

A TOOLKIT

FOR MAINSTREAMING GENDER IN HIGHER EDUCATION IN AFRICA



*Association for the
Development of Education in Africa*

Working Group on **Higher Education**

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IN AFRICA**

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Preface

Over the past decade African higher education institutions, universities in particular, have been keen to mainstream gender into their core functions of teaching and research, as well as administration. As a result, many have introduced gender courses in various faculties and departments. It is not uncommon to find a university with half a dozen gender-related courses, scattered through faculties as disparate as Agriculture, Law, Medicine, Education, Sociology, Theology, etc., reflecting the commitment of individual lecturers, deans, and Vice Chancellors. Seldom has there been a concerted, synchronized policy and plan for integrating gender into university functions as a whole.

There are of course exceptions to this pattern. Makerere University, which is probably the most advanced in integrating gender throughout the University's functions, started the process in 1991. Universities in South Africa have equally longstanding equity policies and programmes aimed at redressing the serious imbalances of apartheid, addressing gender issues in the process. The Africa Gender Institute, based at the University of Cape Town, South Africa has been a catalyst for conducting and publishing research on gender from all over Africa. The trend is gaining momentum throughout the continent as other institutions mobilise the support needed to embark on systematic programmes to mainstream gender.

These efforts notwithstanding, gender-mainstreaming initiatives in higher education in Africa are far from adequate and there is very limited capacity within institutions, particularly with respect to mainstreaming gender in their human resource development policies and academic programs. It is against this background that the Working Group on Higher Education (WGHE) of the Association for the Development of Education in Africa (ADEA) decided to fund the development of a Toolkit for Mainstreaming Gender in Higher Education in Africa in response to a felt need and to catalyse the Gender Core Program of the Association of African Universities (AAU), which hosts the Working Group.

The Toolkit, which is made up of the ten modules includes as an Appendix, a Literature Review, as well as Module 1 Basic Facts about Gender; Module 2 Forming Policies and Strategies; Module 3 Gender Sensitisation of Tertiary Institutions: the Role of Human Resources Development and Management; Module 4 Mainstreaming Gender in the Curriculum; Module 5 Research and Gender Sensitive Research Methods; Module 6 Faculty and Support Programs; Module 7 Student Access and Retention; Module 8 Gender Violence and Sexual Harassment; Module 9 Disaggregated Data; Module 10 Resource Mobilization for Gender Equity.

The Association of African Universities and the Working Group on Higher Education hope that the institutions which will benefit from the training workshops planned, using the Toolkit, will, for their part, take proactive steps to mainstream gender in their core functions, not only to ensure better institutional governance and human rights but as a means of achieving equitable development and use of the most highly skilled human capital to accelerate the continent's socio-economic development.



Akilagpa Sawyerr
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Literature Review

LIST OF ABBREVIATIONS

AAU	Association of African Universities
ADEA	Association for the Development of Education in Africa
AGI	African Gender Institute
AU	African Union
CAMED	Campaign for Female Education
CD ROM	Compact Disc-Read-Only Memory
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CERTWID	Centre for Research Training and Information on Women and Development
CIDA	Canadian International Development Agency
CODESRIA	Council for the Development of Social Science Research in Africa
COREVIP	Conference of Rectors Vice Chancellors and Presidents
DVD	Digital Video Disc/ Digital Versatile Disc
FAWE	Federation of African Women Educationalists
GMD	Gender Mainstreaming Division
HIV/AIDS	Human Immune deficiency Virus / Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IDS	Institute of Development Studies
IDRC	International Development Research Center
IGS	Institute of Gender Studies
IICBA	International Institute for Capacity Building in Africa
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
NUST	National University of Science and Technology, Zimbabwe
SADC	Southern African Development Community
SADCOSAI	Southern African Development Community Organization of Supreme Audit Institutions
SIDA	Swedish International Development Agency
WGHE	Working Group on Higher Education
NORAD	Norwegian Development Cooperation Agency

OECD	Organization for Economic Cooperation and Development
UNDP	United Nations Development Program
UNESCO	United Nations Education Scientific and Cultural Organisation
UNICEF	United Nations Children's Education Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WB	World Bank

Module 1

Basic Facts About Gender



Module 1

Basic Facts About Gender

Expected Outcomes

1. Academic leaders, managers, staff and students familiarized and educated on the basic facts and concepts about gender so that they can understand issues of gender concern in institutions of higher education. This can be measured through the inclusion of gender issues into course outlines, teaching and research.
2. Academic leaders, managers and students sensitized to the basic gender dynamics inherent in teaching and learning processes as measured in their course content and teaching methods.
3. Basic gender concepts imparted to students and staff who are involved in developing and managing interventions that will enhance gender equity and justice in institutions of higher education. Indicators for measuring how far gender equity and justice have been incorporated into the institution developed and utilized.
4. Students' and staff's ability to recognize and incorporate gender issues into their personal and professional lives enhanced beyond the institutions of higher education into the private, NGO and other sectors. Better linkages will be established between the academic institution and its surrounding institutions.

Institutional Context

In many African institutions of higher education, gender issues are regarded with fear and trepidation. There is demonisation of gender activists and dismissal of gender issues as western, donor-inspired and un-African. These attitudes often mask ignorance about gender issues and fear of exposure of this ignorance. In addition, gender biases, which exist in the wider society, are internalised and acted out in higher education contexts.

While many institutions have encountered donors and partners who indulge in 'gender-speak', institutions may acquiesce in making some grudging gestures and statements about gender as a means of securing donor funding while continuing with business as usual in their daily operations. This results in token 'gender gestures' such as appointing one or two females as deans, managers and administrators, while the business of the institution continues in its gender-blind or gender biased manner.

Thus, institutions may be characterized by gender violence, hostility to women, aggression towards older students and students with disabilities and authoritarian governance by senior male administrators and managers. In Dar es Salaam, it took the suicide of a female student to

galvanize the institution into interrogating its gender climate (1990). In the University of Zimbabwe, the violent beating up of a woman visitor forced the University to face up to the high level of violence and insecurity on the campus, making it unsafe for women students to go to the library in the evening. The University had to form a strategy to deal with the male student violence against women very urgently (1990). In Montreal, Marc Lepine, an engineering student, gunned down women students in a lecture theatre because he considered them feminists (1989). In the quest for gender justice, it is imperative that higher education institutions build gender-sensitive cultures that will further the realization of the ideals of these institutions. A starting point may be through the institution's examination of its vision, mission and strategic planning in terms of how it can introduce gender sensitive policies and practices.

Box 1A

A Sexist Puzzle

“A man and his son were involved in an accident in which the father died and the son was badly injured. At the hospital, when the surgeon on call was supposed to operate on the boy, the surgeon declined, arguing, “This is my son. I cannot operate on him.”

Most people argue that the surgeon is the uncle, the stepfather, godfather of the boy. They cannot come to terms with the possibility that the surgeon is the boy's mother because of the deep-seated nature of gender stereotypes about what men and women can do, be or should do in everyday life.

The section below defines basic gender concepts, building on them to explain their usage, the problems that might arise in their use and their appropriateness for different situations and institutions. Each institution can adopt the usages that suit their individual circumstances.

Gender

Gender refers to the socially constructed relationships between men and women. Societies determine what resources men and women will access jointly or separately, what work men and women shall perform and for what rewards, what types of knowledge are appropriate for men and for women and how and where this knowledge is acquired. Gender is about relationships and these relationships change over time, space and circumstances. Gender relationships are different because cultures, religions, ethnicities and classes that men and women belong to are different. Each institution has its own gender culture, that is relationships between women and men, for example who holds the more powerful positions, has access to more resources, has stronger networks which they can appropriate to their own ends.

Activity 1A

Examine the gender culture of your institution. Compare the gender culture to that of a factory or a church near your institution. List the gender similarities and differences that you have observed and discuss the reasons why they are similar or different.

Sex

The term 'sex' refers to biological differences between men and women. Thus, a person is a male or female regardless of their race, class, age or ethnicity. However, the social meaning attached to a person's sex may differ depending on whether they are Akan, Tonga, Xhosa, Ganda, Luhya, or Shona.

Activity 1B

How do higher education institutions perpetuate or transform the importance of sex in the pursuit of knowledge? For example, you can look at which academic fields are popularised for male as opposed to female students and vice-versa. Use your institution to illustrate your responses.

Gender roles

These are clusters of socially or culturally defined and learned expectations about how people will behave in specific situations. Thus, social definitions of masculine or feminine roles, will determine what behaviours that person will exhibit at a given time. Gender roles are usually created out of over-simplified beliefs that males and females possess distinct physical and psychological characteristics. In higher education, there are prescribed roles and a student, a lecturer, a head of department, a dean and a professor will all, usually, have knowledge about what roles they have to fulfill. However, not all people will perceive gender roles in the same manner. In many societies, male roles are associated with physical aggressiveness and providing food, shelter and clothing for wives and children.

Activity 1C

Examine the differences between gender role expectations in higher education and in other organizations such as the army, the police and the air force.

Gender stereotypes

A stereotype is a rigid and over-simplified definition of a group of people in which all members of that group are labeled with similar characteristics. In the story cited at the beginning of this module, the stereotype of men as surgeons stands in the way of people recognizing or considering a very obvious possibility that if a person who is a surgeon says about a patient, "This is my son," that surgeon is the patient's mother since the father has died in the accident. Stereotypes stand in the way of our perceptions of reality and social change.

People tend to internalize stereotypes as standards of behaviour and as such, do not go beyond traditional roles. Stereotypes produce behaviour patterns that conform to expectations. This is a self-fulfilling prophecy by which a person internalizes a label and starts operating accordingly. An example is that many girls aim to be nurses, as they see this as a suitable career for women, whereas they do not aim to be doctors, because they believe this is reserved for men. Another aspect of stereotyping is when people behave in a certain way in order to gain acceptance.

In a society, stereotypes are used as standards for evaluating categories of people, in terms of their mental capabilities, social roles, position and qualities possessed. When stereotypes are used in this way, they lead to discrimination and prejudice. In education institutions, stereotypes result in certain fields being reserved for certain group. For example, scientific and technical fields may be seen as male preserves. In workplaces, certain jobs are reserved for a certain sex, managers and directors are men, secretaries and personal assistants are women. Women who decide to break free of these stereotypes often encounter glass ceilings, sticky floors and revolving doors which are gate-keeping mechanisms which hinder their advancement into positions of authority in terms of decision making and their effectiveness as agents of change. Gender stereotypes inhibit women from realizing their full potential because of societal barriers.

Stereotypes influence people's attitudes towards men and women in different ways, positively and negatively. Stereotypes have a strong influence in decision-making about distribution of valued resources such as funding for research for lecturers and scholarships for students. Stereotypes affect both men and women, for they do not take into consideration the complexities of human beings.

Productive work

Productive work refers to the tasks performed by men and women for payment whether in cash or in other goods. It refers to work with an exchange value and subsistence production with a use value and a potential for exchange. Women perform productive work when they weed, plough and mulch fields and harvest crops as well as when they are employed as garment workers in factories. Men perform this work in factories, mines and in agriculture. However, there is a general under-valuation of the work that is performed by women because it is performed in the home for the consumption or benefit of spouses, children and other relatives and is not paid for in cash. In Third World countries, women perform a significant amount of productive work.

Reproductive work

Reproductive work refers to the bearing and rearing of children, the domestic labour performed by women to maintain, nurture and reconstitute the labour force generationally. It also includes the care and maintenance of dependent members of households such as the elderly, the sick, the disabled and the incapable. It also refers to the care for children, husbands, relatives, working members of households and communities.

Gender division of labour

The gender division of labour refers to the organization of labour on the assumption that men perform specific roles such as those of providers and breadwinners in the productive or wage labour sector outside the home and that women provide domestic labour as housewives within the home and the household where they organize, reproduce and nurture the members of the household and community. This is a model used extensively by western states. In many Third World countries, states have assumed the model to be applicable even though the realities show that in Africa, women provide labour in commercial and subsistence agriculture as well as reproductive labour within and outside the home. Conversely, there might not be sufficient wage labour for all men in the Third World, resulting in men's failure to be providers and breadwinners.

Gender violence

Gender violence manifests itself in situations where women and men struggle for resources, influence and power in everyday settings. In institutions of higher learning, gender violence takes the form of sexual harassment of women staff and students, by their peers, superiors and others. There is also systematic exclusion of women from executive authority, unfairness in the allocation of research, teaching and other resources, exclusion from specific courses and hostility to gender activism in higher education.

Gender awareness

Gender awareness refers to the situation where all players in an organization or institution recognize the importance of gender and its effects on their objectives, plans and programs. Gender awareness may or may not be translated into practice so that a gender-aware institution may not progress to develop gender-sensitive policies and programs.

Gender sensitivity

Gender sensitivity is the translation of awareness into practices, which result in changes in the perceptions, plans and activities of institutions and organizations. A gender aware institution is not necessarily a gender sensitive one because awareness might not necessarily generate any will or resolve to act on the basis of the gender awareness. In fact, it is possible for gender awareness to generate resistance, obstruction and other practices that make gendering an

institution difficult.

In attempting to make institutions more gender sensitive, gender policies are usually developed in order to guide action and ensure that the stated objectives of the policy are realised. Various stakeholders who will carry out this process need to be clearly defined and allocated specific tasks and resources to achieve desired outcomes within a specific time frame.

Gender blindness

This term refers to the conscious development of objectives, plans and programs in an organization or institution with no effort to recognize or incorporate gender issues that might influence the functioning of that organization, the production of plans, the implementation of programs and the outcomes of the programs. Gender blindness is present when organizations function as if gender did not matter and is best exemplified by the insistence that an institution focus on 'people' rather than on men and women. Gender blindness often reinforces and is practiced by people who do not or refuse to consider gender as a factor in institutional settings.

Gender gap

This term is often used to refer to the difference in the scores between men and women on attitudes, interests, behaviors, knowledge and perspectives on particular issues such as policy preferences and voting preferences. The gender gap may be attributable to women's difference or distance in perspective or independence from men in opinions, perceptions, economic interests and social and psychological autonomy. The gender gap may also vary according to class, race, age, marital status, religion and other factors. In racially discriminatory systems, men and women of a specific race may show little or no difference in their stances on specific issues such as employment. In such cases, we might say that there is no gender gap between men and women on this issue.

Practical gender needs

These are needs that if met, help women to fulfill their identified and accepted roles in their societies. Practical gender needs may originate from women's subordinate social positions and meeting them does not necessarily change the relationships between men and women. Practical needs may relate to women's duties to fetch water for cooking and cleaning, nurse and feed small children, the elderly and the men. These needs are usually expressed because of pressing problems that stand in the way of women fulfilling their gender roles. While the provision of water wells and boreholes may meet women's practical gender needs, water is needed and used by all members of communities although donors, state parties and agencies may say that they are "meeting women's needs" when they provide clean water for communities.

Strategic gender needs

These are needs that if met, transform women's subordinate positions to men in their communities. These needs may relate to legal rights, equal pay, right to open a bank account, reproductive rights such as the right to choose contraception, determine numbers of children and the right to control their own bodies. Meeting women's strategic needs facilitates women's equality with men. Strategic needs are met when women mobilize to remove systemic and systematic gender discrimination, which goes beyond individual groups of women in specific localities.

Gender equality

Gender equality refers to the allocation of resources, opportunities, support and encouragement without any discrimination on the basis of biology, between men and women. However, because of sexual and gender divisions of labour and other arrangements that occur in many societies, it may be difficult to plan for and realize equality according to the above definition because men and women may eat different food, wear different clothes, attend different institutions and access different types of resources. Sometimes, even if men and women are accorded equal quantities of resources, equality may not be achievable because of prior disadvantage or historical discrimination, which cannot be erased within a short time. So, even if men and women are accorded the same educational opportunities in a given year after centuries of gender discrimination, equality will not be realized until all the people who have been disadvantaged or advantaged have passed through the educational and career system that was unequal. Today, the concept of equality acknowledges that different treatment of women and men may sometimes be required to achieve sameness of results, because of the different life conditions or to compensate for past discrimination.

Gender equity

We use the concept of gender equity as a component of gender equality because of the realization that many societies are organized in gendered ways, making it difficult to organize and plan for simple and mechanical equality in inputs and quantities of resources. Regardless of the differences in the gender divisions of labour, resources, opportunities, treatment and potential and other factors, the rewards accruing to men and women for similar work, skills and knowledge, have to be of the same quality and reflect the inputs they have contributed. Outcomes reflecting similar or equal inputs, just and fair valuation of men and women's efforts lead to gender equity, justice and fairness. Thus, even if men and women attend different schools, to achieve gender equity and justice, investment in females' schools needs to be fair, equivalent or similar to that in males' schools. The outcomes must reflect the intention as well as the realization of fairness and justice regardless of the gender of the beneficiaries. Thus, when women argue for gender equality, they are not necessarily referring to the need for men and women to be allocated the same quantities or objects and resources as men. Rather, they are demanding the same quality and quantity of opportunities, support and treatment as those accorded to men in similar circumstances so that they too, can fulfill their aspirations no matter how similar or different from men's their values and priorities might be.

Gender audit

A gender audit is undertaken in order to understand what the situations of women are relative to those of men in a given institution. It may focus on the gender gaps in enrolment, retention and achievement by men and women. It may also focus on staffing of academics, management and administrative posts by men and women. Your institution may consider undertaking a gender audit in order to understand the possibilities and constraints that exist and hamper the implementation of its gender justice agenda.

Activity 1D

Conduct a gender audit of student enrolment, management and administrative posts.

Gender policy

A gender policy is developed out of recognition that there are gendered deficiencies in the operation of institutions and organizations. A gender policy is an instrument for tackling those deficiencies in an organized manner with stated goals, time frames for achieving them, methodologies for achievement of goals and strategies and programs through which the policy will be applied. A gender policy will state its goals, whether they are to achieve parity in enrolment, retention and achievement for students, staff and other players in higher education. Only when institutions mainstream women's concerns and gender gaps are narrowed or eradicated, can gender policies become unnecessary.

Gender budgeting

Gender budget is critical for ensuring that resource allocation takes place in a gender sensitive manner. Gender budget involves the examination of all expenditures and revenues from a gender perspective. This implies that all expenditure is examined for its relevance, accessibility, impacts and consequences for women and men. For example, when an institution devotes a percentage of its budget to provision of accommodation or scholarships, how much of it will benefit women? When an institution budgets for a crèche for staff children, what is the impact on the male and female workforce? Gender budgeting raises fundamental questions about economic governance and the participation of men and women, rich and poor, young and old and minorities and other marginalized peoples. Gender budgeting raises important questions such as those relating to women's unpaid labour and its importance in economic life and development. Similarly, in higher education institutions, some academics perform invisible and undervalued labour in counseling, nurturing and helping students who are sick, orphaned or overburdened with parental duties or in monitoring the physical facilities in halls of residence. This work is not recognised or paid. Labour that is spent in lobbying and advocating change for specific groups is also not recognized despite the price paid by the marginalized groups in struggling for justice when others are getting on with their careers.

Gendering the budget is a process that allows players to recognize what an institution's gender priorities and commitments are because it tells us how an institution spends the revenue collected from both men and women.

Activity 1E

Provide a bar graph showing the budget of your institution in 2005, and make inferences about its sensitivity to gender concerns.

Gender mainstreaming

This is the process whereby gender concerns are raised routinely within the everyday operations of an institution or organization and resolved in a gender just manner in normal operations. Mainstreaming gender necessitates that gender perspectives become part of the normal perspective of an organization without its having to resort to special vehicles, units or offices that isolate and marginalize these issues.

Gender mainstreaming sometimes begins by focusing empowerment initiatives on women because of their previous disadvantage. Usually, it is difficult or inconvenient for many institutions to move beyond this phase because they have to negotiate real power and resources with women. Gender mainstreaming is the process of normalizing women's presence together with men on equitable bases to wield power, control resources and set priorities in institutions. These processes are contested and the contestation is manifested by the inability or unwillingness to abandon sectional or special projects for women and to make space for them in the everyday operations, positions and situations where policies, priorities and executive decisions are made.

An organization is culturally defined, and reflects and replicates the values of those who set it up. Tertiary institutions are traditionally gendered: until a few decades ago, for example, many universities in the West were for men only. There is therefore a need to examine the gender aspects of tertiary institutions. The major components of every institution include strategy, structure, systems and culture. Strategy includes an organization's vision, mission, goals and how it intends to achieve them. Structure refers to its divisions, allocation of tasks, and positions of authority and responsibilities, and the relationships between its members. Systems constitute the rules, regulations, policies that govern the operations of the institution. Culture is the shared values, opinions and norms of its members. It determines the conventions and unwritten rules of the organization, its norms of cooperation and conflict, and its channels for exerting influence. Gender mainstreaming would mean engendering each of these organizational aspects and levels.

Activity 1F

Examine your institution's vision, mission for its gender sensitivity. Draw an organogram of your organisation and examine it for its gender sensitivity.

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Module 2

Forming Policies and Strategies



Module 2

Forming Policies and Strategies

Expected Outcomes

1. Better understanding among staff and students of why gender policies and strategies are considered important. In particular higher education decision makers will participate in considering the gender policy and strategy requirements of their institutions.
2. Better understanding of the content and processes of policy and strategy formulation. Participants will be better able to undertake policy and strategy formulation.
3. Providing examples of successful African policy and strategy transformation. Although experiences will only be briefly touched upon, those who want to go into the issues in greater detail will be able to do so.

Introduction: Why Develop Gender Policies and Strategies?

Institutions embark on developing gender policies and strategies for a number of reasons. Amongst the most salient are the following:

i) The attainment of equity and gender equality is regarded as absolutely essential from a human rights perspective. An organization is required to take into account the rights of all its members, irrespective of gender. In some countries, discrimination based on gender or race is prohibited and considered both immoral and illegal. Such anti-discrimination principles are usually incorporated into the country's constitution. A gender policy confirms and institutionalizes the rights, responsibilities and duties of all stakeholders in the institution.

ii) It is well recognized that failure to develop human resources fully, for example, by neglecting the potential of girls and women, creates serious distortions and barriers to development, whether this development is political, economic, social or technological. Therefore, there are pragmatic reasons for engendering policies and strategies. It is internationally recognized that the education of girls and women has a major impact on governance, child and maternal mortality rates, and economic growth rates. Successful family planning on a nationwide scale is known to be linked to the attainment of primary education for all, and secondary education for a substantial number, in particular for women; modern industrialization requires at least 20% of the population to have secondary education.

In a study done of non-formal enterprises in Zimbabwe, it was found that the most successful enterprises were run by women with secondary education, and the least successful by illiterate women.¹ Another pertinent example is that of agriculture: in most African countries it is recognized that women do 70-80% of agricultural production.² This fact must be taken into account when countries plan to move from traditional subsistence agriculture to modern agriculture. Unless there is a good analysis of the effects of such a transition on women and families, as well as policy and strategy development to ensure that these changes benefit the women agriculturalists, the transition is likely to fail. Thus, exclusion of women

¹ Betty Jo Dorsey, Rudo B. Gaidzanwa, Anna C. Mupawaenda, Factors Affecting Academic Careers of Women at the University of Zimbabwe, Ford Foundation and University of Zimbabwe, Harare, 1989.

² UNESCO, "The Gender Resource as Key to NEPAD's Human Development Strategy", Paper presented in Paris, 10-12 December 2003.

from key sectors of education may have deleterious effects on national development.

iii) Human behaviour, relationships and priorities are heavily influenced by the “institutions” established within the organizations in which people work.³ An “institution” can be defined as an established law, practice or custom, such as the institution of marriage. For example, different societies may have different cultural and legal frameworks governing marriage. Universities, polytechnics and colleges have well established “institutions” which govern what their priorities are, such as how they operate, how they provide discipline for staff and students and the processes they follow in coming to decisions. Until about three decades ago, gender issues were not recognized as important areas that required institutionalization within academic institutions.

However, today gender has become one of the most important areas by which the quality and effectiveness of an academic institution is judged. A gender policy provides an institutional framework within which actions on gender can be taken at all levels. Gender is value laden: institutional reform requires an in-depth analysis and exploration of the values as a step towards the development of the institutions of an organization. In this regard, gender is recognized as a social construction, which may vary from society to society, and according to historic developments. It is not merely a reflection of biological necessities. A gender policy provides a framework that enables partner institutions to undertake initiatives that are mutually beneficial and lead to the promotion of gender justice and equity. An effective gender policy is supported by detailed rules and regulations to guide the institution towards more effective equity and equality strategies. The institutional framework is worked out to affect discrimination, equity and equality in all sectors of the institution's activities, from faculty boards to student hostels.

iv) Gender is seen as integral to problem solving: ignoring it makes it difficult, if not impossible to solve many societal problems. For example, higher agricultural and industrial productivity may be linked to legal ownership and inheritance systems, in particular systems that exclude women from ownership and inheritance. Violence and hooliganism which are often symptomatic of frustrated male youths cannot be solved without taking into consideration gender issues. Many institutions of higher learning are now characterized by violent attacks, particularly against women, in the evenings.

v) A gender policy signals an institution's position on gender issues as part of its vision, mission and core business. A gender policy prepares the institution and provides guidelines for adjudicating and responding to gender issues as they arise in the institution, the community and society at large. A gender policy signals an institution's commitment to taking positive steps in gender planning for the institution's sustenance, the promotion of gender justice, the management and prevention of gender violence, discrimination and injustice. A gender policy commits the institution to making human and financial capacity and resources available to support the quest for gender justice.

vi) Integrating a gender perspective into research and development can provide new insights and innovative solutions that are not attainable through a gender blind approach. Examples abound in every discipline. In the medical field, researching into the actual problems faced by women vis-à-vis their reproductive health needs throws new light on the way reproductive health policies, strategies and programmes are conducted. In fact, success in reproductive health programmes without taking gender into account. Similarly, taking into

³ Douglas North, *Institutions, Institutional Change and Economic Performance*, Cambridge University Press, 1991.

account women's needs and women's priorities underlies the vigorous success of the Grameen Bank in Bangladesh which provides rural women access to financial and credit facilities to build their micro-enterprises.

vii) Policy and strategy developments require both political will as well as technical know how and capacity. Unless both are well mobilised, transformation is not possible. There is often an abundance of each, but divorced from each other. Thus, rhetorical statements abound in political circles, particularly since they are often required by the donor community, but there may not be real political will or technical capacity to transform the rhetoric into reality. Conversely, there may be ample technical capacity within an organization, but it is not allowed the room to operationalise its potential. A gender policy may provide the opportunity for bringing together both political will and technical capacity.

Activity 2A

1. Examine the existing institutional statutes and plans of action. What gender issues and perspectives are already incorporated? How far are they already being implemented? Are there any possible areas that you can see requiring improvements or additions or changes? (This activity could be done in a number of ways: initially through a quick survey; a desk study of available policy and planning documents in your institution will be useful; a more ambitious gender audit could be undertaken; workshops could be organized with a few key interested parties.)
2. What reasons are there for embarking on establishing a gender policy at your institution at the moment? (Are there areas of development or crisis which necessitate urgent attention, such as growing sexual harassment and violence on the campus; increase in HIV/AIDS rates on the campus and nationally; high rates of pregnancy among students? Is there a demand from women's groups within the institution or nationally? Are there financial incentives from government or from donors? Does it allow for greater inter-linkages with overseas universities and other institutions?)
3. Is there a small number of "champions" within your institution who are dedicated and willing to undertake the extra work needed to launch such an important initiative? A small group of committed people needs to be identified. Which high level persons are already committed to improvement of gender issues within the campus?

What is a Gender Responsive Policy?

A policy is a statement of the general principles that should underlie the plans, actions and practices in a particular area. It is in effect a blueprint or guideline for implementing action. A gender responsive policy incorporates basic principles for addressing the imbalances and inequalities that have resulted from socially and culturally constructed differences between men and women in a given society.⁴

⁴ From FAWE, *The ABC of Gender Responsive Education Policies*, FAWE, Nairobi, 2002.

Gender is often misinterpreted as meaning what concerns women, but actually, gender concerns both men and women. In Module 1 we made a distinction between gender and sex. Sex is biological, and is the same whether you are born in a traditional subsistence economy or in a modern industrial economy. However, gender is recognised as a social construct: gender roles differ from society to society, and also change dynamically in time according to the needs of the society. An example is the changes in the role of women in Britain during the Second World War: women were forced for the first time to enter factories and to undertake other forms of productive work as a result of the call-up of men to join the war effort. After the war, many women continued to work, and had to combine their new roles with their traditional roles as homemakers, housewives and mothers. A similar process has changed the role of women in African countries which have undergone a liberation struggle: women who participated in the struggle no longer fit into the stereotypical roles of traditional rural housewives.

Gender equality means that there is no discrimination on the basis of a person's gender in the allocation of resources or benefits or in the access to services such as education. Gender equality may be measured in terms of whether there is equality of opportunity, or equality of results or outcomes.⁵ The increasing availability of education in Africa has changed the roles of men and women within society, with the recognition of equal rights for all human beings. The opening up of industrial jobs and professional positions to women has also changed the gender roles within society. African society is in the process of transformation, and gender necessarily plays an important part in this transformation.

Since gender is an integral part of the transformation of African society, gender should therefore be an integral part of policy and strategy development for your organisation and your country as a whole. It is not merely an addition of a few changes of wording or a few interesting projects, but a more comprehensive approach to development. Thus, a gender responsive policy is based on the policies and the development plans of your organisation as a whole, not merely a cosmetic add-on.

Activity 2B

1. List critical incidents in your country over the last ten years which you think have led to changes in the status of women, be it for the better or worse.
2. List government policy documents that deal directly or indirectly with the status of the girl child and women.

How Much Time is Needed for Policy and Strategy Development?

Some things can be done immediately, whereas more in-depth work may require years, if not decades. A good example is Makerere University, which first established its Affirmative Action policy in 1990. The Gender Department was established as a research and teaching unit in 1991. It was only in 2002 that the Gender Mainstreaming Division (GMD) was established in line with the National Gender Policy (1997) and the Uganda Constitution

⁵ Ibid, p. 3.

