

## Module 2

# Forming Policies and Strategies



## Module 2

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#### 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.<sup>1</sup> Another pertinent example is that of agriculture: in most African countries it is recognized that women do 70-80% of agricultural production.<sup>2</sup> 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

<sup>1</sup> 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.

<sup>2</sup> 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.<sup>3</sup> 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

<sup>3</sup> 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.<sup>4</sup>

<sup>4</sup> 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.<sup>5</sup> 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

<sup>5</sup> 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.<sup>6</sup>

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.<sup>7</sup> 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

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

<sup>7</sup> 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?<sup>8</sup>

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?<sup>9</sup>

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

<sup>8</sup> Ibid, p. 8.

<sup>9</sup> 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?<sup>10</sup>

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

<sup>10</sup> 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?<sup>11</sup>
- 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

<sup>11</sup> 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.<sup>12</sup>

### **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.

<sup>12</sup> CIDA's Policy on Gender Equality, [www.asdi-cida.gc.ca/cidaf](http://www.asdi-cida.gc.ca/cidaf), pp. 26 - 27.

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