



SIU REPORT SERIES

2010

## Gender Mainstreaming in the NUFU Programme.

PROFESSOR TAKYIWAA MANUH  
University of Ghana



## **Contents**

<b><i>Foreword</i></b>	<b>1</b>
<b><i>Executive Summary</i></b>	<b>3</b>
<b><i>Introduction</i></b>	<b>4</b>
<b><i>Findings on Gender Mainstreaming in the NUFU-supported Projects</i></b>	<b>11</b>
<b><i>Recommendations</i></b>	<b>17</b>
<b><i>Concrete Actions</i></b>	<b>18</b>
<b><i>Gender-responsive Progress Indicators</i></b>	<b>20</b>
<b><i>Appendices</i></b>	<b>22</b>
<b><i>Bibliography</i></b>	<b>31</b>

## Foreword

The NUFU Programme is a partnership programme for academic cooperation South-South-North, with the aim to support the development of sustainable capacity and competence for research and research based higher education in developing countries, and to contribute to academic collaboration in the South and between South and North. The programme is funded by the Norwegian Agency for Development Cooperation (Norad) and administered by the Norwegian Centre for International Cooperation in Higher Education (SIU).

The fourth phase of the NUFU Programme, lasting from 2007 to 2011 has a renewed focus on gender equality. The conceptualisation in the NUFU context is threefold:

1. To pursue gender balance among project participants, with a particular focus on recruiting female PhD candidates
2. To support projects with a particular thematic focus on women's rights and gender equality in their research
3. To promote gender mainstreaming in all programme activities.

A target of 40% was set for the recruitment of female PhD candidates, and by the end of 2008 41% of the PhD candidates recruited at programme level were female. About 50% of the projects had met the target at project level.

When the NUFU Programme Board selected projects to support, projects focusing on gender issues were given priority, and about 30 projects have reported to be relevant to issues regarding women's rights and situation and gender equality.

The third component of the gender focus – gender mainstreaming – has turned out to be a more difficult concept to grasp. What does gender mainstreaming mean, apart from the two dimensions mentioned above? In 2009 this question was highlighted and discussed in two events organised by SIU. In the NUFU Programme Conference in Malawi a plenary session as well as a group discussion focused on measures to bridge the gender gap in academia. Secondly, the annual NUFU project coordinators' seminar in Norway had gender mainstreaming in the NUFU Programme as its main topic.

Following the two events the NUFU Programme Board decided to commission a study on gender mainstreaming in the NUFU context. SIU accepted a tender from Professor Takyiwa Manuh, who is the Director of the Institute of African Studies, University of Ghana, Legon. Professor Manuh has been involved in research on women's rights and gender equality for a number of years, and she is also the project coordinator in a NUFU project. She conducted the study between September and November 2009, including a field visit to Tanzania, where Professor Manuh visited four NUFU partner institutions. The final report from the study was submitted to SIU in early December 2009.

The NUFU Programme Board discussed the report in its meeting in February 2010. The Programme Board appreciated the work done by Professor Manuh. It was underlined that the report suggests some actions that may be taken within the NUFU Programme, such as introducing compensation for maternity

leave for PhD candidates as well as promoting gender as a dimension in research design and implementation and curriculum development. At the same time it was stressed that the main responsibility for promoting gender equality and gender mainstreaming in academia lies with the institutions themselves, both in South partner countries and in Norway. The NUFU Programme is a relatively small programme, but with an aim to contribute as far as possible.

It is SIU's view that the report should be regarded as a status report on gender mainstreaming in the NUFU Programme. It points out the challenges that many institutions and projects face in mainstreaming gender into research topics, curriculum development and other activities. At the same time the report contains ideas and recommendations regarding concrete actions that may be taken by projects, institutions, the Programme Board and programme administrators like SIU. The report also suggests qualitative and quantitative indicators that may be used to measure success of gender mainstreaming efforts. The report represents no panacea to solve all challenges related to gender mainstreaming, but it will hopefully be useful for participants in the NUFU Programme at all levels – and also beyond. The bibliography is highly recommended as a source of more information and knowledge on the topic.

