G20 have devoted more attention to the economic participation of women, as well as their safety and education. The broadening of the G7 and G20 agenda in this regard shows that internationally there is greater focus on gender-related issues beyond special forums such as the United Nations' Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) or the United Nations' (UN) Sustainable Development Goals.

Similar to other international processes, the G7 and G20 play an agenda-setting role in the field of international politics. Although the decisions of the two institutions are not binding, the discussions that take place influence international discourse and thus also have an influence on national policies and strategies.<sup>1</sup>

Gender-related topics received greater attention when Germany presided over the G7 (2015) and the G20 (2017). At the same time, the Federal Government refers to the G7 and G20 when it comes to domestic policy, for example in the Second Gender Equality Report of the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ, 2017a). However, the degree to which Germany's role in international fora ~~ums~~ moves in tandem with the implementation of the agreements made within Germany is unclear.<sup>2</sup>

This report thus investigates how the gender-related goals of the G7 and G20 have been implemented in Germany. The relevant goals were identified by systematically examining the G7 and G20 leaders' declarations over the last ten years in search of text relevant to gender. Both institutions' gender-related objectives are found in four main policy areas: economic inclusion, leadership and decision-making positions, education and training, and violence against women.

For each of the four policy areas, the report details what policy initiatives and legislative changes adopted in Germany contribute to the implementation of the objectives. On the basis of freely accessible sources, relevant legislation and programmes were consulted for this purpose.<sup>3</sup> In addition, with respect to the quantitative targets of the G7 and G20, statistics illustrate the extent to which the aims have been achieved so far.

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1 With respect to the UN, Kaltenborn (2020) analyses how treaties and agreements on human rights may be reflected in national legislation. The boundaries between binding treaties and agreements and non-binding UN resolutions (soft law) are blurred. For more on the influence of binding UN resolutions and treaties on gender policy in Germany, see CEDAW Alliance (2019) with reference to the women's rights convention (UN, 1979), on which the German Federal Government issues a report and on whose recommendations it must take a position. For more on the influence of non-binding UN documents, such as the UN Agenda for Sustainable Development (UN 2015), see Birkenkötter, Köhler and Stock (2019).

2 For more information see Brühl (2019).

3 The following sources were consulted: the Federal Law Gazette (BGBl.) for the years 2016 to 2019, and the websites of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), the Federal Ministry of Labour and Social Affairs (BMAS), the Federal Ministry for Economic Affairs and Energy (BMWi), the Federal Ministry of Education and Research (BMBF) and the Federal Ministry of Justice and Consumer Protection (BMJV). Parliamentary enquiries by political parties were also taken into consideration. The Frauenrat's mid-term review of the policies of the German Federal Government is also useful in assessing the progress made with respect to women's

This report does not assess the contribution of the G7 and G20 goals to improving gender equality and gender justice. Rather, its aim is to measure the German government's policy initiatives against the obligations it undertook with respect to the framework of these two institutions. However, the level of success in Germany and the contribution that legislation and initiatives have made towards achieving the goals can only be judged to a limited degree. This is partly because the aims stated by the G7 and G20 heads of state and government are predominantly general in nature and lack measurable indicators. Nevertheless, the study's description of the goals and the tentative assessment of the degree of translation into German legislation can help to provide an overview of the gender-related pronouncements of the G7 and G20, and the efforts made to implement pertaining policies in Germany.

In the following, the first section describes the political process of the G7 and G20 in which the gender-related goals of both institutions arise, and distinguishes various types of G7 and G20 goals (Chapter 2). The G7 and G20's gender-related goals will then be identified with respect to four policy areas (economic inclusion, leadership and decision-making positions, education and training, and violence against women), and their implementation in Germany will be examined (Chapter 3). Chapter 4 summarises the findings of the report.

## 2 Political process and decisions of the G7 and G20

The Group of Seven (G7), which has existed since the 1970s, and the Group of 20 (G20), which was founded in 1999, are known as “club governance” formats, created as a platform for informal discussion and policy coordination among the governments of the participant countries. The G7 – which, alongside the current member states, also included Russia from 1998 to 2014 – was founded in 1975 in response to the oil crisis and the collapse of the system of fixed exchange rates. The G20 was founded in 1999 by finance ministers and heads of central banks in response to the financial crises that affected various emerging countries in the late 1990s. In 2008, for the first time, heads of state and government met at the G20 summit to discuss ways of coping with the global financial crisis. While both the G7 and G20 initially focussed on financial and economic topics, their agenda has expanded greatly over the years and today includes issues such as climate change, migration, health and development.<sup>4</sup> As part of this broadening of themes, issues relating to gender also began to receive greater attention.

The main decisions of the G7 and G20 can be found in a series of joint objectives known as *commitments*. These are not binding under international law, but are to be understood as declarations of intent by heads of state and government. They are intended to boost international cooperation and initiate measures on the part of international organisations as well as domestic reform processes. The mandates and working processes of the G7 and

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rights and gender equality. The review refers to the coalition agreement as opposed to G7 or G20 documents but summarises legislative progress and weaknesses with respect to gender equality. See Deutscher Frauenrat (2019). The statement of the CEDAW Alliance Germany (2019) was consulted as a comparator document.

4 For analysis of the (controversial) role that club governance has played in global governance architecture, cf. for example, Cooper and Thakur (2013); Hajnal (2016); Scholte (2016). For an up-to-date analysis of the G20, cf. Berger, Grimm and Cooper (2020).

G20 are not based on international treaties, as is usually the case with international organisations; instead, they are characterised by informal agreements and routines. Neither organisation has its own secretariat, but both organisations cooperate with international organisations on particular topics. These organisations conduct analyses to help prepare the decisions of the G7 and the G20, participate in the decision-making process, and offer support in implementing objectives (Gstöhl, 2006).

Each institution's annual political process culminates in a summit with heads of state and government.<sup>5</sup> This summit is preceded by a comprehensive preparatory process involving various topic-based working groups. Representatives of the relevant ministries of the member states gather in these working groups to discuss internationally relevant political issues, articulate common goals and develop joint policy initiatives. The role played by gender-related issues differs in the various working groups. In the G20 process, equality played a major role in, for example, the *Employment Working Group* (EWG). The ministers responsible for equality regularly meet as part of the G7 process.

A prominent position is granted to the government of the country that currently holds the G7 or G20 presidency. This country determines the agenda and the working process and organises the working group meetings and the summit. The presidency rotates among the member states on an annual basis.

In addition to the G7 and G20 working groups, there are a series of dialogue-based processes with groups from civil society, economic representatives and experts from science and academia, which draft policy proposals for the G20 and increasingly also the G7. Aspects relating to gender feature above all in the dialogue-based processes *Women 7* (W7) and *Women 20* (W20) of the G7 and G20 respectively, though also in other supporting processes, such as think tanks, non-governmental organisations and trade unions.

The most important concluding documents of the G7 and G20 processes are the declarations made by the heads of state and government. These declarations contain general assessments of the global situation, state objectives and policies, and call on international organisations and national governments to implement specific measures. Individual G7 and G20 working groups also issue additional documents that describe the aims and activities of both institutions in certain areas or with respect to certain policy initiatives. These documents are often annexed to the leaders' declarations and mentioned and adopted in the declaration. With rare exceptions,<sup>6</sup> the documents only include those positions and objectives that have obtained consensus among the heads of state and government.

The G7 and G20 goals may refer to the jurisdiction of the member states or other countries. We also distinguish between general goals, quantitative targets, and commitments to implement specific policies. **General goals** express a wish regarding

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5 There is also a summit for the finance ministers and heads of the central banks as part of the G20 process. Preparations for this summit have maintained a certain independence from the rest of the G20 process. The historical explanation for this is that, as already mentioned, the G20 financial ministers and heads of central banks were already meeting long before the G20 summits of heads of state and government were introduced.

6 Particularly noteworthy in this respect are the climate-related decisions of the G7 and G20 which, since the G7 summit in Taormina in 2017 and the G20 summit in Hamburg in the same year, have been supported by all countries except the USA.

future conditions, without describing specific measures or strategies for bringing such conditions about. General goals also leave a lot of room for interpretation when it comes to the exact form the desired change should take. Examples of text that express general goals in accordance with this definition are formulations such as: “Strengthening growth and creating jobs is our top priority” (G20, 2013) and “The G7 is committed to open and fair world trade” (G7, 2019).<sup>7</sup>

**Quantitative targets** refer to goals that also lack specific measures to achieve them, but in contrast to general goals describe the specific form and extent of the desired changes. An example would be the agreement at the G20 meeting in Brisbane 2014 to implement policies that are intended to lead to additional economic growth of at least two percent by 2018 (Callaghan, 2015). At least in theory, it is possible to apply quantitative social research methods to measure the degree to which quantitative targets are achieved.

