WP4 Case studies
D4.2 Evaluation report on each case study

Case Study: Reconciliation of Work and Family through the Programme "Audit Berufundfamilie" – a Case Study of Münster´s University Hospital

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List of abbreviations

BMF   Bundesministerium der Finanzen
BMFSFJ   Bundesministerium für Familie, Senioren, Frauen und Jugend
UKM   Universitätsklinikum Münster

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Executive Summary

Subject of the case study is the systematic implementation of a family conscious family policy within the framework of the Audit Berufundfamilie at the University Hospital Muenster (UKM). The programme started six years ago in 2010 and is now in a scaling-up-phase as the third round of the Audit starts in the fall of 2016.

One central innovation introduced during the process is a Service Office for Families that acts as a one-stop shop providing services and counselling for employees with family responsibilities. Contracts with private and third-sector actors guarantee the provision of childcare in exceptional situations and during holidays. Another key element was the planning and realisation of a new company childcare facility for UKM-employees. Compared to most German companies that invest in family-conscious services, the extent of measures provided by UKM is exceptional.

Family policy moved up the political agenda when the problems arising from an ageing population and the increasing shortage of skilled workers became apparent. Trends such as changing role models and the increase in paid labour of women promoted the need for action. Policies in the areas of childcare, parental and home care support work-family reconciliation, while companies develop their own strategies.

The target group of the programme are UKM-employees with family responsibilities, which need to be enabled to reconcile work and family. Most prominent are the needs for more flexible working schedules, more childcare and better options for parental leave. Accordingly, we identified the long-term outcome of the programme from an employees' perspective to be the reconciliation of work and family for all employees of the UKM. For the UKM itself, the long-term goal is an enhanced recruitment and staff retention.

The process evaluation showed that the programme has been implemented as intended. Obstacles such as organisational problems, problems with the specific framework conditions or personnel resources impeded the process only slightly. To realise the various services and measures, the UKM cooperated with different private and third-sector actors. The data obtained from the UKM suggests that the target population makes use of the programme's measures.

The results from the contribution analysis using the developed theory of change suggest

that the programme had an impact on UKM-employees regarding work-family reconciliation as well as on the UKM regarding staff retention and recruitment. Although we identified some weak links, we found no compelling evidence that our theory of change is not valid. As the process is still ongoing and crucial data is not yet available, future output evaluations have to measure the actual impact the programme made.

Gathered data on direct expenditure on the part of UKM shows large programme-related investments. Nevertheless, previous research suggests that investments in work-family reconciliation brings about a positive return from a business perspective as well as social value. Expected monetary effects for UKM-employees include a higher income and pension level and for the UKM they include lower costs for replacements and reintegration, higher productivity and lower turnover rates. The non-monetary effects expected for UKM-employees are a higher degree of satisfaction, a lower level of stress and better health. The UKM is expected to profit from non-monetary effects such as a higher level of work motivation, a higher commitment to the company and enhanced recruitment.

1. Introduction

1.1 The systematic implementation of a family conscious family policy at UKM

The Audit Berufundfamilie provides a management tool in the shape of a certificate for companies, organisations and universities that approves a family friendly environment. Previous to the certification, the Audit process evaluates the specific circumstances of the organisation and develops measures to improve the reconciliation of care responsibilities for employees and students. The process is long-term oriented with steady evaluation and certification (3 certificates with a duration of 3 years each) (berufundfamilie n.d.). Recently the development of the Audit gets financed by the ESF and the BMFSFJ in the frame of the programme "Shaping the reconciliation of family and occupation" (Vereinbarkeit von Familie und Beruf gestalten).

Since 2010, the UKM uses the management instrument Audit Berufundfamilie. It received its second certificate in 2013. To keep the certificate, the UKM must be evaluated again in 2016 (Universitätsklinikum Münster n.d. a).

In its course, a number of important innovations were introduced. At the heart of the process, the Service Office for Families (FamilienServiceBüro) has been established. Its primary goal is to provide services for employees with family care responsibilities – parents as well as caring relatives. During daily consultation hours and via telephone they advise employees regarding their family-related issues and if needed, put them in contact with specialised social service institutions. Thus, they act as one-stop shop giving information and counselling as well as referrals to different service providers. At the same time, the Service Office for Families is involved with evaluating and developing its own offers in interaction with participants. The Service Office for Families has contracts with the private-commercial family service agency *pme Familienservice GmbH* providing childcare in exceptional situations and the association Ferienwerk Münster e.V. which is offering care and education services during holidays. Another key element of the Audit Berufundfamilie process was the planning and realisation of a new company childcare facility for the UKM. Lately, the facility extended the childcare places for hospital employees and employees of subsidiary companies of the UKM to 150. It is one of only four company childcare facilities in Muenster and by far the largest.

The UKM is a public agency under legal supervision of the Ministry of Innovation, Science and Research North Rhine-Westphalia. It is affiliated with the medical faculty of the Westfälische Wilhelms-Universität Münster (University of Muenster). The Service Office for Families as well as the on-site childcare facility are realised and regulated by the UKM under national law and local standards. The non-profit association and the private company pme Familienservice GmbH are regulated by public administration.

As a university hospital, the UKM is part of the German education system and receives funds from the federal state of North Rhine-Westphalia. In this regard, the Service Office for Families and its services as well as the company childcare facility are supported by the federal state. The childcare facility is also supported by national grants and subsidies within the Childcare Funding Act (Kinderförderungsgesetz, KiföG) and by municipal subsidies. Parents of children cared for in the facility also pay a parental contribution.

The service providers working with the Service Office for Families have different legal forms and thus financial backgrounds. The service provider for holiday care (Ferienwerk Münster e.V.) offers social services within the Child and Youth Services Act (Kinder- und Jugendhilfegesetz). Hence, the services are funded mainly by the municipality of

Muenster and contributions of parents. The UKM finances the childcare for families in exceptional situations which provided by the private company pme familienservice GmbH.

1.2 Regional/local context

UKM is located in the city of Muenster, Germany. Muenster is an independent city in North Rhine-Westphalia and the capital of the local government region Muensterland. With about 300,000 inhabitants (City of Muenster 2015), it is also the largest city of the Muensterland.

At the nine universities of Muenster, about 58,000 students are enrolled (City of Muenster 2015). UKM is affiliated to the University of Muenster (Westfälische Wilhelms-Universität Münster), which is with almost 44,000 students one of the biggest universities in Germany (Westfälische Wilhelms-Universität Münster n.d.).

Muenster is governed by the City Council and the Lord Mayor. Municipalities have their own district representatives. They are elected every five years by the citizens of Muenster. At present, the Lord Mayor is a member of the Christian Democratic Party (CDU), which holds also the majority in the City Council, followed by the Social Democrats (SPD) and the Green Party (Bündnis 90/Die Grünen) (City of Münster 2015).

As a university city, Muenster is constantly growing: From 2000 to 2013, the number of inhabitants grew by 8.9 percent, which presents the biggest gain of German cities in those years (Focus online 2015). Figure 1 shows that the city has a big proportion of younger inhabitants (City of Muenster 2015), whereas the age pyramid for Germany as a whole leans more towards older people (Bundesinstitut für Bevölkerungsforschung 2016).

Figure 1: Age pyramid for Muenster, Germany on 31.12.2014.
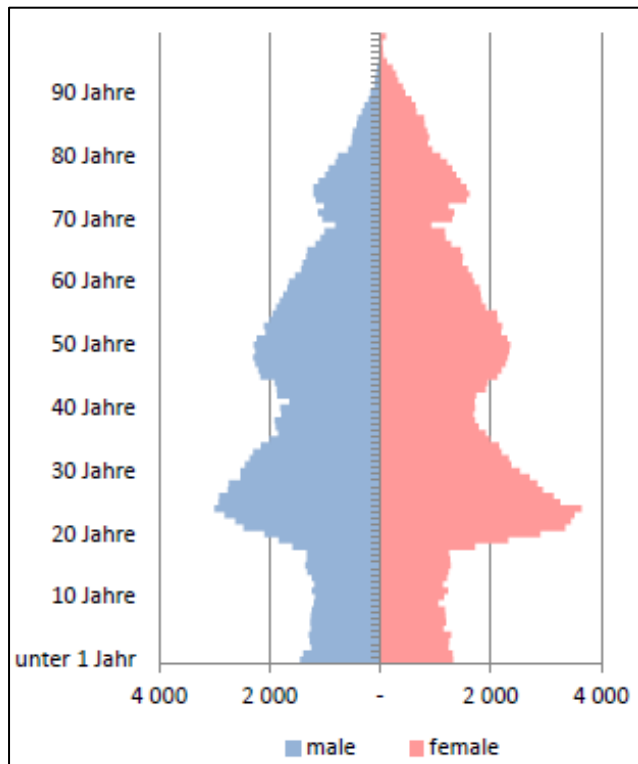
The unemployment rate in percent of the civilian working population on average was 6 percent in 2014. Women were slightly less often unemployed (5.3 %) than men (6.6 %). Of the people with paid work, 89 percent work in the service sector, 10.4 percent in manufacturing industry/trades and 0.6 percent in agriculture and forestry (City of Muenster 2015).

Especially in the German medicine and health care sector, a shortage of skilled workers is evident. Data for North Rhine-Westphalia shows a number of only 0,7 unemployed persons for each vacancy in nursing care, emergency medical services and midwifery. In the field of geriatric care the situation is even more grave with 0,5 unemployed persons for each vacancy (Bundesagentur für Arbeit 2016). For the city of Münster, a shortage of more than 1,000 full time equivalents is expected for the year 2030, as a prognosis shows. For the greater area of Münster, the so called Münsterland (with the cities of Coesfeld, Warendorf, Borken, and Steinfurt), a shortage of almost 8,000 full time equivalents has been estimated (Deutsches Institut für angewandte Pflegeforschung e.V. 2015, p. 19).

In reaction to these developments, the UKM tries to become more attractive for (potential) employees: The long-term goal of the programme is an enhanced recruitment and better staff retention for the UKM (see chapter 4).

1.3 Selection of the programme

German family policy was a niche subject for a long time, but moved up the policy agenda in the course of the last 20 years. One important reason for this change has been the discussion about work-family reconciliation, which has progressed to be a major part of the present German family policy.

The case study fits in the policy area of family policy, to be precise in the area of reconciliation of work and family. Even though one of the main services is childcare, the focus of the case study is on employability and well-being of parents. Development and education of children is not part of the study.

The most significant social innovation element of the programme is the systematic implementation of a family conscious personnel policy. With the Audit as a framework, the UKM officials invest substantial amounts of time, resources, and money to restructure the existing programme and to add significant new elements to it. A special feature of the implementation process is the Service Office for Families, which is innovative because it serves as a one stop shop for employees, who need assistance in reconciling work and care responsibilities. The counsellors of the Service Office for Families design with the particular staff members' individual reconciliation plans including care services, flexible work arrangements, parental leave, elderly care leave and plans for the reintegration into work after a family leave. The concept of family offices can be found in various municipalities all over Germany in public administration as well as at universities. However, there is no central strategy for implementing family offices in Germany, since these services are partly governed by state and partly governed by municipality. The phenomenon can be interpreted as a spread of bottom-up innovation. Every family office adapts to local circumstances as well as financial options. Thus, the regulation, implementation, and financing vary between municipalities and fields of work. At the same time the case can be seen as an example of a company investment in reconciliation of work and family, which is an expanding field in Germany, but still very rare.

The development of the programme at the UKM is evaluated and certified by Berufundfamilie on a regular basis. The UKM shows consumer and impact orientation by constantly (re-)developing its services. Even though an increasing number of German

companies and organisations show awareness for and investments in family conscious services, the extent of measures provided by UKM is outstanding.

1.4 Report structure

The report is structured as follows: Chapter 2 gives an overview about the recent developments concerning the topic "reconciliation of work and family" in Germany. In chapter 3 we will assess the needs of the target population the UKM tries to influence with the programme. To retrace the pathway of change effected by the implemented programme, we develop a new theory of change for UKM (chapter 4). The theory is based on the Audit Berufundfamilie as well as on our knowledge and experience as researchers. In chapter 5, we evaluate how the programme was implemented at the UKM. We conduct a secondary analysis of data and documents from the UKM and supplement the findings with information from interviews with key stakeholders. In Chapter 6 we conduct an impact evaluation using a theory-based approach. In chapter 7 we explore what kind of investments the UKM made relating to the programme and what social returns can be expected for the various key-stakeholders.

2. Literature review

2.1 Policy analysis

2.1.1 Development of the policy

German family policy traditionally concentrated on supporting the male breadwinner model and economic redistribution. Family was seen as a private matter that should not be officially influenced by politics (Bujard 2015), which was nevertheless the case. A change occurred in the 1970s with the women's movement, which led to a political and social discourse about equality. The concept of "family" started to become more plural with the increase in single-households, single parents and patchwork families. Since this time, women's employment rate rose and issues of work-family-reconciliation became more important for political, economic and societal thinking. Furthermore, the demographic change became a central issue, exposing the growing burden on the welfare

state and the shortage of skilled workers for the economy (Gerlach 2010, p. 340). The question of how to promote women's labour market participation and at the same time to increase the overall fertility of German women got promoted. Additionally, the human capital approach had an impact on family policy, leading to more investments into childcare-infrastructure. The latest trend in family policy is the orientation towards the support of corporate family policy and the intensive cooperation with social and economic actors (ibid., p. 125). This trend resulting from the previous described serves as the basis for the case study and should be explained in more detail.

The first influences on companies and organisations concerning women or family issues were the introduction of maternity protection with maternity leave, the protection of wage and work place safety beginning in 1952 and later in 1986 with the implementation of parental leave which guaranteed a "vacation" for child rearing. Since women were marginal represented in companies at this time and no comprehensive financial support in the time of parental leave was available, a structural change did not take place until the reform of parental leave and parental allowance in 2001 and 2007. Thereby, the leave scheme was combined with a wage continuation through taxes. Additionally, it implemented partner months to promote family responsibilities for fathers. In combination with the introduction of the part-time law in 2001 it also paved the way for simultaneous family rearing and occupation with the possibility to arrange a part-time work with parental allowance. The reform of parental leave and allowance can be interpreted as a marking point in the reconciliation of family and work, firstly and comprehensively supporting employability as well as gender equality (Juncke 2012, p. 68-73).

The second bundle of influences, namely the PISA shock, which made obvious the gaps and inequalities in the German educational system, the European Barcelona targets and the new reconciliation paradigm around the new millennium, led to reforms in the infrastructure for children. After the right for a place in kindergarten from the third birthday in 1996, the law for the expansion of childcare facilities and nurseries in 2008 made ground for the right to attend a crèche or childcare nursery at the age of one in 2013 (Blum 2012, p. 169-171). This investment was easing the burden of parents and especially mothers in reconciling work and family noticeable.

Besides the huge policy reforms implemented through regulation, the federal, state and municipal level affected the corporate family policy with measures of awareness raising, cooperation, coordination and stimuli. However, this was not a one-way process, but mitigated through the effort of the social partners, particularly the Confederation of German Employers' Associations (BDA) and the Federation of the German Trade Unions (DGB). The first institutionalization of reconciliation issues was the working group "reconciliation of family and occupation" in 1992 founded by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ).

The first phase was marked through research, workshops and pilot programmes (Gerlach/Juncke 2012, p. 89). Out of these efforts the first federal competition of family-friendly companies emerged. The second phase started with the minister for family affairs, Renate Schmidt, when family policy turned from a soft to a hard factor as economical determinant. Important for this development was the foundation of the Audit Berufundfamilie. The company programme "Family as a Factor for Success" (Erfolgsfaktor Familie) has been established in 2006 in cooperation with the BMFSFJ, the key partners of economy, trade unions and the big foundations (e.g. Bertelsmann foundation) to implement a family-friendly personnel policy as a brand for the German economy. Issues concerning the reconciliation of family and occupation should thereby become more important on the agendas of companies and organisations as a tool for economic growth through sustainable human resource management concentrating on the development of good work conditions (BMFSFJ 2008, p. 3).

The programmes Erfolgsfaktor Familie and the Audit Berufundfamilie have recently been joined to the programme "Shaping the reconciliation of family and occupation" (Vereinbarkeit von Familie und Beruf gestalten). It is promoted by the ESF fund over the period of 2014 to 2020. In this frame the previous programmes are pursued and further developed (BMFSFJ 2015a).

2.1.2 Legislative framework

The legislation and regulation of family policies is a cross-over task between several Ministries, governmental actors and state institutions. The regulation of measures for the reconciliation of family and work is mostly administered by the BMFSFJ and carried out by the states and municipalities. The most important legislations in this field target

monetary measures. The two latter measures will be explained in more detail since these are crucial for the reconciliation of work and family in corporate contexts.