Bergen, 24 March 2010

Ragnhild Tunesvik

NUFU Programme Coordinator

## Executive Summary

The process of gender mainstreaming adopted in Beijing in 1995, received renewed affirmation through the inclusion of a goal on gender equality and women's empowerment in the Millennium Development Goals (MDGs). In addition, the Report of the Task Force on Education and Gender Equality of the UN Millennium Project reinforced the importance of investing in gender mainstreaming as a tool for achieving equitable and sustainable development and reiterated the need to expedite mainstreaming responses and actions and put in place systems to hold institutions accountable to achieve poverty reduction and sustainable development, especially in the poorest countries.

These commitments accord with the main goal of the Norwegian Programme for Development, Research and Education (NUFU) of building sustainable capacity and competence in research and research-based higher education in developing countries relevant to national development and poverty reduction and to contribute to enhanced academic collaboration in the South and between the South and the North. In its fourth phase (2007–2011), there is renewed focus on gender mainstreaming, with NUFU aiming to stimulate gender-related research and to achieve gender balance in the recruitment of researchers, students and candidates through financial rewards to projects that reach the stated objective of recruiting at least 40 per cent women to PhD education, and applicants are to present plans for mainstreaming gender into the projects.

Findings from the review of selected NUFU-funded projects at the University of Dar es Salaam (UDSM); Muhimbili University of Health and Allied Sciences (MUHAS); Sokoine University of Agriculture (SUA) and Mzumbe University (MU) demonstrate some progress in addressing gender imbalances at both institutional and project levels. However, the review also noted critical challenges in understandings of a gender mainstreaming strategy from its conception to implementation, raising questions about its relevance and significance in its application context. Further, the challenges of gender mainstreaming are different at each institution and project, following institutional cultures and frameworks, academic specializations and interests, gender centre capacities and structures, as well as the nature of collaboration within institutions, all of which impact in different ways on the integration of the gender mainstreaming framework and achievement of the NUFU Programme goals.

Recommendations are that gender mainstreaming should be understood as a chain process that has institutional dimensions and proceeds through project conceptualization and design to the evaluation process, with multi-dimensional targets which include capacity building; achieving gender balance; engendering institutional structures, cultures and policies; and operationalisation of gender issues in the research process and outcomes. Such a framework should contribute to increasing women's representation, inclusion and participation in research and programmes, and should lead at the institutional level to the development of gender-equitable frameworks, approaches and methodologies which will inform research and academic work and result in beneficial impacts on the institutions and the communities with which they work towards poverty reduction and sustainable development. Concrete actions have been proposed at programme, institutional and project levels including renewed efforts to attract females as students, greater visibility of females as researchers and team leaders and members, better integration of projects with existing gender structures in institutions and new budget lines to support the operationalisation of gender mainstreaming and the family life of students. Gender-responsive progress indicators for measuring and assessing progress at project level have been proposed to be included in annual and final reports from institutions.

## 1. Introduction

By contract No. 6375/2009 dated September 1<sup>st</sup> 2009, the consultant was commissioned by the Norwegian Centre for International Cooperation in Higher Education (SIU) to conduct a study of gender mainstreaming in the NUFU Programme based on the decision by the NUFU Programme Board at its meeting on May 25, 2009.

The objectives of the study are as follows:

- To clarify what gender mainstreaming means in the specific context of the NUFU Programme,
- To recommend concrete actions and activities to achieve gender mainstreaming within the cooperative projects and participating institutions, and
- To define indicators of progress/success that can be included in future annual and final reporting from the projects/institutions.

Particular emphasis was to be put on developing indicators, both quantitative and qualitative for assessing gender mainstreaming in the projects funded under the NUFU Programme.

Expected outputs from the study are as follows:

- Gender mainstreaming in the NUFU Programme context conceptualised;
- Concrete actions/measures to mainstream/integrate gender issues in the NUFU Programme identified and documented;
- Best practices for addressing gender concerns in the NUFU Programme recommended;
- Gender-responsive progress/success indicators developed.