(1995). The GMD has the responsibility for mainstreaming gender into all faculties, departments, and organs of the university. Another example is that of the universities in Ethiopia. For decades, women students constituted only about 9% of the student enrolment, but in 2002 the Ministry of Education issued a directive that all women students who qualified to enrol into university had to be enrolled. Overnight, the enrolment doubled.

The high level of HIV/AIDS infection and of pregnancies in some universities has led to the prioritisation of policies and strategies to deal with these serious difficulties. Crisis situations can provide opportunities for intervention and transformation.

Generally, policy change is developed in response to events within an organisation, within partner organizations, or within society as a whole. For example, in Uganda, a change in the government and constitution in the early 90s brought about a demand for important gender changes: some of these were instituted immediately, whereas others have taken more than a decade.

International legal instruments can be used as a starting point. The African Charter on Human and People's Rights on the Rights of Women in Africa, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform on Education and Training, the New Partnership for Africa's Development (NEPAD) and the national constitution can be utilised as a starting point if your government has acceded to them.

Your university or college statutes or constitution can also be used as a starting point. Most statutes and constitutions contain clauses against discrimination, and the actualization of these clauses can be the starting point.

Where can you start? The rule should be to start wherever it is possible. Some faculties may already have instituted gender courses. In the National University of Lesotho, there is no gender policy as such, yet a number of faculties and departments independently started their own gender studies courses.

Box 2A

Gender Studies Courses at the National University of Lesotho

- Gender and Development course under Development Studies in Humanities Faculty
- Compulsory course on Gender in Sociology Department
- Women and Law course in Law Faculty
- Gender and HIV/AIDS course under Theology and Religious Education Faculty
- Literature and Women course under African Languages
- Portrayal of Women course under English Literature

Almost all African universities and tertiary institutions appear to already have targets for the enrolment of women students. Some are trying to reach these targets, sometimes by adding

points to women students' entry marks, sometimes by holding bridging courses to enable women students to perform well in key areas such as research methods, an international language, mathematics, science and technology.

Activity 2C

1. What gender equity and gender equality programmes are already in existence in your university, polytechnic or college?
2. Organise a small meeting of the staff involved in these programmes and discuss the achievements, processes and challenges. How can these experiences help to expand and improve the gender programmes in your institution?

Seven Steps in Policy Formulation

A number of steps can be identified in policy formulation such as:

- a) Identifying challenges and opportunities
- b) Defining outcomes
- c) Information gathering, consultation and research
- d) System wide institutionalisation
- e) Resource allocation
- f) Communications
- g) Monitoring and evaluation

a) Identifying challenges and opportunities

Begin with an analysis of the existing situation, its problems, its challenges, and its positive aspects. This analysis can comprise a quick survey done by a specially formed task force, or it can be a thorough gender audit. It might be pragmatic to do both: a quick survey can be done in a few weeks, whilst at the same time, a more comprehensive in-depth analysis and consultation of stakeholders needs to be undertaken. Building up a consensus may take time. A gender audit provides the opportunity to begin this process. Moreover, success builds on success. Achieving some immediate success in the easier-to-achieve areas will allow you to build on this support, by demonstrating to sceptics that changes are possible in the immediate term. Early demonstration of success can also help you to identify allies in terms of persons within your institution and in sister organizations who can help you to achieve more ambitious targets.

A starting point is to analyze the existing policy philosophy and the existing statutes and regulations in so far as they include gender issues. At faculty and departmental levels there will be policy documents and course outlines which can be examined in terms of policy directions. Your institution will have an overall development plan as well as sector guidelines. A survey of African universities shows that few of them have clearly developed gender policies, but all of them have broad statements against different forms of discrimination, including, usually, discrimination by gender. The challenge is how to utilize

these broad statements of intent into implementable, institutionalised and measurable policies, programmes and activities.

Within each context there are likely to be unique needs which are gender specific, and these can be responded to. These include low enrolment of women, the lack of women in senior posts; sexual harassment of women students and lecturers; pregnancy and family responsibilities of students, particularly women students; low achievements of women students; insecurity of women students on the campus in the evenings. All of these can be responded to in the immediate as well as in the long term.

International and regional events and developments can also offer opportunities. The publication of the *African Union's Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa* provides such a welcome opportunity; The *Convention on Elimination of All Forms of Discrimination against Women (CEDAW)*, the outcomes of the Nairobi and Beijing Conferences; The African Union's declaration and adoption of Gender Equality in Africa, (2005) as well as Southern African Development Community's regional declaration on Gender Equality (1997). All these declarations and protocols offer opportunities to further the policy creation and implementation strategies for gender equality.

A key area to analyse is which people in the organization will support the transformation of the organisational policies and plans to integrate gender concerns, objectives and targets. Identifying one or two key "champions" within your institution is of immense importance to the success of the enterprise. "Champions" are extremely important in the initial stages, before the programme has been institutionalized.

Obtaining support from prestigious outside organisations can be very helpful, particularly if these organizations can provide some funding. Organisations, which have supported gender policy and strategy transformation and their implementation, include foundations such as Rockefeller, Carnegie, Ford and Kellogg. Some major donors have also supported gender programmes such as the Canadian International Development Agency (CIDA); the Norwegian Government and its support agency NORAD; the Swedish International Development Agency (SIDA); and United States Agency for International Development (USAID). UN agencies can be helpful: United Nations Education and Scientific Commission (UNESCO) can provide technical support; (United Nations Development Program) UNDP can also provide technical support as well as some funding; United Nations Children's Fund (UNICEF) will be able to help in primary teacher training, curriculum development and textbook writing. Outside agencies generally like to reward programmes which already have a record of achievement, so beginning a programme however modestly may help to attract more support.

It is necessary to win over key decision-making bodies and personnel within your institution. An early target should be the key decision making bodies and personnel in your university, polytechnic or college. Organizing a special seminar for 2 or 3 days for the council, senate and top management can be a very helpful procedure.

In forming policies and strategies, it is always important to identify the stakeholders who will be interested in supporting the changes, and who may have important contributions to make. Stakeholders can include:

- Council or Board
- Management
- Academic staff
- Administrative staff
- Students, disaggregated by:
 - Gender
 - Socio-economic grouping
 - Urban or rural
 - Age mature age or straight from school
- Community, including
 - local
 - national
 - regional,
 - international
- Values and interests including
 - business
 - religious
 - political
 - economic, and
 - social

There are a large number of stakeholders in an educational institution, and it is necessary to work out how the stakeholders will be involved. If the process is too cumbersome, it may be counter-productive. The process of consultation can also create barriers to progress, for example allowing persons or groups who are against change to sabotage your programme. Thus, the consultation of stakeholders must be done with great care, requiring analysis of the existing views of groups of stakeholders, and working out strategies on how to win them over. Gaining the support of a few key prestigious and powerful personalities may ease the work of influencing more recalcitrant and difficult stakeholders. In many countries, the support of the Vice Chancellor, the Principal or Minister of Education may be enough to obtain the support of administrators and the general public. In general, it is important to concentrate on obtaining the support of small but key groups first, before going out on a broad campaign.

Areas to consider carefully include:

- Consulting both men and women, and taking into account their diverse and different experiences. What may seem a wonderful policy or strategy may turn out to be counter-productive. For example, in a certain West African country it was decided that girls should not pay fees. As the fees were a very important source of income for the school, the end result was that the schools refused to admit girls. This policy did not work because there was no attempt to provide the school with a different source of funding, either from the state or from donors.
- Are there some cultural values and practices that will impede transformation? It may be possible to overcome these cultural problems if proper consultation takes

place. Example: in Pakistan poor and illiterate women who had been watching television where they saw women lawyers and doctors insisted on sending their daughters to school, despite the cultural prejudice against educating girls. In the Campaign for Female Education (CAMFED) programme in Zimbabwe, fathers were consulted about sending their daughters to high school: none of them objected to their daughters being educated, but as they were short of funds, they preferred to educate their sons. When CAMFED offered to pay the girls' school fees, fathers unanimously agreed to allow their daughters to complete 4 to 6 years of high school.

- Are there areas of systemic prejudice against men or against women? Example: in the colonial days married women did not receive a pension. Unfortunately, many women who divorced when they were older, found themselves destitute even though they may have worked for over 40 years as teachers or civil servants. There are still examples of prejudice, such as married women are not allowed to access university housing loans or medical aid.
- A good principle is to dialogue with those who are affected by the policies and strategies. Student pregnancy should be discussed with women and men students, if a viable solution is to be found. There may be women's groups and NGOs which have had long experience in certain areas, and it is wise to consult them and gain from their knowledge and experience.
- A policy may have a different impact on men and on women. Example: men may find it easy to continue with masters and doctoral studies immediately after their first degree, whereas women in Africa are expected to marry after their first degree. The woman who chooses to go on to her masters and doctoral studies immediately may have to forego marriage, whereas a man does not have to make such a decision. Many graduate scholarship programmes do not take this factor into consideration. Yet it would not be difficult to devise scholarship programmes which can benefit both men and women equally.
- Middle class students may have different priorities than working class students. A student from a poor rural or urban family will feel pressure to earn a living as soon as possible, thus foregoing opportunities for further study.
- Young married women and single parents may have heavy family responsibilities which compete with their professional ambitions.
- Younger people may have different priorities from middle aged and older people. Rural inhabitants may have different priorities from urban dwellers. Different religious groups may have different views and visions of future development. These factors will all impact on policy changes.

Activity 2D

How can your institution take into account the special needs of women wishing to pursue graduate studies? Think in particular about scholarships, staff development schemes, fellowships, and international study abroad opportunities.

b) Defining desired outcomes

One of the lessons we have learnt from the past two decades is that having good objectives may not be enough: a list of objectives can be an excellent wish list, but for various reasons, these wish lists are not achieved. This is particularly true in gender issues. Many countries and organizations state that they are for equal opportunities for women at higher education levels: nevertheless for many decades, statistics have shown that these good intentions are not translated into reality. Women students in tertiary education generally comprise about 30% of the total number of students, with many countries falling well below this figure.⁶

A workable strategy has been developed to strengthen the actualization of objectives: this is to analyse the desired outcomes, and in so doing working out what inputs are necessary to achieve these outcomes. An example of the weakness of claims that there is equal treatment for men and women at tertiary level is that for decades, in fact, from the time tertiary education was introduced into many African countries, men have outnumbered women as students and as staff. Seemingly equitable selection criteria, such as equal performance at final secondary school examinations, may not lead to equity in enrolment. Identical treatment does not necessarily bring about equality, because inequities may be based on more complicated prior conditions which are not changed by the “identical treatment” later. One reason for this inequity may be that enrolment at primary and secondary school levels may have already pruned out large numbers of girls when less than a third of secondary school enrolments are girls, there may not be enough qualified women to take up places at tertiary level. Another reason may be that girls are required to marry before completing secondary school or on completion of secondary school, and so cannot enter tertiary education. For most women in Africa, the latest time for marriage may be at the end of the first degree, as women who fail to marry at that stage may be regarded as being left “on the shelf”. Thus, there may be few women applicants for post-graduate studies, as there is the stark choice for them between marriage and a second degree.

One important and fundamentally important outcome should be the disaggregation of data by gender. This should be detailed enough to enable analysis and follow-up action to rectify in-built and systemic prejudice against women students and staff. It should include not only enrolment and dropout figures, but also achievements, career progression, opportunities for staff development and problems faced such as harassment and pregnancy.

As educational institutions, outcomes will emphasise the attainment of quality education. Quality education comprises quality learners, quality content, quality processes, quality learning environments and quality outcomes.⁷ Examining these different aspects of “quality education” requires a broader analysis

Policy, strategy and implementation transformation requires a systematic approach to policy analysis, formulation and implementation. It should not be merely an addition of a few words or a few projects, but should aim at a long term transformation.

An analysis of intended/unintended outcomes usually examines what barriers there are to achievement of these outcomes. Once these barriers have been identified, it is possible to develop processes, which can overcome these barriers. Outcome indicators enable closer monitoring to take place, and therefore increase accountability. The barrier which makes it

⁶ UNDP, *Human Development Report 2005*, Table 27, Gender inequality in education, pp. 308-310

⁷ From FAWE, *The ABC of Gender Responsive Education Policies*, FAWE, Nairobi, 2002.

difficult for women to go for masters and doctorate degrees could be overcome quite simply by not demanding that women sacrifice their families for their degrees: a combination of sandwich courses and distance education methodologies may be better suited to a young mother who has to bring up her family at the same time as continuing her education.

Activity 2E

1. Work out five desired outcomes, including how these outcomes can be achieved and measured.
2. Discuss why “equal opportunity” may not lead to “equal outcomes”.

c) Information gathering, consultation and research

Information is the most critical input into policy making. It is therefore important to define what knowledge is needed, and how to find it. Consultation with different stakeholders may be an important way to gather information and to share experiences. Consultation also provides the possibility of creating a network of alliances that can support your organization in its transformation exercise.

A sound principle is to include information and consultation with people who will be affected by the policies and strategies. If we are looking at issues which relate to students, it will be important to consult with some students. This can be done through an informal grouping of students, or more officially in a short workshop. It is important to consult with both male and female students, as a successful gender policy will require the participation of both. Gender harassment and insecurity of women students on the campus cannot be solved by consulting women students only.

Of particular concern is that gender issues and gender disaggregated data must inform the research, otherwise key areas may be overlooked. Initially, this may not be available. Institutionalization of gender disaggregated data collection, and its systematic utilization for analysis and programming should be a key objective.

Outside groups, such as women's groups and non-governmental organizations (NGOs) working in this area may have important information and experiences that can assist in providing you with helpful data and experience. Ministries in charge of gender, youth, health and education may also have very valuable data and experiences.

Policy and strategy formulation requires a foundation of sound research, otherwise the outcomes can be problematic, may be impractical, or may lead to a waste of valuable and rare resources. However, research that informs policy and strategy is different from a purely academic exercise. Whilst both must be academically sound, research done to support policy and strategy formulation must be in a form that is accessible to a wider audience, rather than only to academics.

The research methodology and design must also follow concerns of the main decision-

makers. If decision-makers are very concerned about the cost of a change in policy, then it will be essential to include a cost-benefit analysis. If there is a large human rights lobby, then this aspect must be highlighted. There are certain social processes involved in decision making, and these processes must be understood and respected by the researchers. Who actually does the research is also a critical decision. Consultation with decision makers must be incorporated into the research findings if they are eventually to be viewed as valid and to be implemented.

In examining the existing policy framework and development vision the following questions developed by FAWE are pertinent:

- Is the development philosophy guided by principles of equality?
- Is the principle of gender equality spelt out in the policy framework?
- Do general goals define the objectives of redressing gender inequality?
- Is a time frame given?
- Are guidelines on resource mobilization provided?
- Is the principle of affirmative action recommended?⁸

Further questions about policies include:

- Do mainstream policies address gender inequality as an issue?
- Is gender equality a policy priority in mainstream policies?
- Do policy goals, both overall and specific, spell out the objective of redressing gender disparities in the economy?
- Are there guidelines for developing a checklist of gender monitoring?
- Are gender-disaggregated statistics mandatory? Are there policy guidelines to this effect? Are the necessary resources provided to support data collection? Does the capacity exist to collect and analyse such data?
- Is affirmative action provided as a policy principle? Does the policy define targets? Time frame?
- Do education policies recognize gender inequality as a problem?
- Is gender inequality considered a factor in influencing other aspects, such as quality, efficiency, education management?
- Do financial policies address the issue of gender inequality?⁹

Once the research is in process and completed, it may be necessary to have different versions of the research for different groups of stakeholders. The version required for the top decision makers in the organization may be different from the one that is provided for public information.

It is also important to regard research as an ongoing activity, rather than as a one-off exercise. Smaller research projects covering different aspects of policies and strategies may be as important as an overall large research programme. In particular, once policies and strategies are being worked out in some details for different faculties, departments, halls of residence, it will be essential to be informed by more detailed research and consultations.

Should the research be done by researchers within your institution or should you look for outside assistance? Generally utilising your own staff has many advantages. However, it

⁸ Ibid, p. 8.

⁹ Ibid, pp. 8 – 9.

may also be useful to have the assistance of an experienced outsider who is well-respected and well-known to decision-makers in your organization. An outsider may be seen as more unbiased. An outside consultant may also help to bring in experience of what has taken place in other countries.

d) System wide institutionalization

The aim of policy and strategy transformation is that changes can be systematically planned and undertaken in a technically sound way. This requires a robust combination of political will and technical expertise, such that the changes can be incorporated into legislation and regulations; resources are made available; a realistic time frame is established for the achievement of measurable benchmarks; specific persons and organs are responsible for implementation within this agreed time frame; and accountability is monitored on a regular basis.

The recommendations must be related to the outcomes identified as expected outcomes earlier on in this exercise. Some options are implementable immediately, and may require little additional funds. Other options may require considerable inputs of human and financial resources. Some may require a long time frame. The recommendations may impact on existing policies, programmes and legislation. They may have economic, social, political and other impact on the institution and on the country as a whole. Some may have unintended or negative outcomes. These effects should be weighed.

One constant danger is that the whole exercise ends up in some fancy rhetoric, while in essence, little else is changed. It is important that the processes followed bring in commitment from as many stakeholders as possible: process is therefore as important as the document that will eventually be finalized. The final product should be the result of a collaborative effort, that has drawn widely on consultation with key personnel and groups, as well as with the public.

In working out the recommendations, it is important to analyse the impact of these recommendations on existing systems; the persons and groups that will support these recommendations as well as those who are likely to oppose them; the cost in terms of personnel and money; the people who will decide upon whether the recommendations are going to be accepted or not; the people who will actually be responsible for implementation; the time line; and the practicality and sustainability of the changes. A typical reaction is that we accept everything, but we do not have funds, so we will wait till we have funds. This may be just a clever, diplomatic way of refusing any change without offending anyone. It is therefore important to ensure the fullest support possible from the decision-makers and from the interested parties who will be affected by the decisions. It is also essential to be in the know about what sort of funding is available both from within the institution and from outside donors. Outside funding may be an excellent way of initiating a programme, but it must be done in such a way that activities do not come to a halt as soon as the outside funds end.

One way to do this is to insist that your institution incorporates the programme in some way, even in a very modest way, into the annual line budget, whilst the donor tops up. Another way is to insist that your institution provides a suitable space and a few staff, whilst the donor provides the funds for the programme activities. What is important is to begin as soon as

possible, even if this is modestly. The people and departments that are responsible for implementation need to be identified, and provided with the necessary support and resources.

In deciding on what line items should be included into the annual budget, it is appropriate to look at priority needs as well as good public relations potential. At Makerere University, an excellent scholarship programme for undergraduate and post-graduate study by women is being funded by the Carnegie Corporation of New York, and staffed by the University. This is a good example of institutionalisation and collaboration.

Institutionalization means creating and maintaining institutions that can implement. This can be a Gender Studies Department responsible for research, development and teaching, or it can be a high level Task Force responsible for implementing the recommendations.

Institutionalization also means that the laws and regulations within your university, college, polytechnic, faculty or department will need to be adjusted or changed in order to make implementation possible. Appointments and promotions committees will have to have more women members. New rules will need to be devised for its operations.

Box 2B

Gender Sensitive Promotion Regulations

In the Zimbabwe Public Service in the early 1990s, women comprised only 4% of decision makers: the regulations were changed so that there were separate short lists for men and for women, and then the top candidate under each list was compared according to fifteen agreed upon indicators. The new regulation ensured that if the top male and top female candidates were considered to be equally competent, the promotions committee had to appoint the female candidate.

The institutionalisation of policies and strategies has to be done at different levels. Levels that can be identified in an educational establishment include:

- Council
- Senate
- Academic bodies
- Administrative bodies
- Faculties
- Departments
- Teaching
- Curriculum and textbooks
- Research and development
- Internships
- Alumni
- Student bodies
- Residential facilities.

If gender policies are to be realistically implemented, it will be necessary to look at how this will be done at the different levels. This will entail decentralization of responsibilities, whilst having some form of information sharing and co-ordination.

Box 2C

Questions about Development Plans

Policy guidelines are blueprints that must be translated into operational plans, both general and sector specific. The following questions will help guide your review of the education master plan:

- Has the plan translated the equating principles into operating plans? At what level? Defining the problem? Defining broad goals and objectives? Defining strategies? Putting up monitoring indicators? Defining targets?
- Do the plans allocate resources for mainstreaming gender concerns into the implementation of the activities spelled out in the plan?
- Are gender concerns more than window dressing? Have they been systematically raised during the various stages of the plan? Have they been smuggled into the middle of the plan, without any foundation? Once mentioned, do they just fade away?¹⁰

Finally, accountability must be inbuilt. There must be measurable achievements at specific times.

e) Resource allocation

Some policies can be applied with little additional funding. Others may require quite ambitious funding. In aligning the desired outcomes to the recommended decisions and activities, it is important to look at the cost.

In order to ensure that the transformation is long term, it is essential to include budgets for the activities. If the security of women students on the campus is an issue, some money must be allocated for this. If pregnancy is a problem, the clinic will have to address this problem in some way, and this may require additional funding. If married women students have child care problems, and it is agreed that setting up a child day care centre is necessary, this will require some investment.

Decision-makers are in a position to re-align staff responsibilities and to re-allocate some funds to address changing challenges and emerging issues. Adjusting the responsibilities of existing staff to include some gender issues may be an immediate possibility, whereas having full-time staff may require longer term planning. One noticeable strategy is the re-allocation of the work of existing staff to concentrate on gender. In Addis Ababa University the Gender Institute is staffed by two part-time lecturers from the Medical and Social Science faculties respectively and a full-time staff who is part of an aid package. However, such discretion may be limited, with longer-term institutionalisation requiring a more heavily bureaucratic

¹⁰ Ibid, p. 9.

approach. The two approaches may be complementary, utilizing discretionary funds for the short term, and planning fuller budgetary support in the next budget plan.

“Engendering” the budget is a key to the transformation of policy, planning and implementation. Virtually every area covered by the budget can be seen through a gender perspective, and it is important to analyse the budget through this perspective. Skewed enrolment and employment policies and processes are a case in point. An example is there may be work demands that require more out of the office, after hours networking that women with families may not be able to fulfil due to demands in their homes. This would then discourage women from applying for these jobs, let alone be able to be successful if they were to get it due to their compromised circumstances. The problems faced by women students is another. Bridging courses for women students could improve the achievement levels of students who did not receive sufficient grounding in certain areas.

f) Communication

An important aspect of policy formulation and implementation is the Communication Strategy. As there are a number of different stakeholders it will be necessary to devise different approaches for each of these groups. The way the recommendations are communicated can support or impede acceptance and implementation. The approach towards senior management is bound to be different from the approach towards donors or towards students, although all of them are important stakeholders. There should be a communications strategy which will cover all stakeholders, but the timing, use of media as compared to a more personal approach, and language, may be different. At some stage public support is necessary, so that the improvements can be understood and backed. Stakeholders and partners can play a helpful role.

Box 2D

Questions on Your Communication Policy

The following questions are generally asked in a Communication Strategy:

- What is the message we want to communicate?
- To whom do we want to communicate it?
- What is the main message to be communicated to each audience?
- How will the policy be communicated? What information will be given to whom? How?
- What measures will be taken to communicate the policy, program and legislation to those who participated in its development?¹¹
- How can we ensure that we get feedback from the audience? What will we do with the feedback?

To ensure a gender perspective in communicating policy, consider:

- That the message should address both women and men;
- Designing communication strategies that reach both women and men;
- How information will be communicated to women and men who are members of

¹¹ Adapted from Status of Women Canada, *Gender-Based Analysis in Policy-Making*, CIDA, Ottawa, 1995.

equity groups;

- How to highlight gender implications of the policy;
- How the participation and contributions of both women and men in the policy development and analysis process will be acknowledged and communicated;
- The ways that organizations that share similar equality-seeking goals could participate in the communications of policies;
- How to ensure that examples, language and symbols used in the communication are gender aware and diversity appropriate.

Box 2E

Makerere University's Gender Mainstreaming Programme

The Gender Institute

Makerere University has one of the oldest and most successful gender mainstreaming programmes. In 1991, the University established the Department of Women and Gender Studies, now the Gender Institute. The Department was responsible for three areas: firstly, teaching, research development, publication and dissemination; secondly outreach, networking and advocacy; and thirdly gender mainstreaming. It runs a number of degree and non-degree programmes, at bachelor, masters, diploma and doctoral levels. Its outreach programme consists of short gender training and awareness creation courses for university staff, students, NGOs and government officials. It is running gender and Information Communication Technology (ICT) courses together with the Cisco Regional Networking Academy Program. It also provides gender focused consultancies locally and internationally in a wide variety of disciplines including agriculture, education, government decentralization, ICTs, health, law and human rights, project planning and management, rural and urban development and the economy.

The Gender Mainstreaming Division

In 2002 the University decided to expand the gender mainstreaming programme to all faculties and departments. In order to do this, it set up a new department known as the Gender Mainstreaming Division under the Academic Registrar's Office. This Division, which consists of four full time staff, is in charge of coordinating the gender mainstreaming throughout the university. Its specific objectives are:

- To promote a gender-friendly, inclusive and secure environment in the university for staff and students.
- To ensure that gender balance in student enrolment and performance is improved across all disciplines.
- To advocate for increased recruitment, promotion and retention of female staff.
- To work for the engendering of the University curriculum.
- To make provision for the training of a critical mass of staff in gender analysis skills across all university units.
- To promote and advocate for the integration of gender in university research.
- To promote the integration of gender perspectives in the university outreach

programmes.

- To advocate and promote increased participation of women in decision-making at all levels in Makerere University.
- To ensure that university policy on women's access to benefits, allowances and other entitlements is streamlined, regularized and wholly implemented.
- To promote the use of gender sensitive language in all forms of communication at Makerere University.

Box 2F

Scope and Focus of the Makerere Gender Mainstreaming Programme

Makerere's Gender Mainstreaming scope and focus include:

- Teaching, learning and access
- Basic and applied research
- Outreach programmes
- Governance and administration
- Student welfare
- Staff welfare
- Public space and campus security
- Organizational cultures
- Budgeting

One of its major successes is its leadership and self-management courses, based on learning to lead and manage yourself as a person.

Two faculties, the Agriculture Faculty and the Medical Faculty have initiated curriculum reform programmes to integrate gender concerns into their courses. The Makerere Law faculty also has sexual harassment policy guidelines which were approved in March 2002

G) Monitoring and evaluation

The process of policy and strategy formulation needs to be monitored regularly, as some of the analysis and options may prove to be inappropriate and ineffective. The plan should include specific persons and organs being responsible for implementation, within a specific time frame. Monitoring and evaluation include the indicators that will be utilized to measure progress, and the indicators are linked to the original expected outcomes, each of which can be measured within a time perspective. It should include who is accountable and to whom. Regular monitoring could take place two or three times a year, and could be the responsibility of a Task Force to whom the actual implementers will report.

There is need to monitor and evaluate the process as well as the final outcomes. The University of the Witwatersrand has outlined its process as follows:

- Draft prepared by Transformation and Employment Equity Office.

- Draft discussed with Senior Executive Team to get approval for basic principles.
- Draft circulated to relevant stakeholder constituencies, e.g. Students' Representative Council, unions, senate, Faculty Staffing and Promotions Committees, etc.
- Meetings held with stakeholder groups, input incorporated, second, third, fourth, drafts prepared.
- Final draft to the Human Resources Committee, University Forum and Council for approval.

This appears to be a very thorough process of consultation with all stakeholders.

Box 2G

CIDA's Good Practices to Promote Gender Equity

CIDA provides some useful indicators for measuring achievement:

At the Corporate Level

- Senior management is committed to gender equality;
- There are sufficient resources and knowledgeable personnel, along with an enabling corporate environment to promote gender equality;
- There are accountable frameworks which ensure that the gender equality policy is implemented;
- Qualified gender equality specialists (especially locally based ones) are employed on a regular basis; and
- Gender equality is treated as an objective in and of itself.

In the Planning Process

- Gender equality is recognized as relevant to every aspect of international co-operation from macro-economic reform to infrastructure projects;
- Gender analysis is carried out at the earliest stages of the project or programme cycle and the findings are integrated into project or program planning;
- Institutional weaknesses or cultural biases that could constrain the achievement of gender equality results are recognized in policy, program or project design, and strategies are developed to address them;
- Means are identified to ensure there is broad participation of women and men as decision-makers in the planning process;
- Clear, measurable, and achievable gender equality results are developed in the earliest phases of the process;
- Gender-sensitive indicators, both qualitative and quantitative, are developed (This requires the collection of baseline data disaggregated by sex, as well as by age and socio-economic and ethnic groups);
- A specific strategy and budget is provided to support the achievement of gender equality results;
- Partners and implementers are selected on the basis of their commitment and

- capacity to promote gender equality; and
- Gender equality specialists are involved from the start of the planning process.

During Implementation

- Gender equality specialists are part of the project teams;
- External support is sought from women's organizations, key female and male decision-makers, leaders and allies;
- The objective of gender equality is not lost in rhetoric or in preoccupation with agency processes;
- There is flexibility and openness to respond to new and innovative methods, and to opportunities for supporting gender equality that present themselves during implementation; and
- There is broad participation of women in the implementation.

Performance Measurement

- Gender equality results are expressed, measured and reported on using qualitative and quantitative indicators;
- Data, disaggregated by sex, as well as by age and socio-economic and ethnic groups, is collected;
- Qualified gender equality specialists (especially locally-based ones) are involved in performance measurement;
- Information on progress in reducing gender inequalities is collected and analyzed as an integral part of performance measurement;
- A long-term perspective is taken (i.e., social change takes time); and
- Participatory approaches are used, where women and men actively take part in the planning of performance measurement frameworks, in their implementation; and in the discussion of these findings.¹²

Activity 2F

Use CIDA's Guide to Best Practices as a checklist for your own institution.
How high does your institution score?