In 2008 the pressure to integrate women in the labour market and the reconciliation of work and family forced the federal government to make use of their right to create universal standards. With the Children Promotion Act (Kinderförderungsgesetz), the childcare infrastructure for children which are less than 3 years old has been enlarged. Since 2013 a place in a childcare facility or day care nursery with the first birthday of the child is guaranteed by the Federal Government. At the 1st of January in 2015 the "law to further reduce the burden of local authorities and for the quantitative and qualitative expansion of day care for children" came into force. Similar to the programmes for the expansion of childcare facilities, this programme promotes investments in new infrastructure and operating costs. In the same time, day care nurseries are supported with federal programmes since 2008. The promotion has been expanded this year until 2018. At federal level child day care is regulated in the Children and Youth Assistance Act (Social Code Book VIII: "Kinder- und Jugendhilfe")

In addition to the massive expansion of childcare facilities in recent years the federal government introduced a parenting allowance called Elterngeld (paid parental leave). It is funded by the federal tax system and replaced the pre-existing parenting allowance for parents with low income in 2007. Paid parental leave is limited to the first 12 or 14 months following the child's birth. The amount of the paid parental leave is based on the after taxes income of the parent dedicated to care for the new-born in tax year before the baby was born and is to be viewed as a limited income subsidy. It is paid for 14 months if both parents are caring for the newborn at least two months each. The latest policy initiative (ElterngeldPlus) came into force in summer 2015 and allowed parents who both work 25 to 30 hours per week to spread the paid parental leave over 24 months. Parents who work 4 months simultaneously and consecutive receive a partnership bonus (Partnerschaftsbonus).

The paid parental leave is combined with the right to take a family-related career break (parental leave, Elternzeit) which has been expanded in summer 2015. Now, parents have the right to leave their workplace 24 of the existing 36 months between the third and the eighth birthday of a child.

Paid parental leave (Elterngeld) and parental leave (Elternzeit) are regulated through the parenting allowance and parental leave law (Elterngeld- und Elternzeitgesetz) and maternal leave is regulated in the Maternity Protection Act (Mutterschutzgesetz). The BMFSFJ is responsible for the legislation and dedicates tasks to the states, which are implementing the counselling, information, application and financial transfer process.

The reconciliation of work and care of dependant relatives also shifted only recently into political focus. Central are the Home Care Leave Act (Pflegezeitgesetz) from 2008, the Family Home Care Leave act (Familienpflegezeitgesetz) from 2012 and the Reconciliation of Care and Work Act (Gesetz zur Vereinbarkeit von Pflege und Beruf), which combined the aforementioned acts. Employees have the legal right to take a paid short-term leave from work (10 days) in case of an emergency, to take leave for up to six months (also in part-time) as well as to take leave in part-time for a period of up to 24 months. An interest-free loan may be used to meet costs associated with the leave. There are some limitations on usage; the legal rights for example depend on the number of employees.

2.1.3 Academic analysis

Family, the reconciliation of family and work as well as family policies are well researched issues in Germany since the new millennium. One reason is the scientification of family policy due to a new understanding of family as economic and demographic topic as well as the introduction of impact and sustainability targets at the BMFSFJ. Reforms are conceptual framed, tested and evaluated by a scientific committee and/or by contracted research institutes. Thus, there are a variety of reports, statements, analyses etc. available. With the resolution of the Bundestag in 1965 family reports were formulated by experts from science every legislation period or two which describe the social structure of families and discuss present issues. These reports are central for the agenda setting in family policy (BMFFJ 2012b). Furthermore, the whole pack of spouse and family measures have been evaluated by 11 scientific institutes and approximately 70 scientists for four years (BMF/BMFSFJ 2014). This is not the first impact oriented study of family measures, but the first one trying to give a comprehensive overview.

Additionally, there are many researchers focussing on the issue of reconciliation of work and family. They research (1) the impact of reconciliation for families as well as (2) the effect of a family-conscious personnel policy for companies. Regarding the first topic,

several repetitive studies are commissioned by the BMFSFJ such as the family-life monitor (Monitor Familienleben) conducted by the Allensbach Institut für Demoskopie or the family report (Familienreport). They analyse the attitude of individuals towards family and family policy as well as towards family-conscious measures with changing thematic focus, for example time and lack of time in families or special support of fathers affected by the parental leave act (BMFSFJ 2011). Also, many scientific papers focus on the issue of time management, analysing how parents try reconciling family and work time. Moreover, they address the topic of parental leave arrangements, asking which arrangement is predominant (Peukert 2015; Bertram/Deuflhard 2015). Other key issues are the life course perspective assessing transition points, periods in the lifetime or life perspectives (Kümmerling 2013), impact evaluations of family policy on the decision to have a child (Buhr/Huinink 2012) or the future of family policies (Bertram/Bujard 2012).

In recent years, the effects of a family-conscious personnel policy for companies have been explored increasingly. A repetitive study commissioned by the BMFSFJ is the Company Monitor Family Friendliness (Unternehmensmonitor Familienfreundlichkeit) conducted by the German Institute for Economy (DIW).[1] It focuses the acceptance of the topic at the national economy and monitors the development of measures and services. One important research focus is the organisational perspective that analyses the positive effects of family-consciousness on employee recruitment and bonding processes (Strecker 2016). Only a few studies accomplished to quantify the economic impact of family-conscious measures for companies. One of the most significant studies is the company survey of the Forschungszentrum Familienbewusste Personapolitik which has been conducted in 2007 and 2012. The results show a link between the level of family-consciousness and the achievement of economic indicators (Gerlach/Schneider 2012). Another study quantifies the return expectations of reconciliation of work and family (BMFSFJ 2016b). The main goal of the research field is to convince companies to provide a better environment for work-family-reconciliation.

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[1] See for the latest issue BMFSFJ 2016a.

2.2 Previous evaluations

2.2.1 Search strategy

The predominant source of evaluations is the internet. We searched the web-sites of the following providers:

- Google search/scholar
- Muenster university library catalogue
- Federal programmes and initiatives, predominantly Success Factor Family, Coalitions for the Family, Audit Berufundfamilie
- BMFSFJ
- Statistical offices of Germany, the state North Rhine-Westphalia and the city of Muenster
- GESIS – Literature database "Family-friendly Science"
- Research Centre Family Conscious Personnel Policy (Forschungszentrum Familienbewusste Personalpolitik (FFP))

Additional strategies:

- Analysing the references published in relevant papers
- Looking through the thematic organized literature of the university library
- Requesting evaluations and statistical reports at the local level
- Requesting evaluations and statistical reports from the case study partners and stakeholders.

2.2.2 What do previous evaluations tell us?

As previously stated, there is a variety of evaluations and statistics about the family and family policy. However, impact evaluations are limited as the amount of family policy measures and other influences are difficult to measure. There are two different areas where more or less comprehensive impact evaluations are available: federal family policy measures and corporate family policy.

The evaluation of nearly all family and spouse policies (75% of 156 measures) in Germany commissioned by the BMF and BMFSFJ is the first holistic approach of assessment which also tries to measure the social, individual and economic impact

(BMF/BMFSFJ 2014). The most important measure for the reconciliation of work and family according to the findings is the subsidy of childcare facilities which increases the employment rate of mothers by approximately 100,000 individuals (ibid., p. 280). The parental allowance is also effective and efficient for the reconciliation, but for both parents. Particularly, the small measures, as tax reductions, child surcharges etc. are efficient according to the researchers. On the contrary, the tax reduction for spouses and the co-social insurance of the married partner lead to a significant reduction of the employment of mothers. The reconciliation measures as a whole have additionally a high spill over effect on the fertility and the wellbeing of children (ibid., p. 379). The evaluation of reconciliation measures is methodologically well engineered, but less detailed with the wide range. It concentrates on economic modelling with neglecting the subjective dimension of parents. As the Family Life Monitor shows, flexible opening hours of childcare facilities are more important for parents than a higher amount of facilities (Institut für Demoskopie Allensbach 2013, p. 9). Furthermore, the effects of federal programmes are not involved in the evaluation as well as the position of companies.

To integrate the latter point, a look at the findings of the Research Centre Family Conscious Personnel Policy as represented in Gerlach et al. (2013) is profitable. Gerlach et al. (2013) evaluated the effects of corporate family policy with a representative survey of approximately 1,000 companies, which was theory based with an input-output model. Comparing family-friendly companies with those that are less family-conscious made clear that reconciliation-measures significantly impact on absence- and sickness rates; employees of the family-conscious companies turned out to be more motivated, productivity as well as the image of the family-friendly companies were better, and these companies received more applications in case of vacancies (ibid., p. 63). However, the study does not assess all possible aspects like specific company characteristics or the qualification structure of employees.

Diverse surveys of individuals, households or employees assess the individual aspects of family policies such as the Family Life Monitor (Institut für Demoskopie Allensbach 2013) or the report "Reconciliation 2020" (berufundfamilie 2015). There are also reports about the societal impact of family policies, which describe effects on the national economy, on the equality between the sexes, the well-being of children, the improvement of human capital in the long run, the reduction of poverty etc. (Gerlach/Laß 2012, BMFSFJ 2010).

These studies, however, mostly argue theoretically or logically and not on the basis of measured impacts. Since there are many input and output variables, effects are difficult to isolate. A set of indicators or model studies are not available. Hence, the measuring of the societal impact can merely take certain measures into account.

3. Needs assessment

3.1 Introduction

The needs of the target population were not systematically assessed before the start of the initiative in 2010. However, in the course of the Audit Berufundfamilie, the UKM analysed some data regarding the target population (for example the size of the group), ascertained specific needs of different departments/locations/status groups and developed a target agreement. Furthermore, two employee-surveys were conducted that contained relevant questions. To enhance these findings, we conduct an additional partial needs assessment that incorporates the results of the above mentioned process. The partial needs assessment contains three sections. In the first section, we reconstruct political (including the legal framework) as well as organisational strategies regarding work-family reconciliation. In the second and third section, we describe the target group and the existing needs. For part two and three we conduct a secondary analysis of documents, data and research literature regarding the target group as well as interviews with key informants who provide further information about the target group and their needs.

3.2 Existing needs assessment

Even though the needs of the target population were not systematically assessed before the start of the initiative, some important data and documents in respect to the target population were generated. In the course of the first Audit Berufundfamilie certification, the UKM and Berufundfamilie analysed UKM data regarding the target population and ascertained specific needs of different departments/locations/status groups of the UKM. We have no access to these documents. The UKM also conducted two employee surveys in 2009 (need of employees for childcare at the UKM) and 2012 (contains a section about

the reconciliation of work and family at the UKM). As we have no access to the first survey and limited access to the second, we are not able to comment on the validity of the findings. Therefore, we will use them only to supplement our findings.

3.3 New needs assessment

The following section contains a new needs assessment for the target population. First, we explain the methodology used, secondly we describe the target population that we identified and thirdly we describe the needs of the target population.

3.3.1 Methodology

To include different aspects and views we gather information from different key informants and different data sources. As a basis for the needs assessment we reconstruct in a first step the political (including the legal framework) as well as organisational strategies regarding work-family reconciliation. The approach includes in a second step a secondary analysis of UKM documents and data as well as research literature regarding the target group. To gain further information about the target population and their needs we supplement the findings with the results of the employee survey from 2012 and conduct semi-structured interviews with key stakeholders in a third step.

The analysis of the political and organisational strategies to enable a reconciliation of work and family will include relevant legal acts, research literature and initiatives.

The documents and data from the UKM include two employee surveys conducted at the UKM. One employee survey, conducted in 2009, includes findings for the need of employees for childcare at the UKM. We have no direct access to the survey but some results were used in a doctoral thesis. However, we cannot comment on the quality of the data. Another employee survey was conducted by the UKM in 2012. This survey contains questions about the reconciliation of work and family at the UKM from an employee perspective. We have no information about how the survey was conducted. The results on hand leave questions about the sample as well as the validity of the data. In addition, we asked the UKM for statistical data on UKM staff (which we only partially received). Furthermore, we include data from the communal level about childcare needs and childcare services in the city area of Muenster. To embed our findings, we consult research literature regarding the needs of the target group.

To gain further information about the needs of the target population we use semi-structured interviews. The use of semi-structured interviews has the advantage of allowing in-depth questions about the target population, their needs and the required services to fulfil them and generates well-founded statements of key stakeholders and experts. Especially when conducting an evaluation, the use of qualitative methods is particularly well suited to obtain a higher information content trough openness and flexibility. The interviewees are the programme manager of the Audit, the head of the Service Office for Families, the head of HR development as well as a representative of the Audit-project group as a spokesperson for the target group.

3.3.2 Social, political and organisational background of work-family reconciliation

In Germany, family policy was a niche subject for a long time, but moved up the policy agenda in the course of the last 20 years. This is due to a number of reasons:

- a low fertility rate since the 1970s and an ageing population,
- an increasing shortage of skilled workers,
- changing role models for men and women as well as for families,
- an increase of paid occupation among women (Blum 2012, p. 18).

These changes were ignored on the political as well as the organisational level for some time, until the consequences became widely clear. Presently, labour services of women are indispensable, but the mobilisation of their potential needs to be accompanied by an effort to increase the fertility rate. One way to cope with this double bind is to enable women and men to reconcile work and family. The discussion about work-family reconciliation has progressed to be a major part of the present German family policy. At the federal level, the reconciliation of work and family is supported through a legal framework consisting of three parts: Childcare, parental leave and home care leave (cf. chapter 2).

Childcare in Germany did not originally aim at a better reconciliation of work and family. Only in connection with the increase of paid occupation among women, this function shifted into focus of policy-makers. Starting in the 1990s, the improvement of childcare provision in Germany was implemented step-by-step through various governmental initiatives. Now, there is a legal claim for childcare of children from the age of one until their school start (usually at the age of six). To secure this legal claim, in 2008 the federal

government pushed for an expansion of childcare for children under three years (cf. chapter 2). Although thousands of new day care places were created, a shortage of places for children under three years persists – in 2014, there has still been a lack of 185,000 places (BMFSFJ 2015, p. 2).

The Seventh Family Report of 2006, commissioned by the federal government, emphasised the triad of family policy instruments consisting of time, money and infrastructure as a means to support families in a life course perspective and suggested a revised parental leave scheme (Gerlach 2014). Only one year later, in 2007, a major reform of the German parental leave scheme constituted a paradigm shift in German family policy (cf. chapter 2). Unlike its predecessor, the Parental Leave Act explicitly included fathers and tried to influence the division of labour within families in a long-term perspective. Central to the reform were an income replacement of a maximum of 67 percent and two additional months of payment if the second parent (usually the father) takes also a leave. Fathers' participation rate in parental leave usage increased from 3.5 percent before the reform in 2006 (BMFSFJ 2008, p. 32) to 34.2 percent for children born in 2014 (BMFSFJ 2016). The new leave scheme triggered a public debate about the division of labour within families and especially the role of fathers in childcare that is ongoing today.

The reconciliation of work and care of dependant relatives also shifted only recently into political focus. At present, employees have the legal right to a paid short-term leave from work (10 days) in case of an emergency or to a longer but unpaid leave for up to 24 months. Due to financial reasons and some limitations on usage, the take-up rate is still rather low (Deutscher Bundestag 2016).

In addition to federal and municipal activities, strategies of corporations to enable a reconciliation of work and family are a key factor. Employers are the ones who develop and offer custom-made solutions for their employees' everyday problems. Corporations need to take action to retain and recruit qualified personnel to remain competitive – and a family-conscious work environment is an important prerequisite (Schein and Schneider). Surveys show that young professionals value successful reconciliation of work and family at least as much as the level of their salary (cf. Ernst & Young 2014, pp. 24ff.). In 2012, only 1.3 percent of German corporations did not offer any family-conscious measures (BMFSFJ 2013, p. 11).

3.3.2 Target population

The target population for the intervention "work-family-reconciliation" consists of all employees of the UKM who have care responsibilities. That means employees, who care for either children under the age of 18 (full age in Germany) or dependant relatives (children, parents, spouses etc.). There are two groups of staff at the UKM: (1) medical and care staff, (2) administration and service staff. Even though they are both hospital staff groups, these two groups have different needs (see section below). The UKM data from the 31st of December 2011 shows that the majority of the UKM staff is medical and care staff, only 15 percent are administration or service staff (Universitätsklinikum Münster 2012b). Our interview confirms this definition: the target group includes different professional groups such as medical doctors, nurses, administration staff, various trades, service personnel and kitchen staff. It is not always easy to align the different problems of the groups with each other. The interview also brought to light that the initiatives target population comprises the "entire house, the UKM with all subsidiaries", that means all 44 hospitals, 37 research institutes as well as 12 schools and training facilities (interview with programme manager Audit, Münster, 08/04/2016). Furthermore, the target population expanded over the last years from employees with young children to other employee groups in different life phases, for example employees with relatives in need of care (interview with spokesperson of target group, Münster, 08/10/2016).