In addition, the leaders’ declarations of the G7 and G20 summits contain voluntary **commitments** to implement (or refrain from) certain policies and mention stakeholders who are responsible for doing so (in most cases this means the governments of the G7 or G20 member states or other international organisations). One such example is the voluntary commitment of the G20 countries to refrain from introducing trade protectionist measures during the global financial crisis (2008).

It is not always easy to differentiate between these three types of goals. Furthermore, the goals often build upon one other. For example, since its founding, the G20 has pursued the general goal of promoting economic growth. In addition, at the summit in 2014 it stated a quantitative target, and over the years has approved a series of specific economic reforms aimed at achieving this goal. The trade-related commitments of the G20 show that over time goals can also be abandoned. For example, at the 2018 summit, the heads of state and government abandoned their verifiable commitment to refrain from protectionist measures and instead replaced it with the general aim of keeping markets open.

### 3 Gender equality goals of the G7 and G20 and their implementation in Germany

Gender equality goals have long been included in the leaders’ declarations of the G7 and, since 2012, also of the G20 (Table 1 and Annex 1). Generally speaking, both institutions are now placing more emphasis on gender, although traditionally the G7 has focussed more on socio-political aspects such as education or violence against women, while the G20 has prioritised economic aspects such as participation in labour markets. Due to the greater reference to gender in recent years, since 2017 the G7 and G20 decisions have moved closer in terms of their thematic focus.

With regard to gender, the political documents of the G7 and G20 contain goals that encompass various policy areas. In May 2012, for example, for the first time, the G7 committed itself to the aim of improving the human rights of women in general. In addition, the mainstreaming of gender equality was a stated goal of the G7 in 2016 and

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<sup>7</sup> The citations here and in what follows refer to the G7 and G20 leaders’ declarations. The G7 and G20 leaders’ declarations since 2009 are listed in Annex 2.



2017 and of the G20 in 2018, while in 2019 there is a separate section on “Women’s Empowerment” in the G20 Leaders’ Declaration.

Beyond these general objectives, the leaders’ declarations of the G7 and G20 contain numerous gender-related aims that can be divided into four distinct policy areas:<sup>8</sup>

- Economic inclusion,
- Leadership and decision-making positions,
- Education and training,
- Violence against women.

In addition, there are aspirations to achieve a series of gender-related goals via development cooperation policies in countries that are not part of the G7 or G20. For the most part, these goals can also be classified according to the four policy areas.

Table 1 depicts the occurrence of gender equality goals in the above-mentioned policy areas over the last ten years. The depiction is based on a thorough analysis of the final documents of the annual summits of both institutions. Political documents from the G7 and G20 work processes were also taken into consideration, as long as the heads of state and government adopted these documents in the leaders’ declarations (Annex 1). It is clear that the gender-related goals of both institutions have, over time, been reflected in an increasing number of policy areas. In three of the areas under consideration (leadership and decision-making positions, education and training, violence against women), the goals were incorporated in the G7 processes before they became part of the G20 process.

The following sections describe the gender-related goals in each of the four policy areas individually, and analyse their implementation in Germany (or, in the case of development-cooperation goals, by Germany in other countries).

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8 This report excludes the area of health policy, as neither the G7 nor G20 prioritise gender in this field, and nor are there significant processes, such as meetings among ministers, in the area of health.

<b>Table 1: Gender equality goals in leaders' declarations and other G7 and G20 political documents by policy area, 2009–2019</b>				
	<b>Economic inclusion</b>	<b>Leadership and decision-making positions</b>	<b>Education and training</b>	<b>Violence against women</b>
G7			X	
G20	X			
G7				
G20				
G7				
G20				
G7				X
G20	X		X	
G7				
G20	X			
G7	X			X
G20	X			
G7	X		X	X
G20	X			
G7	X	X	X	X
G20	X		X	
G7	X	X	X	X
G20	X		X	X
G7	X	X	X	X
G20	X		X	X
G7	X	X	X	X
G20	X	X	X	X

Source: Authors, based on the political documents of the G7 and G20 from 2009 to 2019; for a list of the documents considered, see Annex 2.

### 3.1 Economic inclusion: labour market conditions, women entrepreneurs, financial inclusion

Since 2012, the final documents of the G20 have contained an increasing number of demands and objectives for the improved economic inclusion of women. These demands and objectives were subsequently also taken up in the final documents of the G7. The G20, and later also the G7, adopted the goal to promote women's participation in labour markets and improve financial inclusion and education for women. Support for women entrepreneurs has also become increasingly important for the G7 and G20. On the whole, commitments regarding economic inclusion have been accorded greater weight than other gender-related issues, particularly in the final documents of the G20. These commitments will be examined in more detail before analysing their implementation in Germany.

### 3.1.1 Goals

#### *Labour market conditions*

The G7 was ahead of the G20 in placing emphasis on the mainstreaming of gender equality in the labour market in general as well as, in particular, focusing on working conditions, equal pay and the reconciliation of work and family life. The final document of what was only the second G20 summit included the demand for the creation of family-friendly labour markets (G20, 2009). Since 2012, the G20 leaders' declarations have increasingly included such general goals for labour market policies oriented towards gender equality. Promoting the employment of women (G20, 2013; 2014; 2015; 2017; 2018; 2019) and promoting good working conditions for women (G20, 2012; 2018; 2019) can be identified as general, overarching goals. At their summit in 2012, for example, the G20 heads of state and government issued the following statement:

“We commit to take concrete actions to overcome the barriers hindering women's full economic and social participation and to expand economic opportunities for women in G20 economies. We also express our firm commitment to advance gender equality in all areas, including skills training, wages and salaries, treatment in the workplace, and responsibilities in care-giving.” (G20, 2012)

One of the central goals of the G20, subsequently also adopted by the G7, is the reduction of the gender gap in labour market participation. At the G20 summit in 2014, the heads of state and government adopted the quantitative target of reducing the labour market participation gap between men and women by 25 percent by 2025 and getting an additional 100 million women into employment (G20, 2014). In subsequent years, the G20 repeatedly reaffirmed this objective (G20, 2015; 2017; 2018; 2019), which was also contained in the final documents of the G7 (G7, 2015; 2017). However, this specific and measurable goal is compromised by the statement that “national circumstances” need to be considered when it comes to implementation.

With regard to equal pay, the G20 calls for equal wages and salaries (G20, 2012; 2017; 2018) and the G7 wants men and women to receive the same pay for the same work (G7, 2016; 2018). The 2016 G7 Leaders' Declaration contains, for example, the following general goal: “We aim to improve women's access to higher-paying jobs and to reduce gender wage gaps.” (G7, 2016)

The G20 has long since agreed to address the issue of gender and care-giving. The 2012 G20 Leaders' Declaration includes the general goal: “We also express our firm commitment to advance gender equality in all areas, including [...] responsibilities in care-giving.” (G20, 2012; a similar statement can be found in G20, 2019).<sup>9</sup> The G7 Leaders' Declarations from 2015 and 2016 contain very similar or almost identical statements.

In recent years, the final documents of the G7 have repeatedly included the general goals of promoting gender equity on the labour market and employment opportunities for women. There are also commitments to specific policies in this area. For example, the G7

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9 This early reference to the significance of care-giving is interesting, as discussions on the care economy only came to broad international attention with the 2015 negotiations for the UN 2030 Agenda. cf. UN (2015), Target 5.4.

*Roadmap for a Gender-Responsive Economic Environment* (2017) explores in detail different aspects of economic inclusion of women. It draws attention to the positive influence that employment has on women's income, pensions and savings for retirement. The roadmap also looks at the challenges in reconciling work and family life. For example, an awareness campaign due to run in the G7 countries until 2020 aims to draw attention to the current burden of care-giving work on women and encourage a more equal sharing of responsibilities among women and men. The roadmap also contains a commitment to invest in social infrastructure that supports domestic care work. Furthermore, in the entire cycle of planning and implementing public expenditure budgets, the aim is to incorporate an appropriate degree of mainstreaming of gender equality aspects and a prioritisation of social policy and social infrastructure that promotes gender equality. The G7 roadmap also wants social services to be affordable for everyone, and policies to be developed which promote the reconciliation of work and family life and equal pay among women and men. Precarious employment needs to be tackled, and access to parental and family leave (where it exists) needs to be improved, while a concerted effort should be made until 2025 to encourage men to take parental leave. The roadmap also commits to bring together the approaches of various international organisations (e.g. the UN, ILO, OECD, IMF, WB, ILO and EU Commission) for measuring unpaid domestic work and care-work and developing a uniform methodology.