Conclusion

Policy and strategy formulation is an ongoing exercise, requiring consistent commitment and follow-up. It can be done in small and disparate ways, and this is often already being done in most tertiary educational establishments. For these efforts to be coordinated and magnified, there is need for a holistic incorporation of gender mainstreaming into the policies and development plans of your institution. This requires a long-term commitment, spearheaded by a few dedicated leaders, but ultimately leading to institutionalisation of the programme into the system.

¹² CIDA's Policy on Gender Equality, www.asdi-cida.gc.ca/cidaf, pp. 26 - 27.

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Module 3

The Role of Human Resource Development and Management



Module 3

Gender Sensitisation of Tertiary Institutions: The Role of Human Resource Development and Management

Expected Outcomes

1. Improved understanding of the key role of human resource development in establishing gender equity and gender equality. Human resource development and management are critical points of intervention in mainstreaming gender issues in institutions of higher education.
2. Better informed decision making by leaders and managers in higher education of the potential impacts of human resources choices on the institutions, students and employees. Human resource choices and practices require transformation in order to create a more positive gender climate in higher education institutions.
3. Institutionalization of more gender-sensitive and more gender-fair systems for human resource development, recruitment, promotions, and welfare. Human resources managers able to design, implement and monitor gender policies and programmes which create gender equity, gender justice and enhance teaching and learning for both men and women. Human resources managers able to develop and promote gender sensitive approaches to students, staff and their dependents.
4. Improvements in operating systems, including improved information flows between levels of the system.
5. Better working relationships between male and female colleagues including change in attitudes of male staff and students towards female colleagues.
6. Enhancement of women's knowledge and ability to organize for their rights.
7. Improvements in women's access to and control over resources.
8. Improved health, security and mobility of women.

Key Role of Human Resources in Gender-Sensitive Development

Human resource development plays a key role in ensuring gender-sensitive development within an academic institution, within the nation and within the continent as a whole. This portfolio determines the types of academic, administrative and management staff hired and the handling of these staff and their dependents by the institutions. It focuses on recruitment, deployment, and development of women and men in institutions and organizations. Academic and support staff need diverse approaches in their management, resulting in the need for nuanced and dynamic policies, strategies and programmes for dealing with them. Management in higher education involves supporting, motivating, communicating, delegating and negotiating with staff, students and their dependents on a broad range of issues. Management also involves planning, directing, coordinating and controlling staff and students in order to achieve the goals of the organization.

Context Analysis

In African higher education institutions, academic and support staff may have different gender, social class, ethnic, religious, and age differences which necessitate a high level of sophistication in handling human resource issues. For example, some African male academics are polygamous while many African women academics are married and are primary carers for children and may not be as mobile as male academics. African universities tend to be male dominated and women from socially and economically disadvantaged backgrounds have a very muted presence in these institutions. Academic incomes in Africa tend to be low in comparison to the private sector and women in higher education institutions tend to be less qualified, less well published and less academically mobile internationally than their male counterparts. The impacts of economic crises are experienced more markedly by female than male academics in Africa and the human resources function faces challenges in improving these class, gender, ethnic, and social inequities.

Many higher education institutions in Africa do not have gender policies, making it difficult to develop and institutionalize gender-sensitive human resources practices that are deemed legitimate by stakeholders. It is critical to conduct a Gender Audit prior to developing a gender policy and developing new gender practices. Where there is no capacity, will or support for a gender audit or a gender policy, it may be possible to build on practices that currently exist to affirm the values of gender justice and gender equity while developing a fully fledged gender policy. However, it is preferable to conduct a gender audit before developing a gender policy or agreed gender terms of reference as a way of institutionalizing whatever gender-sensitive practices may be in existence in institutions, albeit small, isolated and uncoordinated.

In some countries the percentage of women employed in tertiary education is very low. Women are ghettoized in clerical and secretarial positions at the lowest ends of the non-academic hierarchy and in junior, untenured, part-time and temporary academic positions. Women are unable to access senior management and administrative positions. Women publish less often than men and occupy the lowest academic grades. Men dominate positions of Vice Chancellors, Rectors, Chancellors and Registrars.

An example is Ethiopia, where a study of teacher education institutions at university and teachers' college level showed that only 2.8% of the academic staff were women.¹ If such an imbalance is to be rectified, there will be need for a concerted and committed programme over at least a decade. The reasons underlying this disparity will need to be carefully analysed, and steps taken to ensure that the issue is addressed in a practical way. Such large imbalances are not likely to disappear without policy transformation and strategic planning not only within a single institution, but in tertiary education nationally as a whole.

There is substantial staff erosion through the “brain drain”. Difficulties are experienced in retaining and replacing experienced staff in academic and specialized support positions. Some of the reasons for this imbalance can come from factors within tertiary education itself. Others may come from factors within society as a whole. The interaction between the two sets of factors can lead to the present predicament, where institutions of higher learning not only have a minority of women staff, but may have cultures and physical situations, which are hostile and unsafe for women. A study and panel discussion carried out in Addis Ababa

¹ Almaz Eshete, *Women in Faculties of Teacher Training Institutions in Ethiopia*, UNESCO IICBA, Addis Ababa, 2003, p. 5. The percentage may be higher in other areas of tertiary education, the average being 7% according to the *UNDP Human Development Report 2005*.

University showed² that in the university, the prevalence of lifetime completed and attempted rape was 12.7% and 27.5% respectively. Sexual harassment in lifetime and 12 month period occurrence was reported among 58% and 41.8% of students respectively. This is a very high percentage of rape and sexual harassment, and in most cases these women could not receive any assistance or justice. Their trauma was not addressed by the institution. Research of this type has not taken place in many other higher education institutions, but there is evidence that women cannot walk alone on many campuses in the evenings, severely limiting their visits to evening lectures, laboratories and the library after dark. The lack of support systems for women who are victimized professionally and sexually means that many tertiary education institutions are not “women-friendly” at all. The institutional climate tolerates gender inequalities and fosters aggression towards women.

There is also some evidence of professional harassment of women candidates for recruitment and promotion in some institutions, due to the open hostility to feminism among some senior male academics. Thus, recruitment and promotions committees, where women are evidently not well represented, may reject a woman candidate for non-professional reasons, such as “trying to bring Beijing into the university”. In some tertiary education institutions, such committees have no women representatives. Women applicants report being terrified and intimidated by interviewing committees.³ This reinforces the opinion of the committees that the women candidates are in any case unsuitable.

There is a scarcity of qualified women candidates for academic posts in many countries. The percentage of women staff at tertiary level varies considerably in Africa, from 7% in Ethiopia to 14% in Ghana to 50% in Lesotho.⁴ The reasons for this scarcity have not been fully analysed, but a number of factors are highlighted in published accounts such as the following:

- In some countries there are fewer girls in secondary school than boys. The gender gap at secondary school level may be large. To take a few examples: in 2002/2003, the gender gap was 5 percentage points in Burkina Faso; 11 percentage points in Ethiopia; 8 percentage points in Nigeria.⁵ Therefore, there are fewer girls who qualify to enter tertiary education. With a much smaller pool of girls completing secondary education, there is also a much smaller number attaining higher marks. A selection system, which depends entirely on examination performance, will naturally discriminate against women as the women who may come from educationally deprived contexts will not be able to demonstrate their broader capabilities effectively. In order to have equal enrolment at tertiary level, a number of policy and strategy steps need to be taken over a prolonged period.
- The gender gap is similar at tertiary level: in 2002/2003, in Burkina Faso, women students comprised a third of the total; in Ethiopia, there were four times more male students than female students; and in Nigeria, there were 7 women for every 10 men students.⁶ Human resource planning would need to take this into account if gender equity and gender equality are to be attained.
- Women, in most African societies, marry relatively earlier than their counterparts elsewhere. Early marriage affects retention in primary and secondary schools in most African countries. Of the women who reach tertiary education, it is commonly expected that they marry immediately on completion of their first

² Institute of Gender Studies, *IGS Informs- a bi-annual publication of the Institute of Gender Studies*, University of Addis Ababa, 2005, pp. 2 - 4.

³ Almaz Eshete, *Women in Faculties of Teacher Training Institutions in Ethiopia*, UNESCO IICBA, Addis Ababa, 2003.

⁴ From UNESCO Institute of Statistics, *Global Education Digest 2005*, Montreal 2005, pp. 97 -99.

⁵ Ibid, p.75.

⁶ Ibid, p. 96.

degree, at about the age of 23. Male students, on the other hand, are not expected to marry at that age. Thus, male students are able to apply for postgraduate training facilities without the encumbrance of family responsibilities and children.

- There is a high level of teenage pregnancy in many countries. In Uganda, 43% of 17 years olds were pregnant or had given birth to at least one child.⁷ This high percentage is linked to early marriage, early sexual activity, and poor reproductive health services. Pregnancy may lead to high dropout rates at tertiary level, with fewer women completing their degrees.
- Women are considered to be responsible for their children to a greater extent than their husbands and partners, as women are seen as the “home builders”. A young woman cannot leave her children for long periods of time, whereas a young man can, and usually does, leave the children with his wife or partner, whilst he pursues further studies or career prospects elsewhere. Adjustments in organising further education would need to take this into account: women academics with children can take advantage of sandwich and distance education courses which will enable them to gain masters and doctoral degrees if these were made available as a matter of course. They usually cannot afford, for marital and financial reasons, to take several years off for a higher degree. A human resource development plan which is gender-sensitive, would enable as many women as men to study for higher degrees.
- Within faculties and departments, women tend to hold more junior positions. They also tend to be given the student-care and nurturing responsibilities, such as counselling, organizing student functions, community service and outreach. These responsibilities are very time consuming, but are not recognized for promotion purposes. Most academic institutions base promotion mainly, if not solely, on publications, and most women do not publish a great deal. This is often due to the fact that they do not have time to concentrate on research, given their heavy family and teaching responsibilities. Teaching responsibilities and ability are also often not considered for promotion purposes. Thus, the lack of recognition for some key functions where women tend to cluster, leads to the fact that there are few women in higher level managerial and decision-making posts. Changes in the way further education opportunities are organized, and adjustments in the criteria for promotions, which give greater recognition for teaching, counselling, outreach and managerial skills, will assist in creating a better gender balance.
- Universities and other higher education institutions in the western world provide childcare facilities for both students and staff. This enables young mothers to do their work, knowing that their children are being well looked after on the campus. Such a facility is seldom found on African campuses. Mothers consequently have to place their children under the care of maids or of childcare centres situated some distance from their place of work. Poor child facilities can place a heavy burden on women staff. Finding suitable child care can also be a major time consuming responsibility. Provision of such on-campus facilities will benefit women students and staff.
- The professional code of conduct may not cover areas such as professional and sexual harassment. When these transgressions occur, there may not be clear

⁷ Uganda Demographic and Health Survey, 1997.

guidelines regarding how they should be treated. There are frequent reports of demand from male lecturers for sexual favours from women students and women lecturers. These are treated as personal and individual challenges rather than as institutional challenges, yet an educational institution should have clear guidelines to deal with such occurrences. The high level of rape and sexual harassment revealed in the Addis Ababa University study may also characterize many other African universities, and needs to be addressed by the human resources policies and strategies.

- The safety of women students on the campus in the evenings has come up as a problem in a number of institutions, and this also requires a number of policies and strategies, including the presence of security officers, gender sensitisation of students and rules for dealing with transgressors.
- Capacity building is a key responsibility of the Human Resources Department. Often, the capacity building programme is not gender sensitive, leading to further discrimination against women.
- Outside institutions such as international and bilateral organizations, sister universities and colleges, as well as would-be staff and students, require a constructive and gender-sensitive environment for development and partnership. When an institution is known to condone sexual violence on the campus and professional harassment in the context of promotions, it may not be able to find suitable support for its improvement. Certainly, staff and students tend to avoid organizations and institutions, which are known to be hostile to women.

Box 3A

What issues should gender-sensitive human resources policies and practices cover? ⁸

1. Job access, employment to academic and support posts and staff development.
2. Terms and conditions of service for men and women in the same jobs.
3. Maternity and paternity benefits
4. Parental, duty, ordinary, sick and compassionate leave for men and women.
5. Medical aid benefits for men, women and their dependents.
6. Child-care on and off campus and the responsibilities of men and women.
7. Contact and sabbatical leave for men and women.
8. Pensions and terminal benefits.
9. Ordinary duties in all grades and their demands on men and women.
10. Grading and promotion for men and women.

Activity 3A

1. Analyze in detail male and female staff profiles at your university, looking at them by age and by gender. Is there a tendency to have older males and younger females?

⁸ From Prof. R. Gaidzanwa University of Zimbabwe

2. What is the class background of university staff? What percentage come from wealthy and middle class families, and what percentage represent the urban and rural poor who have been given the opportunity to receive tertiary education only after independence? Is staff from poorer backgrounds not well represented in certain disciplines, such as science, mathematics and technology? Does this reflect the quality of their earlier schooling?

Activity 3B

1. Construct an organogram of your organization starting with the highest office to the lowest in academic, management and administrative grades.
2. Ask the following gender questions as a way of conducting a rapid appraisal of the human resources practices and addressing gender disparities, inequities and injustices in your institution. Take the time to consider and answer them.

a) Access to jobs

- Can men and women access jobs equally in male-dominated higher education institutions? Is your institution male dominated, female-dominated or balanced in the representation of men and women at all levels?
- What are the procedures and processes through which men and women access jobs? Are they fair to women and men equally?

b) Employment terms

What job demands are inherent in different contracts? What are the gender implications of these contracts?

c) Work content and demands

- The work content may have specific demands which are gendered. For example, academic work necessitates conferencing away from home, working long hours in solitude to publish papers for promotion, conducting field work in a diversity of locations. Do men and women perform this work under the same conditions and with the same supports at work and home?
- Registrars and Bursars often work with Vice Chancellors to prepare and discuss budgets, plan work for diverse groups of workers beyond office hours. Are men and women similarly placed in performing such work?
- Informal networks are critical for accomplishing tasks in academic and non-academic tracks. Are men and women similarly placed to acquire and develop these networks in male-dominated institutions of higher education?

Box 3B

Human Resource Changes

In order to remove in-built and institutionalized gender discrimination it is possible to carry out a number of activities, including improvement of the knowledge and skills of staff and students, and changing the organizational quality.

- **Improve the knowledge and skills of staff and students**
 - increased understanding of gender and the link between gender and organizational change and society
 - acquisition of action-learning skills, including an ability to influence others,
 - improved training and facilitation skills for gender teams and trainers

- **Organisational quality**
 - improved training and facilitation skills for gender teams and trainers
 - new, more gender-fair policies;
 - improvements in operating systems;
 - improved information flows between levels of the system;
 - more efficient use of time;
 - better working relationships between male and female colleagues;
 - change in attitudes of male staff and students towards female colleagues;
 - improvements in women's access to and control over resources;
 - enhancement of women's knowledge and ability to organize for their rights;
 - improved health, security and mobility of women

Recruitment

Problems begin at the initial stage of recruitment. The majority of applicants may be men. The men may be older, more highly qualified and more experienced than the women. These differences may be based on historical and social factors, such as age of marriage and family responsibility for men as compared to women; further education opportunities that are insensitive to the needs of young mothers with families and children; shortage of women candidates in science, mathematics and technology; lack of child care facilities. A higher education institution that has a gender-sensitive recruitment policy will seek to address these issues, for example, by providing masters and doctoral study opportunities, which do not contradict the marriage and child-care responsibilities of young women. A time based target, such as increasing for example from less than 10% women staff to 50% over a decade is very feasible, provided that during that period, specific steps are taken to identify capable women who can be given suitable study and development opportunities which do not contradict or

undermine their roles as wives and mothers. This is often done through the appointment of teaching assistants. In some universities, doctoral students are automatically provided with some teaching responsibilities, partially to assist them financially, but also as a form of staff development.

In order to achieve such targets, the rules and regulations governing recruitment will need to be adjusted. The appointments committee will need to be gender-sensitive, and to include women members.

Activity 3C

1. Examine the staff recruitment record of your institution over the past 12 months. What criteria were utilized? How many members of the selection committee were women? How many men and women applied for the jobs, and how many men and women were appointed?
2. Brainstorm on what steps can be taken to help improve the number, qualifications and experience of women applicants.
3. Interview a sample of successful and rejected candidates to see what their views are of the recruitment processes.

Management

The majority of senior management in higher education institutions are men, even in institutions where 50% of the staff are women, such as in Lesotho. The male-dominated management systems can be self-perpetuating, with leadership networks which exclude women automatically. Informal networks are stronger amongst men than amongst women at this level. A gender-positive approach to management would mean:

- Gender balance in recruitment and promotions;
- Gender balance in student enrolments, broken down to departments and faculties;
- Equal achievement levels for both women and men students, with programmes to ensure this is attained;
- Goodwill commitment of the highest level managers of the institution for gender mainstreaming to be effective;
- There is need for a critical mass of committed and competent gender experts to give the process credibility and sustenance;
- There have to be practical guidelines and support in terms of child-care, sexual violence on the campus, sexual harassment of staff and students.
- Support is required for physically challenged students and students who encounter various difficulties, such as pregnancy, HIV/AIDS, low income, etc.
- Capacity building for all staffs, with particular emphasis on providing training and work experience to women staff.
- Professional and more balanced recognition for different forms of academic work

and achievement, including teaching, counselling, management, outreach and research/publication.

Promotions

It is recognized that fewer women are promoted in academia than men. One reason may be that fewer women enter academia directly, with many devoting large periods of their early career on part-time jobs whilst devoting most of their time to their families. They thus enter academia later in life.⁹ Another reason is that many women do not have doctorates, as present staff development systems require several years' absence from work, usually overseas, to be devoted to doctoral studies. Women are unable to do this, due to family responsibilities. If gender equity at decision-making levels is recognized as an important contributor to overall development, then a gender-sensitive policy to promotions needs to be adopted. This would require a longer term perspective, perhaps over a decade. A gender-sensitive promotions policy would include:

- Identification of suitable candidates earlier on, and providing them with opportunities for development and gaining appropriate experience. Given that women may enter the profession later than men, appropriate steps should be taken to ensure that they are not further disadvantaged as a result of their social roles as wives and mothers.
- Separating applicants by gender, and examining each group in detail, then comparing the top candidates in each gender. This will enable like to be compared to like;
- Ensuring that there is gender balance in the membership of the promotions committee;
- The promotions committee's terms of reference should exclude any overt or covert forms of bullying and intimidation, problems which are reflected in societies where women are expected to have submissive and passive roles, and men are expected to be authoritarian and aggressive;
- The criteria for promotions should include a more diverse portfolio of skills and experiences, so that women are not unduly prejudiced. Performance can be measured through publication, research awards, and assessments in teaching by peers and students, involvement in community outreach and recognition by colleagues in professional associations.
- Targets should be set up as to the number of women to be appointed over the decade, rising to 50% at the end of the decade or sooner, depending on the national situation.
- The system of performance assessment has to be fair and gender sensitive. Assessment criteria may not be gender-sensitive.
- Do men and women focus on the same tasks in their work performance? Often women may be assigned more tasks, which are not considered important for promotion purposes.

⁸ Paper by Rudo B. Gaidzanwa, "Academic Women at the University of Zimbabwe: Still a Long Way to Go", 2005.

Staff Development

The future staff profile of an institution depends heavily on the staff development programme in place. It is incumbent on every institution to put in place a programme that will ensure that it is continuously improving and renewing its personnel. Unless this is done, the future health of the organization can be seriously affected, when it is dominated by archaic and out-of-date knowledge, skills and methodologies.

The planning and implementation of its staff development programme should be gender-sensitive, so that the present imbalances can be rectified. It is noted that many women cannot go overseas for long periods of time in order to do their doctoral studies because of their child care responsibilities. Given the heavier family responsibilities of women, these measures should include:

- Refresher courses, training and other activities that enhance the skills, performance and commitment of both women and men to operate effectively and respond timeously to dynamic, competitive and stressful social and economic environments;
- Providing equal opportunities for staff development for men and women;
- Funding and eligibility criteria for spouses should allow men and women to exercise the same rights in the past men were favoured under the expectation that most women will devote themselves to their marriage and their families;
- The issue of how marriage affects men and women differently in facilitating or hindering the uptake of staff development opportunities needs to be examined seriously so as to enable women to utilize these opportunities;
- Women may be more able to take up locally based staff development programmes, due to their family responsibilities. However internationally-based staff development programmes can also be adjusted to make them more women-friendly.

Leave

Men and women may not be treated equally in terms of parental, duty, sick and compassionate leave. Employers may provide sabbatical and other types of leave to enable staff to update their knowledge and disciplinary competencies through exposure to colleagues in other institutions regionally and overseas. Men may be better placed to take advantage of such leave because they may be able to go for longer periods without family responsibilities: adjustments could be made to enable women staff to enjoy such opportunities as well.

Medical aid and health benefits

Are men and women equally treated in accessing medical aid and related benefits? In some institutions, women may be expected to access benefits through their husbands. Dependents may also be placed under the medical aid funds of men rather than women.

Child care and social nurturing tasks

Do men and women have equal responsibility for child care and other social nurturing tasks? Does your institution provide child care for staff and students on campus? What impacts do child care and nurturing tasks such as funerals, weddings and other ceremonies have on parental careers?

Housing Loans and Other Benefits

Some tertiary establishments provide housing loans to staff, but married women are often excluded from such benefits. Such archaic practices may be very prejudicial to a woman's future in cases of widowhood, divorce and remarriage of the husband.

Pensions and terminal benefits

Do men and women benefit equally from pensions and other benefits at retrenchment and retirement? Are there different benefits for men and women and their dependents? Can men and women benefit from other measures such as advisory, consultant, honorary or emeritus appointment when they reach retirement age?

Is there equal post retirement recognition for men and women who have served in institutions of higher education?

These are some of the questions that you can pose in trying to develop a gender-sensitive human resource policy and practices.

If, as a result of the rapid gender appraisal/audit of your institutions, you think there is need to intervene to develop more gender-sensitive human resources policies and practices, it may be advisable to conduct some in-depth research and analyse the dynamics of the gender inequalities that you might have identified. Your intervention will be strengthened by the presentation of hard data so that stakeholders are convinced that there is gender discrimination and inequity in your institution. The research can then be used as a tool for advocacy in human resources practices that might result from the research.

Activity 3D

Using the list of areas above, produce longitudinal data on each area by gender for your institution so that a five or ten year trend is discernible. You might note that some gender disparities may be narrowing while others might be widening. These data will indicate to you what you might be doing right in your institution as well as what needs improvement.

Programmes to Redress Gender Imbalances

A gender audit will help you to decide on what programmes to devise. Some possibilities are as follows:

- Secure the commitment of top management to change towards greater gender equality.
- Provide gender training to human resources practitioners and staff so that they are sensitive and fair to women and men's needs at work.
- Sponsor training for and hire more women at higher levels of academic management and administrative grades in higher education
- Produce guidelines on gender-sensitive interviewing and assessment of applicants to all jobs in institutions to avoid patronising, insulting and discriminatory comments and questions.
- Give equal weighting to different areas of academic excellence (research, teaching and community service) so that both men and women can excel in areas of their choice.
- Provide child care and recreational facilities that can be accessed equally by men and women so that the burden of travelling to and from schools, day care and other activities is minimized. Academic and other staff will therefore be more able to concentrate on their work on campuses and develop collegial networks necessary for career advancement.
- Provide a variety of staff development opportunities, local and international, resident and non-resident, sandwich and picnic programmes which take into account the varying gendered responsibilities for families and households.
- Sensitise funding and training partners to the differing needs of men and women in higher education so that they too, can develop and fund appropriate programmes that can be exploited by women and men equally.
- Allocate other benefits for spouses who are not able to access medical aid, pension and other benefits to which employers contribute.
- Set targets for reaching gender parity in staff and students at various levels.
- Alter recruitment criteria and procedures.
- Restructure departments to mainstream gender.
- Appoint one or more staff to be responsible for gender in each faculty.
- Make the workplace and work style and learning environment more woman friendly in various ways.
- Devise and implement gender equality monitoring and evaluation mechanisms.



Activity 3E Who should get the job?

The Human Resources Department of your institution has to fill a vacancy for a graduate trainee in the Department of Civil Engineering. Two candidates have been short listed: Tanya, a 29 year old female graduate of Civil Engineering. She finished top of her class. She has a 3-year-old daughter who goes to a day care centre that runs only until 3pm. The second candidate is 24 year old Tim, unmarried male, also in the top 5 percent of his class.

The selected candidate will have the opportunity to start graduate work almost immediately and will be required to travel outside the country for a year as part of the staff development programme of the institution.

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Module 4

Mainstreaming Gender in the Curriculum



Module 4

Mainstreaming Gender in the Curriculum

Expected Outcomes

1. Better understanding of the key role of the curriculum as a transformation tool in terms of both human rights and development.
2. Increased ability to bring about curricular transformation.
3. Exploration of processes for incorporating gender into productive disciplines.
4. Achievement of greater level of gender justice and human rights through the curriculum.

Introduction: What Is the Curriculum?

The curriculum deals with the actual content of education. It deals with the methodologies and processes by which learning takes place. It deals not only with the facts and figures, but also with the culture and values of the society. Teaching and learning take place within a context of a conceptualisation of the society, its values, its direction and its role in the world as a whole. The curriculum can re-enforce the status quo or it can question the status quo. It involves the “hidden curriculum”, which incorporates the often unspoken but nevertheless important messages which are transmitted within the higher education establishment.

A higher education establishment deals with subjects linked to productive manufacture, such as engineering disciplines, architecture, construction, metalwork and woodwork. Industrial production is dealt with in universities, technical colleges and polytechnics, whether this deals with tractor manufacture and repair, or with the manufacture of computer chips. The curriculum includes agriculture, which prepares graduates for feeding the nation, as well as producing key export products. More recently, agricultural research has included the growing of oil plants, which can be utilised as fuel.

The disciplines dealing with actual production are highly related to human rights, culture and equity. Architecture and construction, for example, are related to building for whom, and at what cost. Building very expensive and showy buildings, which may end up as white elephants are different from building attractive, high quality but low cost housing for workers. The assumption is that the poor live in ugly houses that do not deserve an architect's creative, high quality attention. Similarly, emphasis on growing cash crops such as cotton, tobacco, may be different from emphasis on growing food crops such as sorghum and wheat.

Higher education plays an important role in defining the society, its characteristics and its future. This is done through its research, development, education and training programmes. A society may conceive of itself as inefficient and incompetent one hears people say, “Well, this is Africa”, when there is corruption, when things don't work,

when people don't come on time. Oppression of women and support for polygamy and even promiscuity may be defended on the grounds that "This is our culture".

The "hidden curriculum" deals with the unspoken curriculum. On many campuses, getting drunk may be seen as an expression of power and freedom, and may be commonly practised by otherwise powerless youths. The baiting and sexual harassment of women students may be seen as an expression of manhood. Its worse expression may be in rape, where the hidden curriculum says that woman who says "no" really means "yes". There is a common misunderstanding between young men and young women regarding what it means to be a "boy friend" or a "girl friend". When a young woman agrees to be a "girl friend", this can be interpreted as meaning she has agreed to sex by the man, whereas for the girl, this means a special basically non-sexual friendship.¹ The hidden curriculum may also say that a woman who has chosen a career, such as a career as a lecturer, is misbehaving against societal mores, and deserves to be harassed.

Activity 4A

Select a faculty with which you are familiar. List on one side the factual and technical skills being imparted, and on the other side, the values and attitudes being inculcated.

Defining Reality

Higher education is one of the important institutions responsible for re-thinking and re-defining reality. As such, it is a key to change. One of the changes that need to be addressed is that of gender. Research and development are primary sources of knowledge, and higher education is responsible for creating new knowledge as well as new values and attitudes. Higher education institutions can play a very important role in mapping out the possible future directions that Africa can take, whilst taking into consideration the historical context. What is very striking today is the superficiality of knowledge about African gender and development realities. There has been inadequate in-depth research and development in both areas, with decision making being based on no research, or on surveys done by outside agencies.

Africa's inherited reality is characterised by two strands, that of traditional societies, often based on feudal values and structures, where the roles open to women may be severely circumscribed; and that of colonial society, which provides a further complication of women's roles. Religious values may further define women's roles, both positively and negatively. Traditional religion gave a special role to holy women and women healers, who defined the values of society. This is evident in Zimbabwean history where Ambuya Nehanda played the defining role of opposing colonization in the 1890s. In some countries, the experience of the liberation struggle opened up the society to new definitions of the role of women, again some positive and others negative. Women have also played important roles in church groups and in workers' movements, such as the trade unions.

In the area of human rights, with special focus on women's rights as outlined in various

¹ Based on focus group discussion with teenage members of GBEM clubs in Lesotho in 2005.

documents such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), there is urgent need to research African reality through the prism of human rights and good governance. This in-depth exploration of reality can lead to curriculum reform at all levels, but in particular, at tertiary education level.

Gender as a Key to Economic Development

Gender is today readily recognized as a key to development in areas such as health, hygiene, population planning, nutrition, education and other areas of social development. Better educated mothers are known to have lower child mortality, lower number of births, better nourished and better educated children. There has been less emphasis on the issue of gender in areas related to production, such as agriculture, industrialization, engineering, science, technology, banking and management. These are important areas for development, and involve not only technical areas, but also areas of governance, law, values and attitudes. An example is that of agriculture: 70-80% of agriculturalists in Africa are women, yet there is little focus on research, development, full time training and extension work for women agriculturalists. In addition, in many countries women are not allowed to own land or to open independent bank accounts. The laws and regulations regarding ownership and banking may be as important for improved agricultural productivity as the more technical aspects of fertilizer use and irrigation. Makerere Faculty of Agriculture has been in the forefront of incorporating gender into its curriculum programme, and provides an excellent model of how it can be done.

Box 4A

Transformation of the Agriculture Curriculum at Makerere University

The Agriculture Faculty has pioneered the integration of gender into its curriculum as part of the Makerere Five-Year Strategic Plan (2002-2007). About 80% of Uganda's agriculturalists are women, yet women do not own land and have little access to extension services. Implementation of the gender mainstreaming programme was done in four phases including sensitisation of executive and academic staff of the Faculty on gender issues, integrating gender into the Faculty curriculum, review of the gendered curriculum by stakeholders, gender skills training for academic staff, piloting the gendered curriculum and acquisition of more training materials, with local gender case studies.