The Terms of Reference (See appendix 3) further defined the methodology and scope of the assignment which was to comprise:

- A desk study of key studies/reports in the field of gender mainstreaming, with particular focus on gender mainstreaming in academia;
- References to key NUFU background documents (see Appendix II - list of documents consulted);
- A review of the NUFU project portfolio to determine best practices;
- Interviews with NUFU project coordinators and institutional contacts, with special emphasis on institutions outside Norway; the NUFU team at SIU;
- Field visits to a limited number of NUFU-supported projects at partner institutions in Tanzania;
- A proposed meeting with SIU in Tanzania alongside the field visit. However this did not prove possible because of scheduling differences.

## 1.1. Gender Mainstreaming in Context

The Report of the *Task Force on Education and Gender Equality* of the UN Millennium Project reinforced the importance of investing in gender mainstreaming as a tool and reiterated the need to expedite mainstreaming responses and actions and put in place systems to hold institutions accountable.<sup>1</sup> This followed the inclusion of a goal on gender equality and women's empowerment in the MDGs, reiterating the global commitment made in Beijing in 1995 to gender mainstreaming as a major strategy for promoting gender equality. This is regarded as a *sine qua non* to create the conditions for women and men alike to enjoy human development and security and to reach their full human potential and participate as equals in the development of their societies.

According to the United Nations' Economic and Social Council, "mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."<sup>2</sup>

A common understanding of gender mainstreaming is that implementation involves changes in both "internal" organizational and "external" operational procedures. The former refers to changes needed within organisations to embrace the goals and values of gender mainstreaming and to alter systems and procedures to meet these goals.<sup>3</sup> The "external" dimension generally pertains to the steps needed to mainstream gender into development operations such as design, implementation and evaluation. These steps may include influencing goals, strategies and resource allocations at the start and providing specialized gender technical input such as gender analysis and technical assistance for the design, implementation and evaluation phases, to be followed by the development of indicators of progress, on which the projects can report. But it is acknowledged that this is a complex and lengthy process and implementation has tended to focus on internal organizational dimensions such as staffing, policies, developing indicators and training of staff, often interpreted as preconditions or precursors to interventions at the operational level.<sup>4</sup> However the critical element of mainstreaming in operations has not been seriously attempted in several organizations.

---

<sup>1</sup> UN Millennium Project 2005

<sup>2</sup> UN ECOSOC (1997)

<sup>3</sup> Mehra and Gupta (2006) p.2

<sup>4</sup> Mehra and Gupta, op cit.

This state of affairs largely reflect the fact that gender mainstreaming remains a deeply contested<sup>5</sup> concept ad practice as noted by Sylvia Walby (2005), with its many differing definitions<sup>6</sup> and variations in practice which encapsulate many of the tensions and dilemmas in feminist theory and practice and the different visions of gender equality.<sup>7</sup> While gender mainstreaming has been developed and promoted by transnational and multilateral actors such as the United Nations (UN) or the European Union and within diverse global discourses of human rights, its articulation occurs within specific country contexts which explain the differences in outcomes and commitments. In practice this reflects the contexts of negotiation between gender equality and the mainstream, both of which are also likely to be changing simultaneously as they respond to each other and to other developments.<sup>8</sup>

A distinguishing feature of gender mainstreaming over other gender equality policies and politics has been the broadening of the arena to bring all policy areas under the purview of gender equality practices. But the uptake of gender mainstreaming also varies in different policy domains as for example in employment, competition or in science research and development, as a result of differences in political opportunities, mobilising structures and networks and strategic framing by advocates. Morley (2005) cites studies revealing how liberal and strategic interventions for change such as equality policies and gender mainstreaming are often poorly conceptualised, understood and implemented.<sup>9</sup>

In general while gender mainstreaming is acknowledged as a major development in gender politics and policies at the discursive level, there is disagreement over the extent to which the policies make a difference to women's lives, and it has been even harder to measure impact.<sup>10</sup>

---

<sup>5</sup> See for example Newman (2008) who reported the attack on gender mainstreaming by Angela McRobbie and others, who argue that it represents state co-optation of feminist concerns to "optimis(e) gender-specific human resources," but has little to do with promoting women's rights.