#### *Women entrepreneurs and financial inclusion*

Promoting women entrepreneurs was first given attention by the heads of state and government of the G7: "We agree on common principles to boost women's entrepreneurship" (G7, 2015). The *G7 Principles on Women's Entrepreneurship* (G7, 2015), published in 2015, include the commitment to undertake measures to make girls and women aware at an early stage of their lives of the possibility of becoming entrepreneurs. There is also a commitment to improve women entrepreneurs' access to credit and equity. Successful women entrepreneurs should, for example, be more actively promoted as inspirational role models.

This commitment was expanded in the above-mentioned *G7 Roadmap for a Gender-Responsive Economic Environment* (2017). The roadmap details specific strategies and timetables for promoting women in high-skilled and higher-paying jobs. For example, one aim is to improve women entrepreneurs' access to credit and equity by 2022 via measures such as guarantee funds, incentives, as well as secured transaction reform. Back in 2015, a commitment was made to invest in awareness-raising campaigns by 2020 which inform women about existing networks resources and opportunities for support, and which draw attention to female role models. Other measures to support the continuing education and training, mentoring and networking of women entrepreneurs are also due to be implemented by 2020.

There is also a G7 initiative in the area of development cooperation policy intended, among other things, to promote women entrepreneurs. In 2018, in the form of the '2X Challenge' initiative, the G7 called on the development banks to combine their own funding with external private-sector capital to enable greater economic participation among women entrepreneurs and female employees and consumers in developing countries. The aim is to place particular emphasis on investment and initiatives that

improve women's access to quality employment, funding and leadership positions. Three billion US dollars are to be mobilised for the cause.<sup>10</sup>

The G20 heads of state and government have also approved measures in recent years aimed at promoting women entrepreneurs (G20, 2016; 2017; 2018; 2019) and the greater financial inclusion of women (G20, 2012; 2013; 2016; 2017). The decision to establish the *Women Entrepreneurs Finance Initiative* (We-Fi), announced at the 2017 G20 summit, represents a commitment to a specific development policy. It involves a fund that is managed by the World Bank as secretariat and guarantor, with the aim of raising one billion US dollars. The fund's objective is to improve women entrepreneurs' access to capital, to offer technical assistance to women, and to support small- and medium-sized enterprises (SMEs) run by women (World Bank, 2017).

### 3.1.2 Implementation in Germany

The current economic situation of women in Germany is not one of full equality. From 2014 to 2018, the female employment rate rose from 73 to 76 percent, compared to 82 to 84 percent for men. Consequently, the difference in the employment rate between men and women fell slightly from 9.1 to 8.1 percentage points (see Figure. 1), which corresponds to a decrease of around 11 percent. This represents progress with regard to the quantitative target of the G7 and G20 to reduce the employment gap between men and women by 25 percent between 2014 and 2025.

Notwithstanding this progress, it is worth noting that 45 percent of women who are in employment with compulsory social insurance contributions work part-time.<sup>11</sup> Both the lower employment rate and the higher number of women in part-time employment have an influence on pay, promotion, skills training and pension entitlements.

In 2016, the gender pay gap<sup>12</sup> was 21 percent. In the case of identical formal qualifications, the pay gap is six percent. The general aim of the G7 and G20 to ensure equal pay for men and women has clearly not yet been achieved. In 2012 and 2013, the gender care gap<sup>13</sup> was 52.4 percent. In other words, women perform roughly one and a half times as much unpaid care work as men.<sup>14</sup> In light of this situation, it is interesting to examine the degree to which policies for improving the economic inclusion of women in Germany have been implemented.

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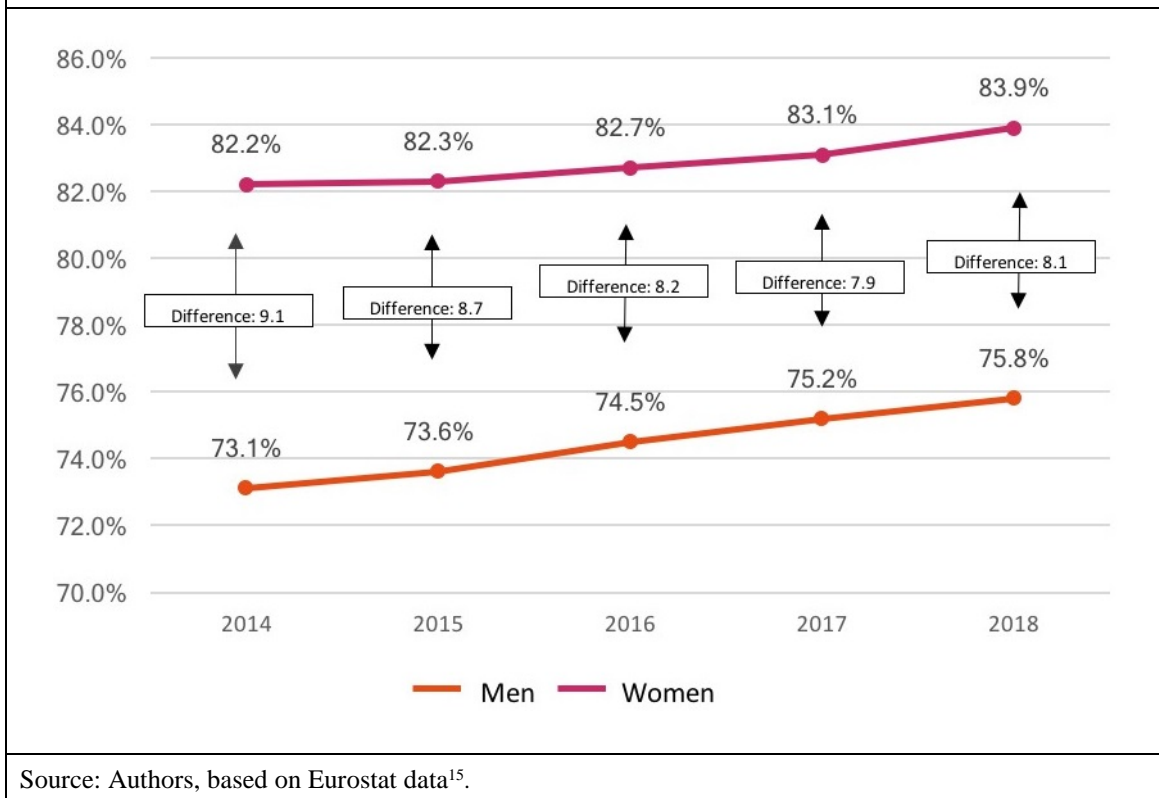
10 For more information see: <https://www.opic.gov/press-releases/2018/g7-dfis-announce-2x-challenge-mobilize-3-billion-invest-worlds-women> (As of: 3 December 2019)

11 As of 2014. For more information see BMFSFJ (2017a, p. 91)

12 The pay gap refers to the difference, expressed in percentage, between the average gross hourly earnings of women compared to men.

13 The gender care gap refers to the difference, expressed in percentage, between the average time women and men spend on unpaid care work each day.

14 For more information see BMFSFJ (2017b, p. 9)

**Figure 1: Employment rate among 20–64-year-olds in Germany from 2014 to 2018 by gender**

### *Labour market conditions*

In recent years, the German Federal Government has introduced regulations that could help to achieve the aims contained in the G7 and G20 documents. Some specifically address the situation regarding female employees; others are not gender-specific but could, due to the structural disadvantages facing women, help to improve the situation if implemented in a gender-sensitive way.<sup>16</sup>

Several pieces of legislation have particularly been aimed at reducing the wage gap and achieving equal pay for men and women.<sup>17</sup> The Pay Transparency Act

15 Erwerbstätigenquote der 20-64-Jährigen in Deutschland nach Geschlecht. Retrieved from <https://de.statista.com/statistik/daten/studie/198921/umfrage/erwerbstaetigenquote-in-deutschland-und-eu-nach-geschlecht/> (Stand 4.12.2019)

16 For more information see BMFSFJ (2017b, p. 59 pp., p. 81).

17 Another initiative, from the government's perspective, is the "mothers' pension" (Mütterrente), which is intended to compensate the wage gap and interruptions to the careers of women. For more information see <https://www.bmas.de/DE/Themen/Rente/Gesetzliche-Rentenversicherung/Fragen-und-Antworten-Muetterrente/faq-muetterrente.html>. See also German Federal Government Report (2019a, p. 15). However, the mothers' pension only has an effect on secondary distribution and is therefore not an actual labour market policy. The same applies to the "Strong Families Act" ("Das starke Familien-Gesetz"), which proposes changes to the calculation of the child supplement and is intended to improve the income situation of low-income households. However, the specified rates are too low, and this is another example of a socio-political corrective policy that does not actually address the structural disadvantages facing women on the labour market.