Many African countries have been undertaking poverty reduction programmes, in collaboration with the World Bank, the United Nations and bilateral donors. Gender is necessarily a key aspect of this transformation. The poor and the vulnerable are predominantly women, and strategies for poverty reduction which do not take into account the main players are likely to be flawed from the inception stage.

Another key area requiring a gender perspective is that of women in the formal economy

workforce. They constitute a significant part of the sector, and participate in trade union activity. As participants in industrial production and development, and as trade unionists, their role is important, and needs to be explored through research as well as integrated into the curriculum of relevant disciplines, such as macro and microeconomics and labour economics.

Finally research, development, education and training provide the tools for transformation. If education is not to provide an endless and unreflective repetition of past history, it will need to base the transformation on new curricula founded on original research and development, rather than on repetition of the clichés of the past.

Gender as a Key to Social Development

Gender is recognized as a key to many forms of social development: studies have already shown that the education of women leads to lower child mortality, better nutrition for the family, and higher levels of education for the children. The Ouagadougou Declaration on the Education of Girls (1993)² acknowledged that girls' education “contributes to improved quality of life and enhances national development through

- increased economic production rates;
- improved hygiene and nutritional practices;
- reduced child and maternal mortality rate;
- reduced fertility rate.”

Gender within a Human Rights Perspective

The atrocities committed during the Second World War brought about a new consciousness on the need to emphasize human rights, such as in the United Nations Declaration of Human Rights, and subsequent elaboration of this declaration in terms of prisoners' rights, children's rights, and women's rights. It is essential to examine the existing curricula in terms of how far they incorporate human rights into the teaching and learning.

² The Declaration was adopted by the Pan-African Conference on the Education of Girls held in Burkina Faso. It has been accepted as policy by a large number of African countries.

Box 4B

**CONVENTION ON ELIMINATION OF ALL FORMS OF DISCRIMINATION
AGAINST WOMEN (CEDAW)**

Article 5 SEX ROLES AND STEREOTYPING

State Parties shall take all appropriate measures:

- (a) To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women;
- (b) To ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interest of the children is the primordial consideration in all cases.

Article 10 EQUAL RIGHTS IN EDUCATION

- (a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas. . . .
- (b) Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;
- (c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging co-education and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and schools programmes and the adaptation of teaching methods;
- (d) The same opportunities to benefit from scholarships and other study grants;
- (e) The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;
- (f) The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely;
- (g) The same opportunities to participate actively in sports and physical education;
- (H) Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning.

Elimination of all stereotypes in education and textbooks.³

Gender within human rights perspective can be examined at many levels, in terms of the Constitution of the country, in terms of the legal framework for property ownership, in terms of the family, and in terms of the individual.

³ CEDAW, www.un.org/womenwatch/daw/cedaw/text/econvention.htm.

Activity 4B

Examine a course outline you are familiar with, utilizing some of the criteria set out under CEDAW. Are gender issues addressed? Are there gender stereotypes? Is it gender-blind, and how does gender-blindness affect the teaching and learning positively and negatively?

Gender Images and Language within the Curriculum

Unless the issue of gender is openly addressed, gender prejudice may unconsciously seep into the curriculum. Much work has been done at primary and secondary school levels to examine gender images in textbooks, and there have been numerous examples of gender stereotyping such as doctors always being depicted as men and nurses as women, active and productive roles being depicted as male roles,⁴ and supportive and passive roles being depicted as women's roles. A similar exercise has not taken place in tertiary education. This may be a useful process to undertake for tertiary level curricula. The sensitisation of academic staff to the gender dimensions of teaching and learning is an important first step towards the transformation of the curriculum, including content, methodologies and processes. In the experience of the Makerere Faculty of Agriculture, which has already embarked on the gender transformation of the teaching and learning curriculum, this is an essential initial step.

Important issues to keep in mind in the engendering of the curriculum is the need to have on the one hand dedicated professionals who will carry through the reform, and on the other hand, the institutionalisation of the reform within the organization itself, in the form of statutory requirements, financial support, technical assistance, monitoring and evaluation, rewards and penalties.

Activity 4C

1. What political support is there in your establishment for engendering the curriculum?
2. What technical support is there?
3. What financial support?
4. Will transformation of the curriculum be rewarded in some way, such as for promotion or for an academic recognition?
5. Who are the dedicated champions of curricular reform along gender lines in your organization? How can you get more support within your organization?3. What financial support?

The Hidden Curriculum

Every organization has a “hidden curriculum”. This may include the following positive and negative hidden curricula in a tertiary education institution:

⁴ FAWE has sponsored a number of studies on gender bias in school textbooks.

- Doing well academically is not as important as doing well in sports, because sports develop leadership, whereas academic learning develops only the brain.
- Extra-mural activities such as clubs are important ways of developing leadership and managerial skills, and are more important than academic marks.
- University and college are opportunities for finding your future husband or wife: if you miss this opportunity you may be left on the shelf.
- If you refuse to have sex with your boyfriend, he will desert you, so it is better to agree (for women).
- Some male lecturers demand sex from you: if you don't agree they will fail you (for women).
- Women are divided into two groups: pure and faithful women whom you can marry, and loose women whom you can play around with. You can find out which group she belongs to by trying to have sex with every woman you date (for men).
- Alcohol, especially excessive drinking, is a sign that you are a man. A woman who drinks on the other hand is obviously immoral and promiscuous (for men).
- Dressing well is a sign that you have made it. Dressing badly shows that you belong to the lower classes. Dress is the most important symbol of status.
- A motor car is a sign of prestige and power: going out with a man who possesses a motor enhances your prestige.⁵
- Men need to get sexual experience as soon as they leave school, and they can get this through prostitutes or by propositioning women students. Lack of sexual experience shows you are not a man (for men).
- You should be a virgin on marriage. If you are not, you must nevertheless pretend, else you will never get married (for women).
- Men can indulge in student politics because it shows they are men; women should not be allowed to compete in student politics. Women who dare to compete or even to attend political meetings must be sexually harassed.
- Defiance of authority is good for men, but not for women. A man who defies authority shows he's a leader and a man. A woman who defies authority is a misfit.
- Women are to blame if they fall pregnant. If they didn't want to fall pregnant they should have taken the right precautions (for men).
- Men are sexually exploitative (for women).

It is interesting to note that much of the hidden curricula are related to sex, which is generally a taboo subject which cannot be discussed openly. Sexual ethics and values are important areas, which are not dealt with in the formal curriculum, and may be haphazardly dealt within the informal curriculum.

Activity 4D

Give five examples of the hidden curriculum in your institution.

⁵ I once had a driver who used to utilize the Ministry Mercedes Benz to date women in the evenings. Apparently this was a good strategy.

Curricular Methodologies and Priorities

Curriculum change can be a difficult and time consuming enterprise. In the case of the Makerere University Agriculture Faculty, the transformation began very quickly, but the whole process is timed to take five years. Some changes can take place immediately, but long term and in-depth work may require a longer period. Some steps in curricular transformation can include the following:

- Gender sensitisation workshops for academic staff can begin a process of curriculum transformation.
- More participative teaching methodologies which will give equal opportunities for women students to participate more actively, such as tutorial sessions run by women students, research projects related to gender issues in each faculty and department.
- Research and development into gender aspects of various academic disciplines. For example, problems, challenges and technologies of women farmers; challenges faced by reproductive health workers; challenges faced by women doctors. This research and development can become the materials to be used for curriculum reform based on the African reality.
- Utilization of distance education and mass media to strengthen higher education. This can be advantageous for girls and women, by providing greater flexibility to married women with young children who can thus do parts of their courses through distance education. Distance education modalities can also improve the quality of education in Africa's crowded lecture rooms.
- A similar course to what you envisage may already have been developed elsewhere in Africa or in the world. It is useful to obtain materials on such reforms, and adapt them to suit your situation. Partnerships with institutions in other parts of the world may be an excellent way of beginning your curricular reform.
- Providing African case studies and African research.
- Establish a Gender Studies Department/Unit/Institute so that technical know how is available on the spot. Gender studies is essential in African societies. Politicians and policy-makers frequently display a politically correct concern with gender inequality only to flounder when it comes to implementing change. Lack of expertise and information is often cited as major obstacles to overcoming discrimination and its consequences. Development industry has acknowledged the importance of gender at all stages of the development process and there is demonstrated need for a deeper understanding of the specifics of gender in African contexts and societies in order to avoid relying on inappropriate expertise that is not based on in-depth research and development.

Technical and vocational training programmes are traditionally male dominated areas, with females clustering around secretarial courses. There is need for research into each of these disciplines to investigate whether it is possible to improve both the curriculum and the teaching/learning processes so that women are not excluded. Bridging courses and career guidance for high school girls may be appropriate interventions. Some of the resistance may be due to sheer prejudice, whereas on the other hand, high school curricular choices may hamper others from entering these fields.

Vocational and technical training needs to be more closely linked to employment needs, with periods of internship within their industries. Such internship periods can also be used to investigate how to make the training women-friendly.

Institutional Support for Curriculum Transformation

The curricular transformation at Makerere University, probably one of the most advanced and most successful in Africa, received a number of institutional supports which makes it easier for faculties and departments which decide to transform their curricula to do so. The support system includes the following:

- Political support through the Vice Chancellor, University Council and Senior Management, who were the first to be sensitised to gender issues;
- A few dedicated staff who were committed to the transformation, and were able to initiate and carry through the reform over a prolonged period;
- Technical support through the Institute for Gender Studies at the University, which was able to provide technical expertise on demand;
- An administrative support system through the Gender Mainstreaming Division of the Academic Registrar's Office;
- Financial support both from the University and from key donors. Resistance to gender studies has rested on logistical and financial matters as well as dominating cultural beliefs.

Activity 4E

1. What institutional support systems are there in your establishment?
2. How would you set up new support systems or strengthen old support systems?
3. What donor agencies could support curriculum transformation?
4. Link up with other departments/faculties in your country so that you can do some of the reform collectively. This will provide you with a larger base of qualified and dedicated personnel, and enable you to dialogue and share experiences.

Innovative Approaches to Curriculum Development

Tertiary education today has the exciting possibility of utilizing an array of methodologies, which were not open a decade or two ago. Most prominent of these is the utilization of distance education and information and communications technologies (ICTs). At a time when African higher education establishments, universities in particular, are over-crowded, with over-flowing lecture rooms, a brain drain of lecturers to the West, and over-worked lecturers, the new technologies offer useful and stimulating methodologies that can help to improve the quality of education. The new methodologies offer the challenge of providing an enriched curriculum on gender as it relates to different disciplines. Institutions across the

continent have the opportunity to work jointly on such programmes. As some institutions, like Makerere University, have already done substantive work on gender mainstreaming, these experiences can be usefully shared with the whole continent.

Technologies which can be utilized include:

- Television and videos;
- DVDs;
- Internet;
- CD ROMs which can be utilized to download useful web sites for students who do not have access to internet;
- Computer games used for educational purposes.

Distance education offers a breakthrough for education, in particular for gender education. The sharing of courses, such as those offered by the Open University of the United Kingdom, can lead to a vast improvement of the quality of education, whilst at the same time opening up higher education to more students.

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Module 5

Research and Gender Sensitive Methods



Module 5

Research and Gender Sensitive Research Methods

Expected Outcomes

1. Teachers, students and other staff are equipped to conduct gender sensitive research in institutions of higher education through compiling gender-disaggregated data and researching the lived experiences of women as staff and students.
2. Academics, managers, students and other staff recognize and are better informed about and are trained in the practical and theoretical methods of conducting gender-sensitive research as part of the pedagogy in institutions of higher learning.
3. Academic teaching staff, researchers, administrators and managers integrate their research with teaching about gender in institutions of higher education.
4. Researchers as students and academics, managers and administrators understand the policy implications, strategies, methods and techniques around gender research.

Gender as a Development Issue

There is broad agreement in development circles that development in Africa has stalled.¹ One of the reasons for this situation is that there may not be a consensus on what constitutes development: macro-economic development may provide one set of criteria, whereas the concepts and principles of governance may provide another set of criteria. Gender indicators have generally not been included in the measurement of development. These different sets of criteria may overlap and interlock, or may be separated.

The issue of gender often does not constitute a major concern in development plans and implementation programs although it is well known that the development of women may have a major impact on education, health, population growth, and family well being. It is also well known that HIV/AIDS is a function of gender dynamics in society. It is generally linked with the disempowerment of women, who constitute the majority of those with infections, and who are more likely to be infected because of their low socio-economic positions in society, such that they may not have sufficient powers of decision making to control their own bodies, and so to prevent the spread of the disease. Women may not have the decision-making power regarding how many children they will have, or whether to use the condom or not, even in cases where it is known that the husband is promiscuous.

Development policies may not be based on research and development, and may be imposed from the top without adequate consultation with those who will implement or those who are affected by the plans. Thus, many anomalies arise within the development framework. The absence of a link between research and development, and the imposition of development programmes may be some of the reasons that development has stalled.

¹ Annual UNDP Development Reports consistently show that the majority of Sub-Saharan African countries have the lowest indexes for economic and human resource development globally. In a recent publication on development entitled *Economic Origins of Dictatorship and Democracy*, by Daron Acemoglu and James A. Robinson, Cambridge University Press, New York, 2006, Africa scores lowest compared to OECD, Asia and Latin America (pp. 50-61) on a number of indexes.

African countries have the widest gender gaps between men and women in education, health and other indicators of development. Countries with large gender gaps in education generally have lower economic production and poorer social welfare conditions while countries with smaller gender gaps will generally have better economic production and social welfare indicators. Thus, for Africa, gender disparities are the biggest manifestations of poverty, facilitators of HIV infection and negative factors in optimizing the benefits of education. Given that investing in girls' education is the single most cost-effective investment that improves standards of living in developing countries, higher education institutions need to harness their efforts towards facilitating and training researchers to conduct gendered research. This research has to be used for economic and social purposes such as improving family incomes, improving women's participation in wage employment and in home and non-market production, increasing productivity at work, improving the skills of the labour force, improving employment opportunities, occupational mobility and earnings.

There is growing recognition that gendering all academic research in institutions of higher education will enhance the contributions made to society through higher education. With regard to population and food issue, research in the nineteen seventies indicated that development projects could be more efficient and successful if they involved more women. This resulted in the declaration of the International Women's Year in 1975 and subsequently, the UN Decade for Women and related activities since then. In the nineteen nineties, recognition that HIV is driven by gender inequalities and the subordination of women to men in African countries has highlighted the urgency of research in gender, gender gaps and gender oppression as a serious issue in higher education.

Women predominate in a number of economic sectors: women in African countries constitute 70-80% of the agriculturalists, but they may not have land rights or rights to the output of their work. It may be difficult, if not impossible, to increase agricultural productivity without taking into consideration in some detail how increased productivity will help women. If increased productivity is harmful to women, as is often the case where husbands will utilize surplus production to marry a second or third wife, the female producer may deliberately target lower productivity as a smart survival strategy.

Moreover, there are few agricultural extension programmes specifically targeted at women, so it is not known whether this gender-blind approach helps or impedes greater productivity.

Women also dominate markets in much of Africa, and in-depth research into this area will need to take gender into account. Small scale enterprises are generally known to generate more jobs than large scale enterprises as they may be more labour intensive. They are often regarded as the nurseries for the development of larger scale enterprises, yet there is inadequate research into the needs and dynamics of this sector. For example, the education, research, development, and training needs of women entrepreneurs are not generally known, because of inadequate research. Similarly, rural development depends a great deal on women, and their potential is not fully realized in a context where gender is ignored. There are fewer credit facilities for women, and there is little research into the banking needs of women agriculturalists or women entrepreneurs.

Institutional Context

Historically, many universities have operated with very few women, both as students and as researchers. African universities only incorporated the poor after independence when state subsidies were given to large numbers of previously excluded populations to attend higher education institutions. In many African universities, there are manifest gender gaps in the enrolment of students, teachers, lecturers, professors and managers. These institutions mirror the national profiles whereby governance and administration and management are male dominated. There may be regional variations and a few institutions such as women's colleges and university but in general, Africa still maintains gender-differentiated access to colleges and universities.

The lag in development in Africa is often indicative of the failure of African higher education to address issues of equity and access creatively through their research and development. Broad and fundamental areas of development such as food security, HIV and AIDS control and poverty reduction are necessarily gendered: failure to take into account the gender dimensions severely compromises the applicability of their research and development.

Gender research can be approached as a human rights issue or as a development issue. The two are intricately intertwined. The inability of the majority of women to access higher education may severely limit their potential as economic and political players. Lack of research into the gender perspectives of development may seriously compromise or even handicap planned development.

In addition, the institutions of higher education focus on teaching of predominantly male student bodies by predominantly male staff. Accordingly, the research agenda reflects the gender composition of these institutions, making them tangential to the development issues facing their countries and societies. Poverty, infection with HIV and AIDS and underdevelopment are feminised in Africa, placing institutions of higher education in a very precarious position where males with high education have to teach, research and provide community services to and for predominantly impoverished, female, rural populations, with whom they have little contact and about whom they have scanty knowledge. This reality raises the difficult question about the research functions of African universities:

- a) What research are they conducting?
- b) How do they gather research data or information relevant to their academic activities?
- c) Who gathers this research /information?
- d) How is this information/data interpreted and utilized?

These questions have been raised not only by feminist scholars and other women but also by Third World scholars reacting to the study of the Third World by western scholars and the study of poor people by privileged elites. In higher education, researchers have a choice in the types of research that they pursue. Therefore, there is room for enriching that research through gender training for improving research quality in institutions of higher learning. These questions still have to be addressed in higher education if research is to made more relevant, cost effective and efficient in solving development problems across the continent.²

² It would be interesting to find out the class profile of female students in African universities. Are they mainly poor, rural people or are they representative of the middle class?

Strategy Who should be our target population and how do they benefit from conducting gendered research?

- All researchers should be motivated to gender their research to improve its relevance, its coverage and its quality. Gendered research should be considered superior to gender-blind research, which indicates lack of awareness of the populations one's research draws upon and serves.
- Students at all levels need to be motivated to participate where possible, in gendered research in order to enhance their competencies, their understanding of the populations they serve and to enhance their skills in the job market where they will have to service and interact with both men and women.
- Managers of higher education institutions have to invest in gender research skills in order to develop policies in staffing, investment, promotion and rewarding staff in ways that assure their institutions of stability, productivity and competitiveness in the higher education arena.
- Donors and other partners who fund research have to be motivated to understand and incorporate gender issues in all research especially in science and technology.

What programs can be used to engender research?

Given the fierce independence of academics and other operators with respect to what, how and when, they teach, each institution will have to make appropriate choices about the levels of intervention it can sustain, and the human and material resources to be made available for research and research teaching and training. Below are a few areas of possible intervention:

- Course work can be used to teach research issues and methods at certificate, diploma, undergraduate and graduate levels. This can be made compulsory or elective with incentives for certification on completion of the course.
- Research projects that are funded by the institution and/or its partners.
- Higher degree research by individual students who desire specialized knowledge and competence in specific areas.
- Workshops and seminars for different categories of staff that enable them to improve the quality, relevance and publication of their research.
- Short courses and professional development courses for specific disciplines or operators in the NGO sector, industry and civil service whose attendance will enhance the value of the institutional gender inputs into research.

In pursuing the above routes for gendering research, it is imperative to ensure that the trainers or lecturers have appropriate skills and competencies and can make useful inputs into research as planned.

What Are the Issues Involved in Conducting Gendered Research?

The Context

Problems and issues usually manifest themselves within a context. Whether you are an engineer, teacher or doctor, you need to be able to understand the context in which your

research issues are located. You might need to engage the assistance of a specialist who can help you to construct community profiles, histories and other issues of race, class, gender, age, ethnicity and other characteristics that affect your research. Frequently, you will find that gender and other issues interlock and cannot easily be separated.

- Are you operating in an urban or rural area?
- Are the people rich, poor, middle class?
- Are they men, women, children or mixed?
- What are the daily round of activities in the area?
- Who are likely to be helped or harmed by your research/invention/technology?
- Who /which groups have reported approval and co-operation for your research/project/technology? Why?
- Who /which have expressed disapproval? Why?
- Who /which groups are silent, withdrawn and have nothing to say about your research/technology/invention? Why?

These are some issues that may help you construct a profile of the context in which you wish to operate. You need to know what is significant in the research community so that you are not unpleasantly surprised when your research is rendered irrelevant by insufficient awareness of gender or class dynamics.

In developing the theoretic framework that informs research, methods and interpretation, there is also the question of what is more suitable for an African, post colonial context. Balancing developments in international research and the requirements of donor agencies, with what is needed and can be utilized in a specific African situation is a delicate exercise. The requirements and criteria utilized internationally may constitute a very important input into an African milieu and may provide a new perspective. On the other hand, all too often, researchers may tailor their work to outside requirements. As a result their work may be regarded as irrelevant, and may be totally ignored within the country and region.

Your Position

Your standpoint as a researcher affects how and what you choose to research, how you choose to do it, who you choose to help you and when you choose to conduct your research. Below are some of the problems and issues raised by your positioning as a gendered person of a specific class, race, ethnicity, age and religion...

- Men often choose to research issues that are important to them, assuming that women and children feel the same way about these issues.
- In gender segregated societies, men and women do not occupy the same public spaces so men will usually be cut off from women and vice versa. As a researcher you might need to conduct research with a partner of the opposite sex to access the worlds of both men and women.
- Conducting research during hours when you are free but rural women are collecting firewood skews responses and biases in collected data by gender.
- Using a questionnaire in a country where the majority of women are illiterate might result in poor response or responses by young men who are often the ones who can read and write in villages and towns.
- Preferring to research people who are less accomplished, less educated, less

wealthy than you are also produces gender, class and other assumptions, biases and attitudes which affect the questions you ask, the answers you are given, the interpretations you place on responses and the solutions you suggest.

- Researching people more powerful, more educated and more influential than you are may also produce biases related to fear, over-identification, deference, unquestioning acceptance of their responses or envy of their power.

These are but a few examples of the issues arising from positionality in the conduct of research.

Gender Sensitivity and Gender Design and Methods

Secondary Data

The purposes for which you are collecting data will determine the array of research methods that you select. You might need secondary data, which have already been organized according to pre-determined principles and for other purposes. For example, in higher education, you might desire to collect data on student enrolment only to discover that the data are not gender-disaggregated. You might then have to use first names and schools attended as proxies and indicators for sex of student. If you have unisex names, try single sex schools as another proxy for sex of student.

Other sources of secondary data include journals, autobiographies, life histories, maps, photographs and supplementary physical traces of people's lives. Often, because secondary data have been collected for other purposes, it might be necessary to 'read between the lines' to deduce gendered and other meanings in the absence of primary data. Secondary data might be laborious but not impossible to engender especially when there is little time and few human and other resources. This would necessitate influencing your institution to re-organise their data collection methods to indicate sex of students or other characteristics that would enhance the gendering of data.

Primary Data

The collection of primary data presents the best opportunities to engender research. Primary data collection involves conducting fieldwork or experiments over time using a variety of methods such as surveys and observation. These might involve participant and non-participant observation, interviews, questionnaires and focus group discussions. The main advantage of collecting primary data is that they enable us to hear the voices behind the statistics, being able to get a glimpse of the human reality on the ground of what we are investigating. This primary data can also be used as quotations or stories to build stronger advocacy for change through various mediums for disseminating this information.

Listed below are the methods of data collection and the factors enhancing or diminishing their gender sensitivity.

i. Observation

This is usually carried out by one or more people and can be participant or non-participant on the part of the observer. It is dependent on full access to the desired groups and phenomena and depends on the skills and acuity of the observer and their ability to attach the same social meanings to observed behaviours as the people being observed. Through participation and conversation, deciphering and confirmation of meanings is possible and the quality of data can be enhanced. However, gender, social class and other characteristics can disqualify or 'shut out' a researcher if they are not socially accepted or appropriate as observers and as participants in everyday activities.

ii. Surveys

These are useful for gathering data within a relatively short time from a wide range of respondents. Surveys can be conducted through questionnaires or interviews.

- Questionnaires: a researcher or their assistant(s) administer them through the mail or personally. Mailed questionnaires assume literacy, availability of time, motivation and interest on the part of the respondent. They might exclude women or others with heavy workloads, poor literacy and little confidence in the value of their views. This research method is low on gender sensitivity.
- Mailed questionnaires can be answered by anybody even when they are not the intended respondents and there is little possibility for verifying the identity and authenticity of the responses. Thus, illiterate people could have their children or husbands fill them in, sometimes inaccurately and imprecisely, negatively affecting the veracity of responses.
- In respect of mailed questionnaires, the possibilities of non-response are high and only motivated people who are forceful or keen to air their views will respond. In many societies, women are not allowed to speak to or write to strangers. They might therefore leave the response to men who might not have the right information or ignore the questionnaires altogether.
- Questionnaires and interviews administered by a researcher are open to interviewer/interviewee dynamics that depend on gender, class, age, ethnicity and religion. In sex-segregated societies, interviews have to be conducted by researchers of the same sex, introducing intra gender biases. People often try to please, to present themselves positively and it is difficult to control for interpersonal dynamics, which determine the quality of the interview.
- There is usually a preference for interviewing important or prominent people or people living near roads, railways or other places. This leads to the exclusion of the marginal people such as poor women and men, children, the elderly and people with disabilities.
- It may be easier to follow the fads and fashions of particular disciplines by prejudging issues and 'seeing' issues that can help to secure donor funding rather than the interests of respondents or particular groups.

iii. Interviews

As indicated for administered questionnaires above, interviews may present problems of interviewer's gender, class, race, age and other bias. In addition, interviews depend on rapport being generated between the respondent and the interviewer.

The interviews and participant observation methods are time consuming, costly and dependent on skilled administration by the researchers. It means that there is room for gender bias unless a conscious effort is made to mitigate the possibilities of gender and other biases.

iv. Focus group discussions

Focus group discussions are used to gather data from a range of people through social conversations in which different people are allowed to bring their thoughts to bear on a specific topic. In these discussions, dominance problems, which might blunt the sensitivity of these discussions, may be experienced. For example, confident people may speak out more often and to the detriment of more retiring people. In addition, poorer women and men might speak less often and less confidently than richer people and these subordinated people might in turn, not be listened to as readily as their empowered counterparts if the facilitator is swayed by the statuses of the confident people. Men in focus groups may speak more readily than women. Age differences can also play a role in the participation levels of participants.

v. Triangulation

To circumvent these disadvantages and weaknesses in the sensitivity of different methodologies, triangulation may be necessary. Triangulation is a process whereby different methods are combined in order to minimize the errors and lack of sensitivity of specific methods. Thus, observation might be used in addition to interviews, focus group discussions, secondary data collection, case studies and historical studies.

Interpretation of Results

The interpretation of results is a process that is fraught with gender and other biases. Interpretation involves assigning meanings to observed phenomena. Care has to be taken to explore various meanings rather than accepting the most convenient interpretation that might be biased by gender, race, class, age and other factors.

The interpretation of research results determines the uses to which the research is lent. Gender biased research produces gender biased research results which mislead policy and programmatic interventions, resulting in increased gender gaps or conflict and other problems.

Institutionalizing Gender as a Dimension in Research

In your institution, you could explore the possibility of securing resources for training researchers in gender-sensitive research. This could be done through various mechanisms

such as those listed below:

- Establishing a teaching and learning center in which peer review of research is carried out to ensure that the research is gender sensitive.
- Holding periodic seminar within departments and faculties where the gender sensitivity of research can be assessed through normal and accepted academic interaction.
- Incorporating the criterion of gender sensitivity for use in the processes of review through journals, occasional papers and other publications in which academics disseminate their research findings.
- Incorporating gender as a dimension in all research projects funded by your institution and its partners.

Dissemination of Research

Good quality research often ends up on shelves where they are not used, except by a few students and fellow researchers. It is important to include a plan for the dissemination of the research. In doing so, it is necessary to identify the target audience, and why the research is important for them. Different audiences can be identified, and may include:

- Fellow researchers and academics;
- The general public;
- Policy and strategy decision-makers;
- Students;
- Institutional partners, including NGOs, women's groups, donors, etc.

The reasons for disseminating research may also vary. Many academics undertake research with a view to future promotion. Others may be interested in influencing development, or changing public opinion. The identified reasons will influence the form of dissemination. Radio and television may be highly suitable for reaching the general public, whereas an academic journal may be more suitable for an academic audience. A newsletter may be better for institutional partners.

One important form of dissemination today is the internet, which is now a powerful dissemination tool to reach the young as well as the academic world. The internet can allow you to reach an international audience very quickly.

Part of the ways in which gendered research also distinguishes itself by including some form of intervention for the researched group so that they too can benefit from the work. This is part of being socially responsible, giving something back to the community from which you got the data.

Activity 5A

Identify a possible research topic; write down the objectives of the research and its methodology. Discuss in small groups about the feasibility of conducting the research.

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Module 6

Faculty and Support Programmes



Module 6

Faculty and Support Programmes

Expected Outcomes

Support for faculty and students to develop and use gender-related programmes to improve the teaching and learning processes and environments.

Faculty and students are equipped with skills to teach and learn about gender within the institutions of higher education.

Strengthening gender-relevant activities that will generate teaching materials for use within the classroom and in outreach activities within institutions of higher learning.

Improvement of the gender climate in institutions of higher learning by training and supporting staff and students who need to understand gender issues and their relevance to academic and vocational life in institutions of higher learning.

Institutional Context

Faculty and support programs that help staff and students to understand gender issues in higher education are important in the process of making teaching and learning relevant, useful and democratic. Faculty and student training often take place within and outside Africa. Within Africa, there is limited capacity within institutions to develop and institutionalize gender issues in ways that have a positive impact on teaching and learning. The African Gender Institute at the University of Cape Town and the Gender Institute of Makerere University are making headway in developing the capacity and resources for training in gender issues through the range of programs that they offer. Yet there is still great need to develop these capacities throughout the continent. It is the responsibility of management, administration and academics to develop these capacities and to institutionalize them, taking into consideration the individual contexts and constraints of higher education institutions.