In 2010, the UKM had a staff of 7,441 employees (berufundfamilie gGmbH 2010). At the end of 2011, almost 70 percent of the 7,746 employees were female (Universitätsklinikum Münster 2012b), in 2016 the number of employees rose to 9,583 employees, of which approximately 60 percent were female (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016). More than 50 percent of the staff are under 40 years of age and therefore in the phase of family formation. Another big share of the staff is at an age when caring for relatives such as parents or spouses becomes relevant (Universitätsklinikum Münster 2012b).

The UKM cannot disclose the number or percentage of staff members with children under 18 years of age or the number or percentage of staff members who care for relatives. However, from our first interview we know that approximately 300 to 350 children are

born to female UKM staff members annually (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016). In addition, the employee survey of 2012 shows that 30 percent of the 2.125 questioned employees at UKM live with under 18-year-old children. There is no information available regarding the occupational group of the questioned staff (medical doctors, nurses, administration staff, various trades, service personnel and kitchen staff etc.). Two examples from German university hospitals show that the percentage of medical doctors with children is potentially higher: 40 percent of female medical doctors and 56 percent of male medical doctors of the university hospital of the technical university of Munich (Klinikum rechts der Isar der Technischen Universität München) have children (Cramer et al. 2016, p. 202). A survey among medical doctors of the university hospital of Ulm (Universitätsklinikum Ulm) shows that almost 60 percent of the questioned staff members have children (Jerg-Bretzke et al. 2016). Another survey among radiologists shows that 46 percent of the questioned staff members (medical doctors and medical-technical staff) have children (Bundy et al. 2012). Therefore, we assume that the share of the UKM staff with children is actually at least 40 percent. We know even less about the number of care-giving relatives at the UKM. As the employee survey of 2012 suggests, 10.6 percent of the questioned population have relatives in need of care. Because data in this area is currently rare, we are not able to supplement these finding with research results from other hospitals.

3.3.3 Population need

Hospital employees have specific needs regarding the reconciliation of work and family, as several employee surveys in different hospital-work areas show. Structural characteristics concerning the organisation of work such as long and inflexible working hours in one of the challenges (Depeweg et al. 2013). Furthermore, the hospital staff is permanently confronted with overtime that – in cases of e.g. emergencies or sudden sick leaves of others employees – cannot be scheduled in advance. An additional factor is shift work, which is highly common in medical and nursing care (Bundy et al. 2012).

Flexible working schedules
Different studies show the needs of hospital-employees for better work-family reconciliation. First, there are important factors concerning the hours and organisation

of work. Essential are more flexible working hours, less overtime, and a predictable end of work. Also preferable are as few night- or weekend-shifts as possible (Bundy et al. 2012). Part-time work can be seen as a solution for work-family reconciliation. A survey of hospital employees shows that 80 percent of women and men would prefer to work exclusively in the mornings. However, part-time work is not widely accepted in positions with a career opportunity. Especially the existing daily routine in hospitals is not compatible with part-time jobs. Besides, there are few role models for part-time careers (Depeweg et al. 2013).

For medical doctors at the UKM, working hours present the biggest problem in regard to their work-family reconciliation. In the medical field, overtime is a daily occurrence. Overtime hours are not acknowledged, but taken as a matter of course as a service to people. These overtime hours cannot be scheduled and are therefore not compatible with family responsibilities. Thus, the topic "flexible working hours" is an important one for medical doctors at the UKM. As the employee survey shows, inflexible working times (22.8 %), overtime (31.6 %) and appointments outside regular working hours (25.5 %) are the working conditions that interfere most in regard to childcare (Universitätsklinikum Münster 2012a). A big share of female and an increasing share of male medical doctors at the UKM prefer to work in part-time (interview with programme manager Audit, Münster, 08/04/2016). The results of the employee survey show, that 75.4 percent of the questioned staff considers part-time work as important or very important for work-family reconciliation (Universitätsklinikum Münster 2012a). However, especially for medical doctors, part-time work is not common (interview with spokesperson of target group, Münster, 08/10/1016).

Working hours are problematic for nurses at the UKM, too. Currently, the UKM faces a shortage of nursing staff so nurses often have to help out in cases of illness etc. Despite the fixed shift work-plans they frequently have to work unplanned shifts, which complicates reconciliation (interview with programme manager Audit, Münster, 08/04/2016).

In the other areas of the UKM (administration and services staff), some staffers also work in shifts, but because they mostly have no direct contact to patients, their work can be planned in advance. Especially in administration, flexi-time makes it easy for staff to plan their working hours according to their family needs. All in all, the legal and collective

framework eases reconciliation for the administration and service staff of the UKM (interview with programme manager Audit, Münster, 08/04/2016).

Data from the UKM shows, that in 2011 almost one third of the UKM staff worked in part-time (32.2 %). The share of women working part-time is 40 percent, for men it is 15 percent. This number of male part-time staff is lower in administration and service, where it is at 8.3 percent. More than one third of all part-time workers (35.4%) work more that 50 percent of normal working time (Universitätsklinikum Münster 2012b). These numbers show that part-time is already an important tool for reconciliation – and not only the classical part-time work with 50 percent, but also more flexible working-time models.

Childcare

Secondly, hospital employees with children need childcare facilities near to their working place or their home. A survey among hospital employees shows that 87 percent of them need daily childcare near to their working place with opening hours from 7am to 6 pm. Almost all of the questioned employees (95 %) would prefer flexible time periods to bring in and pick up their children (in German facilities these periods are often fixed). The majority of the interviewees (84 %) would use childcare on Saturdays and during holidays. Most of the employees would embrace a subsidisation of childcare by the company when they return to their jobs earlier after parental leave (Bunday et al. 2012). Especially childcare during further education is a huge organisational problem for many parents in medical jobs (Depeweg et al. 2013).

Data on communal-level about childcare needs or childcare services in the city area of Muenster is important to embed the needs of the target population in a wider context. The childcare report from 2009/10 for the area of Muenster shows that the supply for children under three years was not covering demand. For only a quarter of children aged from zero to three day care was provided (25%). The picture changes for children aged from three to six: Demand was covered by 104 percent. In the city of Muenster, a total of 156 company childcare places existed (Stadt Münster. Amt für Kinder, Jugendliche und Familien 2009, p. 6; 30). The most recent childcare report from 2015/16 shows an improvement for children less than three years old: For 44.5 percent of them a childcare place is provided. The number of company childcare places increased to 444 in the city of Muenster. The report also addresses demographical development in Muenster. In the

last years, the number of children under six years of age rose steadily, for the years to come until 2020 a further increase is expected. For sure, there will be an increasing demand for childcare (Stadt Münster. Amt für Kinder, Jugendliche und Familien 2015, p. 9; 29; 6).

As for the UKM-level, the hospital conducted an employee survey in 2009 to ascertain their employees' needs for childcare. At this time, the UKM's former childcare facility (opened in 1975) had 43 places including childcare for children less than three years old. Opening hours ranged from 6.45 a.m. to 5.30 p.m. with shorter hours on Wednesdays and Fridays, on weekends the facility was closed. The employee survey showed that almost 60 percent of staff with children indicated problems with the reconciliation of work and childcare. In relation to their often atypical work schedules, hospital employees need special care-arrangements. More than half of the employees (56 %) need 8 hours of day care or more. Early opening and late closing hours are also important, as one third of employees prefer an opening between 5.30 and 7 a.m. and more than half of the interviewees prefer long opening hours in the evenings (6.30 up to 9.30 p.m.). If the opening hours were considerably longer than in other childcare facilities, 70 percent of the interviewed employees would be willing to pay a higher fee for day care. Additional childcare is most needed during school holidays (42.7 %), on the weekend (18.1%) and during official trips/further training (19.9%). The need for on-site childcare will not decline in the near future: More than 70 Percent of employees without children showed interest in a childcare place at the UKM in the future. Also, the provision of childcare can help to reduce parental leave, as 87.6 percent of employees said that they would re-enter early into their job if they had a childcare place (Feldkamp 2011, pp. 80ff.).

Our interview confirmed the needs of the UKM staff for childcare, "emergency" childcare and holiday childcare, as those were the first needs communicated at the beginning of the Audit (interview with programme manager Audit, Münster, 08/04/2016). Also the findings of the employee survey of 2012 show the importance of childcare for the UKM staff: almost 70 percent of the questioned employees finds a company-supported daily childcare to be important (13.8 %) or very important (56.0 %) for the reconciliation of work and family. 66.7 percent find childcare in exceptional situations and 60.7 percent holiday childcare important (Universitätsklinikum Münster 2012a).

Parental leave

Finally, an important factor for work-family reconciliation for hospital staff is parental leave for fathers and in a long-term perspective more time for their families. Not only women but especially men in hospital-jobs express the wish for more leisure or family time: 73 percent of the men interviewed confirmed that. A survey among fathers working at hospitals shows that at present almost a third of fathers take paid parental leave (32%). However, the majority of them takes only 2 or 3 months of leave (of at least 14 months available to both parents together) (Depeweg et al. 2013), even if they want to participate more: another survey shows that 73 percent of men would like to take approximately 26 weeks (median) of parental leave – almost 7 months (Bundy et al. 2012). After their leave, nearly all of the fathers (90%) go back to work full time (the same accounts for only 57 percent of the women) (Depeweg et al. 2013).

Data from the UKM shows that in 2011, 452 UKM-employees were on parental leave: 364 women and 88 men. Compared to all staff members, 6.7 percent of female staff and 3.8 percent of male staff were on parental leave in 2011. Limited to the medical and care staff, the numbers rise to 7.2 percent of women and 4.5 percent of men. The length of leave for female medical and care staff is an average of 18 months, for male medical and care staff 3 months. Female staff in administration and service takes on average almost three months more (20.7 months), male staff almost half (1.7 months) (Universitätsklinikum 2012). According to our interviewees, the length of parental leave is related to factors such as occupational group, hierarchy level and degree of the employee. By now (2016), most of the employees take leave for a year (paid part of parental leave) but the higher the degree, the shorter the leave. Most employees come back to work on a part-time basis (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster 06/09/2016).

4. Theories of change

4.1 Introduction

For the reviewed programme, no advanced theory of change exists. We will therefore develop our own theory of change based on the following steps:

- Analysis of materials from the UKM

- Analysis of research in the area of work-family reconciliation
- Interviews with key stakeholders.

As the programme is already fully underway, the theory of change is retrospective.

4.2 Existing theory of change

Even though the programme is meant to be long-term, there was no advanced theory of change elaborated. The UKM officials set out targets in a target agreement that was created in the course of the Audit in 2010 during a strategy workshop. We find this paper not sufficient to illustrate the intended change through the programme. Furthermore, it is not testable. Therefore, we choose to develop our own theory of change.

4.3 New theory of change

4.3.1 Methodology

We use a researcher-led approach to develop a theory of change. We analyse material from UKM. These are the target agreement, materials on the Audit and programme documentation. The target agreement conducted during the Audit provides some insight into the desired change. We also use findings from previous research in the area of work-family reconciliation and include our own knowledge as researchers as well. To supplement our findings, we conduct interviews with key stakeholders.

4.3.2 Background

As described in chapter 3, the reconciliation of work and family has become a major issue in Germany over the past ten years. Employers need to enable their employees to reconcile work and family or they will ultimately face competitive disadvantages. Representative surveys show, that a family-conscious personnel policy creates advantages in the area of personnel recruitment and commitment. A family-conscious personnel policy can therefore be an effective means to fight skill shortages (Schein/Schneider (in press), pp. 161ff.). In 2003, less than half of the questioned executive and personnel managers in a survey said, that the issue plays an important role, whereas in 2010 more that 80 percent said so. Only 1.3 percent of companies offered no family-conscious measures in 2013 (BMFSFJ 2013, pp. 11ff.).

In 2010, when the UKM started its programme, only 21 percent of Germans said that work-family reconciliation was "good", 63 percent said that it was "not that good". Especially mothers with children under 18 years found reconciliation challenging (72 percent) (Institut für Demoskopie Allensbach 2010, p. 33).

Employees of the UKM have the need to reconcile work and family. The most prominent areas of need are more flexible working schedules, childcare and parental leave (see chapter 3).

4.3.3 Long-term outcome

For UKM-employees, the ultimate desired outcome is a workplace that allows employees to reconcile their work-requirements with their familial responsibilities (cf. Figure 2). An increasing number of employees ask for measures and services of a family-conscious personnel policy (Roland Berger 2014, p. 3). At the UKM, especially fathers want to share more time with their families, so new flexible working time models need to be established (for example fathers in parental leave or medicals with 65-percent jobs; (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016). At the same time, many of the employees have to return to work after some time for financial reasons (ibid.). Consequently, a successful reconciliation of work and family can be identified as a long-term goal of the employees' perspective. As other research findings show, an adequate pool of measures is needed for this goal as well as a working system of communication and information and a family conscious culture (Schneider et al. 2008).

Figure 2: Long-term and intermediate outcomes –Employee-perspective
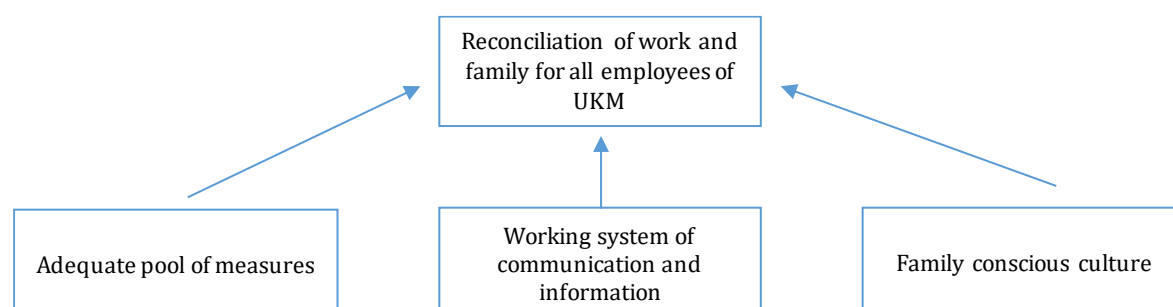
From the UKM's perspective, the ultimate desired outcome must be adjusted to the "Enhancement of recruitment and staff retention" (cf. Figure 3). As all institutions in the public health sector, the UKM is confronted with a "war for talents". The planned activities

for the improvement of family-conscious measures and the granting of the Berufundfamilie certificate are important steps to get an advantage on the labour market. As documented in the target agreement, UKM officials defined during the strategy workshop several strategic goals that need to be reached in the context of the auditing process:

- Facilitation and assurance of employee satisfaction and thereby retention of employees.
- Prevention of skills shortage (overall and especially in medical services as well as in intensive care and operating care).
- Increase of local attractiveness because of ideal conditions for a successful reconciliation of work and family.
- Facing the challenges of a high percentage of female employees in nursing care and the challenges concerning work-family reconciliation.
- Integration of reconciliation as a visible part of the corporate culture.
- Creation of awareness and free spaces for different phases of life and diverse life models of employees.

Figure 3: Long-term and intermediate outcomes –UKM-perspective
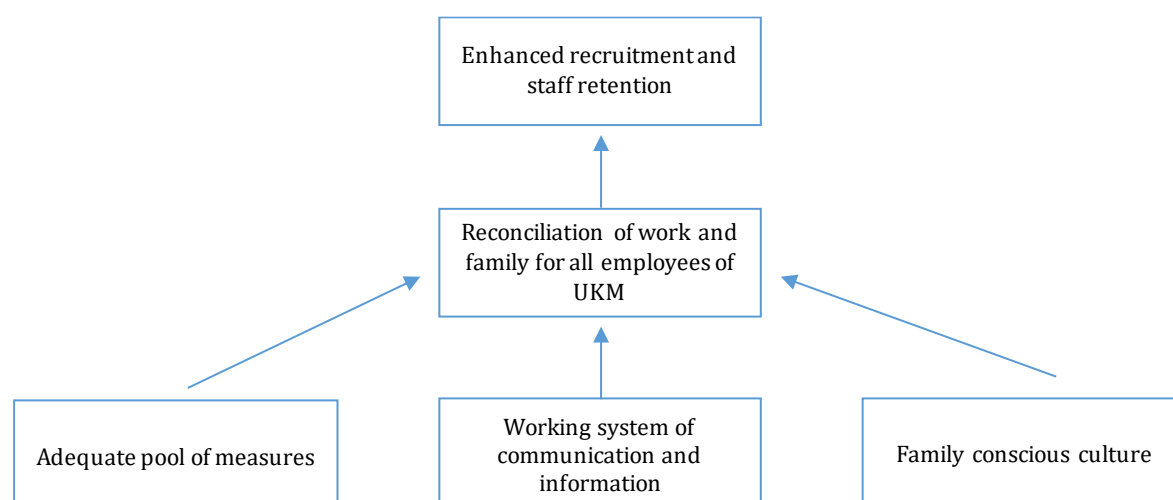
Beneficiaries of the programme are the UKM, UKM-employees and to a small degree the state of Germany. The UKM benefits from this outcome by an enhancement of staff retention and recruitment and so the countering of the shortage of skills, the increase of location attractiveness and the strengthening of a family-conscious image, the reduction of fluctuation and employee's sickness rates as well as the enhancement of productivity

(cf. Schneider et al. 2008; Gerlach et al. 2013). UKM-employees benefit from this outcome by an increase in satisfaction and motivation, a better work-life-balance and more time sovereignty (cf. chapter 7). The state profits by an increase in taxes, because employees with family responsibilities are able to work more hours. The rising employment of parents leads also to an increase in purchasing power and an independent social security, so in the long run to a decrease of poverty in old age and less people dependent on social assistance. Furthermore, positive effects on the skills shortage and the fertility rate are possible.