(Entgelttransparenzgesetz), passed in 2017,<sup>18</sup> is aimed at achieving equal pay for women and men. The introduction of a legal minimum wage in 2014 may also indirectly help to achieve the G7 and G20 goals of income and wage equality,<sup>19</sup> as many women work in the low-wage sector.<sup>20</sup> For example, 62 percent of “mini-jobs” in Germany (with monthly earnings of up to 450 euros) are performed by women.<sup>21</sup> Legislation ensuring higher wages in the care sector<sup>22</sup> can also make a positive contribution, as women also make up the majority of employees in this sector.

New initiatives that could improve working conditions for women in general include the Qualification Opportunities Act (Gesetz zur Stärkung der Chancen für Qualifizierung und mehr Schutz in der Arbeitslosenversicherung), which also offers better unemployment insurance.<sup>23</sup> This legislation is designed to offer better protection to those in short-term employment who are especially vulnerable to structural change in the labour market. In a similar way, the Courier Protection Act (Paketboten-Schutz-Gesetz) aims to ensure the correct payment of social security contributions for sub-contractor employees.<sup>24</sup> Women make up a large proportion of those in the kind of precarious employment such legislation is intended to address. Thus, the Acts correspond to some of the concerns of the G7.

### *Roadmap for a Gender-Responsive Economic Environment*

There are only a small number of legislative initiatives aimed directly at the quantitative target of the G20 and G7 to increase employment participation among women, and women’s working hours. One initiative that could benefit a gender-sensitive labour market approach is the Act on the Further Development of Part-Time Employment Law (Gesetz zur Weiterentwicklung des Teilzeitrechts) which was introduced by the Federal Ministry for Labour and Social Affairs (BMAS). This law,<sup>25</sup> passed in 2018, relates to “*Brückenteilzeit*”, in which employees are allowed to work part-time for a limited period as a “bridge” between periods of full-time employment. Specifically, employees have a right to at least one and at most five years of part-time employment with the full legal right to then return to their original job. The intention is that women employees should not

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18 Entgelttransparenzgesetz of 30 June 2017 (BGBl. I, p. 2152). See also German Federal Government Report (2019a, p. 15). An expert evaluation showed that only four percent of employees surveyed in companies with more than 200 employees requested information. Less than half of the companies surveyed voluntarily audited their wage structures. The Ministry proposes introducing an incentives system for in-company auditing procedures and offers an online tool based on existing in-company auditing tools (BMFSFJ, 2019b).

19 Gesetz zur Stärkung der Tarifautonomie (Mindestlohngesetz) of 11 August 2014 (BGBl. I, p. 1348)

20 See German Federal Government Report (2019a, p. 15)

21 WSI Gender Data Portal (2018). Mini-jobs as sole form of employment 2004-2017. See also <https://www.boeckler.de/53504.html> (As of: 2 December 2019)

22 Gesetz für bessere Löhne in der Pflege (Pflegerlöhnerverbesserungsgesetz) of 22 November 2019 (BGBl. I, p. 1756)

23 Gesetz zur Stärkung der Chancen für Qualifizierung und mehr Schutz in der Arbeitslosenversicherung of 18 December 2018 (BGBl. 2018 I, p. 2651)

24 Gesetz zur Einführung einer Nachunternehmerhaftung in der Kurier-, Express- und Paketbranche zum Schutz der Beschäftigten (Paketboten-Schutz-Gesetz) of 15 November 2019

25 Gesetz zur Weiterentwicklung des Teilzeitrechts. Einführung einer Brückenteilzeit of 11 December 2018 (BGBl. 2018 I, p. 2384)

be disadvantaged in their careers by parental or care leave nor by time spent in education and skills development. However, the law only applies to companies with at least 15 employees. Many employees work in smaller companies and are therefore cannot benefit from the law.

Various laws address the G7 and G20 objectives relating to care work and the reconciliation of work and family life. These may have an indirect positive effect on the employment rate and the working hours of women. Since as far back as 2007 – long before the G20 decisions of 2012 – families in Germany have had a right to parental leave and parental allowance following the birth or adoption of a child. A “Parental allowance plus” with a partnership bonus was introduced in January 2015. Basic parental allowance is paid for the first 14 months of a child’s life, when mothers or fathers care for the child themselves and work a maximum of 30 hours per week. Parental allowance plus can be claimed for twice as long and for a maximum of half the parental allowance amount.<sup>26</sup> Mothers and fathers can take 24 months of parental leave for the period between the third birthday and the end of the child’s eighth year.<sup>27</sup> The aim is clearly to get fathers more involved in caring for their children than has been the case up to now, and this reflects, for example, the ideas contained in the *G7 Roadmap for a Gender-Responsive Economic Environment*.

However, from a gender perspective there are problems with this model. Compared to men, fewer women work overall and fewer women work full-time. In the case of people who claim benefits, parental allowance is offset against these benefits, meaning that household income does not actually increase. In addition, the individual parental allowance is calculated according to the average monthly salary of the parent (in the period before taking parental leave) who is doing the caring. The parental allowance paid can range from 300 to 1,800 euros. Due to the gender pay gap, this means that in the statistical average, women would be receiving less monthly parental allowance than men. The law has had very little effect so far: only a third of men take parental leave. Clearly, therefore, the parental allowance model does not do enough to bring about the aims set out by the G7 and G20.

To improve the situation regarding family and care work, better childcare options are required. The Good Day Care Facilities Act (*Gute-Kita-Gesetz*)<sup>28</sup> promotes the “inclusive support of all children”, as well as increased opening hours to meet parents’ needs, a good carer-child ratio, and the child’s linguistic development. It also addresses the cost of care. Factors that define quality include the accessibility of the facility, the ratio of carers to children, and the availability of the service. Opening hours during off-peak times (mornings, evenings, weekends, overnight) are essential for single parents – 90 percent of whom are women – in order to find work that guarantees sufficient income. The Good Day Care Facilities Act is therefore relevant to gender policy and the G7 and G20 decisions concerning the reconciliation of family, professional life and care work.

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26 Bundeselterngeld- und Elternzeitgesetz of 5 December 2006 (BGBl. 2006 I, p. 2784)

27 For more information see:

<https://www.bmfsfj.de/bmfsfj/themen/familie/familienleistungen/elternzeit/elternzeit/73832?view=DEF AULT>

28 Gesetz zur Weiterentwicklung der Qualität und zur Teilhabe in der Kindertagesbetreuung (*Gute-KiTa-Gesetz*) of 19 December 2018 (BGBl. 2018 I, p. 2696). See also German Federal Government Report (2019b, p. 15)



However, there is a problem when it comes to childcare support: Public childcare provision ends when the child starts school.<sup>29</sup> The BMFSFJ therefore wishes to see, by 2025, a right to full-day care for primary school children. This would be in harmony with the provisions of the coalition agreement<sup>30</sup> and, if properly organised, signify a lightening of the burden of care work. According to the BMFSFJ, more than 300,000 care places would have to be created for after school care, and 665,000 places for full-day care. The cost is estimated at between 1.9 and 3.9 billion euros.<sup>31</sup>

Alongside childcare, many families also have to care for dependent relatives, sometimes simultaneously. It is estimated that 13 percent of working women aged 50–60 and 18 percent aged over 60 have such care responsibilities. Women in households where dependent relatives require care perform considerably more care work (57% of the total amount) than men, and during this time often reduce their weekly working hours or withdraw completely or for a certain time from the labour market.<sup>32</sup>

The law to increase the number of careworkers (Gesetz zur Stärkung des Pflegepersonals)<sup>33</sup> could therefore have an indirect effect on gender equality and the gendered division of labour. The aim of this law is to enable the employment of more care workers in hospital and outpatient care facilities.<sup>34</sup> However, in order to reduce the burden on women when it comes to care work, measures are required that address domestic care and the reconciliation of care responsibilities and paid employment. The law also has a gender component, as it aims to improve the working conditions for care workers, the majority of whom are women. Starting in 2020, concepts for staff assessment procedures are to be implemented, and differentiated minimum wages for nursing and care workers in accordance with qualifications are also envisioned.