In many African institutions, gender issues are treated in a cavalier manner and are often undervalued or dismissed as concerns of westernized women. While donor and partner institutions and programs increasingly incorporate gender requirements in their operations, African higher education institutions have been slow to recognize and utilize their existent competencies for the benefit of their programs. This weakens the programs and qualifications of African graduates because they are unable to understand, confront and resolve the gendered problems of poverty and underdevelopment within their populations. Within the scientific and technical areas, there is very little interest, understanding and appreciation of the relationship between gender, science, technology and development.

Faculty and student support programs are necessary to enable gender issues to be incorporated into the daily business of institutions of higher education in research, teaching and outreach activities. This has to be done in ways that have social, economic and political impacts that will in turn strengthen the demand for gender programs in higher education.

Activity 6A

“ Science has no gender.” Would you agree with this assertion? Are there some disciplines in the sciences and technology, which have no gender issues? Discuss how they can be gendered.

Problem Statement

Faculty and student support programs are critical for developing gender competence within institutions of higher education in Africa. Increasingly, it is expensive to fund training outside Africa and many academics were educated before gender issues became recognized as key areas of competence in the teaching and learning processes. Continuing gender education and training is critical for faculty in order to optimize the costs and benefits of education to men and women in higher education. African education institutions lack the capacity to acquire and develop skills and competencies to tackle the gender problems in their environments, namely, the near-exclusion of women, poor students and minorities in science and technology education and development, the reluctance of men to participate in gender education and activities and the poor development of science education for girls, women and the poor in Africa.

Context

- In African institutions of higher education, there is a climate of hostility towards the exploration and discussion of gender issues.
- There are very few women heading and managing institutions of higher education, especially in science and technology areas.
- There is a notable absence of women as students and as teachers in scientific and technological areas.
- There is virtually no recognition of gender dimensions of development outside the humanities and arts in African higher education institutions.
- There is gender violence in many institutions of higher education.
- Due to the gender relationships, politics and institutional climates in higher education, there is relatively high infection with HIV and AIDS amongst teachers and students especially in Southern Africa
- There is a dearth of relevant literature that can be used for teaching and learning on gender issues in higher education and below.
- It has proved difficult to attract and retain qualified female academics and graduates because of the hostile gender climate of the higher education arena.

Responses to the Problems

From the beginning, it is necessary for the leadership of higher education institution to take a leading role in recognizing and legitimizing gender issues and their relevance to resolving

development challenges in Africa. This can be accomplished through the following measures:

- Creating and sustaining awareness of the importance of gender in the teaching and learning environment.
- Making commitments to improve faculty and students' understanding of the gender issues in higher education.
- Providing institutional and related support programs to fund, sustain and legitimize gender concerns in higher education.

In pursuit of the measures referred to above, there will be a need for synchronization of the programs and activities in the context of a gender policy. Where there is no gender policy in existence, there might be need to conduct a small gender audit of the institution. The audit might focus on the following issues:

Teaching

Is there a unit, center or department dedicated to teaching women's and gender studies across all disciplines? Is the teaching of gender studies confined to a few departments or faculties? Which ones have no gender studies? Why?

What is the ratio of male to female academic staff at all levels, ranging from tutors, teaching assistants to professors?

What are the necessary steps for an academic to move from one grade to the next? Are these steps equally achievable by men and women? Are the guidelines clear and widely known? Is there equity in the implementation?

What is the gender content of teaching material in all departments? Does it appeal to and is it equally accessible to men and women? Does it address the needs, aspirations and contributions of men and women to society? Is the contribution of women to knowledge production in the different disciplines acknowledged /affirmed in the lecture halls in terms of content and assigned readings?

What teaching competencies exist in the area of gender? Do mechanisms and incentives exist for men and women to acquire these competencies if they do not have them?

What courses are available to students who might desire to acquire gender competencies? Is there any incentive or compulsion for teachers to develop such courses for students?

To what extent is the classroom space gendered? Who sits where? Attention must be paid to readings on seating arrangements and groupings and what they signify. Who participates more in class?

Are the classrooms and laboratories safe for women?

Is language use in the classrooms sexist? Are sexist jokes made?

What is the common mode of pedagogy, transmission or interactive? Interactive appears to be more empowering to women.

Research

What level of competence and skills do staff have to conduct gender research?

What funding exists for gender research to be undertaken within the institution?

Are there any training courses or programs that address gender issues across disciplines in institutions of higher education?

Is there any unit, center or department that is dedicated to teaching and researching gender issues in the institution?

Community

Is there any voluntary gender activism on campus by students and academic faculty? Is it supported by the institution? How?

Are there any gender-sensitive measures to support faculty and students in their community lives on and off campus? Is there a dean or officer for male and female students or are they all supposed to be catered for by one officer/dean? If these measures and activities do not exist, you need to find out why not.

Are offices in student and faculty governance accessible to men and women equally?

Does the institution host or support public debates or activities on gender issues?

Is the institution involved in any activities and initiatives in collaboration with others, in the areas of gender and teaching, learning and related activities?

Exploring the issues outlined above provided entry points for intervention to provide faculty and support programs that further the gender agenda.

What Should the Support Programs for Faculty Cover?

Support programs for faculty could cover the areas in teaching, research and community service.

In teaching, the following faculty support programs could be considered:

- Scholarships for post-graduate students and faculty to pursue courses in the areas of gender in their disciplines, particularly in science and technology.
- Provide short courses to all faculties on women's and human rights, gender awareness and gender sensitivity as part of continuing education in institutions of higher learning.

- Scholarships and support for women and men for doctoral studies in the ratios of 2:1 depending on the findings of the audit. The point is to provide support for the disadvantaged gender, taking into account their constraints such as the inability to study abroad with a young family or mid-career spouse.
- Strengthening women's and gender studies in all faculties by training focal persons who take the responsibility for pioneering and monitoring the processes of gendering disciplines, curricula and research. This activity might also boost understanding of the mechanisms by which exclusions by gender, race, class, age and ethnicity operate in institutions of higher education.
- Award prizes and other forms of recognition for individuals, departments and faculties that excel in gender research.

Research

- Fund research and publications, which popularize and inform the public on the gender agenda of the institution and its performance.
- Train academics in the packaging and publication of gender research in ways that makes it accessible to different sectors within and outside the higher education area.
- The persistent absence of gender in the curriculum of the “hard” sciences is noticeable. Academics in the sciences do not seem to know how to introduce gender into seemingly neutral disciplines like chemistry and physics.
- Raise funding and award research grants and prizes for researchers producing distinguished work on gender in specific disciplines.

Community

- Fund public debates on gender and popularize these debates by selling rights to them to television and radio stations, magazines and other media, thus raising the profile of the institution.
- Strengthen anti-violence ordinances and regulations to support academic staff in their gender work.
- Promote student and staff groups that deal with gender issues so that they can improve the teaching and learning environment and reduce gender violations in institutions of higher learning.
- Promote policy dialogue on gender between institutions of higher learning, the state and other stakeholders.

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Module 7

Student Access and Retention



Module 7

Student Access and Retention

Expected Outcomes

1. Better understanding of the structure and processes of student poverty in institutions of higher learning and how they affect student retention and performance, with special focus on women students;
2. Developing gender-sensitive pro-poor indicators for use in facilitating resource allocation for teaching and learning
3. Utilizing and continuously reviewing student poverty and gender-sensitive pro-poor indicators according to changing trends in poverty;
4. Sensitising academics, managers and administrators to ways to adjusting to student poverty in a gender-sensitive manner;
5. Improvement of access and retention for women students;
6. Establishment of support systems for vulnerable women students.

Institutional Context

African universities have predominantly been designed as residential, full-time institutions where young people undertake studies. At independence, the model was altered in the interests of improving access, resulting in increased enrolments by students from previously disadvantaged backgrounds. The disadvantaged groups included women, minorities and some of the poor. As development stalled in the seventies, higher education became more distressed, resulting in drastic measures to adjust economies and politics.

Students are increasingly distressed, as structural adjustment and economic stagnation have negatively affected economies. This has resulted in the reduction of state subsidies to higher education and greater efforts towards cost-recovery. Such measures have reduced access to higher learning for the poor and increased the inequalities by class, gender, ethnicity and other factors. The growth of private institutions in higher education also facilitates the exclusion of poorer students. The increasing divide between the rich and the poor has created social cleavages that facilitate dissatisfaction by the poor and produced social instability.

Many universities are located in urban areas where there is high pressure for land, transport, accommodation and other services. Those in the smaller centres also suffer from scanty and underdeveloped infrastructure, capacity and access to other resources that are necessary for effective academic interaction. The pressure to increase enrolments after independence created other difficulties such as inadequate staffing, state financing, provision of sanitation, housing, books and other teaching resources. This marked the deterioration of the quality of students' educational experiences, teaching programmes and higher education in general. Many students from affluent backgrounds left national institutions for the west or for private tuition. The brain drain by qualified academics also occurred simultaneously, resulting in national institutions of higher education catering increasingly, for the more desperate students with fewer options.

Regardless of the privatization and increased costs of higher education, demand by the poor and other sectors of societies, still outstrips provision and access, resulting in the poorest, particularly women, continuing to be excluded from higher education. The deterioration in the quality of secondary schooling concomitant to the dwindling of economic support results in institutions having to manage and upgrade under-prepared students who are poor and disadvantaged and unable to make optimal use of tuition and other support services offered in these institutions. There is therefore need to develop pro-poor indicators that are gender-sensitive, within which institutional reform and restructuring can occur and deliver the expected outputs in higher education.

Problem Statement

Gender discrimination continues to erode the effectiveness of higher education in fostering development. The failure by most African governments to meet the Millennium Development Goals in education is worsened by the fact that the majority of unschooled people in Africa are women, particularly the older ones. There is very limited provision for secondary and higher education or adult literacy and continuing education for older women and men who might have missed out on education because of poverty. In contrast, many non-African countries have a wide array of courses available to adults who missed out on education in their youth. Former communist countries as well as OECD countries provide many opportunities for “catch-up” education and training courses through community colleges.

Within educational institutions, the policies for granting aid and supporting students to succeed in their studies have little or no sophistication and do not differentiate between poor and non-poor students. The blanket grants/loans programmes through state funding encourage institutions not to develop internal indicators that can help poor students who are often under-prepared for higher education, to succeed. This results in dropping out, repetition of years, under-achievement and under-performance and alienation of poor students, particularly women. Often, these students do not continue to further their studies, full or part-time because of their negative experiences in higher education. This leads to loss of talent and resources that could have been channelled into development of institutions and nations.

Poorer men and women students are less mobile regionally and internationally and are more likely to retain commitment to their institutions. Therefore, there is a greater possibility of reducing unit and general costs in higher education by aiding poorer rather than rich and middle class students to finance their studies and to recover full education costs from the richer students. This would reduce pressure on institutions while supporting cost recovery, which would in turn lead to the increase in financing and improvement of the quality of the institutions. Developing pro-poor indicators that are gender sensitive is one of the steps necessary for developing a sustainable, equitable and just system of higher education. Many studies have already indicated how students are coping with poverty in different higher education institutions.¹ Below is a list of some of these manifestations and indicators of poverty. You can add on to the list or discard those that do not apply to your institution. In addition, you can refine them by asking your students to develop a list of these indicators by gender, age, class, race, ethnicity and religion.

¹ A study done by the Institute of Development Studies in Zimbabwe entitled the *Zimbabwe Human Development Report 2003 Redirecting our responses to HIV and AIDS (2003)* shows the extent to which secondary school and university students indulge in transactional sex in order to obtain bus transport and food.

Known Indicators of Student Poverty in Institutions of Higher Education

Some of the known indicators of student poverty are:

- Ignorance of and inability to afford or access advice on career possibilities, institutional offerings, prerequisites for specific programs and demands of programs.
- “Squatting” on campuses by students with no entitlement to residence, food and other resources due to inability to afford transport, food and shelter on and off campus.
- Theft and mutilation of books, journals and other resources due to high competition for or inability to afford books, stationery, computers. There is often no access to libraries and other teaching and learning resources on and off campus.
- Shoplifting and theft of money, clothes, food and books from other students' rooms and public and common spaces on campuses.
- Transactional sex and overt or covert sex work with taxi drivers and touts, affluent people, tourists and diplomats by male and female students off campus.
- Involvement in transactional sex, overt and covert sex work by students on campus in exchange for good grades, access to texts, food and accommodation.
- Vending and trading of shoes, clothes and other commodities from residences, offices and university spaces during lecture and study time.
- Dropping out by students citing inability to pay tuition and other fees.
- Preference for 'low risk' and traditional programs with the lowest financial costs, shorter completion times and high pass rates.
- Insufficient consumption of food and consumption of starchy, low calorie food some of it prepared and sold under unsanitary conditions.
- Poor dress, grooming and hygiene by students living in unsanitary, transitory and unsatisfactory accommodation.
- Inattentiveness, sleepiness, late or non-attendance of lectures, tutorials and other learning sessions due to poor living conditions.
- Intolerance for course work that is demanding, non-examinable or/and for enrichment and intellectual stimulation.
- Overt expressions of deprivation during times of conflict, civil disobedience, demonstrations and distress on and off campuses.
- Non involvement in sports, extramural, civic and associational activities which might demand time and financial expenditure while enhancing self-esteem, exposure to governance, participation and citizenship on and off campus.
- Corruption and embezzlement of student funds by student executives whose competition for leadership and governance positions is motivated by financial gain.
- Membership in cults, gangs and other organizations that afford poor students opportunities for expressing forms of hyper-masculinity and accumulation in environments characterized by poverty and gender distress of varying forms within and outside institutions of higher education.
- Extortion of money and other resources by cults, gangs and other criminal organizations that attract distressed students and prey on disempowered and poor students.

However, there are gender differences in the indicators of poverty. Some indicators may more appropriately apply to men than to women and vice versa. In order to make your indicators more gender sensitive and pro-poor, you will need to involve different players for example, Dean of Students, Hall Wardens, Staff Advisers who deal with student issues. In this process, you will need to engage these players, on the basis of their experiences with student issues on how poverty manifests itself by gender in your institution.

Activity 7A

Identify the 5 most important indicators of student poverty in your institution. How can your institution set about dealing with these challenges?

Lack of Gender Disaggregated Data

There is generally inadequate gender disaggregated data, covering not only enrolment, but also social and economic background, academic achievement, accommodation and participation in extra-mural activities. Strengthening communication and information systems can make it possible to minimize dropouts and sexual harassment. For example, implementation of appropriate legislation can be undertaken if data analysis identifies specific points for such intervention.

However, the lack of data makes it difficult to identify accurately or quickly, areas where women students are facing problems, whether this is in certain disciplines or under certain living conditions. The lack of data also makes it difficult to measure women's levels of participation and performance and identify students who are experiencing problems promptly.

Some areas where information is needed include:

- Gender imbalance at admissions. Fewer women are admitted, and admission may vary according to disciplines. Data availability will make it easier to devise appropriate interventions such as linking up with girls' secondary schools or providing bridging course in science and technical subjects.
- The types of accommodation available to women, and the disadvantages of such accommodation. For example it may be more difficult for women than for men to find off-campus accommodation, which is safe and secure. Women students with children may be the most badly affected.
- Indicators of problems, such as absenteeism, failure to do assignments, illness, etc.
- Achievement levels as well as areas where women are facing learning problems;
- Drop out rates and the reasons for dropping out. Women may face marital or pregnancy problems leading to them dropping out. However there is little data on this.
- Sexual harassment reports. These are not collated or disseminated, so that it is difficult to organize suitable interventions to support victims, or to minimize dangers.

Points of Entry in Developing Pro-Poor and Gender Sensitive Indicators of Poverty

Pro-poor and gender sensitive indicators need to be developed in the context of institutional gender and general policies such as those for career guidance, selection into programs, admissions, registration, financing, residential entitlement, access to remedial and other teaching and learning resources, health services and recreation. Where such policies are in existence, it is necessary to examine them in order to determine points of entry for intervention. In many cases, institutions may have vague policies relating to disadvantaged groups rather than poor people, women, people with disabilities, ethnic minorities, war veterans or other people who have been historically disadvantaged in accessing higher education. You then have to give flesh to these statements in your institution.

Activity 7B

Conduct a study of problems encountered in dealing with the following in your institution. You can do this through desk studies of institutional records supplemented by key informant interviews amongst academics, managers, administrators and students who are involved in adjudicating issues in these institutions. You can start by looking at the following specific factors:

- demand, access, equity, support and other factors influencing admissions,
- retention and performance of various groups
- gender, ethnicity, class, age, bodily ability and any other factors that are related to access, admission, retention and performance.

Then conduct a trend analysis by examining these processes over five years. This exercise provides a starting point for developing interventions for developing pro-poor indicators that are gender sensitive in higher education.

Programme Areas for Intervention

i) Career guidance prior to admission into higher education

While secondary education may not be available to large numbers of poor people, especially girls, there are some rural and urban schools for poor children, which could benefit from support by institutions of higher education. This is an area for intervention since many poor students decide on careers on the basis of financial and social criteria that may not optimize their abilities. It may be necessary to liaise with secondary schools in poor rural and urban areas to promote orientation and support the study of science and technology subjects by able girls and poor students by apprising them of opportunities and providing them with social and moral support for their choices. In many countries, poor students and women end up enrolling for teaching or nursing because these are the only careers they know about and for which they are paid even when they are still in training. It is to these groups of poor high achievers that support for higher qualifications should be targeted. This can be done through holiday camps for science, mathematics and other areas in which poor students and girls are not sufficiently represented.

ii) Registration for colleges and universities

This is an important area for intervention especially in those countries where colleges compete for students. Students should indicate their socio-economic standing so that their economic needs can be assessed. This could be undertaken by assessing the school they attended, the sponsors who have come forward to vouch for their loans, etc. This form of means testing helps to identify and target needy students and to assist them. Accordingly, a formula or quota can be agreed on the basis of the levels of difficulty men and women face in accessing higher education.

During registration, it is often easy to recognize problems of course choice due to poor or inadequate knowledge of available offerings or possibilities. Sometimes, students desire course changes when they feel more confident or have obtained information that they lacked previously due to poverty and deprivation of knowledge. Such information should be collated in the process of determining the numbers and magnitude of such problems and how they affect different genders, age groups and ethnicities.

iii) Availability of learning materials

Frequently, poor students have little exposure to libraries, books, computers and laboratories and have difficulties with reading, research and other skills when they are admitted into higher learning institutions. They might have to use their loans to support siblings and parents. Therefore, there must be institutional safeguards that enable them to cover their basic needs. For example, access to accommodation on campuses, availability of institutional meals and libraries is critical for students' success, especially for women. When women stay with relatives or in lodgings, they tend to be overloaded with housework and domestic chores, which interfere with their academic work. Such students need to be allocated accommodation on a quota basis so that they can concentrate on their work. On many campuses, women students have double workloads, at home and at their institutions. Residential accommodation eases the burdens on them significantly.

Access to books, computers and other resources is usually organized on the basis of gender groupings. Male students constitute majorities on many campuses and can monopolise and circulate books and other resources amongst themselves, cutting off women students from these resources. The organization and distribution of these resources need to be gendered such as through installing computers in women's residences, operating reserve and short-term borrowing on a roster to enable all needy students to access scarce resources equitably by gender, class and other bases. The severe shortage of textbooks in most African tertiary institutions can be tackled by having libraries stocked up with multiple copies of key textbooks, and by providing low cost photocopying facilities on campuses.

iv) Safety and security

Safety and security are very important for women students. They run the risk of sexual assault and rape on campus, in residences, on public transport, when walking home and when using libraries, especially at night. Campus security also needs improvement because there are risks

of and actual sexual assaults recorded on many campuses. Lack of cars or safe transport is an income issue and poor women students need better security and safety on and off campus. Poverty compromises women students' security more than men's, especially when there is a shortage of affordable, safe, secure and good quality transport.

There is need for developing adequate and gender-sensitive security audits on campuses so that the security arrangements take into account the gendered manifestations of insecurity, theft, assault, rape and general gender violence. For example, security shuttles could be mounted to escort women to specific spaces and men could be forbidden to access women's toilets, bathroom areas and laundry areas.

Shuttles dedicated to students at specific times could be mounted to allow female students to access safe, secure and affordable transport so that they do not have to struggle for transport with other travellers. This could reduce transactional sex with affluent people, transport operators and providers. However, women students can also undergo courses in self-assertiveness and self defence as social survival skills. This in recognition that even when special services are provided, they too have their limitations

v) *Part-time and temporary employment for students*

Unlike in the United States, where there are many opportunities for part-time and temporary employment of students, organized by tertiary institutions themselves or by neighbouring private enterprises, there are few or no such opportunities for students in most African countries. Yet the need for students to earn some income may be greater in Africa than elsewhere: students from poor families often find themselves in the position of supporting their parents and their siblings. Their loans and scholarships may be utilized for such support instead of for feeding themselves or buying textbooks. Programmes which will enable students, particularly indigent students, to earn enough money to support themselves, are urgently needed and should be initiated by tertiary institutions in collaboration with the state, with private enterprise and with donors. Such work programmes could be done during the long vacations, and could be linked to the training they are receiving, for example, medical students working in hospitals, education students in schools, engineering students constructing infrastructure in remote rural areas.

vi) *Entrepreneurial programmes*

Many poor students are involved in entrepreneurial undertakings to support themselves on the campus such as selling clothes, food items, sewing, providing body care services. Entrepreneurship programs on campuses should be organized to avail poor students opportunities to conduct their businesses in an organized, professional manner and without being a nuisance to other students and staff.

vii) *Monitoring of poor students*

To minimize wastage, it is necessary to have a monitoring system and financial and other aid to poor students so that they do not drop out of their courses. If they have to drop out, there should be measures to ensure that re-entry is not difficult especially for female students who have care obligations to sick or other relatives who need care.

viii) *Sports and recreation*

Poor students may not participate in sports and recreational activities, partly because they may lack the time to do so. Sports and recreational activities should be encouraged, not only for the physical benefits they offer, but as possible career options and opportunities to earn incomes for poor students with sporting talents.

ix) *Student governance*

Student governance needs to be democratized to afford poor students, particularly women, the right to participate in campus life. Quotas, residence and program-based representation could be developed so that males do not dominate every aspect of campus life. Student elections also need to be organized so that they are devoid of the violence, which inhibits participation by females.

x) *Outlawing cults and gangs from the campus*

Cults and gangs should be outlawed on campuses and extortion or exploitation of poor students severely punished.

xi) *Sexual harassment*

Gender policies that penalize sexual harassment and gender violence should be implemented to empower the poor and women students to protect their own interests and advocate their own causes. The policies should be well publicised and the redress mechanisms should ensure safety and security for the complainants.

Activity 7C

Work out which are the five most important interventions to improve student welfare and retention in your institution. How would you go about instituting such interventions?

Expanding Boarding Facilities for Women Students

There is a dire shortage of boarding facilities for women students, particularly for women with special needs including women with babies. There is also resistance to expanding or establishing such facilities. Data is needed on facilities available for conducive working and learning environments for women students, including accommodation, child care, distances between buildings so that women students are protected from attack, poor lighting. There is also a need to investigate the interactions between government and private suppliers of accommodation and the impact that has on the affordability of student housing. In some African countries, student-housing supply has been handed over to private providers.

Support Systems for Vulnerable Women Students

Presently most African higher education institutions do not have a special office or dean in charge of women students, whereas such offices exist in some western universities, such as the University of British Columbia. African tertiary education institutions should seriously consider the establishment of such an office, to enable them to focus better on women's needs, particularly on the needs of lower income women. Such an office can handle issues like sexual harassment, pregnancies, reasons for absenteeism and dropping out. Women students are known to drop out because of financial, maternal, marital or other gender/social issues. There is at present no structure to support women facing such problems.

Such an office could also carry out research on the reasons leading to low participation and high dropout of women students. FAWE has identified the lack of mentors, role models and self-confidence as some of the reasons for low participation and high dropout rates. Such an office could provide support programmes in the form of workshops and networks which would assist women students.

Women who drop out can be supported by catch-up programmes, which will enable them to return to their studies after their pregnancy. Such catch-up programmes could be based on distance education.

Conclusion

This module has added the variable of poverty and the impact it has on the already vulnerable women students on campuses. Learning to understand the needs of poorer students, in particular poorer women students, can better inform the policies and practices of universities in providing adequate and affordable services and infrastructure to produce a conducive, encouraging, enabling learning environment.

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Module 8

Gender Violence and Sexual Harassment



Module 8

Gender Violence and Sexual Harassment

Expected Outcomes

1. Staff and students sensitized about gender violence and sexual harassment in institutions of higher education and equipped with the skills necessary for reducing and eradicating gender violence and sexual harassment.
2. Staff and students educated about the negative effects of sexual harassment and gender violence on teaching and learning in institutions of higher education.
3. Institutions motivated to conduct research, teaching and training on gender violence and sexual harassment.
4. Management of staff and students better equipped to handle issues of gender violence and sexual harassment.
5. Staff and students empowered to resist, report and facilitate the sanctioning of staff and students who are responsible for sexual harassment and gender violence.
6. Incorporating issues of gender violence and sexual harassment into institutional gender policies and programs.

Definition of Sexual Harassment

Gender-based violence is defined by the UN in the *Convention on the Elimination of All Forms of Discrimination against Women*, CEDAW as '...any act that is likely to or results in physical, sexual or psychological harm or suffering to women, including threats or acts of ...coercion, arbitrary deprivations of liberty... private or public... in the family, community.' Included here are such actions as battery; rape; sexual abuse of children; dowry violence; genital mutilation and other traditional practices that are harmful to women; harassment and intimidation at work and in educational institutions; trafficking in women; forced prostitution and state-sanctioned violence against women.

Sexual harassment has been defined in terms of the subjective experience of the person targeted by the behaviour and by the degree to which the behaviour was unwelcome and unwanted by that person. It covers a broad spectrum of sexual violations and its usage may vary to include or exclude forms of violence such as rape and battery, which are usually recognized in many laws.

In academic contexts, gender violence takes specific forms, which affect men and women's struggles and chances for attaining academic qualifications and jobs. Cultural contexts flavour what is legitimately accepted to be gender violence and what is not. The definitions are based on varied cultural contexts and their resonance will vary according to the structures and cultural locations and practices of institutions.

What Types of Behaviour Exemplify “Harassment” and “Gender Violence” in Institutions of Higher Education?

- Demanding sex in exchange for good grades, a job or promotion to a higher grade.
- Sexual assault of students or staff during academic consultation.
- Sexual bullying by attacking the dress and commenting on the bodies of staff and students.
- Sexualizing the work or classroom environment by referring to students as 'wives', using specific students as examples on sexual issues, expressing wishes to perpetrate sexual acts on colleagues.
- Scratching students' or colleagues' palms, patting their bottoms or grazing their breasts in classrooms or corridors.
- Collective assaults on women staff or students, defacing election posters with sexual messages or humiliating students during induction, orientation or lectures with sexual talk or jokes.
- Placing sexually abusive messages, pictures and comments about students, staff and others without their consent through IT facilities within and outside the institution.
- Coercion of women to seek protection from male predation by cults, brotherhoods and other bodies on campuses.

These are some examples of gender violence and sexual harassment. They are not exhaustive and you might add on to this list using experiences from your institution.

Activity 8A

1. List examples of sexual harassment in your institution.
2. What are the present systems for reporting sexual harassment (a) of students by staff; (b) of staff by staff; (c) of staff by students? Are such reports frequently made? If not, what are the reasons for it?

Institutional Context

Institutions of higher education are grappling with issues of justice, fairness, gender equity and democracy. The education and training of students take place in multicultural and multi-ethnic environments where student from different social, economic, age, gender, class and religious backgrounds mix in pursuit of learning. The productivity and quality of teaching and learning in educational institutions is affected by the gender climate that is created in these institutions as all these diverse people interact frequently.

Predominantly, students in colleges and universities are between 18 and 25 years of age and are in their youth. This fact affects the expectations, knowledge, behaviours, attitudes, learning patterns, emotional and social intelligence of the students. Many students are raised in patriarchal cultures where their gender expectations may be in direct contradiction to that encouraged in colleges and universities. For example, in patriarchal societies, men may regard young women as 'prey' and the rituals of courtship may involve some coercion,

exclusion from social and political activities, disparaging of vocal or activist women on campuses and decrying the disciplining of violent staff and student men.

In addition, campuses tend to be male-dominated, creating male-tolerant cultures and environments, which sometimes tolerate, encourage and /or condone gender violence and sexual harassment. In turn, the male-dominated environments in higher education encourage transactional sex between dominant men and subordinate men and women, in the context of confusing and vague authority, transparency and accountability structures. In some cases, gender violence also undermines institutional authority and standing as when cults, gangs and other structures of organized gender violence paralyse institutional structures.

Institutions of higher education produce the most skilled and valued human resource power and this human resource base has to have value added to it not only in terms of technical or disciplinary competence but also in attitudes, values and behaviours. Students from higher education institutions graduate into higher positions of authority and leadership in various economic, social and political fields locally, regionally and internationally. However, the presence of sexual violence or harassment can only hinder or compromise women students' abilities rise to higher positions of authority or leadership, be it while they are in university or when they go into the workforce.

Sexual harassment and gender violence may also render institutions of higher education less attractive as workplaces for people, particularly women, who may feel unsafe and violated in these institutions. This perpetuates the skewed gender figures in many institutions of higher learning. Therefore, sensitizing all stakeholders to the consequences of gender violence is helpful for them in their everyday conduct and career choices, as well as in their personal attitudes and behaviours at work.

Economic problems also exert enormous pressures on students, making them violent or docile in the face of social challenges. In dual sex societies where men and women seldom mix outside the family or where students attend sex-segregated schools, gender violence and sexual harassment may occur when males meet women outside family structures. The pressure on men to succeed in terms of achieving a status of dominance, may present opportunities for men to prey on vulnerable women. Another trigger for this kind of behavior can arise from the alienation of male students who may be unable to afford to finance dates, outings and consumer goods for female students in their cohorts. This may foster destructive gender politics between young male students and older male staff, poisoning the gender climate for all players in educational institutions. Young male students may also be hostile to female staff.