4.3.4 Intermediate outcomes

To achieve the long-term outcome of a workplace that allows employees to reconcile their work-requirements with their familial responsibilities, three intermediate goals must be reached (cf. Figure 2). These intermediate targets have been identified in different research projects at FFP (for example Schneider et al. 2008; Gerlach et al. 2013). The first intermediate goal is an adequate pool of measures that can be used by all employees. The measures and services must cover all areas of needs and must be custom-fit to answer the different needs of the employees. The second intermediate goal is a working system of communication and information. This is necessary for on one hand getting information about services and measures to employees but on the other hand also to (potential) business partners and potential new staff. Equally important is that employees know channels to communicate their needs. The third intermediate goal is a family-conscious culture at the UKM. Reconciliation must be an integral part of the company's culture, family responsibilities must be appreciated, managers must enable and encourage their staff to use the services and talk about their needs.

Each intermediate goal describes particular activities that contribute to the work-family reconciliation of employees. Only when all of the three goals are reached, the preconditions for the long-term goals are fulfilled. The mere existence of an adequate pool of measures is not sufficient. Only if employees know about the measures they are able to use them. So, a working system of communication and information is needed. Furthermore, a family-conscious culture contributes to the acceptance of using services of a family-conscious personnel policy by the staff and managers.

From the UKM's perspective, the intermediate goals are the same, but the reconciliation of work and family is added as an intermediate goal with all related implications (cf.

Figure 3).

4.3.5 Assumptions

The above named long-term goal and the intermediate outcomes are based on various assumptions. These assumptions are the reasons behind the initiative's features and they are at the same time part of the ideas and the experiences of the researchers.

For the long-term outcome „Reconciliation of work and family for all employees of UKM" (employee perspective), three assumptions form our basis:

1. *Family conscious personnel policy leads to a better reconciliation of work and family.*
2. *The UKM employs staff to whom work-family reconciliation is of important concern.*
3. *The UKM employs staff with family responsibilities who potentially use measures to reconcile work and family.*

For the long-term outcome "Enhanced recruitment and staff retention" (UKM-perspective), we identified three additional assumptions:

1. *The successful reconciliation of work and family has a positive effect on staff retention und future recruitment.*
2. *The services a company offers to reconcile work and family are crucial to the employees' decision to take a job offer.*
3. *Employees who are content with their job situation (including the reconciliation of work and family) tend to be more loyal to their employers and recommend them.*

Furthermore, the following assumptions form the basis for several preconditions (see the letters in Figure 4). We also formulated the risks that are associated with the assumptions:

A) Financial and human resources are sufficient for implementing the initiative.
   The main risk associated with this assumption is a change of the economic situation of the institution.

B) Different groups of employees have different needs, which need to be included.
   The risks for this assumption are: The staff is too heterogeneous to satisfy all different needs (concerning age, gender and qualification level as well as the individual needs of employees, for example of parents with young children or care-giving relatives); there are special organisational problems for different

occupational groups; the needs of the staff change over time.

C) Measures and services for work-family reconciliation must be custom-fit to be effective.

Some measures are not suitable for the institution because of basic conditions.

D) Managers hold a key position in mattes of staff policy issues.

The lower and middle management hinders the implementation of a family-conscious personnel policy.

E) Only when employees know the full range of services, they can use them.

Insufficient or inadequate information and communication of the implemented services.

F) The combination of an adequate pool of measures, a working system of communication and information as well as a family-conscious culture ensures the reconciliation of work and family.

The specific elements are not fully developed.

4.3.6 Interventions and outputs

To reach the long-term goal as well as the intermediate goals, a complex process needs to be set in motion. The Audit Berufundfamilie offers a systematic approach. The interventions necessary to implement change, i.e. to reach the goals "Reconciliation of work and family for all employees of UKM" and "Enhanced recruitment and staff retention" are listed below (chapter *4.3.8 Programme Logic*).

The generated outputs are the actual services that the UKM provides for employees to reconcile work and family. These are for example the installation of the Service Office for Families, the establishment of flexible working time models or the issuing of information material.

4.3.7 Inputs

There are some additional inputs that are critical for the delivery of the programme. These inputs are based on the individual framework of companies and institutions that are going to implement such a programme. At the same time, they are important preconditions for the success of the initiative and have to be ensured in a long-term perspective. These critical inputs are:

- time,
- money,
- personnel,
- willingness of managers and executives.

Managers, executives as well as certain employees need to invest time to participate in the programme. The UKM needs to finance not only the time of the staff participating, but also the costs of the Audit Berufundfamilie (as the assessment process is fee-based) and of the services provided (for example running costs for the on-site childcare facility, printing costs for information material etc.). In addition, an important input is also the provision of personnel, for example in the form of the manager of the Audit and managers of the different services. Another crucial input is the willingness of managers and executives to participate in the process and to push the initiative. As a survey shows, managers can be important door openers for the usage of family-conscious measures – or they can block the process (BMFSFJ 2016a).

4.3.8 Programme Logic

To reach the long-term goal and the intermediate goals, certain preconditions are necessary. These preconditions are expressed in the pathway of change. With this pathway we developed a systematic way to achieve the goals. Because it is an idealistic way, we started at the top of the pathway to define a precondition for each outcome: A working system of communication and information for example requires an active and frequent dissemination of information. To do that, the availability of relevant information as well as the knowledge of available channels is a precondition. Along a chain of conditions and preconditions that need to be accomplished, a systematic structure shows how change can be achieved. In addition to the condition, interventions that actively push change must be considered, as well as the underlying assumptions and the accompanying risks. The pathway of change describes therefore the separate steps that are necessary to procure change that leads to the goal "reconciliation of work and family for all employees of UKM" (cf. Figure 4): The boxes contain the goal, the intermediate outcomes and their preconditions, while the arrows describe the relations between them. The interventions that actively push the change are marked with numbers from 1 to 16 and the assumptions as well as the risks can be identified through the letters A to F. Interventions and

assumptions (with particular risks) are attributed to the relevant preconditions and (intermediate) outcomes.

Figure 4: Pathway of change
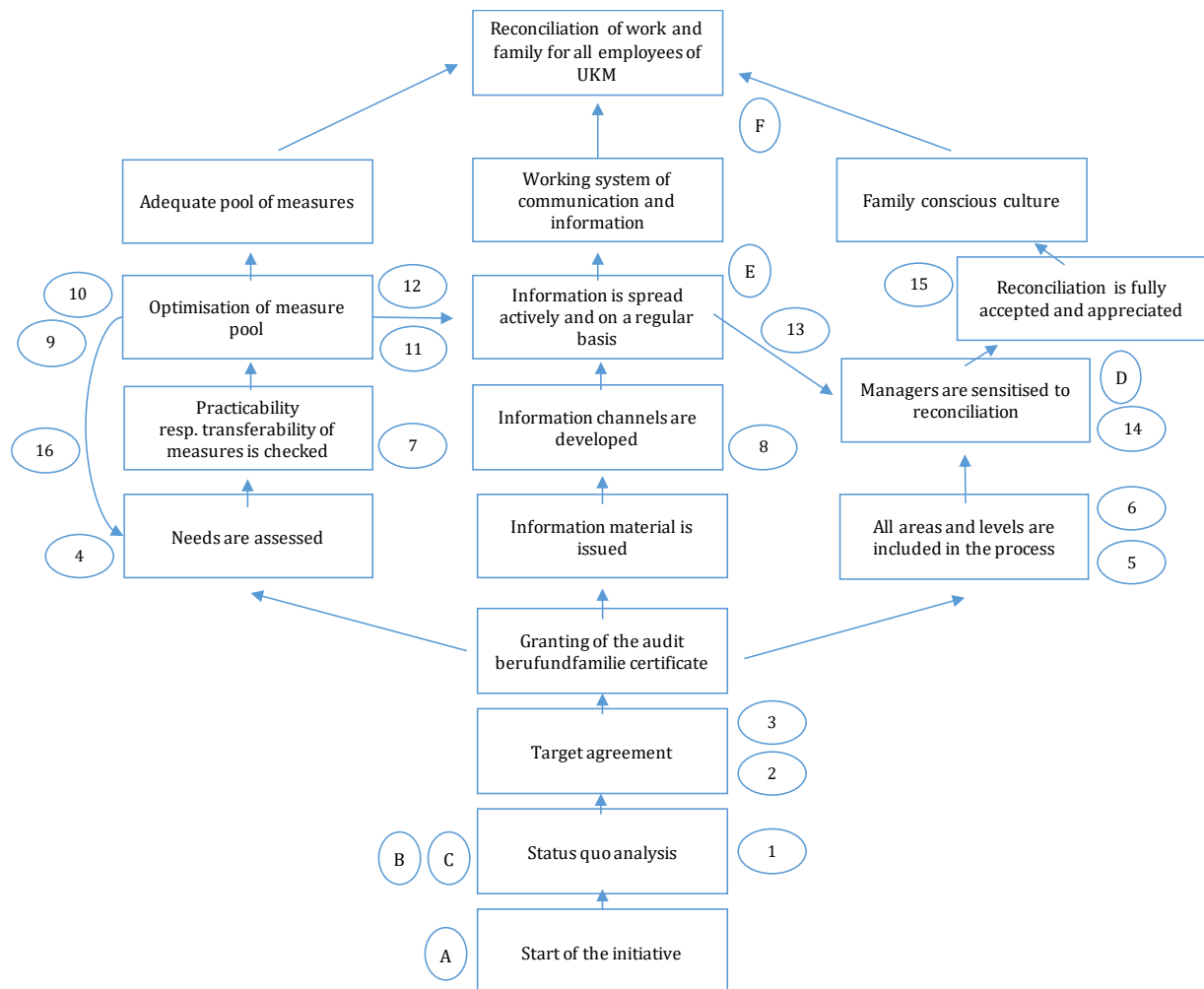
Interventions (numbers)

1   Basis analysis: indicator analysis, systematisation of existing measures
2   Strategy workshop
3   Audit workshop
4   Employee-/management surveys
5   Annual report
6   Work-family reconciliation as a topic for executive committees
7   Pilot projects
8   Development of a structure to implement an information and communication system
9   Establishment of taskforces
10 Collaborations
11 Update of information (material)
12 Employee briefing
13 Guidelines/handbooks for managers

Assumptions (letters)

A   Financial and human resources are sufficient for implementing the initiative.
B   Different groups of employees have different needs, which need to be included.
C   Measures and services for work-family reconciliation must be custom-fit to be effective.
D   Managers hold a key position in mattes of staff policy issues.
E   Only when employees know the full range of services, they can use them.
F   The combination of an adequate pool of measures, a working system of communication and information as well as a family-conscious culture ensures the reconciliation of work and family.

14	Workshops/training for managers
15	Service agreements for work-family reconciliation
16	Evaluation of services

4.3.9 Final Narrative

The systematic work-family reconciliation programme at the UKM started in 2010, initiated by UKM officials. The main goal of the initiative was to support UKM-employees to reconcile work and family and by that to enhance recruitment and staff retention. A family-conscious personnel policy was identified as a suitable instrument to achieve these goals.

In collaboration with Berufundfamilie and the instrument of Audit Berufundfamilie, a systematic implementation of services began. Besides measures such as flexible working-time models or teleworking places, also services such as for example a day-care facility for children, a babysitter exchange and takeaway meals for relatives were established. Furthermore, information material was developed and distributed while especially the managers of the UKM were sensitised by specific trainings and guidelines.

The assumption behind this wide pool of services and activities was that the reconciliation of work and family is complex and so not only an adequate pool of measures is needed but also an information and communication system. Because employees can only use services, when they know the full range, it is crucial to develop information channels and spread information actively and on a regular basis. As managers hold a key position in mattes of staff policy issues, a family conscious culture is needed that supports the activities.

Several interventions were implemented to push the process actively: Based on the assumption, that different groups of employees have different needs, which have to be included and that measures and services for work-family reconciliation must be custom-fit to be effective, a status quo analysis was necessary. To improve the offering, the UKM defined numerous additional interventions, for example the establishment of pilot project taskforces and collaborations with external stakeholders.

To reach the long-term goal, the UKM chose a holistic approach with low risks but remarkable needed investments in terms of time, money and personnel. Based on the available resources, the UKM decided to establish a project group and to create 1.5 permanent jobs for the implementation process as well as to build an on-site company-

day-care facility.

5. Process (implementation) evaluation

5.1 Introduction

The process evaluation asks mainly for the realisation and the acceptance of the programme in the institution. For this purpose, we need to determine suitable indicators that refer to a change. For this step, we note the following questions:

- Is the programme implemented according to the time schedule?
- Does the intervention reach the target population?
- How has the intervention been experienced by those implementing and receiving it? Do the members of the target group accept the programme?

There are also other mechanisms that influence the implementation process. Thus, the process evaluation will concentrate on three additional aspects concerning these external factors: 1. the distribution of the policy, social and managerial roles between public, private and third sectors, 2. the evaluation of the legal framework used and 3. the interaction and complementarity with broader social welfare policies. To assess these aspects, we have to ask

- What mechanisms of the implementation process are important to achieve the programmes' goals, for example collaborations with external stakeholders?
- What contextual factors are critical to an effective implementation?

Finally, we review if there are unintended or wider delivery issues encountered during implementation.

5.2 Methodology

To assess if the intervention has been implemented as intended, we compare the defined steps of the target agreement with the annual reports from the UKM. With the help of the findings of this comparison, we can assert if the intervention has been implemented on schedule. The process evaluation will be primarily based on a secondary analysis of documents we received directly from the UKM. Documents on the organisational level

such as the target agreements give an overview of the planned measures and the time schedule. The most important basis for comparing the plan with the implementation are the annual reports that UKM prepares for Berufundfamilie. As the information given in the reports is part of the standardised process of the Audit and therefore reviewed regularly by Berufundfamilie, we assume it to be valid. Furthermore, we use routine monitoring data from the UKM. The numbers show the usage of newly implemented measures and services such as the counselling at the Service Office for Families, the childcare in exceptional situations as well as of the re-entry seminars. We received that data directly from the Service Office for Families and therefore assume that it is valid.

To supplement these findings, semi-structured interviews with key stakeholders are conducted. The interviewees are the programme manager of the Audit, the head of the Service Office for Families, the head of HR development, as well as a representative of the Audit-project group as a spokesperson for the target population. They are key stakeholders of the initiative and therefore able to deliver insight into the process at the UKM. For the interviews, we generated a guideline of questions, adapted to the specific background of the individual person. A qualified and experienced researcher conducted the interviews. The results were semi-transcribed and analysed considering scientific standards. However, we bear in mind that some of the interviewees might give biased answers as it is in their interest that the programme appears to be a success.

5.3 Results

5.3.1 Intended and actual implementation

The following *Table 1* contains 84 measures and activities of the implementation process. It shows, which of these were implemented on time, which were implemented with delay and which were not or not yet implemented at the time of the review (the latter are in parentheses). The measures and activities that are marked with an asterisk are only partially implemented. Furthermore, some measures and activities were cancelled during the implementation process due to different reasons. We will discuss all these specifics below.