On the whole, it can be said that in recent years the German Federal Government has launched only a small number of legislative initiatives to address the G7 and G20 goals concerning equal pay, care work and the reconciliation of work and family life. It is also worth bearing in mind that the G7 and G20 targets are often unspecific and vaguely phrased. There are also very few legislative initiatives that might directly contribute to the only quantitative target of the G7 and G20 with respect to gender equality: greater labour market participation – in terms of employment rate and working hours – of women.

### *Women entrepreneurs and financial inclusion*

As previously mentioned, in recent years there has been an increasing number of commitments made by the G7 and G20 with respect to women entrepreneurs. In 2017 in

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29 For more information see: BMFSFJ (2017a, p. 17.)

30 See <https://www.bmfsfj.de/bmfsfj/themen/familie/kinderbetreuung/ganztagsbetreuung>

31 Estimation of the German Youth Institute (DJI). See Alt, Guglhör-Rudan, Hüsken, and Winklhofer (2019)

32 For more information see: Independent Advisory Board for the Reconciliation of Work and Long-Term Care (2019).

33 Gesetz zur Stärkung des Pflegepersonals (Pflegepersonal-Stärkungsgesetz – PpSG) of 11 December 2018 (BGBl. 2018 I, p. 2394)

34 See <https://www.bundesgesundheitsministerium.de/konzertierte-aktion-pflege.html>

Germany, the proportion of women entrepreneurs was 40 percent.<sup>35</sup> With respect to financial support, funding for men and women is relatively equal (61 percent of women and 66 percent of men entrepreneurs). However, women often receive smaller amounts.<sup>36</sup> On the whole, there are far fewer ministerial initiatives or legislative measures in support of women entrepreneurs in Germany than there are with respect to the labour market.

However, since 2009, Germany's microcredit fund, under the control of the Federal Ministry for Labour and Social Affairs (BMAS), has provided loans for start-ups. Its "My microcredit" programme focuses on small and new companies and aims to support "companies led by, in particular, women or people with a migration background".<sup>37</sup> Since 2014, the Federal Ministry for Economics and Energy (BMWi) has actively supported the "FRAUEN unternehmen" initiative as well as an agency that offers advice and networking opportunities to women entrepreneurs.<sup>38</sup> The previously mentioned<sup>39</sup> Qualification Opportunities Act could also play an important role for women entrepreneurs.

With respect to the development cooperation goals of the G7 in this area, the German Investment Corporation (DEG) contributes to the implementation of the '2X Challenge' for entrepreneurship and the employment of women. The DEG reports it has mobilised 458 million US dollars in the first year of the initiative.<sup>40</sup> It is necessary to bear in mind that the '2X Challenge' is only partly about public funds; the initiative's aim is to combine public and private funding. It is also worth noting that only one out of five very loose criteria needs to be fulfilled in order for investments to be counted as an '2X challenge' investment. These criteria include, for example, that the company that is being invested in makes products that are predominantly used by women, or that the company's senior management (depending on the industry) consists of at least 20–30 percent women.

Apart from these individual initiatives, there are no comprehensive measures for supporting women entrepreneurs in particular that would be putting the decisions of the G7 and the G20 into practice.

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35 See <https://de.statista.com/statistik/daten/studie/197114/umfrage/anteil-der-gruenderinnen-an-allen-gruenderpersonen/>

36 See BMFSFJ (2017b, p. 59 pp., p. 85)

37 For more information

see: <https://www.bmas.de/DE/Themen/Arbeitsmarkt/Arbeitsfoerderung/Mikrokredit/mein-mikrokredit.html>; <https://www.fuer-gruender.de/kapital/fremdkapital/fremdkapitalgeber/mikrokredit/>

38 For more information see: [https://www.existenzgruenderinnen.de/DE/Vernetzung/Frauen-unternehmen/Initiative/Initiative\\_node.html](https://www.existenzgruenderinnen.de/DE/Vernetzung/Frauen-unternehmen/Initiative/Initiative_node.html)

39 Gesetz zur Stärkung der Chancen für Qualifizierung und für mehr Schutz in der Arbeitslosenversicherung (Qualifizierungschancengesetz) of 18 December 2018 (BGBl. 2018 I, p. 2651)

40 For more information see: [https://www.deginvest.de/Newsroom/News/News-Details\\_539264-2.html](https://www.deginvest.de/Newsroom/News/News-Details_539264-2.html)

## 3.2 Leadership and decision-making positions

### 3.2.1 Goals

In recent years, both the G7 (G7, 2016; 2018; 2019) and the G20 (G20, 2018; 2019) have stated the general goal of improving women's access to leadership and decision-making positions. For example, the G7 is pursuing the goal of increasing the representation of women on all decision-making levels in political, economic and public life by 2022, and has identified various strategies intended to help achieve this objective. Such strategies include leadership training or introducing equality certification to improve the representation of women in leadership positions in the private sector (2017). Promoting a "more balanced representation" of women in the G7 delegations and teams is also a stated aim.

The G20 documents, on the other hand, contain only general objectives lacking specific strategies when it comes to women's access to leadership and decision-making positions. The G20 Leaders' Declaration of 2018, for example, states: "We [...] commit to promote women's access to leadership and decision-making positions" (G20, 2018).

### 3.2.2 Implementation in Germany

In 2015 in Germany, only 5.1 percent of leadership positions in the private sector were occupied by women.<sup>41</sup> Among the most important federal authorities in the public sector, women accounted for only 32.6 percent of employees with leadership and management responsibilities.<sup>42</sup> The measures implemented in Germany to advance the goal of having more women in leadership positions include the "Act on Equal Participation of Women and Men in Executive Positions in the Private and the Public Sector" ("Gesetz zur gleichberechtigten Teilhabe von Frauen und Männern an Führungspositionen in der Privatwirtschaft und im öffentlichen Dienst").<sup>43</sup> However, this Act had already been passed prior to the respective G7 and G20 decisions of 2015.

Since 2016, in the private sector, Germany's 105 stock-market listed companies and companies with employee representation on their boards are required to allocate at least 30 percent of seats on their supervisory boards to women. The proportion of women in leadership and executive positions rose from 21.3 percent before 2015 to 33.9 percent in 2019. However, women still account for only 9.6 percent of executive board members in this category of companies.<sup>44</sup> As there are no quotas for executive boards, it can be assumed that the observed improvement with regard to supervisory boards is due to the obligatory quota. However, this quota by no means applies to all companies. In order to be more effective, the quota ought to apply to all leadership positions in German companies irrespective of employee representation, while non-compliance needs to be penalised.

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41 See German Federal Government Report (2017, p. 23)

42 See German Federal Government Report (2017, p. 30). The figures for the public sector cannot be compared with those for the private sector, as the public sector definition of leadership roles is far broader.

43 See German Federal Government Report (2019a, p. 15)

44 See FidAR (2019, p. 3)

Quotas have also been introduced in the public sector. Since 2016, the Appointments to Federal Bodies Act (Bundesgremienbesetzungsgesetz) stipulates that in the case of supervisory bodies to which the federal government may appoint at least three seats, at least 30 percent of all new appointments must be women. As of 2018, the Family Ministry's objective is to increase this share to 50 percent.<sup>45</sup> The Federal Equality Act (Bundesgleichstellungsgesetz) obliges German administrative bodies to set targets for the share of women or men at each management level.<sup>46</sup> Despite the ratio stipulated by the quota, women's representation among leadership positions in the public sector ranges from 21 percent in the Foreign Office to 60 percent in the BMFSFJ, which is similar to the figures in male- or female-dominated occupations in business and science.

There are programmes for female politicians on the municipal level that promote coaching and networking, including the "KommunalCampus" (2019 to 2021). The Helene Weber Award offers empowerment programmes to young women and to female students with a migration background.<sup>47</sup>

Non-profit organisations play an important role in Germany. However, despite the high proportion of women employed in such organisations, there are no strategies or quotas in place to promote women into leadership positions.<sup>48</sup> The same applies to voluntary work.

Clearly, there is a lack of balance and a very mixed picture when it comes to gender representation in leadership and decision-making positions in Germany. In recent years, the proportion of women on supervisory boards has risen in the private sector, but has remained low on executive boards. There are remarkable differences across the public sector. The strategies that have been presented here are clearly not enough to bring about far-reaching change in the major differences in representation among women and men. However, the G7 and G20 objectives only talk generally about *improved* access for women to leadership and decision-making positions. It remains to be seen whether the stated measures are sufficient to achieve that goal.