In general, the gender climate in institutions of higher education is affected by the sexual interactions between all players, men and women in these institutions. Gender violence may accompany the academic competition for grades, for status, for promotion, for recognition and all these issues need to be addressed in all institutions since they constitute a state and unstated part of higher education politics.

Another reason adduced for gender violence is that it is a feature of societies which are in transition, that those that are have just had civil wars, apartheid, military rule, etc. In such societies, gender violence is not uncommon.

Framework for Fighting Gender Violence and Sexual Harassment

Ideally, gender violence and sexual harassment may be addressed as part of an institution's gender policy that protects men and women as workers, students and in any other function in institutions of higher education. It may be possible to develop a gender policy first, although this may be a time-consuming process. In such cases, it is possible to follow the steps outlined in the module for developing a gender policy. It is within this gender policy that a specific section on gender violence and sexual harassment will fit.

In some institutions, there might not be any gender policy and it might not be possible to develop and implement a fully-fledged one. In such instances, it might be necessary to use ordinances and regulations supporting the right to education, the right to access instruction, safe teaching and learning environments, academic and social support, safe work environments without any threat to physical, social and emotional integrity of the worker, etc. International Labour Organisation (ILO) conventions, national constitutions and codes from workplaces may be used in this context. It may also be necessary to develop a sexual harassment policy in the context of a general gender policy, which tackles workplace and classroom violence.

Image and Culture of Sexual Harassment

One of the problems encountered within institutions of higher education is the image amongst young, immature and frustrated male students of the sexual harasser as a “hero” who defies authority, and one of the ways in which he defies authority is through the disrespectful, and sometimes violent, treatment of women, whether these be fellow students or lecturers. This “macho” behaviour is fuelled by the fact that within these institutions, and indeed within the society as a whole, young males from poor urban backgrounds are not able to date fellow women students as they lack the economic wherewithal to compete with older, middle class, often married businessmen, who frequent the campuses and date young women students. This phenomenon known as the “sugar daddy” syndrome, results in young women students finding sexual partners from outside the campus who are able to fund them with both basic needs such as food as well as with luxuries. The percentage of young women who have “sugar daddies” is not known, but is estimated at almost half the women students in one focus group discussion with women students from the University of Zimbabwe. Student poverty, as a result of the introduction of Structural Adjustment Programme in the 1990s, which cut subsidies for food for tertiary students, is such that students from lower income families are not able to feed themselves whilst on campus. Unlike the situation in the United States where students easily find jobs to supplement their income, in most African countries, there are no such part-time jobs reserved for students. Quite a sizeable number of young women students now resort to going out with older wealthy men as one of the solutions to this challenge. Some women have two partners, an older “sugar daddy” who supplies their present needs; and a younger student who is reserved for marriage. One way of lowering the incidence of sex for survival by poor and vulnerable women is to create a system of part-time and holiday work for students to enable them to earn some money for their keep. This can be done through a partnership between the state, the higher education institution and donors for programs, which allow students to do social service work during their vacations in return for sufficient funds to pay for their food during the year. A return to greater state subsidy for student food

may also be advisable.

Young frustrated male students may target women students as a whole with indiscriminate violence. Women students who return to the campus late or who try to utilize the library in the evenings may face rape or a violent beating from these groups of frustrated young men, who may have had their resolve “strengthened” by alcohol. Alcohol abuse may be another expression of the macho culture and of their frustrations. There is thus a class aspect to sexual violence, where virtually destitute male students who now form a sizeable percentage of students as a result of the democratization of higher education, are excluded from normal dating activities as poorer women students may consider rich middle aged and old men as more suitable dates.

On the other hand, middle class married men may find young women students as highly attractive “dates”. These men utilize their prestige and ability to pay to attract many women. There is thus a culture whereby young, attractive and educated women are exploited as prestigious acquisitions and even as the “property” of rich men. Such older men are promiscuous, often carriers of HIV/AIDS, and use their financial largesse to enjoy the company as well as sexual services of many young women. The rich man as a predator, exploiting vulnerable and low income young women, is another cultural image. However, the anger of young low-income male students appears to be never targeted on these “predators”, who may actually be admired for their flashy cars and promiscuous life style. Instead the anger is targeted against the young women who exploit the rich men and how are at the same time the victims of these rich men.

In higher education institutions, women students who do not want to be identified as the “toys” of rich businessmen may instead choose to be identified with a religious group on the campus. Such religious groups promote abstinence from sex outside of marriage. Unfortunately, the negative side may be that young religious men may feel justified to harass and attack women who are outside their circle of religious devotees. Joining a religious sect may provide women students with “protection”. Refusal to join a religious sect may be sufficient to stereotype a woman student as “promiscuous”, and therefore a legitimate target for sexual harassment and violence.

Societal values constitute one of the important factors that must be taken into consideration in dealing with sexual harassment. The culture by which men see women as images of property and prestige, whilst some women utilize this culture to link themselves more closely with powerful and prestigious men, reflects on some of the present cultural values of the society. Academic women who have freed themselves from the restrictive roles assigned to them by traditional mores may also find themselves the targets of sexual harassment: rejection of the very limited roles assigned to them by feudal custom may mark them out as “feminists”, that is “rebels” against “African” traditions, and therefore legitimate targets for attack.

There is clearly need for cultural workers to examine present sexual values more critically, with its main players including the rich male predators; the young women students who allow themselves to become partners and usually victims of these rich male predators; the male religious fanatic who sees women outside of his religious circle as legitimate targets for sexual harassment and violent attack; and women students who can only win respectability through adherence to some religious grouping or sect. The higher education culture reflects

the culture of society as a whole, and this society is in many cases changing from a traditional culture where the role of women is narrowly circumscribed as devoted to the home and family rather than in an independent career, to a new culture where women may be regarded as equal partners. Novels, short stories, drama and film are possible ways of mirroring the present dilemmas in societies in transition.

Social marketing, which is the use of a communications approach to highlight the values which underlie certain forms of behaviour, may be another approach to this problem. UNICEF is one of the most experienced and successful exponents of social marketing to influence behavioral change, and its model can be successfully emulated.

Sexual Harassment of Students by Staff

In many African universities, there are allegations of male staff propositioning vulnerable female students, threatening to fail them, and or else enticing them with the promise of higher grades. Lecturers are in a position of authority with the power to pass or fail students. Utilizing this power position for sexual favours is clearly unprofessional, and goes against the code of ethics governing the teaching profession. Staff student relationships can be governed by a number of regulations such as:

- Development of an ethical Code of Conduct governing the relationship between staff and students, explicitly outlining what is defined as sexual harassment. Students should then be encouraged to report any forms of sexual harassment. Students who make reports should be confident that their reports are treated with confidentiality, so that they will not be faced with reprisals from a powerful male lecturer. Documentation is important, so that a lecturer who persistently indulges in sexual harassment will accumulate a record.
- There should be follow-up actions against persistent offenders, beginning with verbal warnings, and culminating in suspension and dismissal where this is appropriate. A grievance reporting system must be instituted which will not result in further victimization of the women who report.
- Gender violence and sexual harassment must be integrated into mainstream teaching, research and other learning processes. This will enable the problem to be addressed openly, rather than as at present where victims will hide out of fear of further victimization.
- All materials for inducting academic and support staff, visitors, students and other stakeholders must contain information that raises their awareness of the institutional stance against gender violence and sexual harassment.
- At all institutional events, it is necessary to raise awareness and sensitise participants to the institution's gender stance through inclusion of men and women as staff and student participants, providing safe and secure convenience and other facilities for men and women, providing pamphlets on gender violence and sexual harassment etc.
- All stakeholders must make commitments to taking holistic and comprehensive approaches to changing attitudes and behaviours that tolerate, condone and encourage gender violence and sexual harassment.
- The institution's leadership must be perceived to make a commitment against

gender violence through recruiting and promoting men and women's presence, making the workplace and classrooms safe for men and women and punishing perpetrators without fear or favour.

- There must be transparency in the implementation of the policy and programs and the regulations and procedures must be clear, accessible and available to all sections of the institution.
- There must be clear lines of responsibility for the implementation of the policy and program and the processes must be swift and effective if they are to have any credibility.

Sexual Harassment of Staff by Staff

From focus group discussions in the University of Zimbabwe in 2003, it appears that secretarial staff are very vulnerable to sexual harassment both from staff and students. Occupying middle level administrative posts, they may be threatened with loss of their jobs by their immediate supervisors if they fail to respond to demands for sexual favours. They are also vulnerable to sexual harassment from students, who may treat them with disrespect.

Young women academics may also face sexual harassment and demands for sexual favours from senior male academics. Such propositioning may be seen as culturally acceptable in societies where powerful men are often polygamous, and social climbing by young ambitious women may involve choosing powerful male figures as mentors. However such relationships can deteriorate into sexual exploitation.

The staff Code of Ethics should cover sexual harassment of staff by their immediate supervisors, as the sexualisation of professional relationships has a corrosive impact on academic freedom and excellence.

Sexual Harassment of Students by Students

The sexual harassment of students by students is fairly rampant in many institutions of higher learning, partly because baiting women students is seen as acceptable young male behaviour, particularly in public situations. Women students who compete for office in student politics may suffer severe sexual harassment, whereas women students who compete in beauty pageants may escape such treatment.

A student Code of Conduct which includes sexual harassment as an offence needs to be developed, with clear lines for reporting incidents, and for dealing with culprits.

Arguments against Actions against Sexual Harassment

As an advocate against gender violence and sexual harassment, your colleagues, students or peers may ask the following questions:

- Gender violence and sexual harassment are personal issues, so why does the institution have to interfere in people's personal and individual relationships?
- Why should academics, teachers and other staff have to focus on gender violence and sexual harassment when they are not in the curriculum or in disciplinary regulations?
- Sexual interaction between men and women is normal and is part of African cultures. Why should we make a fuss over courtship and culturally accepted ways of proposing love?
- Relationships between students and staff are between consenting adults so why do we have to accept western ideas that make these relationships criminal?
- Unmarried male staff may choose to marry their female students and courtship will begin in the institution. Is that sexual harassment?

All the questions above can be answered through reference to the purposes and objectives of higher education, the stated visions and missions of particular institutions and the personal, professional and institutional interests of stakeholders in higher education.

Preventive Programmes against Gender Violence and Sexual Harassment

The responsibility for dealing with sexual harassment and gender violence rests with different structures and units within an educational institution. These structures may be management, academic, and student welfare departments. Thus, academics and students may be concerned about gender violence and sexual harassment in the classrooms, meetings and offices, while students and student affairs officers may be concerned about gender violence and sexual harassment in halls of residence, sports and recreational areas, health and peer education and student finance units. Management and administration may be concerned about sexual harassment among staff as well as between management and staff with respect to hiring, firing and promotion. They might also be concerned about gender violence between staff and students in registration, financing and adjudicating student life on campuses. Students may also be concerned about gender violence and sexual harassment among students in competition for research funds, books and other learning resources, accommodation, political office and campus employment.

There is a variety of preventative programs that are possible depending on the environment and set up in your institution. Interventions can include physical changes which can minimize the dangers of gender violence and sexual harassment. They can include sensitization and orientation programmes aimed at changing perception and attitudes towards sexual harassment. They can include punitive actions against transgressors.

Physical Changes

A number of physical changes can decrease the likelihood of gender violence and sexual harassment of the worst types on campuses. These can include:

- Better lighting on campuses in the evenings.
- Building women's hostels closer to libraries, laboratories, and computer rooms.

- Providing suitable study facilities and computers within women's hostels so that they can study in a safe environment in the evenings.
- Employment of guards at strategic points on the campus.
- Removal of alcohol availability close to women's hostels. Students' bars can be located strategically so that drunken male students do not easily attack women students.
- Providing safe and secure transport to and from halls of residence, hostels and accommodation to classes, laboratories and other places where learning takes place.

Sensitisation and Orientation Programmes

Various categories of people need to be sensitized to the divergent forms of gender violence and sexual harassment that may occur on campuses of higher education institutions. Depending on the structures of your institution, you could consider involving the following structures in handling activities on gender violence and sexual harassment:

- Vice Chancellors
- Registrars
- Deans of Faculties
- Directors/Deans of Student Affairs
- Directors of Student Health
- Proctors and tutors responsible for disciplinary machineries
- Wardens and residence/accommodations managers/Residence hall executives
- Student Executive/Representative Councils
- Heads of student clubs, societies, newspapers
- Heads of women's clubs and caucuses
- Peer counselors/student counselors/ student representatives.

It is important to examine the roles of various players in order to indicate the advantages and disadvantages of giving priority to any one of them in tackling sexual harassment and gender violence.

The following actions should be taken:

- Raise awareness of risks of gender violence and sexual harassment by documenting incidents and publicizing them.
- Educate men and women through lectures, pamphlets, audio visuals and drama, about risk factors and circumstances such as date and acquaintance rape, intimate violence and sexual harassment on campus.
- Teach basic life skills on personal interactions between students, students and staff and between staff.

Skills Training on Sexual Harassment for Key Personnel

- Every member of an institution needs to develop values, behaviours and life skills which enable them to interact in a positive manner with people of divergent

backgrounds by sex, gender, age, income, ethnicity, race and religions. Careers may advance or decline on the basis of this ability or inability to handle relationships with colleagues, superiors, subordinates, acquaintances and friends.

- Most of the graduates in higher education have to develop professional skills to interact with clients, patients, customers, competitors, state and regulatory authorities and other categories of people who may be similar or different from them.
- In many institutions, globalization dictates that people adapt to change very rapidly as they interact with ever-widening groups of partners. This requires the continuous acquisition of new skills, human resources and knowledge from a diversity of sources. There is need to be adept at restructuring and interacting within and with all levels and types of organizations and people.

Provide Support for Sexually Harassed and Violated Women

- Publicise the processes of identifying and reporting sexual harassment and gender violence, their prosecution and punishment.
- Reporting or relating the violation or harassment to someone is an important step. This may be verbal as well as in writing.
- Provide support for the victim(s). This might take the form of counseling, providing a safer place to live or work so that the victim is not intimidated for reporting the violence or harassment.
- If the victim desires it, the grievance handling procedure must be followed until the case is concluded.

Disciplinary Action against Sexual Harassment

In many institutions, student representatives, proctors, tutors and other members of disciplinary committees and machineries deal with issues of gender violence and sexual harassment. This approach has its advantages and disadvantages. It is worth listing both, so that you can make an informed choice for your institution depending on your context.

Advantages

- Proctors and other officers of institutions know the regulations around misdemeanors, violence, harassment and other offences.
- Disciplinary machineries are necessary for responding to sexual harassment and gender violence.
- There is widespread acceptance of legalistic approaches to disciplinary issues in many institutions.

Disadvantages

- In many institutions, proctors and disciplinary officers are almost exclusively men since many institutions have very few women who qualify to hold proctors'

- and other posts requiring seniority, legal knowledge and competence.
- Disciplinary machineries tend to be badly resourced and are only mobilized when there are problems in institutions.
 - Students, particularly males, resent the use of these machineries because they are often used to punish students who break rules on residence, political activity and related offenses. Using such machineries immediately casts the harassers as 'heroes' amongst other students, especially males.
 - These machineries are perceived to be 'toothless', ineffective, bureaucratic and inefficient because of the length of time needed to mobilize them. In many cases, the evidentiary requirements for these disciplinary hearings result in acquittal of violators, discrediting them as means of meting gender justice.
 - There is very little confidentiality in these machineries because of sympathy for violators, the bureaucratic and long-winded processes necessary for disciplinary hearings. Evidence often atrophies or is leaked to alleged offenders, prejudicing the pursuit for justice and the offended.
 - Some of the officers in the disciplinary machineries have no gender or legal training and do not appreciate the gendered nature of some offenses committed by staff and students.
 - The processes and procedures for reporting and laying charges against harassers and violent people are not well publicized amongst students, staff and other stakeholders.
 - There is intimidation of witnesses and solidarity with offenders, be they staff or students, rendering the pursuit of gender justice dangerous for the offended.
 - In some institutions, Vice-Chancellors, Deans, Proctors, Registrars, Wardens, Chairpersons of departments, Directors, student representatives, chaplains, senior officers, managers and administrators are sexual harassers and perpetrators of gender violence, rendering the quest for gender justice and struggles against gender violence non-viable in some institutions.

Conclusion: Making Gender Violence and Sexual Harassment a National Issue

It may not be possible to make institutions of higher learning immediately responsive and active in eradicating gender violence in the short term. Some of these behaviours might be entrenched and it may be useful to make them national issues by linking them to activism beyond specific institutions. For example, it might be more useful to link up with other organizations working on gender violence to produce public information that can be used in campaigns against gender violence in general. It might also be useful to launch programmes of research on gender violence in many locations, comparing and contrasting their incidence, handling and punishment. This might provide an additional incentive for employers, heads of institutions and community leaders to ensure that their institutions are not harbouring or sponsoring gender violence and sexual harassers.

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Module 9

Gender Disaggregated Data



Module 9

Disaggregated Data

Expected Outcomes

1. Better understanding of the need for disaggregated data, and of the type of data needed for decision making.
2. Establishment of gender disaggregated quantitative and qualitative data in higher education institutions for staff and students.
3. Systematisation of utilization of gender disaggregated data for improvement of the administration and establishment of gender equity and gender equality in higher education institutions.
4. Strengthening communication and information systems.
5. Establishment of supportive legislation, regulations and structures against discrimination and sexual harassment.

Situation Analysis

There is a paucity of gender disaggregated data in almost all higher education institutions. There is evidence, nevertheless, that there are large gender disparities between women and men in higher education institutions. A recent study by the Institute of Education, London University, as part of its study entitled *Gender Equity in Commonwealth Higher Education* (2005), shows that there is gender equity in enrolments only in South Africa, out of the four African countries in the study (See Table 9A). The study outlines the challenges women face: issues of social class, poverty, race and the quality of earlier education complicate the picture. It is as important to measure achievement as to measure access.

**Table 9A. Female Enrolment at University Level in Selected African Countries, 2003
2004**

Nigeria	South Africa	Tanzania	Uganda
39.9	53.0	24.0	34.0

Source: Institute of Education, University of London, *Gender Equity in Commonwealth Higher Education*, Working Paper 1, Part 1, 2005, p. 10. [Http://ioe.websserver.ioe.ac.uk/ioe/cms/get.asp?cid](http://ioe.websserver.ioe.ac.uk/ioe/cms/get.asp?cid).

A desk study of a selection of African higher education institutions shows that there is a sizeable gender gap, related to particular areas and levels of study (See Table 9B). At undergraduate level, more women cluster around certificate and diploma courses than degree courses. At graduate level, there may be fewer women at masters and doctoral level, although there is insufficient data to be conclusive on these issues. There may be larger differences when specific subjects are surveyed. The tendency is for higher enrolment of women in education, arts and law faculties, and low enrolment in science, technology and engineering.

Table 9B. Percentage Enrolment of Women in Selected Institutions

	Year	Percentage Women at Undergraduate Level	Percentage Women at Graduate Level
Ibadan University	2000/1	41.8	30.9
Cape Town University	2002	45.0	51.0
Dar es Salam University	2003/4	31.3	12.7
Makerere University	2002/3	42.6	36.0
Ho Polytechnic, Ghana	2004/5	Certificate 53.6 Diploma 31.7	N/A
National University of Science and Technology, Zimbabwe	2005	Diploma 18.07 Undergraduate 32	23.81
University of Witwatersrand, S Africa	2005	Diploma 65.9 Undergraduate 51.8	Postgrad Diploma 40 Honours 56.5 Masters 44.5 Ph. D. 43.3

Sources: Institute of Education, University of London, *Gender Equity in Commonwealth Higher Education*, Working Paper 3, 2005, p. 5, <http://ioewebserver.ioe.ac.uk/ioe/cms/get.asp?cid> and *African Association of Universities Questionnaire on Gender Mainstreaming in Higher Education in Africa*, September 2005.

Witwatersrand University has the highest percentage of women at undergraduate level, whilst Cape Town has the highest at graduate level. Witwatersrand University follows a “target” policy rather than a “quota” system for gender equity for students and staff. This “target” policy has clearly succeeded. Witwatersrand University has an Employment Equity Plan, a Policy on Sexual Harassment and a Policy and Procedure for dealing with complaints of unfair racial and sexual discrimination. It has enrolment “targets” for male and female students. All of these touch on gender issues. These instruments for gender equity have clearly had an impact when compared to the other institutions.

There is a sizeable gender gap in the staffing situation at all levels. However it is particularly striking at the higher decision-making levels, where in four Commonwealth African universities, the percentage of women at professor, associate professor and senior lecturer level is decidedly lower than the percentage of men. At the lowest level of academic appointments, that of assistant lecturer, the percentage of women is surprisingly low, indicating that there is little focus on gender equity and gender equality in the staff development programme in these institutions.

Table 9C. Percentage Female Academic Staff in Selected Institutions

Institution	Year	Professor	Associate Professor	Senior Lecturer	Lecturer	Assistant Lecturer
Ibadan	2000/1	12.5		25.85	39.8	10.86
Cape Town	2000/1	7.0	17.0	33.0	41.0	
Dar es Salam	2003	5.2	14.8	11.9	10.6	17.7
Makerere	2004	6.1	20.0	15.95	23.4	22.9

Source: Institute of Education, University of London, *Gender Equity in Commonwealth Higher Education, Working Paper 3*, 2005, p. 5, <http://ioewebsserver.ioe.ac.uk/ioe/cms/get.asp?cid>

In the questionnaire sent out by the Association of African Universities on Gender Mainstreaming in Higher Education in Africa in 2005, respondents gave the percentage of women amongst the academic staff and amongst the senior management.

Table 9D. Percentage of Female Academic and Senior Management Staff in Selected Institutions

Institution	Year	Total Staff	% Women Academic Staff	% Women Senior Management
National University of Science and Technology, Zimbabwe	2005	Academic staff 173 Senior Management 51	15.0	13.7
University of Witwatersrand, South Africa	2005	Academic staff 1076 Senior Management 78	46.1	42.3

Source: *African Association of Universities Questionnaire on Gender Mainstreaming in Higher Education in Africa*, September 2005.

It is evident that from this small sample that the University of Witwatersrand was again able to achieve a much higher level of gender equity than the other universities, due to its array of policies and instruments to prevent gender and other forms of injustice and discrimination.

Gender Disaggregated Data as Tool for Achieving Gender Equity and Gender Equality

Generally, higher education institutions in Africa do not collect or utilize a wide range of gender disaggregated data. Non-documentation makes it difficult to measure the degree of

disparities or to take steps to redress these inequities. As a result, analysis may be anecdotal rather than based on systematically documented data.

Where gender data is collected, it may be based on overall enrolments, rather than in greater detail by faculty and department. Overall statistics may be misleading: for example, large numbers of women may be enrolled in secretarial and nursing courses, boosting the statistics for overall enrolment, but there may be few women enrolled in disciplines such as medicine, agriculture, science, technology and engineering. Overall statistics thus lead to misleading conclusions.

There is little data on the areas women find problematic at university level and the impact those problems have on their levels of participation and performance. Generally there is little data on performance. Without suitable data, it is difficult to devise suitable programmes to address these difficulties.

Observations made by the Forum for African Women Educationalists (FAWE) include the following:

- i) Data has remained quantitative and does not address the factors that influence women's (staff and students) poor performance or lack of opportunities for further studies.
- ii) Data is not always gender disaggregated
- iii) Data on factors that militate against women's career advancement (involvement in research, finance, workload and staff development processes) is generally unavailable.
- iv) Data on women's access and participation in informal network is inadequate. Women do not have opportunities to meet with the decision-makers in informal places, hence the disadvantage.
- v) Data on facilities available for conducive working and learning environment for women (staff and students) housing, childcare, distances between building, poor lighting etc) is lacking.
- vi) Data on existing networks within universities (both quantitative and qualitative) is lacking
- vii) Data on gender responsive curricula is inadequate¹

There is little data on sexual harassment, although there may be a lot of anecdotal accounts. These anecdotal accounts may comprise either under-reporting or exaggeration. Moreover sexual harassment may not be clearly defined, and there may be no systems for collecting information in this area.

Sexual harassment includes behaviours such as unwelcome and unwanted sexual contact e.g. verbal comments, abuse, gestures or physical contact of a sexual nature by individual or group, which is judged by recipient as

- (i) causing mental, physical and social discomfort
- (ii) interfering with her/his academic performance. This could result from threatened downgrading of marks, demoting, withholding privileges or dismissal as a result of sexual advances or promise of reward for compliance.

¹ V. Masanja, R. Karega, D. Kasente, M. Mbey, A. Kadi, N. Simelane, F. Nyamu, *Female Participation in Africa Universities : Issues of Concern and Possible Action*, FAWE Paper, 2001, pp. 4-5.

(iii) creating an intimidating hostile or offensive environment for her/him.²

The study entitled *Gender Equity in Commonwealth Higher Education, Working Paper 6* (2005) also indicates that detailed research can help to identify successful strategies and practices for tackling problems and challenges more effectively. Impediments may come from wider social factors such as social class, poverty, poor primary and secondary education, etc., or they may come from factors within the control of higher education institutions, such as biased enrolment criteria, staff recruitment and promotions procedures. Issues such as student accommodation and sexual harassment may affect students' ability to continue, but without data, such challenges cannot be addressed properly.³

The Situation of Women Students

Observations

Despite the fact that there is little detailed gender disaggregated data, there is an observable gender imbalance in admissions, with fewer women being admitted overall, and fewer in some science-related disciplines. These disparities are not actively addressed in the majority of institutions. If gender equity policies were in place, such disparities could be actively addressed, and redressed over time.

There may be less on-campus accommodation for women, yet women may find it more difficult to find off-campus accommodation, and are more likely to face sexual harassment en route or in private accommodation. In particular, a woman with a baby will not be able to find campus accommodation. There is little data and few programmes to assist women who have dropped out whether this is due to financial reasons, marital problems or pregnancy. Women with disabilities may be especially disadvantaged in terms of campus facilities. Data from Kenyatta University shows that the number of hostels for women in 2000 was half that for men, 6 as compared to 12, with women students occupying hostels comprising 32.2% of the total.⁴

Such problematic areas as gender violence and sexual harassment on campuses are not addressed because of the lack of data and policies regarding the challenges facing women students and staff. Such attacks may affect women students' performance as they may be afraid to go to the library and to evening classes out of fear of attacks. The reportedly high levels of rape and sexual harassment on campuses may lead to trauma and psycho-social problems which are unknown and unaddressed.

The problems faced by poorer women students have not been addressed. Lower income women, from remote rural areas and from high density urban areas, may face very serious problems even when they are enrolled in prestigious higher education institutions, and these problems may not be known or addressed. They may be liable to repeat and drop out more frequently. The level of transactional sex which female students engage in to survive is not well documented, although anecdotally, it may involve as many as half the women students. The effects of Structural Adjustment Programme changes on students' living conditions have not been documented: whereas middle class students, who now comprise the minority, may not have been badly affected as they are cushioned by their parents' wealth, students from

² Ibid, p. 5.

³ Institute of Education, University of London, *Gender Equity in Commonwealth Higher Education, Working Paper 6*, 2005, pp. 7 - 9, <http://ioewebsserver.ioe.ac.uk/ioe/cms/get.asp?cid>.

⁴ Regina G. Mwachia Karega, "Statistical Overview on Girls' Education at the University Level", FAWE, Nairobi, 2001, p. 10.

lower socio-economic backgrounds may be seriously affected, facing problems such as lack of food, lack of accommodation, and lack of money for transport.

Older students may face different challenges from straight-from-school students. Whilst it is assumed that mature aged students have fewer problems than younger students, this assumption may be incorrect. Some policy decisions could be advantageous to mature students, such as the combination of distance education and face-to-face teaching, which will enable married women with children to access higher education more easily. Some policies may make it easier for women forced to drop out for economic or marital reasons to return. Age limits for scholarships for postgraduate studies may affect women adversely. The most frequent age limit is 42 years, and this is the age when most women cannot undertake full time study because of their responsibilities for their children.⁵

The collection of student data should include quantitative data, qualitative data, and socio-economic welfare data.

Activity 9A

Summarize what data is presently collected in your institution. How much of this is gender disaggregated? How is such data used for decision-making and by whom? Are there any specific programmes set up to address gender disparities?

Disaggregated Quantitative Data on Students

- Enrolments by year and discipline
- Information on ethnic groups, minority groups, disabled, rural/urban, economic levels
- Information on straight-from-school as compared to mature students
- Repetition rates
- Dropout rates - Causes of absenteeism and drop-out rates of girls in education system must be addressed.
- Completion rates

Disaggregated Qualitative Data on Students

- Achievement levels
- Participation in extra-mural activities
- Leadership roles in student affairs

Disaggregated Social and Welfare Data on Students

- Accommodation availability, quality of such accommodation, difficulties faced by students in different forms of accommodation
- Marital status and number of children, and their impact on academic study

⁵ Ibid, p. 5.

- Pregnancy occurrence and availability of reproductive health facilities
- Financial situation what difficulties are faced and by what percentage and profile of students
- Frequency of transactional sex the “sugar daddy” syndrome observable in many higher education institutions
- HIV/AIDS infection rates and care systems

Activity 9B

Select 5 key indicators from the above list of possible disaggregated data collection, and describe how they could be utilized to improve the situation of women students.

The Situation of Women Staff

Observations

Traditionally, university structures and set ups are very masculine and rigid. Very few universities are engaged in the process of changing existing practices to cater for women. As a result, women staff cluster around the lower levels of the academic and administrative structures. Most higher education institutions have no gender policy, and discrimination may be in-built and accepted as normal. Senate, council, faculty boards, recruitment and appointments committees, promotions committees, may have a predominance of male members, and consciously or unconsciously practise gender discrimination.

The legislation and regulations may be gender-blind, leading to discrimination against women and minority groups. Recruitment and promotions processes may not be transparent.