Table 1: Measures and activities (target agreement)

	Measures and activities	On time	imple-mented later	not (yet) imple-mented
1	The next employee-survey contains questions about work-family reconciliation	X		
2	Assessment of satisfaction with holiday planning organisation			(X)
3	Time Accounts/flexible work time models have been assessed, the results are documented (pilot project in the department of central sterile supply, (Zentrale Sterilgut-Versorgungs-Abteilung, ZSVA)			X
4	Pilot project of alternating telework in the administration; assessment, which areas of work/tasks are suitable for working at home		X	
5	Derivation of regulations, which requirements must be met for working at home			(X)
6	Possibility of part-time work for managers is assessed in all occupational groups; relevant information is given in job offers	X*		
7	Assessment of data protection requirements for external access to the in-house SAP and radiology	X		
8	Assessment of ways to offer open childcare for employees, visitors and patients with children older than 3 years			X
9	Assessment of transferability of the collegial shift take over system used in Medical Clinic D	X		
10	Assessment of the transferability of "Sternchen- and Jokertage" (Anaesthesiology) for the organisation of holidays to other areas of the UKM		X*	
11	Review of a systematic Dual Career Service and introduction according to the results	X		
12	Assessment of the need for an expansion of childcare services at the UKM	X		
13	Assessment of options to support at-home care for sick children	X		
14	Assessing the potential for introducing a generational network	X*		
15	Assessing of other childcare options, such as a summer camp with the opportunity for friends of employee-children to participate	X		
16	Assessment of day- and short-time care facilities for caring relatives	X		
17	Collaboration with AOK	X		
18	Assessment of collaboration with the Helen-Keller-School			X
19	Assessment of collaborations with other external partners, such as sport clubs	X		
20	Establishment of a clinic wide working group with the aim to develop flexible working time models		X	
21	A project group works out the requirements and necessary working conditions as well as the room for improvement that promote working in research and teaching in accordance with work and family tasks			(X)
22	Review of current workflows and central evaluation of the potential for improvement			(X)
23	Evaluation of training and event formats for managers, make adjustments if necessary	X		
24	Options for flexible work time models are documented and displayed in the roster programme	X*		
25	Substitute pools in nursing and intensive care are established	X		
26	Commitment to consider family concerns in vacation planning			X
27	Flexible work time models and part-time models in medical service	X*		
28	Forum carpooling is set up		X	
29	Delegation of non-occupational activities	X		
30	Access to mail account and intranet from home and communication of this service	X		
31	A structured return management is established and documented; successful models for contact-holding and re-entry are integrated; a central office pools and manages the activities		X	
32	The number of childcare places will be increased; the opening hours take into account the working hours of shifts; the closing times are based on the needs of employees; the criteria for awarding places are transparent	X		

33	Pharmacies sale for employees is extended to hygiene and care products for dependent relatives	X		
34	A pressing service for employees is set up		X	
35	A service exchange market is established on the intranet			X
36	Couples who work in shifts are considered in vacation and shift planning	X*		
37	Mixed-aged teams	X		
38	Flexible and proactive planning in filling vacant positions	X		
39	Free time for employees who are involved in research projects			(X)
40	Integration of the work-family issue in existing training offerings	X		
41	Financial support for childcare within the fiscal and operational capabilities of the UKM	X		
42	Establishment of a babysitter exchange service		X	
43	Support of part-time work after a family phase for the nursing staff	X		
44	Teams of physicians and nursing staff in the individual clinics are working in reliable time frames			X
45	Admission of employees on family leave to the substitution pool	X		
46	In-house qualification offers for employees on family leave		X*	
47	Requesting employees on parental leave to join the day nanny pool, communication of this offering		X*	
48	The concept of the systematic follow-up management contains the topic of work-family reconciliation			(X)
49	Standardized contact programme during family leave for each occupational group	X		
50	Release of a brochure "Guide for Employees on Family Related Leaves"	X		
51	Release of a guide in case of need "Caring for Relatives"		X	
52	Release of a brochure that sums up all UKM services	X		
53	Provide employees with the emergency folder of the Berufundfamilie Service GmbH	X		
54	Establishment of a Service Office for Families as a focal point on issues of work-family reconciliation; communication of this service	X		
55	Covering topics of work-family reconciliation on the intranet	X		
56	Designate a contact person in the personnel department for questions about the organisation of working time and work time models	X		
57	Flow of information for employees on a family related leave is ensured	X		
58	Additional counselling services for questions of maternity protection by the Occupational Social Work in AMSD	X		
59	Additional counselling services for caring for relatives by the Occupational Social Work in AMSD	X		
60	Counselling services for usage of short-time care and day-care for relatives in need of care	X		
61	An information forum for day nanny agencies and holiday childcare in Muenster is available	X		
62	Designation of a "communication mentor" for the topic of reconciliation, who obtains information from the Service Office for Families once or twice a year and communicates the information to his or her own clinic	X		
63	Regional as well as supra-regional press is reporting on the family-conscious and phase of lifecycle-conscious personnel policy of the UKM	X		
64	Regional offerings of holiday childcare are communicated via intranet	X		
65	Release of a brochure "Part-time Work for Managers", communication of the topic	X		
66	Compendium "Family- and Lifecycle-Conscious Leadership at UKM"			(X)
67	The dialog between managers and employees with limited working contracts is increasing planning reliability	X		
68	Information sessions for employees with care giving tasks	X		
69	Establishment of an information- and change-service for managers		X*	
70	Annual update of the summarising brochure to all offers of the UKM	X		
71	The possibilities to make use of the family care leave act will be communicated to all employees	X		
72	Reconciliation as a fixed agenda item in team meetings	X		
73	Release of the Audit-goals	X		
74	The topic will be discussed in board meetings, managements conferences, in quarterly meetings as well as in directorate panels and meetings and will be documented	X		

No.	Measure			
75	Development of an implementation system and appropriate tools for managers		X*	
76	Managers are supported in their communication skills and trained in workshops	X		
77	Training "Management for Doctors" is expanded to include aspects of reconciliation	X		
78	Reconciliation is a crosscutting issue in all suitable trainings and events for managers	X		
79	If necessary, expansion of the service agreement for mobile working and alternating telework	X		
80	Reconciliation is discussed in the context of performance reviews, appropriate sensitisation and qualification of managers		X*	
81	Sending of greeting cards/welcome packages for the birth of a child or a condolence card for the death of a relative		X	
82	Publication of best-practice examples in the staff newspaper		X	
83	Release of consultation examples from the Service Office for families	X		
84	Integration of the topic work-family reconciliation into the staff newspaper	X		

Legend: * = partly realized; (X) = not yet realized

What percentage of definite measures and activities is implemented during the review period? We determine an implementation of at least 80 percent of the definite measures and activities as acceptable since it is an appropriate achievement given the time frame and the complexity of the institution. Overall, 71 of the 84 analysed measures and activities defined in the target agreement are implemented at the time of the review. This is equivalent to 84.5 percent of all measures. However, 11 of these measures were implemented only partly (asterisks). Nonetheless, as these measures also contribute to the intervention we can conclude that the implementation took place as intended.

Is the time schedule met? The implementation process contains various imponderables due to the size of the institution. Thus, we accept latitude of 20 percent of measures that are not realised on time. If more than 20 percent of the planned measures and activities are realised later than defined, we cannot speak of an implementation as intended. 15 of the planned measures and activities were implemented with delay (18%). As this value falls below the limit of 20 percent we determined, we confirm that the implementation process met the intended time schedule.

At what point do obstacles handicap the process of implementation? There are different reasons why 11 of the planned measures and activities were implemented with delay and 13 were not implemented at all at the time of this review. Delay was most often caused by organisational problems, as for example in the case of the *establishment of a clinic wide working group with the aim to develop flexible working time models*. It took more intensive planning and preliminary discussions with different hospital areas to prepare the broad topics for the working group. Another example is the *publication of*

best-practice examples in the staff newspaper, which was delayed because of difficulties to find employees who agreed to publicly present their private situation of work-family-reconciliation. The offering of a *pressing service for employees* was delayed because the in-house laundry had to be modernised beforehand. Finally, the planned service turned out to be impractical in the in-house laundry due to hygienic requirements. External service providers had to be reviewed, which took additional time.

The implementation of specific measures had to be cancelled during the implementation process due to specific frame conditions. This is for example the case for the measure *doctors and nursing staff build teams that work in the individual hospitals in reliable time frames*. Though the managerial and organisational structures require the coordination of doctors and care staff, the organisation of staff assignment is carried out separately and according to the occupational group. In addition, care is organised across all clinics. Therefore, this measure had to be cancelled. Furthermore, problems with personal resources occurred during implementation. The *service exchange market on the intranet* for example was not established because the personnel resources necessary were already spend for other projects within the framework of the Audit.

Were unintended or wider delivery issues encountered during implementation?
During the implementation process of the Audit Berufundfamilie several measures were added to the defined measures of the target agreement. The following list of measures is realised supplementary to the 84 measures of the target agreement:

- Establishment of a discussion group for care-giving relatives,
- Childcare in exceptional situations,
- Home-office workplaces (in accordance with frame conditions),
- Obligatory training courses take place during regular opening hours of childcare facilities,
- Meals for relatives in the cafeteria and for take away,
- A brochure about childcare in Muenster and surroundings is provided,
- In all secretariats a portfolio with relevant information regarding work-family reconciliation is provided,
- Promotion of the job ticket (possibility to take an additional person and up to three kids with the public transport),

- A new category on the homepage informs new nonlocal employees about the relevant contact persons for families in Muenster,

- The pension insurance carrier informs in regular counselling about relevant topics for employees with caring responsibilities,

- An exposition recognises the work performance of older employees,

- Job advertisements contain information about the support of work-family reconciliation at the UKM,

- Development of an own label for the category "work and family".

Apart from the 13 measures added, the group profiting from the programme expanded. The target group of the programme consists of employees with children or relatives in need of care. However, employees without family responsibilities also have needs concerning the reconciliation of work and life. Even if instruments such as flexible work schedules, teleworking, part-time work (for managers) or special offerings such as the pressing service or the carpooling service were introduced as instruments for a better reconciliation of work and families, all UKM-employees can profit from them. This may enhance satisfaction and prevent envy between different groups of employees.

As we know from the interviews, the discussion about the reconciliation of work and family also influenced the debate about equal opportunities for male and female UKM-staff members (interview with programme manager Audit, Münster, 08/04/2016). To support high-qualified women in their professional career, a better reconciliation of work and family is an important instrument. Therefore, the executive management wants to intensify the support for women at the UKM in the future. A similar development can be observed for the topics resilience and workplace health promotion. Due to the Audit, these topics are more in the spotlight at the UKM.

Furthermore, the promotion of work-family reconciliation demanded a broadening of leadership skills. Managers need support to include different staff-needs in their teams. From our interviews we know, that with the reconciliation debate, also the topic "management" was developed at the UKM (interview with spokesperson of target group, Münster, 08/10/2016).

5.3.2 Mechanisms by which the programme achieves its goals

To assess the implementation process, also the distribution of the policy, social and

managerial roles between private and third sectors are of importance. Because reconciliation of work and family is a cross section topic, the competences and responsibilities are distributed on all sectors.

The skills shortage that is already very prominent in the health sector as well as the high labour turnover rate at the UKM were major drivers for UKM officials in top positions to start the programme (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016; interview with programme manager Audit, Münster, 08/04/2016). However, the UKM was not able to realise all planned activities alone. Therefore, the UKM resorted to different options of support and cooperation to implement the programme. The auditing process of the Audit Berufundfamilie was conducted by the Berufundfamilie Service GmbH (profit) in association with the Berufundfamilie gGmbH (non-profit). They supported the UKM from the start, gave advice and structured the process. To realise certain measures, the UKM also cooperated with different private and third sector actors. This was mandatory to fulfil the programmes' requirements. To provide childcare in exceptional situations for UKM-employees with children as well as a day- and short-time care for caring relatives, the UKM collaborated with a family service agency (pme Familienservice GmbH). This private service provider brokers custom-fit solutions in the field of work-family reconciliation and thus contributes to an improved situation of employees with family responsibilities. For other services such as the ironing service for employees, the UKM used private service providers as well. For the provision of a holiday childcare for employees with children, the UKM collaborated with a registered society (Ferienwerk Münster e.V.). Third sector institutions often are well connected on a regional level. The Ferienwerk Münster e.V. for example cooperates with other registered societies and public bodies in Muenster, that offer leisure time and childcare services for children, adolescents and young adults. So, the range of services can be broadened and thus be more custom-fit for UKM-employees. Furthermore, the UKM cooperates with other external institutions to optimise the family-services at the UKM. To accomplish special targets, the UKM needs outside expert knowledge. Hence, the UKM established cooperation with a statutory health insurer (AOK) to inform employees about different health subjects. This also includes the area of (elder-) care of relatives.

The cooperation of the UKM with different private and third-sector actors shows that an

adequate range of custom-fit services for a better reconciliation of work and family can only be accomplished through different types of collaborations. Family policy – and thus work-family reconciliation policy – is a cross-sectional field that relies on collaboration and cooperation of diverse actors. In practice, this aspect is often not adequately complied with. Thus, the UKM can be seen as an innovative example for cross-sector cooperation in the process of establishing work-family reconciliation.

5.3.3 Reaching of target population

To ascertain if the intervention reached the target population, we use data from the UKM as well as information gathered in the interviews. The UKM provided us with numbers of usage of

- the counselling sessions at the Service Office for Families,
- the childcare in exceptional situations,
- the re-entry seminars,
- and the network meetings for caring relatives.

Figure 5 shows the number of counselling sessions at the Service Office for Families. The data shows an increase in usage from 88 counselling sessions in 2011 to almost 300 sessions in 2015.

Figure 5: Number of counselling sessions at the Service Office for Families, 2011-2015
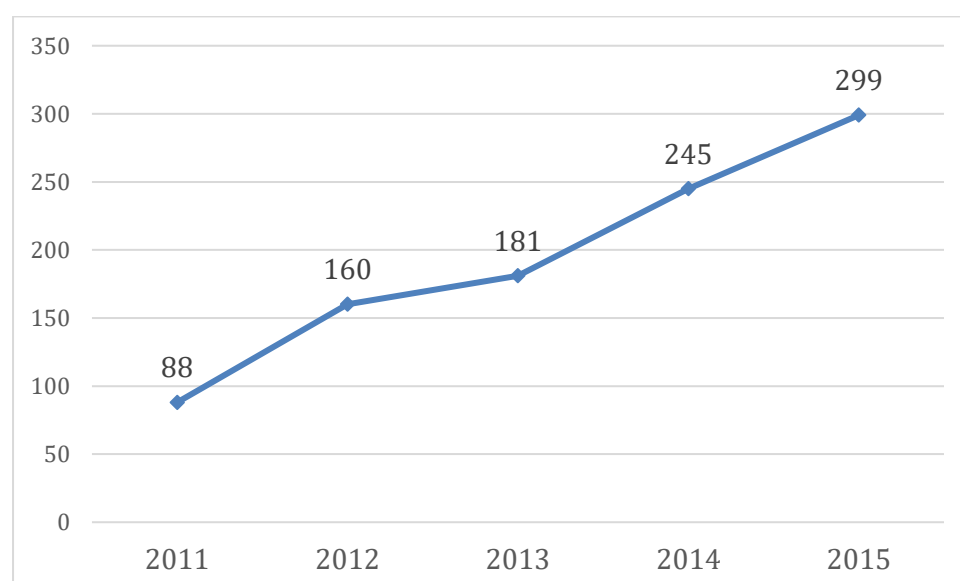
Source: Data from the UKM

A closer look at the data shows that most UKM-employees who use the counselling are women – in 2015 they made up almost 74 percent. However, the number of men using the sessions also increases: When in 2011 only 16 sessions were used by men, in 2015 already 60 men used the counselling (*Figure 6*). Couples' usage is still rather low as they made up a maximum of 6 percent over the years.

Figure 6: Number of women, men and couples using counselling sessions at the Service Office for Families, 2011 – 2015
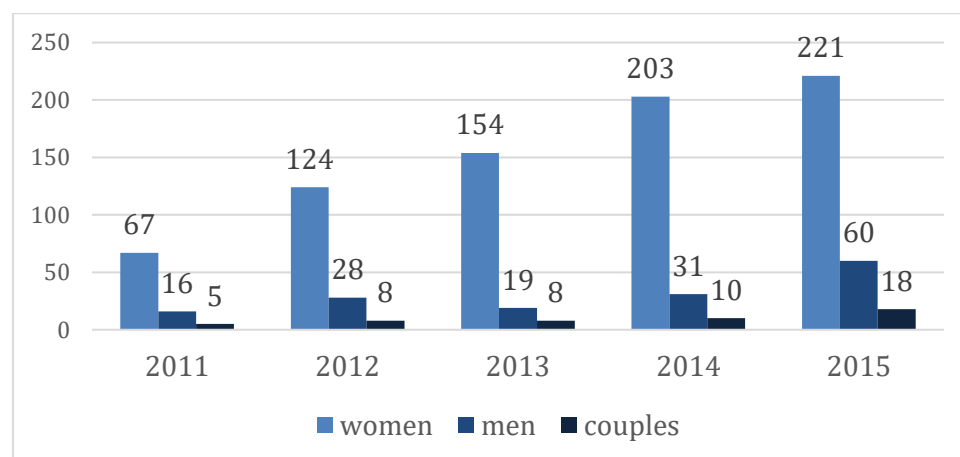

Source: Data from the UKM

From our interviews we know that approximately 300 children per year are born to UKM-employees (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016). Therefore, we assume that the percentage of new mothers or fathers using the counselling is very high, although we have no proof of that.

Figure 7 shows the usage of the childcare in exceptional situations from 2011 to 2016. The data shows that the number of families using this service increased from 23 families in 2011 to almost 60 families in 2016. Disproportionately high is the increase in days of use, which rose to 269 days in 2016. In 2011 each family averagely used 3 days; from 2013 to 2016 they used almost 5 days.