### 3.3 Education and training

#### 3.3.1 Goals

Since 2015, the leaders' declarations of the G7 have regularly included general goals concerning the significance of quality education provision for women and girls. For example, the 2016 G7 Leaders' Declaration contains the following statement: "We commit to empowering women and girls, including through capacity-building such as

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45 BMFSFJ. Hintergrundmeldung. Frauen und Arbeitswelt. Quote für mehr Frauen in Führungspositionen: öffentlicher Dienst <https://www.bmfsfj.de/bmfsfj/themen/gleichstellung/frauen-und-arbeitswelt/quote-oeffentlicher-dienst>. 04.06.2019

46 Gesetz für die gleichberechtigte Teilhabe von Frauen und Männern an Führungspositionen in der Privatwirtschaft und im öffentlichen Dienst of 24 April 2015 (BGBl. I p. 642)

47 See German Federal Government Report (2019b, p. 17–18)

48 Cf. <https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/kaum-weibliche-fuehrungskraefte-in-non-profit-organisationen/120468>

education and training” (G7, 2016). In addition, the group also stipulated more specific gender-related targets in the education sector that go beyond the aims of the G20. In the area of development cooperation policy, the 2015 G7 Leaders’ Declaration includes a quantitative target for promoting vocational education and training among women and girls. The aim is for G7 countries to implement strategies that will increase the number of girls and women in developing countries who have vocational education and training by one third (compared to “business as usual”) by 2030.

Policy commitments can be found, in particular, in the G7’s political documents of the last three years e.g. in the 2016 *G7 Guiding Principles for Capacity Building of Women and Girls* (2016), which was adopted by the heads of state and government. One aim is to remove gender stereotypes in education by making educational administrators and teachers more aware of the issue. A second aim is to expand grant programmes in sectors in which women are under-represented. In addition, school environments will be improved by tackling violence in schools and ensuring that adequate sanitation facilities are available, separated by gender. Teachers will be trained in gender-sensitive teaching methods or (“as appropriate in the country context”) schools will be staffed by female teachers. Other barriers to education for girls and women, such as discriminatory social norms or early pregnancy, will also be addressed.

The G7 places particular emphasis on education in the STEM subjects (Science, Technology, Engineering and Mathematics). The *Women’s Initiative in Developing STEM Career (WINDS)* (2016) aims to strengthen networks for women in these areas and highlight female role models as “WINDS ambassadors”.

G7 commitments to strategies for improving the situation for girls and women with respect to education in developing countries can be found in the *Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries* (2018). In this declaration, the G7 countries commit to, for example, prioritise education provision for girls and women when carrying out humanitarian work and to improve education opportunities for refugees. Measures will also be taken to improve the availability of data regarding education for girls and women in developing countries. Partner countries will be supported in enabling girls and women to attend safe, high-quality educational institutions for at least 12 years. The plan is to mobilise 2.9 billion US dollars for this purpose.<sup>49</sup>

The G20 first addresses the issue of education and training for girls and women in the 2012 Leaders’ Declaration, with a general statement concerning educational equality: “We [...] express our firm commitment to advance gender equality in all areas, including skills training” (G20, 2012). Similar objectives can also be found in the G20 Leaders’ Declarations of 2017, 2018 and 2019. Particular focus is placed on girls and women attaining skills in the natural sciences, medicine, and technology, innovation and engineering.

The G20 developmental policy initiative *#eSkills4Girls*, launched in 2017, also emphasises these areas (G20, 2017). The aim of the initiative is to improve education provision for girls and women with respect to digitalisation, especially in developing

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49 <https://plan-international.org/news/2018-06-09-g7-makes-historic-commitments-girls-education-emergencies>

countries. The initiative includes plans, for example, to set up an online platform for the exchange of knowledge and experience. The platform also aims to provide information on G20-country projects as well as projects from other stakeholders that pursue similar goals.

### 3.3.2 Implementation in Germany

In recent years, there have been various measures and strategies in Germany that could contribute to the implementation of the educational aims of the G7 and the G20. Some of these strategies were, however, already in place prior to the G7 and G20 decisions.

For example, initiatives such as “Klischeefrei” (“No Clichés”), “Girls’ Day” and “Boys’ Day” are intended to combat gender stereotyping.<sup>50</sup> Klischeefrei is funded by the BMBF and BMFSFJ. The initiative is aimed at schools, universities, companies, career advisors and parents, and provides, for example, a digital collection of studies, specialist reports, working materials and practice-based examples on the topic of moving beyond stereotypes when it comes to educational and career choices. Such initiatives have a chance of improving educational opportunities for women in the natural sciences, maths or engineering, all fields in which women are traditionally under-represented.

Other strategies aim to address the representation of women in research and teaching. Since 2007, for example, the German Federal Government and the regional authorities have run a programme which aims to increase the proportion of women who hold a professorship (in 2017, only 24 percent of professors were women).<sup>51</sup> Participating institutes of higher education are obliged to present equality concepts and can, if conditions are fulfilled, receive funding for two to three professorships for women for a period of up to five years. Equality also plays a role in the Government’s excellence initiative for universities. As a consequence, some institutions of higher education have stipulated higher targets for the proportion of women academics and scientists in top positions.<sup>52</sup>

When it comes to the goals and commitments made by the G7 and G20 for improving the educational prospects of women in developing countries, the funding that German development organisations have received for this purpose is revealing. According to OECD data, in 2017 Germany spent 23.6 million US dollars on educational activities in developing countries in which gender equality was an explicit aim and fundamental to the way the strategy was conceived (equality as “principal objective”).<sup>53</sup> For the narrower area of vocational education and training for women in developing countries, which was the subject of a quantitative target of the G7 in 2015, expenditure for activities whose principal objective was gender equality amounted to 19.7 million US dollars in 2017.<sup>54</sup> These figures suggest that German development work with respect to the gender-related development goals of the G7 has been limited in scope. Spending on education is, of

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50 The “Klischeefrei” initiative. For more information see:  
[https://www.klischee-frei.de/de/klischeefrei\\_60312.php](https://www.klischee-frei.de/de/klischeefrei_60312.php)

51 <https://www.forschung-und-lehre.de/politik/45-prozent-neue-professuren-an-frauen-1160/>

52 See <https://www.bmbf.de/de/chancengerechtigkeit-und-vielfalt-im-wissenschaftssystem-204.html>

53 See [https://stats.oecd.org/Index.aspx?DataSetCode=DV\\_DCD\\_GENDER#](https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER#)

54 See [https://stats.oecd.org/Index.aspx?DataSetCode=DV\\_DCD\\_GENDER#](https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER#)

course, considerably higher when activities in which gender equality is not the “principal” but rather a “significant” objective are also considered (for example, 286.7 million US dollars in the area of vocational education, instead of the 19.7 million mentioned above).<sup>55</sup>

### 3.4 Violence against women

#### 3.4.1 Goals

The G7 has repeatedly stated the general goal of protecting women against violence. The 2012 Leaders’ Declaration, for example, contains the following statement: “We condemn and avow to stop violence directed against, including the trafficking of, women and girls” (G7, 2012). The issues of forced marriage, “early marriage” and child marriage (G7, 2014), female genital mutilation (G7, 2014), as well as sexual harassment, violence against and trafficking of girls and women (G7, 2012; 2015; 2016; 2018; 2019) are also addressed.

These general objectives are accompanied by various commitments to specific measures. There are plans, in collaboration with the UN, to improve the training of UN peacekeeping forces with respect to gender-specific issues, and to increase the representation of women in the judiciary and the security sector (G7, 2016). Another aim is greater protection and access to the judicial system for female refugees and girls and women in areas affected by conflict or natural catastrophes (G7, 2016).

The *G7 Roadmap for a Gender-Responsive Economic Environment* (2017) aims to implement national strategies to tackle violence against women and girls, and to make funding and personnel available for this purpose. The plan is also to collect data to help better understand the causes and effects of violence against women and to identify vulnerable groups. By 2022, the aim is to provide sufficient funding for safe spaces for victims, women’s organisations committed to combating violence, and the training of people who work to help victims. People involved in human trafficking and exploitation will be promptly and effectively prosecuted.

In 2018, the G7 also issued the *Charlevoix Commitment to End Sexual and Gender-Based Violence, Abuse and Harassment in Digital Contexts*. In this declaration, the G7 countries commit to support the development of legislation, anti-violence strategies and education programmes that keep pace with technological developments. Plans include support for campaigns that raise awareness of sexual and gender-based harassment in a digital context. In addition, national strategies against the use of the internet for human trafficking are to be coordinated and relevant experiences exchanged. This will also involve data collection and analysis.