Personnel may also practise gender discrimination and sexual harassment may be accepted as normal. There may be need for gender re-orientation of all education personnel, and particularly of senior management. There may be no system for reporting and dealing with sexual harassment.

Women may be less qualified and publish less often than men. There may be reasons for these disparities, but these have seldom been addressed.

Activity 9C

1. Give the percentage of women in 5 departments/faculties in your establishment. What explanations are there for this situation? How can it be redressed?
2. Give the percentage of women in senior, middle and junior levels of academic and administration staff in your faculty. What explanations are there for this situation? How can it be redressed?

Disaggregated Quantitative Data on Staff

- Academic staff by sex and by seniority levels
- Managerial staff by sex and by seniority levels
- Support staff by sex and by seniority levels
- Gender balance in recruitment and appointments, promotions committees
- Gender balance in council and senate
- Marital status

Disaggregated Qualitative Data on Staff

- Qualifications and age of academic staff
- Teaching load
- Publications by sex
- Responsibility for student welfare programmes by sex
- Tenured and non-tenured staff
- Career progression
- Opportunities to access staff development schemes

Disaggregated Social and Welfare Data on Staff

- Accommodation: do regulations allow a married woman to access housing or housing loans?
- Marital status
- Financial status
- Availability to women of independent medical and pension schemes separate from their husbands

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Module 10

Resource Mobilisation for Gender Equity



Module 10

Resource Mobilisation for Gender Equity

Expected Outcomes

1. Careful analysis of existing budgeting models with regard to how they incorporate gender issues.
2. Obtaining a combination of state, institutional, private as well as donor funding for gender issues.
3. Funding of specific posts to work on gender issues.
4. Targeting of gender funding according to prioritisation.
5. Better funding for gender equity and equality programmes in general.

Situation Analysis

With a few exceptions, higher education institutions presently do not allocate specific funds to establish gender equity and gender equality, or for gender programmes in general. There may be no budget for employing any staff, whether these are staff for academic programmes, managerial areas or staff devoted to the welfare of students and staff. There may be no budgets for research into gender related issues. Budgets are presently gender-blind and do not take into account gender issues.

There is reluctance to fund gender-related issues and areas, on the grounds that present resource constraints caused by cuts in state budgets for higher education mitigate against funding for new initiatives.

Despite these severe budgetary constraints, there is nevertheless evidence that many universities have embarked on the establishment of gender-related programmes, as a result of a groundswell of demand from students, from lecturers, from the society as a whole, and from international pressure. For example, at the National University of Lesotho, which does not have an overt policy on gender equity and does not have specific funding for gender courses, some half a dozen gender courses have been established in different faculties. The Lesotho example appears to indicate that students find a gender course advantageous in their later employment prospects, creating a high demand for such courses.

The existence of such programmes despite lack of active policies, strategies and funding may also be due to the dedication and commitment of a few staff, who have been prepared to provide free labour in order to generate and establish such programmes. These laudable efforts may have limited outcomes because of non-recognition and non-funding.

The influence of the world wide movement for gender equity and gender equality has also influenced academic institutions in Africa, leading to the adoption of some gender courses and programmes. Presently many such programmes are funded by international organizations and have not been incorporated into the state and institutional budgetary systems. Many gender-based programmes depend heavily on outside funding, with the

danger that they may collapse once the outside funding is stopped. It is essential for the long term survival of such programmes that their budgets should be institutionalized within the state and institutional budget. There is also the question of academic freedom and autonomy when funding is from outside. Outside funders may have different priorities from national and regional ones.

Activity 10A

What funds are specifically available for gender based courses in your institution and where do these funds come from? What is the percentage of the total institutional budget devoted to gender issues? Are the funds specifically designated, e.g. for research or student welfare? How many full-time and part-time staff are employed on gender issues?

Funding for Policy Priorities

Gender mainstreaming within the institutional vision and plan requires inclusion of a funding plan as well. Funding usually begins modestly in an *ad hoc* manner: this seems to have occurred in a number of institutions, where staff were appointed to do gender work on a part-time basis in addition to other responsibilities. But in order to mainstream gender more profoundly and more thoroughly, funding should be planned and provided on a long term basis. A good example is that of Makerere University, which established the Department of Women and Gender Studies in 1991, which has now developed into a fully-fledged institute. In addition, a Gender Mainstreaming Division was established in 2002 under the Office of the Academic Registrar, with the aim of engendering the university functions across the board. Thus, gender has grown from a small, specialized but narrowly focused teaching and research department, into an area, which is in the process of being mainstreamed into all faculties and departments.

i) Genderisation of the Budget

The long term approach should be the genderisation of the budget as a whole, i.e. analysing each budget item within the institution to see how far and how differently women and men benefit from the specific allocation. Due to past history and experience, a budget line may be more beneficial to men than to women. This may be because there are more qualified men than women applicants for a programme or for a post: past deficiencies and discrimination may have led to the situation where fewer women were given the opportunity to gain doctorates or to do research. Care should be taken not to continue with this discrimination, by setting genderised targets. For example, half the available scholarships should be for women, half the new appointment or promotion posts should be for women.

ii) Staffing

One of the most important areas to be financed in terms of gender mainstreaming is that of staffing. A gender plan and programme necessarily must have some full time staff. In addition, part-time staff can be appointed at different levels, for example in each department and faculty. The Makerere Department of Women and Gender Studies began with two staff

and three chairs (one for a student to sit on!) in one room in 1991, but today has fourteen full time staff, three part-time staff, and seven support staff, in a beautiful building of their own. The Gender Mainstreaming Division has a further four professional staff.

iii) Bursary and Staff Development Programmes for Women

This is one of the most important areas. The establishment of Structural Adjustment Programmes in African countries led to the end of subsidies for tertiary students. This has affected poorer students, particularly poorer women students, who may find themselves short of food and accommodation. The previous system by which all students were generously funded by the state has been replaced by a system where both wealthier and poorer students are treated equally under the loan system. There may be urgent need to differentiate treatment of students according to their socio-economic backgrounds, with special effort to ensure that women students from low income families are not unnecessarily disadvantaged. The rise of transactional sex on campuses is partly due to the pauperisation of students. Their replacement by loan schemes may place pressure on poorer students to utilize the loans to support their parents and siblings, so denying themselves of basics. Excellent bursary funds for women students have been funded mainly by donor agencies, such as the Carnegie Foundation which has generously funded the bursary programme for both undergraduates and graduates at Makerere University.

There is also need to examine the staff development programmes, in so far as they apply to each gender. If opportunities are tailored to suit the needs of women, who have family and child care responsibilities, they will need to be specially designed and funded to suit the needs of women, for example, by combining periods of distance education with short periods of face to face residential study.

iv) Research

Africa is often characterised as lacking research, and where research is done; this research may not inform policy and decision-making. An ambitious plan and programme for gender mainstreaming will require sound research, and some research funds should be targeted at gender research, so as to provide base-line data for the various disciplines, as well as student and staff profiles.

v) Establishment of a Gender Institute

An early challenge is the establishment of a gender department or gender institute so that your institution can develop its own internal specialist knowledge, skills and experience of gender mainstreaming. Expertise is essential for success, and having an internal source of expertise is healthier than depending solely on outsiders. Having a minimum of two full-time professional staff in an institution may be a good start. Funding for this should be made available as soon as possible.

vi) Integration of Gender into all Departments/Faculties

Once an institution has developed its own source of gender expertise, it will be time to integrate gender into all departments and faculties, as well as to examine how gender issues

can be addressed in halls of residence, students' clubs. This necessarily requires specific organs and staff responsible for this. The Makerere solution was to establish the Gender Mainstreaming Division under the Office of the Academic Registrar. Witswatersrand University has a Transformation and Employment Equity Office. Gender has been incorporated into responsibilities such as Industrial Relations Advisor, Dean of Students, Legal Advisor and Manager of the Equity Development Unit. There is a member of staff whose job description includes Sexual Harassment Advisor. Thus integration of gender requires funding at the different operational levels.

Activity 10 B

Identify which departments in your institution have gender courses or courses which deal in part with gender issues. Locate them and work with them as the nucleus of your gender mainstreaming work

vii) Outreach to Secondary Schools

The performance of women students could be boosted through partnerships between tertiary institutions and their feeder secondary schools. In particular, women coming from underprivileged secondary schools with no libraries, computers, and laboratories, can benefit from bridging courses during the school holidays. The University of Dar es Salaam has had an excellent bridging programme to enable women students to improve their knowledge and skills of science, mathematics and technology. Funding of such courses can be a way to improve the chances of women doing better at tertiary education.

viii) Welfare Programmes Targeted at Women Students and Staff

There is need for programmes specifically targeted at women students and staff. For example, provision of childcare facilities on campuses can do much to alleviate the burdens on women students as staff generally enjoy higher levels of domestic help. More on-campus accommodation for women can lessen the problems women students face in terms of being overloaded with housework and also from safety and security concerns en route.

Sources of Funding

Sources of funding include the state; the institutional budget; donors; the private sector; fees; and community contributions.

State Funds

Governments usually fund state universities. They may also fund a Ministry of Gender and Women's Affairs. There may be funds for NGOs, such as for the visually handicapped. Very few governments have actually made a line item for gender mainstreaming and women's rights. It is important to investigate ways in which state funds can be allocated in a gender sensitive way, so that they benefit both men and women. If there is a women's caucus or a

human rights parliamentary committee, these can be utilized to ensure that funds are allocated specifically for women and gender concerns, and that ministry budgets are actually genderised.

The Institutional Budget

The allocation of funds to tertiary education institutions should be analysed in detail, to monitor how far these budgets take into account gender concerns. Key areas would be whether funds for staffing benefit men and women equally; whether there are specific bursaries reserved for women; allocation of research funds for gender based research in every discipline; equal distribution of staff development funds; and funds addressing the welfare of women such as reproductive health care and child care. The full transformation of the institutional budget into a genderised budget will probably take some years. However, some gains can be made immediately. The experience of Makerere and Witswatersrand Universities are very useful: over a period of fourteen years, Makerere has managed to achieve a reasonably high level of success in the genderisation of some budget areas; Witswatersrand's concern with equity, whether this be racial or gender, has meant that a large number of departmental budgets have already been genderised.

Donors

A number of donors have made gender one of their core concerns. These include:

- Carnegie Foundation, www.carnegie.org/Sub/program/areas.html
- CIDA/ACDI, www.acdi-cida.gc.ca
- Ford Foundation, www.fordfound.org/about/guideline.cfm
- Kellogg Foundation, www.wkkf.org
- Norwegian Government and NORAD, www.norad.no
- Netherlands, www.minbuza.nl
- Rockefeller Foundation, www.rockfound.org/Grantmaking
- SIDA, www.sida.se/sida/jsp/sida/jsp?d
- UNDP, www.undp.org
- UNESCO, www.unesco.org
- UNICEF (related to children's concerns, such as girls' education, teacher education and curriculum development), www.unicef.org
- UNIFEM, www.unifem.org
- USAID, www.usaid.gov

Each donor has specific core interests and it is important to know in detail what these interests are so that funding requests fit into their existing work plans. It is also of critical importance to get to know the people in these organizations, and to work closely with them beforehand. Funding depends not only on the quality of the funding request, but also on the funder's knowledge and understanding of the work being done by your institution, and its ability to succeed. Funders usually start with small donations, and only move on to more substantial grants when they see that systems and personnel are in place to ensure the success of the programme. Trust is a fundamentally important component for all decision making, and it is essential to build up trust.

An important issue to consider is whether there are any drawbacks to donor funds. One of the most important considerations is whether the programme is sustainable without donor funds. All too often, excellent programmes are initiated, but funding is cut at the end of the donor financial cycle. One way to overcome this is to ensure that there is a pattern of joint funding, which will include institutional, state or private sector support as well as donor funding.

Some donors may also make demands which compromise academic autonomy. Academic autonomy has to be carefully guarded, as future problems may arise if care is not taken. The belief that “We are too poor to refuse any money” is a dangerous one, and can lead to a great deal of problems in the future. Donors may also influence areas of training and research, and this may result in the skewing of the institution's work. The result may be that the institution's training and research can begin to reflect the donor rather than the national or institutional vision and interests. However, it is generally possible to work closely with donors, whilst retaining institutional autonomy. This is particularly true in the area of gender studies, which the majority of donors have recognized as critical for development.

Another area to guard against, and it is linked to sustainability, is that of paying local staff unsustainable salaries which cannot be sustained once donor support is removed. Generally, salaries of temporary project staff should be more closely linked to national salaries rather than to international salaries, although they should receive some additional pay to compensate for their temporary status.

Private Sector

With the increasingly powerful role of the private sector in African economies, it is important to understand their potential for assisting higher education. The private sector usually reserves some money for public relations and advertising, and such funds can be targeted. In return, some companies would like to associate themselves with your institution. You will need to consider whether it is a good idea to associate your institution and your programmes with a particular company. A company, which depends heavily on a female clientele (food, clothing, housing, cosmetics, etc.), may very well want to be associated with women and gender programmes.

Companies may also receive tax rebates for donations, so that it is to their advantage to donate to worthy causes. It is worthwhile finding out what are the tax laws in your country, and how this can benefit your institution and programmes.

The banking laws may be potentially beneficial to your institution. Banks operate under laws and regulations laid down by the Reserve Bank. They may have to hold some investments in actual physical assets, like buildings. This may be an opportunity for your institution to borrow money at below the market rates through the issuing of bonds.

Fees and Consultancies

Student fees are usually modest in Africa, and are not based on market forces, as the majority of students may come from lower income groups. Nevertheless, fees can constitute a reliable

source of funding. In deciding on the level of fees, it is necessary to consider the actual unit cost of education with and without state and other subsidies; the amount charged by rival institutions and the student's ability to pay.

A potential area for fund-raising is consultancies by your department or institution. In order to be successful, consultancies should be beneficial both to the institution and to the individual lecturer. In some institutions, individuals do not benefit from consultancies, and may not be allowed to undertake consultancies without permission. In other institutions consultancies may occupy most of the time of academic staff, so that they neglect their teaching and research responsibilities. A good mix by which both the academic staff and the institution benefit can be worked out, for example, limiting consultancies to a maximum number of days; the department can get a proportion of the consultancy fee.

Community Contributions

Communities may be willing to contribute to your institution. An example is the contribution of land by many local communities and municipalities, as communities may feel that they benefit from the work of your institution. Specific courses, including courses which empower women, can be seen as beneficial to the community, and can therefore receive support. It is important to enjoy good relations with the various communities that surround you, with a view both to providing them with services, and with gaining their support.



Literature Review

Literature Review

The Literature Review is divided into four sections for ease of reference. The sections are as follows:

1. Publications by African Union, Southern African Development Community, United Nations, and the World Bank
2. Publications by bilateral organisations
3. Publications by the Forum for African Women Educationalists (FAWE)
4. Publications by African Universities.

The majority of publications on what is happening in Africa have been done by the Forum for African Women Educationalists and by the African Gender Institute of the University of Cape Town.

1. Publications by the African Union, Southern African Development Community, United Nations, and the World Bank

The African Union *Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa*, agreed to in July 2003, has been endorsed by the majority of African Member States. In Article 12, it specifically agrees to the elimination of all forms of discrimination against women and guarantees equal opportunity and access in the sphere of education and training. It also seeks to “eliminate all stereotypes, syllabuses and the media, that perpetuate such discrimination and to protect women, especially the girl child from all forms of abuse, including sexual harassment in schools and other educational institutions and provide for sanctions against the perpetrators of such practices”. It seeks to “provide access to counselling and rehabilitation services to women who suffer abuses and sexual harassment”. It also seeks to “integrate gender sensitisation and human rights education at all levels of education curricula including teaching training”. Member States who sign the Protocol agree to “promote education and training for women at all levels and in all disciplines, particularly in the fields of sciences and technology” and to “promote the enrolment and retention of girls in schools and other training institutions and the organization of programmes for women who leave school prematurely”.¹

The Southern African Development Community's adoption of the Declaration on Gender and Development by SADC Heads of State and Governments in 1997 required close collaboration between Governments and Women's NGOs in southern Africa. The Regional Advisory Committee, which was integral in steering this process, collaborated with SADC and gender experts to ensure that gender was incorporated into the SADC programme. *Into the Future: Gender and SADC*, describing the process leading up to the Declaration on Gender and Development has been published. President Nelson Mandela, who was then the SADC chairperson, launched the publication at the 1997 Summit of SADC Heads of State and Government in Malawi.² Furthermore, SADC has identified gender as a crosscutting issue when it identified its Priority Intervention Areas in its 15 year blueprint, the *Regional Indicative Strategic Development Plan* (RISDP) which was adopted by the heads of state and

¹ The African Union, *Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa*, Maputo, July 2003, pp.11-12.

² Partners on Gender SADC Gender Monitor WIDSAA SADC, http://www.sadc.net/widsaa/sgm/1999/sgm_ch1.html SADC Identifies Priority Intervention Areas, <http://allafrica.com/stories/200602200049.html>

government in 2003. The identified priority intervention areas include poverty eradication, trade liberalisation, infrastructure development, sustainable food security and HIV and AIDS.³

The *Convention on the Elimination of All Forms of Discrimination against Women, CEDAW*⁴, provides the most carefully thought out and internationally agreed upon framework on women's rights. Article 10 deals comprehensively with education, covering career and vocational guidance, access in rural as well as in urban areas, curriculum, stereotypes, scholarships and grants, continuing education, female dropout rates and programmes to redress this problem.

The United Nations Third World Conference on Women held in Nairobi in 1985 produced a thoughtful *Toolkit for Women*.⁵ In Paragraphs 163–173 it deals with Education, which is defined as “the basis for the full promotion and improvement of the status of women. It is the basic tool that should be given to women in order to fulfil their role as full members of society....Special measures should be adopted to revise and adapt women's education to the realities of the developing world. Existing and new services should be directed to women as intellectuals, policy-makers, decision-makers, planners, contributors and beneficiaries....Special measures should also be adopted to increase equal access to scientific, technical and vocational education, particularly for young women, and evaluate progress made by the poorest women in urban and rural areas.”

Paragraph 168 emphasized the need to strengthen centres and programmes of women's studies “in response to social forces and to the need for developing a new scholarship and a body of knowledge on women's studies from the perspective of women”.

Another concern of the Nairobi Conference was the linkages of training to employment needs.

The United Nations Fourth World Conference on Women held in Beijing in 1995⁶ re-affirmed the critical importance of education and training as a basic human right in Paragraphs 69–79. It emphasized the goals of equality, development and peace. Women can become “agents of change”. Women should be given the opportunity of life-long education. One area highlighted was the lack of sexual and reproductive health education for both women and men. The low enrolment and performance of girls and women in science and technology is again noted as an area for redress. The Beijing Declaration called for utilization of the mass media for education, with special emphasis on the education of women, for sufficient resources to be provided for the education of girls and women, and for gender mainstreaming into all policies and programmes.

Ouagadougou Declaration adopted by the Pan-African Conference on the Education of Girls held in Burkina Faso in 1993⁷, calls for governments to establish the education of girls as a priority, to set targets, provide appropriate resources, monitor progress on a biennial basis and to report to the International Forum on Education for All.

³ SADC Identifies Priority Intervention Areas, <http://allafrica.com/stories/200602200049.html>

⁴ United Nations Third World Conference on Women, *Toolkit for Women*, www.earthsummit2002.org/toolkits/women/un-doku/un-conf/nairobi.htm.

⁵ United Nations Third World Conference on Women, *Toolkit for Women*, www.earthsummit2002.org/toolkits/women/un-doku/un-conf/nairobi.htm.

⁶ The 1995 United Nations, *Beijing Platform on Education and Training of Women*, www.un.org/womenwatch/daw/beijing/platform/educa.htm.

⁷ *Ouagadougou Declaration* adopted by the Pan-African Conference on the Education of Girls held in Burkina Faso. <http://portal.unesco.org/education/en/>

In December 2003, UNESCO held a workshop in Paris on NEPAD's education strategy, and presented a paper on "The Gender Resource as Key to NEPAD's Human Development Strategy".⁸ This paper deals with the issue of how to handle gender within the overall NEPAD framework.

Elizabeth King and Andrew D. Mason have published a seminal work on gender and development, emphasizing that gender roles and relationships evolved out of "interactions among biological, technological, economic and other societal constraints". They defined "gender equality in terms of equality under the law, equality of opportunity including equality in access to human capital and other productive resources and equality of rewards for work and equality of voice".⁹

Of interest is their identification of development within an institutional framework:

"Development occurs in an institutional environment defined by customs, social norms and implicit codes of conduct and such formal structures as laws, regulations and economic institutions These institutions establish the incentives, opportunities and constraints that determine people's choices and actions. They shape power relations within the family, society and the economy....

To achieve gender equality development strategies must transform legal and regulatory frameworks, markets, and organizations into institutions based on the principles of equal rights, equal opportunity, and equal voice for women and men. A fundamental step is to establish equal basic rights, especially in family law, protection against gender-related violence, property rights, and political rights..."¹⁰

Although the study does not deal only with education, it is an important work in its own right, and also as an expression of views within the World Bank, which remains the biggest donor to education in Africa.

2. Publications by Bilateral Agencies

Two of the most important works in terms of gender mainstreaming have been done by the Canadian International Development Agency (CIDA/ACDI). These are *CIDA's Policy on Gender Equality* and *CIDA's Gender-Based Analysis in Policy-Making*¹¹. These two works are absolutely essential reading for those interested in gender issues, in particular in gender mainstreaming. The two works are utilized extensively in Module 2. *CIDA's Policy on Gender Equality* provides a very thorough analysis of gender policies, linking policies to environment, information and communications technologies, and development within a Third World context. It gives practical help on gender analysis as a tool, with possible strategies and activities to support the achievement of gender equality. It also provides a performance assessment framework, including good practices to promote gender equality and gender analysis guidelines.

Gender-Based Analysis in Policy-Making provides eight very useful steps for policy development, comprising identifying the issue; defining outcomes; defining inputs; research; developing options, recommending, seeking decisions; communication; assessing quality.

⁸ UNESCO, "The Gender Resource as Key to NEPAD's Human Development Strategy", Paper presented in Paris, 10-12 December 2003.

⁹ Elizabeth King and Andrew D. Mason, *Engendering Development through Gender Equality in Rights, Resources and Voice*, World Bank and Oxford University Press, Washington, 2001, pp. 34 - 35.

¹⁰ *Ibid.*, p. 107.

¹¹ *CIDA's Policy on Gender Equality*, www.acdi-cida.gc.ca/ca/cida_ind.nsf/, and Status of Women Canada, *Gender-Based Analysis in Policy-Making*, CIDA, Ottawa, 1995.

The *Gender Analysis as a Development Research Tool* by the IDRC¹² provides good definitions of gender terms including sex and gender; gender equality; gender analysis; gender analysis and ICTs; practical gender needs; strategic gender needs; gender mainstreaming.

The *Handbook for Mainstreaming Gender Perspective in the Health Sector*, by Johanna Schalkwyk, Beth Woroniuk and Helen Thomas¹³ provides a helpful guide to mainstreaming gender into health. Many of the principles can be applied also to education. It is linked to the gender policy developed by WHO. It includes key themes in the process of developing a gender policy; examples of developing a gender policy; integration of gender awareness into Health Sector Policy in SIDA; and the institutionalisation of a gender perspective.

3. Publications by the Forum for African Women Educationalists (FAWE)

The Forum for African Women Educationalists has undertaken a number of studies linked to higher education. This includes *The ABC of Gender Responsive Education Policies*,¹⁴ which provides an excellent foundation for a gender audit. It includes the concepts and principles underlying a gender responsive policy; the steps to be taken in policy analysis; and charting the way forward. The steps for policy analysis includes tracing the policy philosophy; analysing the existing constitution; knowing the sector guidelines; understanding the development plans; and situating your organization in the international arena.

Regina G. Mwatha Karega's *Statistical Overview of Girls' Education at the University Level*¹⁵ provides a statistical overview of four higher education institutions: Kenyatta University in Kenya; the University of Dar es Salaam in Tanzania; Abdou Moumouni University in Niger; and Makerere University in Uganda. The overview includes undergraduate and graduate student enrolments; academic staff; and halls of residence.

Female Participation in African Universities: Issues of Concern and Possible Action by V. Masanja, R. Karega, D. Kasente, M. Mbey, A. Kadi, N. Simelane, and F. Nyamu¹⁶ provides an overview of women's higher education. It includes lack of gender disaggregated data; sexual harassment; the continued existence of negative attitudes and perceptions towards women; lack of equal opportunities in admissions, accommodation and staffing; and discriminatory structural, organisational and institutional practices.

Deborah Kasente's *Popularising Gender: A Case Study of Makerere University* provides a description of the outstanding work done at Makerere University to mainstream gender over a period of fourteen years. The process included:

- A high level workshop was held for all members of the central executive, Deans and Directors with the aim of collectively analysing women's and men's needs in the university and developing an action plan for meeting their gender specific needs.
- Recommendations of this workshop were presented to Senate, in order to institutionalise the whole process. One of the recommendations of this workshop was that Senate should form a standing committee on gender mainstreaming.

¹² IDRC, *Gender Analysis as a Development Research Tool*. www.idrc.ca/en/ev-23233-201-1-DO_TOPIC.html.

¹³ Johanna Schalkwyk, Beth Woroniuk and Helen Thomas, *Handbook for Mainstreaming Gender Perspective in the Health Sector*, SIDA, Stockholm, 1997.

¹⁴ FAWE, *The ABC of Gender Responsive Education Policies*, FAWE, Nairobi, 2002

¹⁵ Regina G. Mwatha Karega, *Statistical Overview of Girls' Education at the University Level*, Paper commissioned by FAWE at 10th General Assembly of AAU, Feb 2001, Nairobi.

¹⁶ Prof. V. Masanja, Dr. R. Karega, Dr. D. Kasente, Dr. M. Mbey, Prof. A. Kadi, Dr. N. Simelane, Dr. F. Nyamu (FAWE Paper), *Female Participation in African Universities: Issues of Concern and Possible Action*, FAWE, Nairobi, 2001.

- The Senate established a committee on gender mainstreaming, with the mandate to advise Senate on modalities to mainstream gender into all functions of the institution.
- The Senate Committee on gender mainstreaming realised that the current status of gender issues in the university was not well established and commissioned a study to do a situation analysis of gender related concerns university-wide. This process has not been completed.

Lessons learnt were:

- Having the goodwill and commitment of the highest level managers of the institution is essential for gender mainstreaming to be effective.
- Goodwill and commitment of high level managers is better achieved through dialogue and lobbying than through 'militant' activism;
- There is need for a critical mass of committed and competent gender experts to give the process credibility and sustenance.¹⁷

Verdiana Masanja's *Structural Changes and Equal Opportunity for All a Case Study of the University of Dar es Salaam*¹⁸ describes gender concerns incorporated into the University's Five Year Plan 2000 2005. The analysis shows that even with affirmative action in favour of women students, enrolment in certain disciplines such as Commerce, Education, Engineering, Architecture, Medicine, and Sciences remained low. Female enrolment was close to parity in the Arts, Law, Pharmacy, Physical Education, and Nursing. In some areas women students admitted through affirmative action did very well. Mathematics and Physics appeared to be particularly difficult for girls, and stemmed from very poor secondary school preparation. The study is one of the few that analyses performance.

The percentage of women academic staff did not improve during the period 1995 2000. Women comprised only 13% of professors; 9% of associate professors; 12% of senior lecturers; 12.3% of assistant lecturers.

Masanja outlines key issues to be addressed as:

- The insufficient number of women available for recruitment candidacy.
- Mitigating factors to those women qualifying for recruitment but decline/are not ready to apply.
- Gender biased recruitment criteria.
- Gender insensitive environment for retention and advanced of women academics already recruited.
- Lack of affirmative actions at recruitment and for academic career development.

FAWE's *Gender Responsive Pedagogy Teachers' Handbook*¹⁹ provides a useful guide on gender in the classroom. Although its focus is on primary and secondary schools, it is nevertheless helpful for tertiary education practitioners. It describes the gender responsive school; gender responsive pedagogy; gender responsive lesson planning; gender responsive teaching and learning materials; gender responsive language use in the classroom; gender responsive classroom set up; gender responsive classroom interaction; sexual maturation;

¹⁷ Deborah Kasente, *Popularising Gender: A Case Study of Makerere University, Paper commissioned by FAWE at 10th General Assembly of AAU, Feb 2001, Nairobi, pp. 6 7.*

¹⁸ Verdiana Masanja, *Structural Changes and Equal Opportunity for All a Case Study of the University of Dar es Salaam, Paper commissioned by FAWE at 10th General Assembly of AAU, Feb 2001, Nairobi.*

¹⁹ Forum for African Women Educationalists (FAWE), *Gender Responsive Pedagogy Teachers' Handbook*, FAWE, Nairobi, (no date).

sexual harassment; and supportive gender responsive school management systems.

4. Publications by African Universities

The majority of the publications on gender issues have been done by the African Gender Institute (AGI) of Cape Town University. The AGI provides postgraduate programmes at Masters and Doctorate levels on policy analysis and policy making; gender analysis; research; information technology; and strategic and critical thinking. Its Associates Programme provides opportunities for African based scholars, writers, researchers and gender activities to work at the Institute. This programme is funded by the Rockefeller Foundation. Its Strengthening Gender and Women's Studies for Africa's Transformation Project seeks to strengthen African teaching and research in gender studies in African universities.

The AGI has done a number of conceptual studies such as on sexual harassment and on gender and the media. It has also done some seminal work on other African institutions. It has organized a seminar for SADC countries.

The Association of African Universities (AAU) distributed a questionnaire on Gender Mainstreaming in Higher Education in Africa, and their responses are included in this section.²⁰

For easier consultation the work has been divided either into general studies or by country.

General Studies

Jane Bennett's *Sexual Violence/ Sexual Harassment: a Handbook of Resources*²¹ is a seminal work on sexual harassment, and much of the work in Module 8 on Gender Violence and Sexual Harassment is based on her work.