Figure 7: Usage of childcare in exceptional situations, 2011/07 – 2016/07
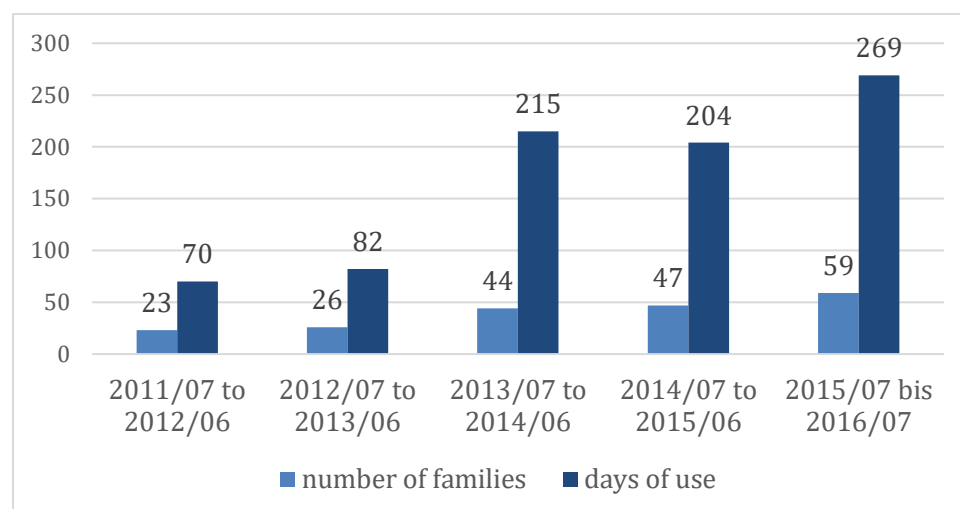
Contrary to the other services at the UKM, the number of usages of the re-entry seminars declined over the years (*Figure 8*). Whereas in 2013 a total of 75 UKM-employees attended the seminars, only 48 did so in the following year. In 2015 and 2016 the numbers were even lower with 19 respectively 18 participants a year.[2]

Figure 8: Usage of re-entry seminars
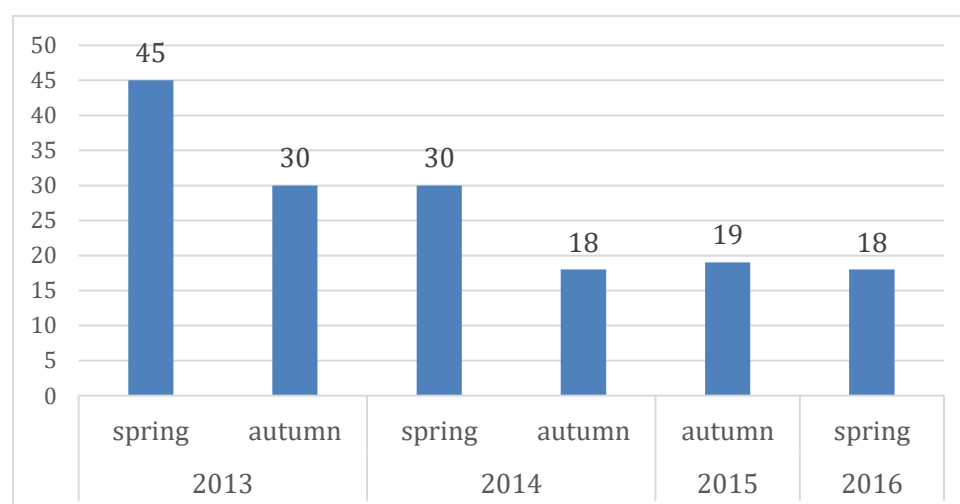
Starting from 2012, the UKM also organised a network for caring relatives. As this is a rather private subject for most people, turnout is not expected to be high. *Figure 9* shows

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[2] We have no information if this is due to a limited number of participants spots.

that the participation in networking meetings for caring relatives rose in the second year and declined a little in 2016. In January 2013 and November 2014 two additional workshops for caring relatives were held. As the number of participants was restricted, only 9 resp. 5 employees attended the workshops.

Figure 9: Participation in networking meetings for caring relatives

Source: Data from the UKM

The implementation of a programme with the goal to make a difference can only be successful if the members of the target population accept it. The numbers above suggest that this is the case. However, some services offered by the UKM are limited and can only be used by a certain number of employees, for example the childcare facility with 150 places, the childcare in exceptional situations and the holiday childcare. Other measures such as teleworking can only be used in certain areas of the hospital because of organisational con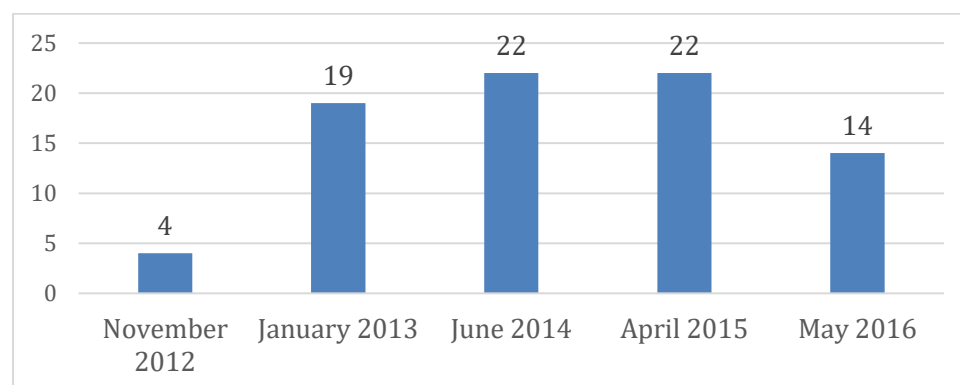straints or data protection regulations. Furthermore, in some areas, fathers use of parental leave that exceeds two months can lead to a career stop, depending on the attitude of the managers (interview with programme manager Audit, Münster, 08/04/2016).

5.3.4 Critical contextual factors for an effective implementation

There are several critical contextual factors that influence the implementation of the programme. The most important factors are social transformations and changes in social behaviour as well as current social welfare policies (see chapter 3 for the latter).

In Germany, a change in society takes place that concerns the role models of motherhood and fatherhood: Both parents want to reconcile their parenthood with their profession. Due to the increasing shortage of skilled workers (Blum 2012, p. 18), female employees

become more important to fill the gap. Therefore, employers that depend on (high) qualified personnel such as the UKM need to find new ways to enable their employees to reconcile those two areas. Research shows a change in behaviour of employees, especially for the so-called *generation Y* (cohort of born people between 1981 and 2000). The results of different studies show a high significance of importance of friends and family as well as of job career (Ernst & Young 2013; Ernst & Young 2014; Shell Deutschland Holding 2010). Furthermore, the labour market situation enables employees of the generation Y to make demands regarding their needs of work-family reconciliation. They claim a flexible and autonomous constitution of working time and working place and individual possibilities of a professional career.

In response to these changes, legislature has been modified in the past years. Currently, the reconciliation of work and family is supported through a legal framework consisting mainly of three parts: Childcare, parental leave and home care leave (for details see chapter 3). Some of these laws make it necessary for companies to rethink their family-conscious offerings such as for example the parental leave scheme: By including fathers, the reform lead to a growth in the fathers' participation rate in parental leave (see chapter 3). In consequence, companies such as the UKM are confronted with an increasing number of fathers who take parental leave and therefore have to find ways to support them.

Another important driver for action on behalf of companies is also the Part-Time Work and Fixed-Term Employment Act (Teilzeit- und Befristungsgesetz) from 2001 that established a legal basis to reduce the weekly working time on all hierarchy levels. The law supports part-time workers, mostly women, who use this possibility to reconcile work and family.

6. Impact evaluation

6.1 Introduction

To assess the impact of the programme we chose the approach of a theory based impact evaluation. We use the theory of change developed in chapter 4. By conducting a contribution analysis we show with the empirical evidence at hand that the programme

had an impact on the problems of work-family reconciliation and staff retention and recruitment at the UKM.

6.2 Impact evaluation methodology

For this case study, the use of a theory-based evaluation is most appropriate. According to the theory-of-change approach we use our previously developed theory of change (chapter 4). By using the theory-based approach, we can understand why and how observed results occurred. This is an advantage to experimental or quasi-experimental designs, which mostly see interventions as black boxes (White 2009, p. 17). We are aware that the theory of change is a construct of the researchers and is not universally valid. The theory is based on our own individual assumptions of what steps need to be taken to achieve the goal. There may be other theories on how change can be achieved that differ from our own. Based on different stakeholder views, we took into account different theories and integrated them into our system. We therefore think that our theory of change can be used to measure impact.

By showing with the empirical evidence at hand that our theory of change is valid, and explaining external factors we can prove that the intervention made an impact. Although contribution analysis is "a specific analysis undertaken to provide information on the contribution of a programme to the outcomes it is trying to influence", it tries not to quantify the degree of contribution the programme has made (Mayne 2001, p. 7). By using this approach, contribution cannot be proved, "but the uncertainty surrounding attribution" can be reduced (Mayne 2001, p. 7). Mayne (2001, pp. 8ff.) names six steps of a contribution analysis:

1. Set out the attribution problem to be addressed.
2. Develop a theory of change and risks to it.
3. Assess the existing evidence on results.
4. Explore and discuss plausible alternative explanations.
5. Seek out additional evidence.
6. Revise and strengthen the performance story.

To explore the cause and the effect of the programme, we will conduct a contribution analysis according to Mayne (2001). Following his approach, we can take the following

aspects as a basis for causality:

- The programme is based on a reasoned theory of change.
- The activities of the programme were implemented.
- The theory of change is verified by evidence.
- External factors influencing the intervention were assessed and their relative contribution was recognised (Mayne 2008, p. 1).

The goal of this chapter is to answer the question if the programme leads to a better reconciliation for all employees of the UKM and to an improvement in staff retention and recruitment. The theory of change provides the basis for arguing that this is the case. To verify the theory of change we need to review the assumptions that were formulated and the risks that go along with them. Important evaluation questions are: Are there research findings that support the assumptions? What risks do we have to consider and how do they influence the effects of the programme? To verify the extent to which the theory matches the observed process at the UKM, we will compare the existing evidence on results and activities with the developed pathway of change. The data basis consists of UKM-documentation and data from the UKM. As the information is mostly part of the standardised process of the Audit and therefore reviewed regularly by Berufundfamilie, we assume it to be valid. To supplement the rather scarce information we obtained from the UKM, we include information from the interviews with key stakeholders. We take into account that some information given in the interviews may be biased as it is in their interest that the programme appears to be a success (see chapter 5.2). When necessary, we support our findings with information from research.

6.3 Contribution analysis

The pathway of change includes the long-term goal *reconciliation of work and family*, three intermediate goals which are also preconditions for the long-term outcome (*adequate pool of measures, working system of communication and information, family conscious culture*), 13 preconditions and 16 interventions that need to be implemented at the UKM to reach the long-term goal (cf. chapter 4). We developed indicators for each step of the pathway of change to assess with evidence on results and activities if our theory of change is valid. As the initiative follows for most parts a tested and verified

process and is therefore a low-risk-intervention (Treasury Board of Canada Secretariat 2012, p. 29), we take an in-depth look only at crucial points of the pathway of change.

Precondition: *Start of the initiative*

Indicator: *Authorisation of Berufundfamilie to start the Audit process*

The first precondition is the *start of the initiative*, which took place in 2010 with the authorisation of Berufundfamilie to start the Audit process. The corresponding assumption to this precondition is that *A) Financial and human resources are sufficient for implementing the initiative*. Evidence from our own research shows a connection between a good economic situation of companies and the level of their family consciousness. The family consciousness is the higher the better the economic situation is (Schein/Schneider in press, pp. 177ff.). From the interviews we know that the UKM is the single university hospital in NRW that is in the black (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016). Accordingly, we can assume the financial resources are sufficient for implementing the initiative. Furthermore, 1.5 permanent jobs were created for the implementation process: One full-time job for the Service Office for Families and a part-time job to coordinate the programme. In addition, the personnel's resources are secured. So, the precondition *start of the initiative* is completely fulfilled.

Precondition: *Needs are assessed*

Indicator: *Existing analysis report, employee-/management survey*

We find this precondition *needs are assessed* to be crucial for the success of the initiative. In a hospital, special organisational problems exist concerning the different occupational groups that need to be overcome, for example overtime that is not projectable or shift work (interview with programme manager Audit, Münster, 08/04/2016). Furthermore, the needs of the staff can change in the course of time. In this case, measures and services have to be adjusted. This requires a frequent review of the staff's needs and the accuracy of fit of offerings.

One indicator for this precondition, *existing analysis report*, is met, although we only have confirmation of this through an interview (interview with programme manager Audit, Münster, 08/04/2016). We stipulated also that the intervention *4) employee-/management surveys* is necessary. From our interviews and from documentation we know that the triannual employee survey at the UKM contains the topic of work-family

reconciliation only since 2012. Due to delays, this employee survey was to date not repeated since 2012. A second needs assessment would have been necessary to adapt measures accordingly or to develop new services tailored to the needs of the staff. We can therefore conclude that this precondition is not met to our complete satisfaction.

Precondition: *Practicability or transferability of measures is checked*

Indicator: *Establishment of pilot projects, conduction of test procedures*

As two pilot groups were established at the UKM and another one is planned until report 3 (according to the target agreement as well as the annual reports), we assume that the precondition *practicability or transferability of measures is checked* is met. Furthermore, the transferability of two measures to other areas of the UKM was tested. Finally, 12 other measures and services have been examined regarding their custom-fit for different groups at the UKM. We find this precondition to be fulfilled.

Precondition: *Optimisation of measure pool*

Indicator: *Establishment of new measures, adjusting of measures, establishment of collaborations, establishment of working groups, conduction of evaluations*

In the course of the programme, the UKM has established an immense amount of new measures, altogether 31, seven of them are partly established (cf. chapter 5). Furthermore, a working group defined measures that different groups of employees need. A clinic wide working group developed flexible working time models. To assure that all needs are met adequately, the UKM entered collaborations with four different partners (pme familienservice, AOK, Ferienwerk, WWU/FH; cf. chapter 5). However, since 2012 no employee- or management surveys were conducted specifically to ensure that the measures are custom-fit. Overall, we can assume that the precondition *optimisation of measure pool* has been fulfilled. Nevertheless, we advise a frequent review of the staff needs via employee- and management surveys.

From the interviews we know that the measures and services answer to the needs of the employees (interview with programme manager Audit, Münster, 08/04/2016, interview with spokesperson of target group, Münster, 08/10/2016). However, we must take into account that the information from the programme manager and the head of HR may be biased.

Precondition: *Information material is issued*

Indicator: *Creation of new materials (flyers, brochures, manuals)*

The UKM created and issued a number of new information material, for example, a "Guide for employees on family related leaves", a brochure for care-giving relatives, one that informs about childcare facility in Muenster, one about home-office and one about part-time work for managers. Furthermore, a brochure that sums up all UKM services has been made as well as a summarising brochure to all offers of the UKM and a folder with relevant information that can be obtained in the secretariats. A compendium "Family- and lifecycle-conscious leadership at UKM" is planned (implementation until report 3). Additional to the printed brochures, the information at the internet and the intranet has been extended (forum of day care nanny agencies and holiday childcare in Muenster, information for employees that are new in town). This precondition is therefore fulfilled.

Precondition: *Information channels are developed*

Indicator: *Development of new information channels and communication paths*

To spread information among the employees, the UKM uses established communication channels and developed new ones. At this time, the intranet, the employee newspaper, the UKM-newsletter, the (local) press as well as a broad spectrum of brochures are in frequent use. Especially the employee newspaper is an appropriate tool to reach employees who are not (yet) concerned with the topic of reconciliation, as every issue contains an exclusive section for work-family reconciliation. Furthermore, other channels of communication are used to inform employees about options for work-family conciliation, for example the counselling sessions of the Service Office for Families. Also, the topic was introduced into the annual performance review as well as in regular team meetings. A newly used information channel is the contact person in the HR department for questions about the organisation of working time and work time models as well as the "communication mentor", who obtains information from the Service Office for Families to communicate to his or her own clinic. In addition, an information- and change-service for managers is partly established: Managers are informed about all innovations concerning the reconciliation of work and family at the UKM and diverse information is deposited for them in the intranet. Finally, also the local and the national press inform about the advancement of the family-conscious personnel policy at the UKM. Overall, we can assume that the precondition *information channels are developed* is completely fulfilled.

Precondition: *Information is spread actively and on a regular basis*

Indicator: *Frequency of communication (for example, how often is a new issue of the employee newspaper released, how often is information updated?)*

The UKM spreads information actively and on a regular basis – we can confirm this on basis of UKM-documentation. As mentioned in the section before, the employee newspaper ("Pulsschlag") for example always contains an exclusive section for work-family reconciliation and is issued six times a year. Furthermore, special issues of the employee newspaper ("PulsschlagExtra") often feature the topic of reconciliation. From UKM documentation we also know that the summarising brochure of all offers of UKM is updated annually. Solely the active and regular information of managers can be improved in the future. From our interview we know, that the information reaches most employees at the UKM. However, it also showed that in spite of using all available information channels there are always some employees who cannot be reached – this is also true for the UKM (interview with spokesperson of target group, Münster, 08/10/2016). Nevertheless, we assume that the precondition *information is spread actively and on a regular basis* is at least partially fulfilled.