In 2017, the G20 issued its first statement on protecting women against violence: “We [...] commit to [...] provide women with protection from all forms of violence” (G20, 2017). The group also stated the general aim of improving protection for female refugees and migrants (G20, 2017). While the general aim of protection from violence was

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55 See [https://stats.oecd.org/Index.aspx?DataSetCode=DV\\_DCD\\_GENDER#](https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER#)

reiterated in the following years (G20, 2018; 2019), the G20's political documents contain no specific targets with respect to this issue.

### 3.4.2 Implementation in Germany

Germany's ratification of the Council of Europe's Istanbul Convention on preventing and combating domestic violence and violence against women represents one step in the implementation of the G7 and G20 goals in this area. The convention is a binding agreement under international law in which the member states commit to a series of measures aimed at tackling all forms of violence against women (it includes, for example, guidelines regarding prevention, assistance for victims, and criminal law). Germany's ratification entered into force on 1 February 2018.<sup>56</sup>

In addition, the German "No Means No" law was passed in 2016.<sup>57</sup> Under the law, any sexual act that takes place against the "discernible will" of the victim will be punished with a prison sentence of not less than one year. The definition of rape has been broadened. In 2017, Germany passed a law for better protection against acts of stalking that restrict a person's ability to live their life or involve loss of life, physical injury, harm to health or the freedom of the person themselves or their relatives or loved ones.<sup>58</sup>

With respect to the G7 commitments to improve assistance for victims of violence from 2017 to 2022, the BMFSFJ's "Action Programme to Combat Violence against Women" ("Aktionsprogramm gegen Gewalt an Frauen") is particularly relevant. This programme is linked to the federal funding programme "Working Together to Combat Violence against Women" ("Gemeinsam gegen Gewalt an Frauen"). The funding programme aims to assist federal states and municipalities in expanding tailored support and in testing and developing new forms of support for female victims of violence. As part of the programme the Federal Government plans to invest, from 2020 to 2023, 120 million euros in the expansion, renovation and construction of women's shelters and advisory centres in Germany.<sup>59</sup> A round table that includes the Federal Government, regional and municipal authorities will offer consultation.<sup>60</sup> As part of the programme, the BMFSFJ also launched the "Stronger than Violence" ("Stärker als Gewalt") initiative, which aims to change society's attitude towards violence against women and raise awareness of available support.<sup>61</sup>

A positive aspect worth noting is that these laws and programmes cover all forms of sexual violence against women and children, in accordance with the *Charlevoix Commitment to End Sexual and Gender-Based Violence, Abuse and Harassment in Digital Contexts* and the *Biarritz Partnership on Gender Equality*. However, it remains to be seen

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56 BMFSFJ (2017a, p. 12)

57 Fünfzigstes Gesetz zur Änderung des Strafgesetzbuches - Verbesserung des Schutzes der sexuellen Selbstbestimmung of 4 November 2016 (BGBl. 2016 I, p. 2460)

58 Gesetz zu Verbesserung des Schutzes gegen Nachstellungen of 1 March 2017 (BGBl. 2017 I, p. 386)

59 Federal investment programme "Gemeinsam gegen Gewalt an Frauen". For more information see: <https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/bundesinvestitionsprogramm--gemeinsam-gegen-gewalt-an-frauen--startet/140312> (As of: 2 December 2019)

60 For more information see: <https://www.bmfsfj.de/bmfsfj/gemeinsam-gegen-gewalt-an-frauen/128304>

61 See <https://staerker-als-gewalt.de>



whether the funding provided will be sufficient to achieve the stated goals.<sup>62</sup> For example, according to the Deutscher Frauenrat, lack of space means that women who are victims of violence are often turned away from women's shelters.<sup>63</sup> As long as the funding that is available to women's shelters and similar organisations is insufficient, there can be no guarantee that the relevant objectives will be achieved.

#### 4 Conclusion

Gender equality has increasingly featured in the agendas of the G7 and G20 over recent years. Both institutions have issued a series of gender-related objectives, especially concerning the economic inclusion of women. To a lesser degree, the groups' documents also contain aims relating to equal representation in leadership and decision-making positions, equal education opportunities and protection against violence. In many instances, the two institutions state general goals that do little more than emphasise the importance of gender in the respective policy area.

However, the political documents of the G7 and the G20 contain also a quantitative target for achieving greater balance in employment rates among men and women (a reduction of the gap by 25 percent by 2025).<sup>64</sup> In addition, the G7 and G20 commit to more or less specific policies that the member states are invited to implement. The decisions of the G7 are often more ambitious and more specific than those of the G20.

A certain amount of progress can be seen in Germany with respect to the quantitative target of the G20 and G7 to increase the employment rate of women: The gender employment gap fell by eleven percent between 2014 and 2018. There have also been various laws and other measures passed in Germany in recent years that can help to advance the general goals and quantitative targets as well as help to implement the commitments. This particularly applies to the economic inclusion of women and protection against violence. There have been far fewer relevant reforms and initiatives concerning women's access to leadership positions and education for girls and women. On the whole, the strategies and policies described in this report are not sufficient to fully implement the goals stated by the G7 and G20. Thus, the hope that the G7 and G20 decisions would put pressure on Germany to be more progressive with respect to gender policy has until now been fulfilled at best with regard to a few specific aspects.

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62 See Deutscher Frauenrat (2019) p. 3

63 See BMFSFJ (2012)

64 The G20 also committed to a quantitative target for the vocational education and training of girls and women in developing countries and the funding of appropriate strategies.

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## **Annexes**

## **Annex 1: Gender equality goals in G7 and G20 documents between 2009 and 2019**

### **G7**

#### **General goals<sup>65</sup>**

- Address the health-related needs of women (especially sexual and reproductive health) (2009, 2010, 2011, 2012, 2014, 2015, 2016, 2017, 2018, 2019)
- Promote the protection of human rights for women (2012, 2016)
- Combat sexual harassment, violence against and trafficking of women and girls (2012, 2015, 2016, 2017, 2018, 2019)
- Prevent forced marriages as well as “early” and child marriage (2014)
- Support women entrepreneurs (2015)
- Increase the role of women in peacekeeping and security operations (2015, 2016, 2018)
- Promote the employment of women (2015, 2016, 2018, 2019)
- Improve education and training opportunities for girls and women (2009, 2015, 2016, 2018, 2019)
- Support women in STEM (2015, 2016, 2017, 2018, 2019)
- Make it easier for women and men to reconcile work and family life (2015, 2016)
- Mainstream gender equality in all policy areas (2016, 2017)
- Ensure that women and men receive the same pay for the same work (2016, 2018)
- Improve women’s access to leadership positions (2015, 2016, 2017, 2018, 2019)

#### **Quantitative targets**

- Implement G7 strategies to increase the number of girls and women in developing countries who are technically and vocationally educated and trained by one third (compared to “business as usual”) by 2030 (2015)
- Reduce the gender employment gap in the G7 countries by 25 percent by 2025 (while taking “national circumstances” into account) (2015, 2017)

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<sup>65</sup> The years that appear after the goals listed in this and the following section indicate that the respective goal is mentioned in the leaders’ declaration or in another G7 document from the same year. Analogous goals in political documents are also taken into consideration.

## Policy commitments<sup>66</sup>

- *G7 Principles on Women's Entrepreneurship (2015)*:
  - Draw public attention to successful women entrepreneurs,
  - Improve women entrepreneurs' access to funding.
- *G7 Guiding Principles for Capacity Building of Women and Girls (2016)*:
  - Implement measures to remove gender stereotypes and bias in the field of education (develop teachers' skills in this respect); expand grant programmes in areas in which women are under-represented (e.g. STEM),
  - Promote greater equality in the distribution of unpaid care work and domestic chores in order to improve women's access to education and training,
  - Improve educational programmes and other strategies that enable greater participation of women in leadership positions in political, economic, scientific, academic and public life,
  - Improve education, research and advocacy programmes in order to increase awareness of the health-related needs of girls and women; prioritise health services for women (including family planning and the right to make informed decisions in the area of health),
  - Improve school environments by ensuring that schools are free of violence, have adequate sanitation facilities separated by gender, that teachers are trained in gender-sensitive teaching methods or (as appropriate in the country context) that schools are staffed by female teachers,
  - Collaborate with the UN to improve the training of UN peacekeeping staff with respect to gender-specific issues (e.g. sexual violence against women), increase the role of gender advisors in the military,
  - Increase the representation of women in the judiciary and the security sector,
  - Support female refugees and victims of conflicts and catastrophes, including better access to legal and psycho-social services and living cost support for victims of sexual and gender-specific violence.
- *Women's Initiative in Developing STEM Career (WINDS) (2016)*:
  - Highlight female role models in the STEM sector as WINDS ambassadors,
  - Peer learning with respect to strategies.