The African Gender Institute, in an article entitled “Building Knowledge for Gender Equity in African Contexts”²², seeks to explore and dialogue on what gender studies is about. Based on a workshop held in Kaduna, Nigeria, in 1996, it identifies gender studies as including indigenously based knowledge of gender relations. This knowledge pays rigorous attention to the experiences of women. It involves research, which describes from multiple perspectives the complex, and diverse experiences of women living in Africa. Knowledge of gender seeks to understand the dynamics between people, in different contexts and ways, as “men” or “women”. It seeks to understand the implications of being gendered as a man or as a woman for a particular time and place: these implications weave themselves into every aspect of social production. Thus knowledge requires research in both men's and women's experiences.

In investigating the connections between voice, reflections and texts, the AGI aims to build up analyses and theories based on real experience. Africa suffers from the combined legacies of colonialism and traditional feudalism, which propagates ideas about the authority of men. This heritage needs to be addressed if Africa is to change for the better.

²⁰ Association of African Universities Questionnaire on Gender Mainstreaming in Higher Education in Africa, September 2005.

²¹ Jane Bennett, *Sexual Violence/ Sexual Harassment: a Handbook of Resources*, Cape Town, 2002.

²² African Gender Institute, “Building Knowledge for Gender Equity in African Contexts”, African Gender Institute Newsletter, Vol. 1, Sept 1997. <http://web.uct.ac.za/org/agi/pubs/newsletters/vol1/buildkw.htm>

Desiree Lewis and Barbara Boswell's study, "Gender and the Media"²³, looks at the number of women professionals in media in Africa and the representation of women in the media. In the works of Ruth Mukama quoted in the article:

Women are perpetually stereotyped as domesticated, given to leisure, fashion and beauty interests. They are also invariably portrayed as brainless, dependent, indecisive, subservient and sport for men's pleasure. Women are persistently objectified as men's possessions. Educated working women activists are portrayed as audacious insubordinate agitators, while those who opt to remain single are portrayed as prostitutes, social degenerates, and immoral beings who sleep their way to the top. Those who hold high political or administrative positions are branded as incompetent and inefficient. They are ultimately demonised and isolated as irrational snobs.

Professor Amina Mama's inaugural lecture on "Critical Capacities: Facing the Challenges of Intellectual Development"²⁴ presents a critical analysis of the role of the African intelligentsia and of African universities in development in the post-Independence era. She sees the African intellectual community as having a history of serving despotic rulers. Moreover the hierarchies of knowledge production have also coincided with militarism in Africa. However African militarism has not brought about an industrial revolution in the context of economic and political underdevelopment and dependency. African intellectuals have had to face the challenge of maintaining their intellectual integrity, at the same time to ensure their own economic and political survival. The two challenges may contradict each other. The organisation of knowledge within the African context has been deeply complicit in imperialist agendas, and has been largely financed through "capitalist expansionism". Science has been given prominence, whilst arts and culture have been devalued. However science and technologies are not culturally neutral, as is evident in the challenges facing Africa including the "HIV/AIDS pandemic, the abuse of women, genocide, the multiple social and cultural consequences of deeply gendered politics of today's war making machines".

She also highlights the "contradiction between highly educated women and feudal politics leading to a deepening gender consciousness. Post colonial and feminist epistemologies are therefore critically committed to political, social and cultural transformation of their societies"²⁵.

Elaine Salo and Desiree Lewis summarize a number of studies linking democracy, citizenship and gender"²⁶. These studies are critical to the definition of gender roles in African democracies. One area is how far voting really guarantees democracy for women. Elections are not always gendered, and women are often victimized and intimidated to elect males. This is particularly true of non-elite women.

The issue of customary law is central to the identity of African women. Customary law is often utilized to oppress African women, out of alleged respect for African tradition. Traditional religious regulations such as Sharia law in Nigeria can deprive women of their rights, whilst letting men who have committed the same transgression scot free.

Ethnicity and citizenship is another area touched upon. This has been particularly tragic in countries such as Rwanda and Burundi.

Women in politics face the problem of rhetorical support, even in dictatorial regimes, when in

²³ Desiree Lewis and Barbara Boswell, "Gender and the Media", African Gender Institute Newsletter, Vol. 11, Dec 2002. <http://web.uct.ac.za/org/agi/pubs/newsletters/vol11/media.htm>

²⁴ Amina Mama, "Critical Capacities: Facing the Challenges of Intellectual Development", Inaugural Lecture Prince Claus Chair in Development and Equity, Institute of African Studies, 28 April 2004. <http://web.uct.ac.za/org/agi/pubs/amina.htm>

²⁵ Ibid, p. 8.

²⁶ Elaine Salo and Desiree Lewis, "Democracy, Citizenship and Gender", African Gender Institute Newsletter, Vol. 10, 2002. <http://web.uct.ac.za/org/agi/pubs/newsletters/vol10/democracy.htm>

fact their room to manoeuvre may be severely circumscribed.

Ada Okoye's "Riding on the Backseat: Thoughts on the New Constructions of Womanhood in Nigeria"²⁷ meditates on women's rights in Nigeria as she takes a bus ride on a gender segregated bus: the women sit at the back of the bus according to the regulations of Kano. As the bus became fuller, women became more and more squeezed at the back. She links the bus ride to the Nigerian Constitution which seeks to promote freedom, equality, and justice. In her words:

As far as I could see, the same mechanism which was employed to define an African customary law that was oppressive for women was at work here, namely, that "customary law was not about guaranteeing rights..." Consequently, those without access to the political authority of the time, typically women, had neither the same opportunity, nor political resources to press home their point of view. Different legal regimes; same effect on women, except that in this case, Nigerian women did gain access to the political authority and did present constitutional review proposals which press home their point of view.

Women are exploited by those who wish to gain political power. Women need to utilize their power to vote to strengthen their rights.

Zenebeworke Tadesse discusses the issue of "Gender and Democratisation in Africa: the Long Road to the Front Seat"²⁸. Many of the new initiatives purporting to promote democracy, such as the New Partnership for Africa's Development (NEPAD), do not pay any attention to gender, yet the denial of human rights and democracy to women underlies many of the barriers to development in Africa. The questionable quality of the representation of women and the exclusion of women from democratic discourses and implementation programmes undermine the real empowerment of women.

African Gender Institute provides an overview of gender studies in Africa in an article entitled "Activism and the Academy"²⁹. In Southern Africa one of the most serious challenges is that of gender violence on campuses. The Southern African Network of Institutions Challenging Sexual Harassment and Violence was formed in 1997. In South Africa the Gender Equity Task Force commissioned by the Ministry of Education in 1997 identified sexual harassment and abuse as major obstacles to gender equity in education.

SAPES, based in Harare, has produced a small but significant number of publication on gender: *Gender in Southern Africa* (Meena ed 1995); *Southern Africa in Transition: A Gender Perspective* (1998), and has the distinction of having launched the *Southern African Feminist Review*. CODESRIA had produced one book that addresses gender, *Engendering African Social Science* (Imam et al eds 1996).

However on the whole achievements in the area of gender studies in African academies have been modest, depending largely on outside funding. Yet gender studies is an essential and fundamental input into development, with the likelihood that development is hampered because critical gender issues have been ignored. The article appeals for more endogenous support for gender studies.

²⁷ Ada Okoye, "Riding on the Backseat: Thoughts on the New Constructions of Womanhood in Nigeria", African Gender Institute Newsletter, Vol. 10, 2002. <http://web.uct.ac.za/org/agi/pubs/newsletters/vol10/back%20seat.htm>.

²⁸ Zenebeworke Tadesse, "Gender and Democratisation in Africa: the Long Road to the Front Seat", African Gender Institute Newsletter, Vol. 10, 2002. <http://web.uct.ac.za/org/agi/pubs/newsletters/vol10/front%20seat.htm>.

²⁹ African Gender Institute, "Activism and the Academy", *African Gender Institute Newsletter, Vol4, May 1999*. [Http://web.uct.ac.za/org/agi/pubs/newsletters/vol4/activism.htm](http://web.uct.ac.za/org/agi/pubs/newsletters/vol4/activism.htm).

SADC

The African Gender Institute was invited to prepare and provide gender training modules to the Southern African Development Community Organisation of Supreme Audit Institutions.³⁰ The programme was organized by Sisonke Msimang and included six SADC countries.

Cameroon

Joyce Endeley describes the establishment of the Department of Women and Gender Studies of the University of Buea, in Cameroon³¹. The Department was not established by feminist activists, but by a forward looking senior male academic. Beginning in 1993, it has produced staff for the NGO and the state sectors. It presently has over 300 undergraduate and postgraduate students and seeks to serve not only Cameroon, but also other African countries.

Ethiopia

Women in Faculties of Teacher Training Institutions in Ethiopia by Almaz Eshete³² looks at teacher educators in teachers' colleges and universities in Ethiopia. The percentage of women lecturers is dismally low, averaging 2.8% of the total. Women report being intimidated at appointments and promotions committees.

Emebet Mulugetta and Mulumebet Zenebe describe the work of Center for Research Training and Information on Women in Development (CERTWID), recently transformed into the Gender Institute,³³ at Addis Ababa University in Ethiopia. Established in 1995, the Institute has conducted a large array of research on gender and development. It runs training programmes in research, planning, implementation and monitoring of development projects. It has incorporated gender into the University curricula, and it has an Information, Publications and Documentation Unit.

The Gender Institute of the University of Addis Ababa, Ethiopia, has undertaken a study of sexual harassment and gender violence at the University.³⁴ The study, which was the focus for a panel discussion, showed that 12.7% of students had actually been raped, with a further 27.5% who had suffered attempted rape. 58% of students had faced sexual harassment at some time, compared to 41.8% who had faced sexual harassment in the last 12 months. These students received no assistance or support from the University. Their trauma was not addressed.

Ghana

Ho Polytechnic in Ghana provided information on its policies and programmes through a gender perspective in response to the *Association of African Universities (AAU) Questionnaire on Gender Mainstreaming in Higher Education in Africa*. The Polytechnic offers a range of technical and vocational courses. Its hostel accommodation provides in almost equal numbers for men and women students. Although it does not have a gender policy, it does have an Ethics policy which emphasises non-discrimination in terms of gender

³⁰ Sisonke Msimang, *SADC Organization of Supreme Audit Institutions (SADCOSAI) training week*, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol6/sadcosa.htm>.

³¹ Joyce Endeley, "Establishment of the Department of Women and Gender Studies of the University of Buea, Cameroon", *African Gender Institute Newsletter*, Vol. 13, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol13/buea.htm>.

³² Almaz Eshete, *Women in Faculties of Teacher Training Institutions in Ethiopia*, UNESCO IICBA, Addis Ababa, 2003.

³³ Emebet Mulugetta and Mulumebet Zenebe, "Center for Research Training and Information on Women in Development (CERTWID)", *African Gender Institute Newsletter*, Vol. 12, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol12/certwid.htm>.

³⁴ Yamrot Kinfu, IGS Coordinator, "A Panel Discussion on Rape on Campus", *Institute of Gender Studies Informs*, Vol. 10, No. 1, Addis Ababa University, April 2005, pp. 2-10.

in respect of admissions and academic awards which are based on merit. It has a total of 63 academic staff, and women comprise 77.8% of the total. It has 14 senior management staff, and women comprise 21.4% of the total. The Academic Appointment and Promotion Boards both have women members. Women students comprise 53.6% of its 276 full time certificate students, and 31.7% of its 1792 full time diploma students (2004-2005 statistics). Academic staff and student population statistics are disaggregated and collected regularly. However this data may not be utilized for decision making. There is no finance either from within the institution or from outside agencies for gender specific programmes.

This is the only polytechnic which responded. Its Ethics policy appears to be very powerful in ensuring a sound gender balance in staffing and in student enrolment, given that the major part of the disciplines are considered traditional “male” occupations (e.g. automotive engineering, building, electronic engineering). It may not be typical of the situation of polytechnics as a whole.

Kenya

The Centre for Gender Studies at Kenyatta University, Kenya, was established by the Vice Chancellor, who also chairs the Board, in 2001.³⁵ He had attended an international conference which convinced him that such a department was essential. One of the first tasks addressed was the level of student violence, culminating in the rape of two women students. Its work is deeply concerned with the ways gender influences life, philosophy, politics and development. The department undertakes training and research, and provides consultancies.

Judy Omale studies the extent and impact of sexual harassment in schools and educational institutions in Kenya³⁶.

South Africa

As part of the liberation of South Africa, with its basis on human rights for all, a Gender Task Force was established in 1992 at Fort Hare University. The first problem it had to face was the high level of violence against women on the campus³⁷. The Gender Task Force was transformed into the Gender Forum as the number of members increased. However the representation of academics remained very small. The Forum focuses on gender issues within the University and its neighbouring community. It uses workshops to develop gender related policies. It has established a gender resource centre, which has conducted research and documented gender inequalities. In addition it facilitates staff counselling and represents the University at provincial, national and international forums on gender equality.

Tammy Shefer describes the work of the Women and Gender Studies Department at the University of Western Cape³⁸ where she is the Director. The Department was established in 2001, and had over 100 students in 2003. It has recently established postgraduate studies. It has strong community linkages. Courses include gender and nationalism, women's health; sexuality, masculinity, gender and development; gender and law; women and technology. The Department has strong international relationships, particularly with other African universities.

³⁵ Eunice A. Nyamasyo, “The Centre for Gender Studies at Kenyatta University”, *African Gender Institute Newsletter*, Vol. 13, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol13/kenyatta.htm>.

³⁶ Judy Omale, “Tested to the Limit: Sexual Harassment in Schools and Educational Institutions in Kenya”, in Judith Mirsky and Marty Radlett, editors, *No Paradise Yet: The World's Women Face the New Century*, ZED Press, London, pp. 19-38

³⁷ Nomfundo Mlisa and Koketso Mokwatio, “A History of the Gender Forum at the University of Fort Hare”, *African Gender Institute Newsletter*, Vol. 13, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol13/fort%20hare.htm>.

³⁸ Tammy Shefer, “Women and Gender Studies at the University of Western Cape”, *African Gender Institute Newsletter*, Vol. 12, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol12/wgs.htm>.

The University of the Western Cape also has a Gender Equity Unit (GEU), established in 1993, responsible for formulating and implementing gender sensitive policies such as on sexual harassment, policy guidelines for staff recruitment and appointments and a policy on sexist language.³⁹ The GEU is responsible for monitoring the transformation process at the University following the establishment of several gender sensitive laws in the country such as the Employment Equity Act of 1999. Women students comprise 57% of the total. The GEU has embarked on programmes to improve the quality of life for women students. It has also established a programme to improve older women's access to tertiary education. It links up with the poor communities from which most students come through joint projects between students and communities. It also undertakes research, for example on gender violence and gender exploitation.

The University of Natal, South Africa, has two campuses, one in Pietermaritzburg which has 52% female students out of a total of 5 341 students, the other in Durban, which has 47% female students out of a total of 11 636. A survey was undertaken to gauge the level and types of sexual harassment on the campuses. The survey was intended to provide the basis for the establishment of a policy on sexual harassment. The study by Nomcebo O. Simelane entitled *Sexual Harassment: A Case Study of the University of Natal*,⁴⁰ outlines the survey and the subsequent policy development processes. Sexual harassment was defined as unwelcome and unwanted sexual conduct such as verbal comments, abuse, gestures or physical contact of a sexual nature by an individual or a group resulting in one or more of the following:

- mental, physical and social discomfort;
- interference with her/his work and/or academic performance. This could result from the threatened downgrading of marks, demotion, withholding of privileges and/or dismissal as a result of the refusal of sexual advances or the promise of a reward for compliance;
- creation of an intimidating, hostile or offensive environment for him/her on campus.

A policy was developed which outlined various steps and instituted structures to deal with complaints, including peer consultants, a sexual harassment panel, and the University disciplinary structures. However it was found that these structures were too heavy and were not used by abused students, who were afraid that reporting would lead to adverse publicity as well as further violent abuse. It was not safe to report abuse. Instead students were keen on instituting preventive measures. Safety precautions were seen as paramount. These included safety on residences, accessibility to facilities such as libraries by female and disabled students at night, counselling services and prompt action where cases are reports.

The issue of who commits sexual violence and abuse was addressed: the response is that it could be anyone. Some abusers were older students. Some abusers attacked in groups. Black male students were more involved in sexual violence than other races. This points to values and cultural differences, as well as to underlying economic problems: the Zimbabwean studies indicate that student poverty may have a great deal to do with student male violence against women students, who may in turn be solving their poverty problems by dating rich older men.

³⁹ Mary Hames, "Gender Equity Unit, University of the Western Cape", *African Gender Institute Newsletter*, Vol. 12, <http://web.uct.ac.za/org/agi/pubs/newsletters/vol12/geu.htm>.

⁴⁰ Nomcebo O. Simelane, *Sexual Harassment: A Case Study of the University of Natal*, South Africa, FAWE, Nairobi, 2001.

Witswatersrand University provided very useful and detailed information to the *Association of African Universities (AAU) Questionnaire on Gender Mainstreaming in Higher Education in Africa*. Although it does not have a specific gender policy, much of the areas covered by such a policy are addressed under its Employment Equity Plan, Employment Equity Policy, Policy on Sexual Harassment, and a Policy and Procedure for dealing with complaints of unfair racial and sexual discrimination. All of these touch on gender issues. It appears to be one of the most advanced institutions in terms of having in place and in practice gender policies which protect against discrimination and exploitation.

The University has also established a process for policy formulation which includes

- Draft prepared by the Transformation and Employment Equity Office.
- Draft discussed with Senior Executive Team to get approval for basic principles.
- Draft circulated to relevant stakeholder constituencies, e.g. Student Representative Council, unions, Senate, Faculty Staffing and Promotions committees, etc.
- Meetings held with stakeholder groups, input incorporated, second, third, fourth, etc. drafts prepared.
- Final draft to Human Resources Committee, University Forum and Council for approval.

There is regular monitoring by the Transformation and Employment Equity Office and by the Sexual Harassment Advisor's Office. Quantitative and qualitative data are reviewed. Review is done from once a quarter to once a year.

A number of staff work on gender as part of their overall job description, including the Industrial Relations Advisor, the Dean of Students, the Director of the Transformation and Employment Equity, the Legal Advisor, the Manager of the Equity Development Unit, etc.

Targets have been set for 50% female academic staff, 50% female undergraduate level, 50% female graduate studies level, 50% female for staff development programmes. Appointments and promotions committees do have female members. Women comprise 65.9% of the 624 full time undergraduate diploma students; 51.8% of the 15 293 full time first degree students; 40% of the 921 postgraduate diploma students; 56.5% of the 1082 honours students; 44.5% of the 4 723 masters students; and 43.3% of the 861 full time Ph. D. students.

Gender disaggregated data is collected in each faculty, and are regularly utilized to inform decisions on staff and student development programmes, appointments and admissions. The following gender specific data are collected:

- Staff: faculty, school, race, gender, level of appointment, age group, full time/part time.
- Students: race, gender, year of study, degree, undergrad /postgrad, in residence, not.

The University does not have any specific fund reserved for gender specific programmes, but the University has received about US\$1 million from donors for this area.

It appears that Witswatersrand University has integrated gender issues quite substantively in a number of areas, and could provide a model for other African universities.

Carla Sutherland's study "The Law and Sexual Harassment in S. Africa" looks at the legal situation regarding the widespread practice of sexual harassment in South Africa.⁴¹

Uganda

Makerere University is one of the most advanced in Africa in terms of gender mainstreaming. It has two structures institutionalized within the University. The first is the Department of Women and Gender Studies established in 1991⁴², responsible for the undergraduate (1 500 students trained in 6 years) and graduate (150 masters in 14 years) academic programmes; the outreach programmes of short courses for local and international community including gender training and awareness creation; gender and ICT courses; research and development; and consultancies.

The second institution is the Gender Mainstreaming Division established in 2002 under the Academic Registrar's Office to engender the university function across the board. The Gender Mainstreaming Programme objectives are:

- To promote a gender-friendly, inclusive and secure environment in the university for staff and students.
- To ensure that gender balance in student enrolment and performance is improved across all disciplines.
- To advocate for increased recruitment, promotion and retention of female staff.
- To work for the engendering of the University curriculum.
- To make provision for the training of a critical mass of staff in gender analysis skills across all university units.
- To promote and advocate for the integration of gender in university research.
- To promote the integration of gender perspectives in the university outreach programmes.
- To advocate and promote increased participation of women in decision-making at all levels in Makerere University.
- To ensure that university policy on women's access to benefits, allowances and other entitlements is streamlined, regularized and wholly implemented.
- To promote the use of gender sensitive language in all forms of communication at Makerere University.

The scope and focus of the Gender Mainstreaming Programme include:

- Teaching, learning and access.
- Basic and applied research.
- Outreach programmes.

⁴¹ Carla Sutherland, "The Law and Sexual Harassment in S. Africa", in *Canadian Journal of African Studies*, Vol 29, No. 1, 1995, pp. 132-122.

⁴² Information from Makerere University, The Department of Women and Gender Studies, <http://web.uct.ac.za/org/agi/progs/post.htm> and www.makerere.ac.ug/womenstudies/; Makerere University, *Department of Women and Gender Studies Flyer*; Stella Mukasa and Nite B. Tanzam, *Department of Women and Gender Studies*, Makerere University, 2002.

- Governance and administration.
- Student welfare.
- Staff welfare.
- Public space and campus security.
- Organizational culture.
- Budgeting.⁴³

The processes and achievements of Makerere University offer a strong model for replication by other African higher education institutions.

One of the major successes at Makerere University is the gender mainstreaming in the Faculty of Agriculture.⁴⁴ This has been integrated into the University's five year strategic plan 2002-2007. Implementation has been in four phases, including sensitisation of executive and academic staff of the Faculty on gender issues; integrating gender into the Faculty curriculum; review and assessment of the gendered curriculum by stakeholders; gender skills training for academic staff; piloting the gendered curriculum and acquisition of more training materials with local gender case studies.

Zimbabwe

Rudo B. Gaidzanwa's study, "Academic Women at the University of Zimbabwe: Still a Long Way to Go"⁴⁵ indicates that women lecturers still suffer serious discrimination and prejudice which hamper their career progress. At the University of Zimbabwe in 2001, out of 70 professors, only 7.1% were women; and out of 1166 lecturers, only 17.7% are women. Her study is based on the case study of twelve women academics.

Marriage in some cases prove to be a barrier to promotion, as some women give up many years of their career to build up their husband's career. Child rearing makes women academics less physically and socially mobile: women academics have to make serious sacrifices to remain with their children at critical periods of their upbringing. A critical support system for women would be child care facilities and a primary school on the campus, making it easier for women to juggle a career and child rearing. Women lecturers at the University are as affected by the deterioration of security on the campus as women students, and as a result cannot remain in their offices in the evenings.

The issues of mentoring and of professional networks also affect women adversely. Men easily mentor other men, whereas it may be difficult for a young woman academic to find a mentor. This is partly because there are very few women academics anyway. Some women manage to be mentored by men, but this may present other problems in a highly sex segregated society. Women report feeling totally isolated within their departments. Moreover many women did not want to ask for help, even when they were out of their depth. Many women became depressed and demoralized, as they were not well versed in the prevalent academic competition. Moreover senior women may be demonized within academia, so that younger women may not feel free to consult with them.

There are few women on the promotions committee. Women generally are not familiar with the procedures of university committees, and so cannot make their mark there. Women may not be familiar with the skills of coalition building in the process of competition, as they tend

⁴³ Makerere University, *Gender Mainstreaming Programme Flyer*.

⁴⁴ Enoch Mutabaazi, "Agriculture Pioneers Gender Integration into Makerere's Curriculum", Makerere University Gender Mainstreaming Division, *The Focus, Good Gender Practices for Development*, Quarterly Publication, Volume 2 Number 2, June 2005, pp. 7 - 8.

⁴⁵ Rudo B. Gaidzanwa, "Academic Women at the University of Zimbabwe: Still a Long Way to Go", 2005, mimeograph.

to operate very individually outside formal institutional structures. Promotions depend heavily on publications, and women publish less than men. In one example of a University publication, men contributed 83% of the articles. Other areas of a lecturer's work such as counseling students, career guidance and related functions are given to women, but are not considered relevant for promotion. As a result, women lecturers are overworked and exhausted. Women academics reported exhaustion, emotional frustration and helplessness in dealing with a wide variety and huge quantity of student problems that affected their learning.

Sexual harassment was mentioned as a problem by almost all women regardless of class, age, status or specialization. Young women academics are harassed by both colleagues and students, whereas older women academics are harassed by older male academics. Secretarial staff suffer the most sexual harassment of all. Generally sexual harassment was not reported, particularly by married women academics, as the publicity would affect them and their marriages adversely. A woman who reports may be accused of having an affair anyway. She will get no support officially or personally.

Zindi has done a study of sexual harassment of female students by their lecturers. The study establishes that there is widespread sexual harassment of female students by male lecturers.⁴⁶

Speaking for Ourselves edited by Professor Rudo Gaidzanwa is an anthology of research done by six students on gender.⁴⁷ The study explores the masculinities and femininities amongst university students, touching on issues of sexual harassment in and outside the lecture room. Male lecturers demonstrated control, discipline and authoritarianism towards students. Lecturers may show hostility towards female students who reject their sexual advances. The studies demonstrate the level of poverty and violence suffered by university students, linking the violence to socio-economic class problems.

The *Zimbabwe Human Development Report 2003*⁴⁸ focuses specifically on HIV/AIDS in the country. It identifies the relative social and economic powerlessness of women as one of the key factors fuelling the HIV/AIDS pandemic. The HIV/AIDS infection among females 15-24 years is reported to be over 20% in some areas. Both male and female students at tertiary and secondary school are reportedly involved in transactional sex for food or for luxury goods.⁴⁹ The Government's decision to privatise catering in tertiary institutions has led to a situation where students cannot afford to eat. The attraction of fast foods has apparently also led to students exchanging sex for fast foods. Girls accept fast foods in exchange for sex from taxi drivers.

The National University of Science and Technology (NUST) has an affirmative action policy for the admission of female students aiming at the 60:40 ratio, rising in 2006 to 50:50 ratio. The University was given a directive by the Ministry of Higher Education to institute a gender policy, but the details were worked out by the University itself. Monitoring is done by the University Council on admissions. There is no gender policy regarding staff appointments and promotions.

Women comprise 18.07% of the 98 full time diploma students; 32% of the 3 919 full time first degree students; 23.81% of the full time post-graduate diploma and masters students.

⁴⁶ F. Zindi, "Sexual Harassment of College Students by Lecturers in Zimbabwe", in *Sex Education: Sexuality, Society and Learning*, Routledge, Volume 2, Number 1/ April 01, 2002, pp. 45-59, <http://taylorandfrancis.metapress.com>.

⁴⁷ Rudo Gaidzanwa (ed), *Speaking for Ourselves*, University of Zimbabwe, Harare, 2001.

⁴⁸ Institute of Development Studies, *Zimbabwe Human Development Report 2003*, IDS, UNDP, Government of Zimbabwe, Harare, 2003.

⁴⁹ *Ibid*, pp. 57-58.

There are no specifically targeted programmes to assist women students, and there are not research projects incorporating gender in the last 12 months. There are no internal or external funds for gender specific programmes.⁵⁰

Women's University in Africa (WUA) has a gender policy which includes goals, principles, gender analysis, gender equality, strategies, and performance assessment. The processes followed for policy development include proposal by the faculty; ratification by the faculty boards; draft of the policy; ratification by Senior Management and Council. Monitoring is done by each faculty once per semester. The Faculty of Social Sciences and Gender is responsible for gender issues. WUA has a quota of 80% women students. Women presently comprise 74% of its 959 undergraduate students. Its teaching and research programmes are gender related: it has embarked on short term agricultural courses for women and has completed a study on HIV/AIDS from a gender perspective. It has limited institutional and donor funds.

Conclusion

Some laudable and substantive work has been done in African tertiary education institutions. Most outstanding of these include work done by the Forum for African Women Educationalists (FAWE), the African Gender Institute (AGI), Makerere University, and Witswatersrand University. A number of other higher education institutions have also made some laudable achievements, establishing gender departments and undertaking research and development in difficult situations of poor funding and support.

The important work on gender done by international organizations such as the various United Nations conferences on women, CIDA, IDRC, SIDA and other organizations on gender, has been very important for Africa, providing a new perspective to African academic leaders. Their work has stimulated initiatives in different institutions such as Makerere and Kenyatta Universities, where gender transformation was begun from the top.

Gender violence and sexual harassment appear to be very serious challenges, particularly in Southern Africa. They are linked to the socio-economic developments in that sub-region including more recent and more painful processes of decolonisation. Severe socio-economic pressures have been placed on these societies by the endemic lack of employment and by Structural Adjustment programmes which led to underfunding of tertiary education, with pauperising effects on students from lower economic backgrounds. Many students are the first generation to enjoy tertiary education, as a result of the democratization of tertiary education by post-Independence governments.

Sexual harassment also appears to be linked to value systems, which favour male authoritarianism and aggressiveness, and at the same time expect women to be subservient and passive. These cultural values and behaviours owe much to colonial and feudal conceptualization of masculinity, which have not been transformed despite the accession of political independence.

However it is evident that much more work needs to be done within African higher education institutions. Some pioneering work has been done, and they provide models for future development. The presented modules have been developed to provide a toolkit of practical

⁵⁰ Information from *Association of African Universities (AAU) Questionnaire on Gender Mainstreaming in Higher Education in Africa*.

steps on how African tertiary institutions can go about gender sensitising their campuses. The literature review informs this toolkit and also provides a contextual realisation that work is being done in addressing gender imbalances in tertiary institutions and that there are institutions and organisations that African universities can also turn to be it for expertise and potential funding to further their gender sensitisation efforts.

The vision of gender equity and gender equality as absolutely essential for the transformation of African development has been articulated by both individuals and institutions. Gender exploitation and discrimination pose hazards and barriers to development, and gender studies provide the possibility of addressing some of these hazards and barriers with a view to influencing and facilitating more successful future development.

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