<sup>6</sup> Cf. Rai (2003) who conceptualises gender mainstreaming (GM) as a process of gender democratization that includes women and their own perceptions of their political interests and political projects into policy-making processes; UNESCO (2003) defines it as integrating a gender perspective in policy planning, implementation and evaluation activities in terms of addressing and promoting 'women's priorities and vision of development goals and approaches through greater participation of women at all levels; AAU/WGHE (2006) defines gender mainstreaming as a process whereby gender concerns are raised routinely within the everyday operations of an institution or organization... . Mainstreaming gender necessitates that gender perspectives become part of the normal perspective of an organization without resort to special vehicles, offices or units that isolate and marginalize these issues. ...It is a process of normalizing women's presence together with men on an equitable basis to wield power, control resources and set priorities in institutions. ...'

<sup>7</sup> These are models based on i) sameness (equal opportunities or equal treatment); ii) on difference (special programmes) and on iii) transformation (Rees 1998, cited in Walby, 2005). Similarly, Squires (1999b, 2005a, cited in Walby 2005) distinguishes models of inclusion, reversal and displacement.

<sup>8</sup> Cf. Jahan (1995) who distinguishes agenda-setting and integrationist approaches to gender mainstreaming.

<sup>9</sup> Morley (2005).

<sup>10</sup> Reviews and evaluations show a huge gap between policy commitments made at Beijing and actual implementation (Hannan 2004 and Moser and Moser 2005). In fact, evaluators assert that policy commitments to

It has been noted that the gap is most pronounced in mainstreaming gender into operations, while evaluations have mainly focused on organizational mainstreaming processes and not on results, even though the goal of gender mainstreaming is precisely to have an impact and to demonstrate development effectiveness.<sup>11</sup>

Nevertheless a number of elements that have contributed to success in operations and that can form the basis for replication have been noted.<sup>12</sup> These include:

- Leadership, not only at the top, but at other levels, to be determined contextually in each case;
- The allocation of appropriate financial resources, including for ensuring technical ‘back-stopping’ activities such as creating the conditions for the more effective participation of women;
- Gender expertise, particularly those with sector specialized or issue based knowledge, to provide ‘hands-on’ technical expertise on the ‘how’ of mainstreaming to project staff;
- Accountability, through the setting up of evaluation and monitoring systems to determine the extent to which gender and development goals have been met.<sup>13</sup>

Some of these findings were reiterated in the recommendations from the 5<sup>th</sup> European Conference on Gender Equality in Higher Education in 2007 and in the *Toolkit on Gender Mainstreaming* of the Association of African Universities (AAU).<sup>14</sup> While recommending that higher education institutions develop plans on how they will structure the Bologna process in a gender-equitable way, including a description of criteria with which gender equality would be measured, presentations on the track on gender mainstreaming at the Conference noted the following:

- Well-funded programmes aimed at the institutional transformation of universities as a whole have a positive effect on the gender-equality climate;
- The successful implementation of gender-equality programmes in universities depends

---

gender mainstreaming “evaporated” or became “invisible” in planning and implementation (MacDonald 2003). Other assessments describe implementation as “patchy” and “embryonic.” See also Moser (2007) who reports on efforts at developing indicators to measure impacts.

<sup>11</sup> Mehra and Gupta, op cit.

<sup>12</sup> Buvinic (2004); James-Sebro (2005), Thomas, Lateef and Sultana (2005) cited in Mehra and Gupta 2006.

<sup>13</sup> The emphasis in Mehra and Gupta (op cit.) on being pragmatic and strategic to achieve development effectiveness appears to runs counter to some of the issues and recommendations in Tandon (2008) and MacDonald (2003).

<sup>14</sup> The 5<sup>th</sup> European Conference on Gender Equality in Higher Education, Humboldt University, Berlin, August 2007. See also the Commonwealth Secretariat (1999) and AAU/WGHE (2006).

upon: a) strong support from the administration up to the highest management levels, especially where they view gender equality and diversity as being part of the definition of excellence, b) a definition of common goals, c) the necessary infrastructure, and d) sufficient resources;

- Existence of good gender equality programmes with a) action plans for the support and promotion of women; b) the adaptation of the programmes to the specific conditions of the institution; c) the adaptation of the institutional structures to the requirements of gender equality; and d) overall transformation of the cultural climate of the institution.