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66 As policy commitments that are relevant to gender equality are primarily contained in separate G7 documents and not always repeated in subsequent years, the commitments in this list are classified according to their original documents.

- *G7 Roadmap for a Gender-Responsive Economic Environment (2017):*
  - Implement strategies to increase women's representation on all decision-making levels in political, scientific and public life by 2022; promote greater representation of women in G7 delegations,
  - Improve women entrepreneurs' access to capital by 2022 (by creating guarantee funds and better safeguarding of loans); invest in awareness campaigns by 2020 which inform women about existing networks and opportunities for support and which highlight female role models; implement strategies by 2020 to address the needs of women entrepreneurs with respect to continuing education and training, mentoring and the creation of networks,
  - Combine the contribution of various institutions (including the UN, OECD, IMF, WB, ILO and the European Commission) to agree on a shared methodology for measuring the value of unpaid domestic and care work; create an awareness campaign to increase recognition of the overwhelming burden of care work that women and girls carry, promote the fair distribution of care responsibilities between women and men by 2020, and highlight the impact of women's labour market participation on earnings, pension gaps and retirement savings; invest in social infrastructure which supports domestic care work; where appropriate, mainstream gender equality in the entire budget planning and execution cycle, with a view to re-prioritising social policies and infrastructure; make social services affordable for everyone.
  - Mainstream gender equality in anti-poverty strategies, develop a gender-sensitive, multi-dimensional poverty measure,
  - Develop policies and measures that promote work-life balance and equal pay; combat precarious employment; improve access to parental and family leave (where existing) for women and men, adopt measures that support an increased uptake by fathers of parental leave by 2025.
  - Promote participation by women and girls in STEM subjects; support universities and research institutes, as appropriate, in the integration of the gender dimension in curricula,
  - Adopt appropriate measures to prevent violence against women; develop and implement strategies to prevent violence, supported by adequate funding and staffing; collect and analyse data on violence against women and girls; provide adequate financial support to victims' shelters and anti-violence women's organisations, as well as training for professionals who work with victims, by 2022; adopt a gender-sensitive, humanitarian and victim-centred approach to human trafficking by 2022; promote the effective and prompt prosecution of all perpetrators of human trafficking.
- *Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries (2018):*



- Improve access to education for refugees; improve coordination between humanitarian assistance and development cooperation; prioritise equality and education for girls and women in humanitarian work and peace-building efforts,
  - Improve the availability of sex- and age-disaggregated data on the (initial) education and training of girls and women and youth employment in developing countries,
  - Support schools in developing countries which offer safe and accessible learning environments; support developing countries in offering girls and women at least 12 years of education.
- *Charlevoix Commitment to End Sexual and Gender-Based Violence, Abuse and Harassment in Digital Contexts (2018):*
    - Promote legislation, national anti-violence strategies, educational approaches and existing mechanisms, as appropriate, that keep pace with technological development,
    - Collect and publish sex- and age-disaggregated data,
    - Coordinate efforts and share best practices on preventing the misuse of the internet to facilitate trafficking in persons.
- *Annex for the Biarritz Partnership on Gender Equality, individual commitments from Germany (2019):*
    - Expand the scope of the existing “Act on Equal Participation of Women and Men in Leadership Positions in the Private and Public Sector” (2015) by increasing obligations and introducing penalties for non-compliance; monitor and publish progress reports on obligations under the existing law,
    - Implement a new, comprehensive “Ending Violence against Women Together” programme; e.g. improve access to the support system for groups that have received insufficient assistance so far, and launch a campaign to raise awareness of violence against women and draw attention to possibilities for support,
    - Implement and evaluate the Good Childcare Act (through this Act, the federal states will receive up to 5.5 billion euros by 2022 to improve the quality of child daycare).
    - Implement a new federal initiative for skilled labour; e.g. higher training allowance and better promotion opportunities in the early education and care sector, to make obtaining higher qualifications worthwhile.

## **G20**

### **General goals<sup>67</sup>**

- Promote a family-friendly labour market for women and men (2009)
- Promote good working conditions for women (2012, 2018, 2019)
- Promote equal pay (2012, 2017, 2018)
- Improve education and training opportunities for women (2012, 2017, 2018, 2019)
- Promote an equal sharing of care work (2012, 2019)
- Promote the financial inclusion of women (2012, 2013, 2016, 2017)
- Promote the employment of women (2013, 2014, 2015, 2017, 2018, 2019)
- Consider the needs of women who live in rural areas (2015)
- Promote women in STI/STEM (2016, 2017, 2018, 2019)
- Promote women entrepreneurs (2016, 2017, 2018, 2019)
- Protect women against violence (2017, 2018, 2019)
- Protect female refugees and migrants (2017)
- Promote women's access to leadership positions (2018, 2019)
- Mainstream equality in all policy areas (2018)
- Raise awareness in order to overcome gender stereotypes (2019)
- Recognise the role of women with respect to peacekeeping and security (2019)

### **Quantitative targets**

- Reduce the employment gap between men and women in the G20 countries by 25 percent by 2025 (while taking “national circumstances” into account) and get an additional 100 million women into employment (2014, 2015, 2017, 2018, 2019)

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<sup>67</sup> The years that appear after the goals listed in this and the following section indicate that the respective goal is mentioned in the leaders' declaration or in another G20 document from the same year. Analogous goals in political documents are also taken into consideration.

## **Policy commitments<sup>68</sup>**

- *Women Entrepreneurs Finance Initiative (managed by the World Bank as secretariat and guarantor) (2017):*
  - Promote women entrepreneurs and small and medium-sized companies run by women,
  - Technical support,
  - Access to capital.
- *#eSkills4Girls (2017):*
  - Create an online platform to exchange experiences,
  - Work together with African countries,
  - Promote education and employment opportunities,
  - Promote female entrepreneurship in the digital economy,
  - Strategies to combat gender-based online violence,
  - Improve women's access to information and communications technology.

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68 As policy commitments that are relevant to gender equality are primarily contained in separate G20 documents and not always repeated in subsequent years, the commitments in this list are classified according to their original documents.

## **Annex 2: G7 and G20 political documents between 2009 and 2019<sup>69</sup>**

### **G7/8 Leaders' Declarations:**

- G8 Leaders' Declaration L'Aquila 2009
- G8 Leaders' Declaration Muskoka 2010
- G8 Leaders' Declaration Deauville 2011
- G8 Leaders' Declaration Camp David 2012
- G8 Leaders' Declaration Lough Erne 2013
- G7 Leaders' Declaration Brussels 2014
- G7 Leaders' Declaration Schloss Elmau 2015
  - *Annex: G7 Principles on Women's Entrepreneurship*
- G7 Leaders' Declaration Ise-Shima 2016
  - *G7 Initiative on Women and STEM*
  - *G7 Guiding Principles for Capacity Building of Women and Girls*
  - *Women's Initiative in Developing STEM Career (WINDS)*
- G7 Leaders' Declaration Taormina 2017
  - *G7 Roadmap For A Gender Responsive Economic Environment*
- G7 Leaders' Declaration Charlevoix 2018
  - *Charlevoix Commitment To End Sexual and Gender Based-Violence, Abuse and Harassment in Digital Contexts*
  - *Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries*
- G7 Leaders' Declaration Biarritz 2019
  - *Annex for the Biarritz Partnership on Gender Equality*

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69 In this section, we include all summit leaders' declarations for the period in question, as well as additional political documents from the G7 and G20 processes that contain goals relating to gender equality.

- *Declaration on Gender Equality and Women's Empowerment*

**G20 Leaders' Declarations:**

- G20 Leaders' Declaration London 2009
- G20 Leaders' Declaration Pittsburgh 2009
- G20 Leaders' Declaration Seoul 2010
- G20 Leaders' Declaration Cannes 2011
- G20 Leaders' Declaration Los Cabos 2012
- G20 Leaders' Declaration Saint Petersburg 2013
- G20 Leaders' Declaration Brisbane 2014
- G20 Leaders' Declaration Antalya 2015
- G20 Leaders' Declaration Hangzhou 2016
- G20 Leaders' Declaration Hamburg 2017
  - *Annex: G20 Initiative #eSkills4Girls*
  - *Women Entrepreneurs Finance Initiative*
- G20 Leaders' Declaration Buenos Aires 2018
- G20 Leaders' Declaration Osaka 2019
  - *Annex to G20 Leaders Declaration. G20 Initiative #eSkills4Girls*

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