Precondition: *Managers are sensitised to reconciliation*

Indicator: *Establishment of trainings/leaflets/guides for managers*

Because the process described in the theory of change is still ongoing, we cannot conclude at this time if the precondition is fully reached. The managers at the UKM are being sensitised to reconciliation in different ways. Work-family reconciliation is a topic for executive committees: the topic is discussed in board meetings, management conferences, in quarterly meetings as well as in directorate panels and meetings, as documentation of the UKM shows. With regards to guidelines and handbooks for managers, a brochure with the title "Part-Time Work for Managers" was released. Furthermore, a compendium for managers "Family- and Lifecycle Conscious Leadership at UKM" is planned to be released until annual report 3. UKM documentation shows that to sensitise managers further, workshops and training for managers are supplemented with the topic of work-family reconciliation; the existing training "Management for Doctors" for example is expanded to include aspects of reconciliation.

The precondition *managers are sensitised to reconciliation* is linked to the assumption *D) Managers hold a key position in matters of staff policy issues.* As research in the field of

management shows, managers are important role models for their employees (cf. Rosenstiel 2003, pp. 3ff.). Especially the lower and the middle management are able to hinder or to promote a family-conscious personnel policy. Another result from our own research shows a connection between the importance which managers place on the topic of reconciliation and the family consciousness of a company (Gerlach et al. 2013). The higher managers estimate the importance of the topic, the higher is the level of family consciousness.

From the interviews, we know that the top management of the UKM supports the programme (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016; interview with programme manager Audit, Münster, 08/04/2016; interview with spokesperson of target group, Münster, 08/10/2016). Furthermore, the top management is linked with the human resources department and with the lower and the middle management, where the implementation happens. In a stakeholder perspective, this is one of the most important factors for the success of the initiative. However, the UKM consists of 47 independent areas conducted by different managers. At this point, we find the main risk for the assumption to be an unconvinced lower or middle management compromises the implementation process. At the UKM, the implementation of the programme that concerns managers has been partially criticised by the Berufundfamilie because of several organisational problems (interview with programme manager Audit, Münster, 08/04/2016). Certain division managers do not appreciate flexible working models and parental leave for fathers is also not accepted all-around. We can therefore conclude that the existing guidelines for managers are not followed strictly at the UKM. As the manager of the Audit indicates, it is mostly the type of relationship between managers and employees that cannot be influenced directly by the programme (interview with programme manager Audit, Münster, 08/04/2016). Therefore, we find this precondition to be only partly fulfilled, especially as the process of sensitisation needs more time.

Precondition: *Reconciliation is fully accepted and appreciated*

Indicator: *All employees with family responsibility – male or female – can use services and measures, managers support reconciliation and use services and measures themselves, usage of services measures does not influence career chances, management openly appreciates family responsibilities*

Because of the ongoing process, we cannot conclude at this time if the precondition is fully reached. One indicator for the precondition that reconciliation is fully accepted and appreciated at the UKM is that all employees with family responsibility can use services and measures, regardless of their gender. Data from the UKM shows that the number of men using the counselling sessions of the Service Office for Families increased over the years and is now at 20 percent. This shows that men increasingly start to explore their options. The UKM data also shows that in 2011 almost 20 percent of employees on parental leave were men. While this percentage did not change in the past 4 years, the total number of men on leave did: In 2011, 88 men were on leave, in 2015 the number rose to 107. In 2012, the length of leave was still very different for female and male staff: female medical and care staff was on leave 18 months on average, male medical and care staff for 3 months. Male staff in administration and service took almost half (1.7 months) (Universitätsklinikum Münster 2012b). When compared to all fathers in the area of Muenster, these numbers are still slightly lower: Fathers of children born in 2012, who live in Muenster, took on average 3.4 months of parental leave (Statistisches Bundesamt 2014, p. 27). From our interviews we know that "Fathers" is going to be an important topic for the next round of the Audit Berufundfamilie and special services for fathers will be developed (interview with programme manager Audit, Münster, 08/04/2016). Another indicator that more men make use of measures is that the share of men working part-time rose from 15 percent in 2011 to 18 percent in 2015, whereas the share of women remained at 40 percent (Universitätsklinikum Münster 2016a).

We have no information about the actual usage of services and measures for reconciliation by managers. Nevertheless, releases such as the brochure *"Part-time work for managers"* and the open communication of this topic shows that the UKM enables managers to use measures. Furthermore, there is a brochure titled "Family-conscious working-time. Examples of best practice of managers" that features examples of UKM-managers, who use for example part-time work (male and female heads of department) or job-sharing (two female heads of department). UKM documentation also shows that to support the reconciliation of their employees, managers are supported in their reconciliation-related communication skills and the topic is now a crosscutting theme in all suitable trainings and events for managers. Furthermore, reconciliation is becoming a topic in the context of performance evaluations.

Another indicator for this precondition is the open appreciation of family responsibilities

by the management. The UKM shows this kind of appreciation for example through the posting of congratulation cards: All employees who announce the birth of their baby to the administration receive a congratulatory card, individually signed by the head of the HR department. This process is systematically fixed in the administration system. Furthermore, all brochures featuring the topic of reconciliation contain a prefix from the head of the HR-department. Based on the limited data we have to date and the still ongoing process we can conclude that the UKM is on its way to make reconciliation a fully accepted and appreciated issue.

Limited data and the still ongoing process is also the reason why we cannot conclude at this time if the three intermediate outcomes *adequate pool of measures*, *working system of communication and information* and *family conscious culture* are produced.

Adequate pool of measures: *Existing measures: Are all areas and needs covered? Are the following preconditions fulfilled: status quo analysis, needs are assessed, optimisation of measure pool?*

The high number of measures that were implemented during the auditing process and the fulfilment of most of the preconditions suggests that an adequate pool of measures is nearly established. Nevertheless, to verify if the measures and services are covering all needs of the employees (currently as well as in the future), a frequent survey is necessary and immediately recommended. The findings of the planned employee survey need to be implemented into the ongoing process.

Implementation of an information and communication system: *Existence of a working information and communication system: Is the access to the information ensured for all employees? Are the following preconditions fulfilled: information material is issued, information channels are developed, information is spread actively and on a regular basis?*

At the UKM, a matured system of information and communication is established that uses many different channels. The information is spread on a regular basis and contains different topics for different target groups. The variety of communication channels ensures that as much employees as possible are reached. Nevertheless, we know from our interview that some employees are still not reached equally by the information system (interview with spokesperson of target group, Münster, 08/10/2016). Nevertheless, we find this outcome to be almost achieved.

Implementation of family conscious culture: *Existence of a concept/business strategy: Is the programme construed with a long-term perspective and not only temporary? Are the following preconditions fulfilled: managers are sensitised to reconciliation, all areas and levels are included, reconciliation is fully accepted and appreciated?*

By way of using the standardised process of the Audit Berufundfamilie as a basis and by developing target agreements, the UKM developed a business strategy regarding the implementation of a family-conscious culture. The previous period of activities for a better reconciliation of work and family (2010-2016) suggests that the efforts are designed with a long-term perspective. Furthermore, reconciliation of work and family is established as a crosscutting theme at the UKM and managers are involved in the processes (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016; interview with programme manager Audit, Münster, 08/04/2016).

As stated before, the related preconditions are only partially fulfilled. Nevertheless, from our interviews, we know that the culture at the UKM changed in the process of the Audit (see also the previous sections). Although these numbers are out-of-date by now, the results from the employee-survey in 2012 show that half of the staff felt or rather felt that back in 2012, family consciousness was an important part of the UKM's culture (51%) and 69 percent thought that the UKM was especially or rather family-friendly (Universitätsklinikum Münster 2012a, p. 75; 87). Nevertheless, the possibility for employees to reconcile work and family is still partly dependent on the particular floor managers and not in all working areas the appreciation for family tasks is given (interview with programme manager Audit, head of Service Office for Families, head of HR development, Münster, 06/09/2016; interview with programme manager Audit, Münster, 08/04/2016; interview with spokesperson of target group, Münster, 08/10/2016). In 2012, 41 percent of UKM-employees had the impression that their direct superiors did not always really take notice of their complaints when they talked about their difficulties of reconciling work and family obligations (Universitätsklinikum Münster 2012a, p. 74). The UKM actively tries to change this with seminars, information material etc. As the heads of the UKM clearly stand behind the initiative and there is a business strategy with a long-term perspective as well as the demand of change from a social and labour market perspective, we can assume that a family conscious culture will

be fully implemented at the UKM over time.

As the process is still ongoing, we cannot conclude if the long-term goals *reconciliation of work and family for all employees of the UKM* and *enhanced recruitment and staff retention* are reached. Nevertheless, we can draw some conclusions at this point.

Reconciliation of work and family for all employees of the UKM: *Fulfilment of preconditions, perceptible change in all three intermediate outcomes*

As the review of the preconditions shows, the auditing process made a change. The main part of the preconditions is fulfilled. But there are still some incomplete processes that have to be pursued in the future. While the intermediate outcomes *adequate pool of measures* and *working system of communication and information* show measurable changes, especially the outcome *family-conscious culture* is harder to monitor with the available data. Furthermore, a change in company culture is a long-term process that takes more time than the implementation of services. Nevertheless, the Audit triggered this process. Overall, we can assume that the auditing process has made a perceptible change in all three intermediate outcomes.

Enhanced recruitment and staff retention: *More qualified applications, lower labour turnover*

At the UKM, especially staff retention is one of the predominant challenges. Furthermore, recruitment problems due to an increasing demand for skilled personnel are well known in the public health sector. Therefore, the competitive pressure regarding recruitment is rather high, also at the UKM. Research shows a link between the competitive pressure regarding recruitment and the family consciousness of a company: the higher the pressure to keep and to recruit qualified staff, the higher the family consciousness (Gerlach et al. 2013). As we know from the interviews at the UKM, the Audit Berufundfamilie has a positive effect for insiders and outsiders. For insiders the certificate contributes an increasing identification with the institution. Hence, employees are feeling connected with their employers. For outsiders, the certificate and other public relations (as local press, films and other more) are transporting the image of a family-conscious institution (interview with programme manager Audit, Münster, 08/04/2016; interview with spokesperson of target group, Münster, 08/10/2016). Nevertheless, at the point of the review there is no evidence that the number of applicants increased because

of the programme – but this is mostly due to the lack of data, which the UKM did not make available to us (see chapter 7 for more information on the effects of a family-conscious personnel policy on recruitment and staff retention).

External or contextual factors

Another basis for causality concerning the contribution of the programme is external or contextual factors influencing the intervention. These can be political as well as economic or social factors (see chapter 5).

Concerning the external *political factors,* we assume that the legislature concerning work-family reconciliation made an impact on the UKM staff and management. The parental leave acts supported new role models of fathers and more flexible working time models for parents. Another external factor is the rise in childcare places for children less than three years old. Research findings show a link between the level of communal childcare and the family consciousness of a company. The better the local offering of childcare facility, the higher the family consciousness (Gerlach et al. 2013).

Regarding the *social factors* influencing the intervention we assume the changing role models for mothers and fathers as well as the changing behaviour of employees to be influential (cf. chapter 5). The contribution of these social trends on the intervention is the higher the stronger the skills shortage is. Evidence from public health research shows the explosiveness of the personnel lack in this sector (cf. PricewaterhouseCoopers AG 2010).

6.3 Result

The key question of this evaluation is: Is it reasonable to conclude that the programme made it possible for all UKM-employees to reconcile work and family as well as helped the UKM to retain their staff and to enhance recruitment? To verify our theory of change, we compared the existing evidence of the UKM's programme with the developed pathway of change. The review of the different steps of the theory of change and the assumptions and risks showed that the research findings mainly support our theory. Nevertheless, we identified several weak links. As the needs of the target group were not adequately assessed until two years after the start of the programme, the precondition *needs are assessed* can be seen as a weak link. Another weak link is the precondition *managers are*

sensitised to reconciliation. We find it to be only partly fulfilled, especially as the process of sensitisation needs more time. The same applies to the precondition *reconciliation is fully accepted*: This is a long-term process and therefore only partly fulfilled. As the preconditions are at least partially fulfilled, we find the links to be valid, still.

The ongoing process and limited data is also the reason why we cannot conclude at this point if the intermediate outcomes are reached. However, all three intermediate outcomes (*adequate pool of measures*, *working system of communication and information*, *family conscious culture*) are partially achieved already. The same applies to the long-term goals *reconciliation of work and family for all employees of the UKM* and *enhanced recruitment and staff retention*. Therefore, concerning the employees' perspective, it is plausible that the long-term goal "reconciliation of work and family" can be achieved with this intervention. Concerning the UKM's perspective, several studies (Schneider et al. 2008; Gerlach et al. 2013) prove that a family-conscious personnel policy contributes to an enhancement of staff retention and recruitment, the long-term goal of the UKM officials (for more information see chapter 7). Further evaluations with more reliable data are necessary to confirm these findings for the UKM.

Although we identified some weak links, we found no compelling evidence that our theory of change is not valid. Therefore, we can conclude that the intervention had an impact on UKM-employees regarding work-family reconciliation and on the UKM regarding staff retention and recruitment. As the process is still ongoing and crucial data is not yet available, only future output evaluations can measure the actual impact the programme made.

7. Economic evaluation

7.1 Introduction

In this chapter, we assess the economic impact the intervention had on the key stakeholders of the UKM and UKM-employees. The initial plan to conduct an economic evaluation based on the suggested approaches turned out to be not feasible. The main obstacle was the lack of internal data: As the UKM does not evaluate the programme, there is almost no programme data available; furthermore, the UKM provided us with few

business key figures either. Most of the required data such as for example sickness rates, turn-over rates, data on recruitment or hours of work of employees with children are considered to be too sensitive to hand out. Therefore, we suggest a different approach that takes available external data and research into account. We take the viewpoint of the UKM as a specific agency and the employees profiting from the initiative; the UKM as well as UKM-employees are therefore the key stakeholders. Our main research questions are:

- What kind of investments did the key stakeholders made relating to the programme?
- What are the expected (social) returns for the key-stakeholders?

Regarding the investments, we focus on specific activities of the initiative, which we find to be central: The Service Office for Families, childcare in exceptional situations, holiday care, the company childcare facility as well as information material. We also use reference values to estimate investments (e.g. for personnel costs). For estimating the monetary value of the outcomes for the UKM and for UKM-employees, we rely mainly on our previous research as well as results from other studies. We supplement these finding with information from the interviews.

7.2 Investments made relating to the programme

We assume the direct expenditure for the UKM to be:[3]

- personnel costs for the Service Office for Families,
- fee for Audit and personnel costs,
- costs for childcare in exceptional situations,
- costs for holiday care,
- costs for construction of the on-site childcare facility,
- running expenses for the on-site childcare facility (additional costs, personnel costs, coordination),
- expenditure on material (information material etc.).

The direct costs incurred by programme recipients (employees) are:

- parental contribution for on-site childcare facility,

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[3] Further indirect investments in form of time, money and personnel were made by the UKM (see chapter 4.3.7).

- parental contribution for holiday childcare.

As we do not have information about all costs incurred by the UKM and UKM-staff, we have to rely partly on reference values. We estimate the costs for the UKM as follows (table 3):

Table 2: Expenditures for the UKM

Expenditure	Source/ source for estimation	Cost estimation (per year in Euro, gross)					
		2010	2011	2012	2013	2014	2015
Personnel costs for the Service Office for Families (1 permanent job)	Collective Wage Agreement for Public Service (TVöD)	-	45,494	46,571	47,805	47,247	48,239
Fee for Audit	Internal data from UKM	32,487	-	-	29,750	-	-
Personnel costs for Audit (1/2 permanent job)	Collective Wage Agreement for Public Service (TVöD)	22,411	22,747	23,285	23,902	24,608	25,124
Costs for holiday care	Internal data from UKM	-	5,520	4,030	4,824	8,890	11,292
Costs for childcare in exceptional situations	Internal data from UKM	-	37,000	28,057	49,459	50,013	60,178
Costs for construction of on-site childcare facility	Internal data from UKM	-	364,133[4]	-	-	-	-
Running expenses on-site childcare facility: personnel costs, coordination	Internal data from UKM	441,605	746,431	1,874,735	2,099,236	2,151,875	2,181,115
Running expenses on-site childcare facility: additional costs	2014/2015: internal data from UKM; 2012-2013: estimation based on data for 2014/2015	-	-	40,000	40,000	44,264	43,232
Expenditure on material (information material etc.)	not available	-	-	-	-	-	-
Sum total per year (incomplete)		496,503	1,221,325	2,016,678	2,268,201	2,326,897	2,369,180
Sum total 2010 – 2015 (incomplete)	10,698,784						

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[4] The total sum of construction costs for the childcare facility has been 5.234.134 Euro in 2011. The difference of 4.870.000 Euro has been funded by the federal state (internal data from UKM).

The direct costs incurred by programme recipients (employees) are the parental contribution for the on-site childcare facility and for the holiday care (see Table 3).

Table 3: Expenditures for programme recipients: childcare facility

Annual gross income (in Euro)	Parental contribution for UKM-childcare facility "Niki de St. Phalle" from 2013/08/01 (in Euro per year)		
	Children under 3 years	Children over 3 years	Catering costs
up to 25,000	/	/	+ 780
up to 37,000	264	144	+ 780
up to 50,000	2,880	1,596	+ 780
up to 62,000	3,840	2,460	+ 780
up to 75,000	4,344	3,264	+ 780
up to 85,000	5,220	3,900	+ 780
up to 95,000	6,252	4,464	+ 780
up to 105,000	6,552	4,908	+ 780
up to 125,000	7,212	5,400	+ 780
up to 150,000	7,932	5,940	+ 780
more than 150,000	8,724	6,540	+ 780

Source: Universitätsklinikum Münster 2016b

Table 4: Expenditure for programme recipients: holiday childcare

	Annual fee for membership Ferienwerk e.V. (in Euro)	Costs per week (in Euro)	Catering costs per week (in Euro)
Parents of primary school-children (residents of Muenster)	24	62.5	22.5
Other (nonresidents, children not yet in primary school or already in secondary school)	24	72.5	22.5

Source: Universitätsklinikum Münster n.d. b

7.3 Expected (social) returns for the key-stakeholders

Few studies tried to monetise family-consciousness for companies and recipients. In 2014, the first study on the social effects of a company childcare facility was conducted by using an SROI approach. Then et al. (2014) find that a company childcare facility generates an SROI of 1.78 for parents, whose children use the childcare, and an SROI of 1.02 for the company. They show that the investment in childcare brings about social value as well as a positive return from a business perspective (Then et al. 2014, p. 33). Another recent study shows that the expected rate of return of work-family reconciliation amounts to 25 percent for companies offering family-conscious measures such as flexible working times, teleworking, counselling or childcare (in exceptional situations). If the

range of services is extended, services are customised to the employees' needs and new digital solutions are used, the expected rate of return increases to a maximum of 40 percent (BMFSF 2016b, pp. 13ff.).

Table 5 shows the social effects we expect the programme has on the UKM and UKM-employees. We can cluster these effects into monetary and non-monetary effects. The monetary effects for UKM-employees are a higher income and lower wage loss, which leads to a higher pension level. The non-monetary effects for UKM-employees are a higher degree of satisfaction, a lower level of stress and therefore better health.

The monetary effects for the UKM are saving of replacement costs, lower costs for reintegration and for filling vacancy gaps, lower turnover and sickness rates, as well as higher productivity rates. The non-monetary effects for the UKM are a higher level of work motivation as well as a higher commitment to the company and enhanced recruitment and employer branding.

Table 5: Indicators to measure social effects for the UKM and UKM-employees

Key stakeholder	What we think happens to them
UKM-employees with family responsibilities	Higher income and lower wage loss
	Higher pension level
	Higher degree of satisfaction
	Lower level of stress, better health
UKM	Saving of replacement costs
	Lower costs for reintegration
	Lower costs for filling vacancy gaps
	Higher level of work motivation, higher productivity rates
	Lower sickness and absence rates
	Higher commitment to the company, lower turnover rates
	Enhanced recruitment, employer branding

7.3.1 Results for UKM-employees

Higher income and lower wage loss: The employment rate of mothers rose from 59.0 percent in the year 2000 to 66.8 percent in 2013 (BMFSFJ 2014, p. 24). Also, the extent of weekly working time of mothers increased since the year 2006 continuously (ibid., p. 46). This development is partially based on a better reconciliation of work and family, especially the better provision of childcare for small children. Then et al (2014) show that

mothers return earlier to work when they use the on-site childcare of their company. They work on average three months longer than mothers who do not use the company childcare. The study calculates an income gain of 8,523 Euro per parent. Furthermore, mothers using the on-site childcare lead to more working hours. Parents, who use the childcare in exceptional situations which their employer offers, also work on average per week one hour more than parents who do not use this service (Then et al. 2014, pp. 25ff.). Different studies tried to monetise the wage loss arising if parents – mostly mothers – stay away from their work and/or work for a longer period in part-time after a career break. The cumulative loss of gross wage until the age of 45 amounts to a total between 153,000 Euro (one-year-break with five years part-time work) and 194,000 Euro (three-years-break with three years part-time work) (BMFSFJ 2014, p. 64).[5] An earlier re-entry of mothers means – aside from a smaller loss of pay during the break – also an employment without a reduced wage if mothers raise their weekly working time from part-time to full-time. Therefore, we can assume that a better reconciliation will enable UKM-employees, especially mothers of smaller children, to return earlier to work and work more hours after the birth of a child. As a result, they will gain a higher income directly after the break and also on a long-term basis. This also applies to caring relatives who take a care related break.

Higher pension level: A higher average income effectuates a higher pension level. Women in Germany have higher risks of poverty in old age than men because they spend more time for unpaid childcare and household work (Statistisches Bundesamt 2014). However, research shows that due to an increasing employment of women as well as a higher volume of weekly working time, women are achieving exceedingly higher positions of earning points in the last years (Himmelreicher 2016). These points are acquired during the period of employment in which contributions are paid and are setting the level of annuity payment during the retirement. Consequently, a better reconciliation of work and family contributes to a reduction of (female) poverty in old age. In combination with the afore discussed expected higher income of UKM-staff we can assume that the programme at the UKM will also lead to a higher pension level of UKM-employees.

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[5] This model calculation is based on a mother with a medium level of education who has one child and takes a one-time career break.

Higher degree of satisfaction: The degree of satisfaction with childcare and reconciliation influences the satisfaction with the entire working situation. The results of a study show that 86 percent of employees in family-conscious companies are satisfied with their working situation. This applies only to 37 percent of employees in non family-conscious companies (AT Kearney 2015). Other research shows that for parents, reconciliation of work and family is an important precondition for a good quality of life (BMFSFJ 2015b, p. 73). Mothers for example are more satisfied with their life in general when their employer supports childcare (Lauber/Storck 2016, pp. 192ff.). Therefore, we conclude that because of the programme, UKM-employees will have a higher degree of satisfaction with their working situation and their life in general.

Lower level of stress, better health: The level of stress at work also influences personnel health. The rising number of absences from work because of psychological diseases is one of the most striking developments in the illness statistics of the last years: From 1997 to 2014, the number more than tripled (DAK 2015, p. 19). Stress, excessive demands and work overload can lead to psychological diseases such as burnout syndrome (Rump et al. 2016, pp. 95ff.). The double burden of work and family exposes employees to a high level of stress and therefore higher health risks. Our previous research shows that employees in family-conscious companies are less often sick than employees working for non family-conscious employers (Gerlach et al. 2013). We therefore assume that the programme can contribute to a lower level of stress and thus better health for UKM-employees.

7.3.2 Results for UKM

Saving of replacement costs: In the past, more than 40 percent of female employees did not return to their workplace after the birth of a child because the work environment was not family-conscious (BMFSFJ 2005, p. 12). In consequence, companies continuously lose specific know-how and undergo considerable efforts to replace it. The costs that go along with a high fluctuation include costs for recruitment, selection, adjustment or training and education.[6] Model calculation shows that the costs of replacement range from nearly 10,000 Euro in lower income groups to more than 43,000 Euro in high-income groups. Furthermore, in the latter the replacement takes more time (about 4 months) than in

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[6] The costs differ in relation to the income group and are highly dependent on the qualification level of the employees who have to be replaced. Especially high-specialized activities require an intensive replacement of qualified staff (BMFSFJ 2005: p. 15).

lower income groups (about 1 month) (BMFSFJ 2005, p. 15). We can assume that more mothers return to work at the UKM after the birth of a child because the programme leads to a more family-conscious work environment. The UKM will therefore save costs for replacements.

Lower costs for reintegration: The longer a career break, the higher the loss of the professional qualification of employees. This is due to changing working conditions and technologies as well as the individual know-how. An extended family-related absence often requires intensive training and qualification when returning to work. After 36 months, the costs for reintegration amount to 75 percent of the costs for new recruitment, after 6 only to 15 percent (BMFSFJ 2005, p. 15). Then et al. (2014) calculate that when parents return to work earlier because of the company childcare facility, the company saves 316 Euro per parent for reintegration (Then et al 2014, p. 27). We assume that UKM-employees can return to their workplace after a shorter period of time because of the programme. In effect, the UKM can save costs for the reintegration of employees after a family related absence.

Lower costs for filling vacancy gaps: When employees take a family-related break, costs for employers incur through recruitment of substitute staff. Research shows that the costs of a vacancy are lower when breaks are shorter. According to a model calculation, the costs for a 6 months' absence amount to 40 percent of a new hiring, those for a 36 months' absence to 100 percent (BMFSFJ 2005, p. 17). As we assume that mothers return earlier to work after the birth of a child, the UKM will have lower costs for filling vacancy gaps.

Higher level of work motivation, higher productivity rates: Our previous research shows that in family-conscious companies, employees have a 31 percent higher level of work motivation than employees in non family-conscious companies (Gerlach et al. 2013, p. 63). Another study shows a significantly higher satisfaction of mothers, when their employer supports childcare (Lauber/Storck 2016, p. 190). Highly motivated and satisfied employees are more productive than unmotivated staff (ibid., p. 188). Accordingly, the productivity of employees in family-conscious companies is about 23 percent higher than in non family-conscious companies (Gerlach et al. 2013, p. 63). Furthermore, the earlier re-entry of parents due to company childcare also means an increase in productivity. Then et al. (2014) calculate that the employer saves 18,500 Euro

per parent, because they can return three months earlier due to the on-site childcare facility (Then et al. 2014, p. 25). We can therefore assume that UKM-employees with family-responsibilities have a higher level of work motivation and are more productive than without the programme.

Lower sickness and absence rates: As stated previously, a better work-family reconciliation can reduce the individual stress level of employees with family responsibilities and in consequence the sickness rates. Our previous research shows that the absence rate as well as the sickness rate is significantly lower in family-conscious companies (49 resp. 60 %) than in non family-conscious institutions (Gerlach et al. 2013, p. 63). We can therefore assume that the programme can reduce costs caused by absence and sickness of UKM-employees.

Higher commitment to the company, lower turnover rates: Research shows that employees are more committed to their company if reconciliation of work and family is a matter of course. In this case, 71 percent of employees feel an attachment to their company, whereas only 25 percent feel as if reconciliation is not taken for granted (AT Kearney 2014). Our previous research shows that commitment of employees is 20 percent higher in family-conscious companies than in non family-conscious companies (Gerlach et al. 2013, p. 63). Our interviewees at the UKM reported that reconciliation of work and family creates identity with the UKM (interview with programme manager Audit, Münster, 08/04/2016; interview with spokesperson of target group, Münster, 08/10/2016). Accordingly, reconciliation also influences staff turnover rates: If reconciliation of work and family is taken as a matter of course in the company, 83 percent of employees would not change their workplace on their own initiative; only 51 percent say this if it is not (AT Kearney 2014). Our previous research shows that the turnover rate is almost 20 percent lower in family-conscious companies than in non family-conscious companies, and the same applies to resignations of employees (Gerlach et al. 2013, p. 63). We can therefore assume that the programme has a positive effect on the commitment of employees to the UKM as well as on turnover rates.

Enhanced recruitment, employer branding: Family-consciousness has become an important factor for employees regarding their decision to take a job offer: 75 percent of 25 to 39-year-old employees and 68 percent of those from 40 to 49 years of age say that the family-consciousness of a company determines their choice of employer.

Furthermore, 91 resp. 74 percent of them are of the opinion that reconciliation of work and family is at least as important as the salary (Roland Berger 2014, p. 3). Furthermore, 64 percent of employees born between 1980 and 2000 would not take a job at a company that is not family-conscious (Roland Berger 2014, p. 16). Our previous research shows that the family-conscious image of companies that highly pursue this topic also projects to outsiders. Accordingly, family-conscious companies have 20 percent more external applications for employment than non family-conscious companies and the quality of applicants is far higher (26%). All in all, the length of recruitment is 17 percent shorter than in non family-conscious companies (Gerlach et al. 2013, p. 63). We can therefore assume that the UKM can use the programme to position itself as a family-conscious company and can thus enhance recruitment.
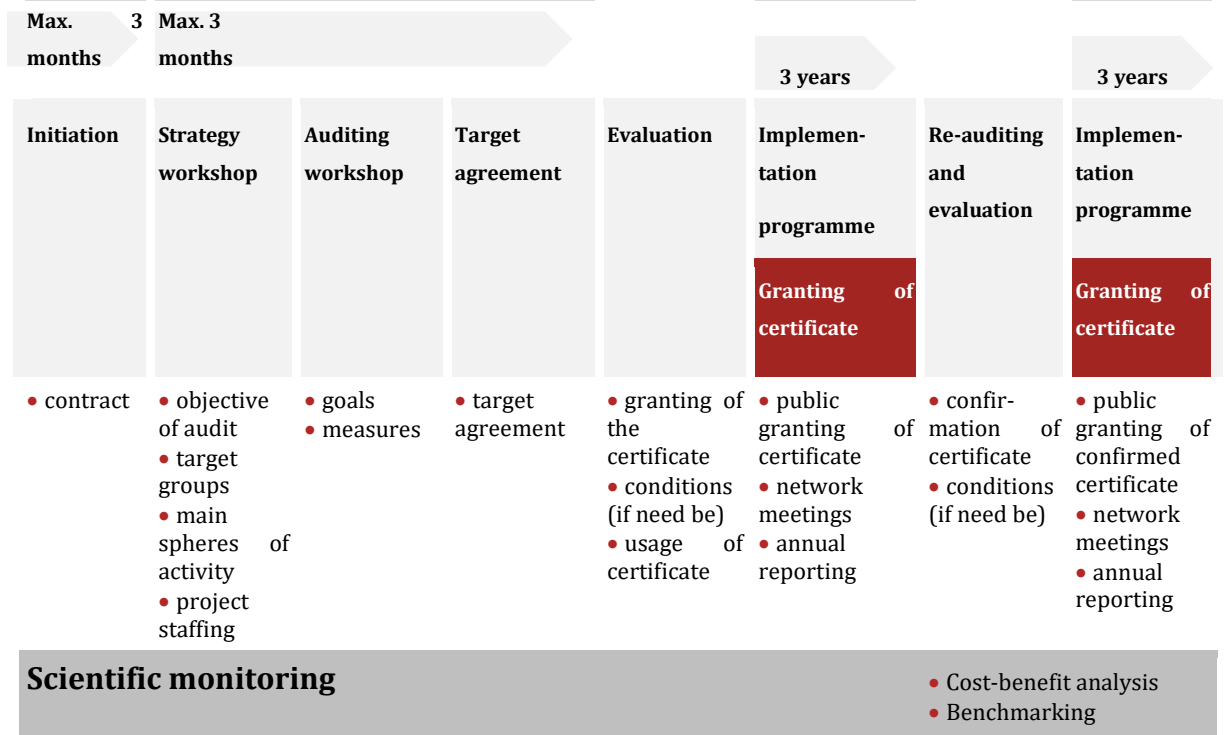
The data gathered on the direct expenditure of the UKM show that large investments were made to implement the programme. However, previous research suggests that investments in work-family reconciliation bring about a positive return from a business perspective as well as social value for both employers and employees. Although we cannot prove with data from the UKM if the investments of the UKM are adequate for the achieved results, the research findings suggest that they are.

There are many ways to implement a family-conscious personnel policy other than the Audit Berufundfamilie. However, to achieve the overall goal of *reconciliation of work and family for all employees of the UKM*, the implementation of a family-conscious personnel policy is the best way. Even though further factors are crucial to achieve the goal *enhanced recruitment and staff retention*, surveys show that work-family reconciliation is an important factor. The management of the UKM is convinced of the programmes' impact on staff retention despite the fact that to this day no analysis was conducted to confirm it.

Appendix

Standardised Audit Berufundfamilie process

Process overview

Max. 3 months	Max. 3 months				3 years		3 years
Initiation	**Strategy workshop**	**Auditing workshop**	**Target agreement**	**Evaluation**	**Implemen-tation programme**	**Re-auditing and evaluation**	**Implemen-tation programme**
					Granting of certificate		**Granting of certificate**
• contract	• objective of audit • target groups • main spheres of activity • project staffing	• goals • measures	• target agreement	• granting of the certificate • conditions (if need be) • usage of certificate	• public granting of certificate • network meetings • annual reporting	• confir-mation of certificate • conditions (if need be)	• public granting of confirmed certificate • network meetings • annual reporting

Scientific monitoring

• Cost-benefit analysis
• Benchmarking

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