An important issue that the Conference also raised was on establishing gender as a category in research design and the role of disciplinary cultures, especially in the natural and technical sciences, in terms of their effect on “doing” or “undoing” gender<sup>15</sup> and it was suggested that strategies towards gender equality specific to the various disciplines be adopted. Some of the issues discussed in this section are taken up in the review of gender mainstreaming in the NUFU-funded projects.

## **1.2. The NUFU Programme Context**

The NUFU Final Report (2002–2006) observed that even though the programme aimed at achieving gender balance among students and researchers involved in the projects, the source group for recruitment of female PhD students and academic staff was often very sparse, and that in some cases it had been impossible to recruit females. Thus while 45 per cent of the Master’s students who completed their degrees in NUFU-funded projects were female, the overall proportion of women among PhD candidates and researchers from the South was only 24 per cent.<sup>16</sup> The report also indicated a higher drop-out rate for women than men.

The figures showed that it was much more difficult to reach the stated objectives concerning gender balance at PhD level than at Master’s level, partly as a result of imbalances in the education systems of many countries in the South where girls/women are under-represented at the higher levels, making the source group for recruiting female students for PhD studies much smaller. In addition, pregnancies, births, child care and family obligations make education at that level more difficult for female students, compared to their male colleagues, while general attitudes towards women’s education may be an additional factor that hampers female participation at PhD level in many countries of the South. Such factors have been reported by

---

<sup>15</sup> Lorbner (2000).

<sup>16</sup> NUFU Final Report 2002–2006 p. 18-20, Table 5.4. This figure was actually higher than the proportion of female academics in virtually all countries of the South.

some projects to SIU, in addition to the lack of secure facilities for field work in remote areas and problems related to long term stay abroad during the study period.<sup>17</sup> The requirement in the NUFU Programme that PhD students should be staff members or prospective staff members was also perceived as restricting the source group for recruitment of women for the scholarships.

To address such challenges, *the Strategic Plan for the NUFU Programme (2001–2005)* had set out a very specific target for gender balance in terms of the numbers of both students and researchers, and also included a very general objective on the integration of women and gender perspectives in the collaborative projects.<sup>18</sup> However, it appeared that the objective had been neglected to some extent in the implementation of the programme, and it was reported that several projects regarded the question of how gender issues had been integrated into research activities as irrelevant, or reported that no measures had been taken, beyond the steps regarding recruitment. However the Report hypothesized that projects with a gender focus in their research might also have a clearer attitude towards recruitment of women and gender equality in all project activities.

### **Increased focus on gender mainstreaming**

These concerns informed the decision to increase the focus on gender mainstreaming in the fourth NUFU Programme period (2007–2011). NUFU aims to stimulate institutions to increase the number of female researchers participating in the programme to contribute to gender equity in research and education.<sup>19</sup> The programme's main goal is to build sustainable capacity and competence in research and research-based higher education in developing countries relevant to national development and poverty reduction, and to contribute to enhanced academic collaboration in the South and between the South and the North. All academic fields are eligible for support, but projects that contribute to research, competence and capacity building within the thematic issues and the set priority areas are to be given priority. This applies in particular to Master's students and PhD candidates. The selection process is based on prioritised lists of applications that are submitted from each institution. NUFU Guidelines for Applicants 2007–2011 specify that the recruitment process for Master's students and PhD candidates should be open and transparent and recruitment ought to be done in cooperation with relevant bodies at the respective institution.<sup>20</sup>

---

<sup>17</sup> Id p.20.

<sup>18</sup> NUFU Final Report 2002-2006, p.18.

<sup>19</sup> NUFU Programme Document 2007-2011, p. 4; NUFU Guidelines for Applicants 2007-2011, p. 6.

<sup>20</sup> NUFU Guidelines for Applicants 2007-2011 p.6.

Projects are required to pursue the recruitment of female PhD candidates. Applicants are required to indicate the measures that have been taken in the planning process and will be taken during implementation to pursue gender balance among the participating researchers, PhD candidates and Master's students, and to mainstream gender into the research and educational activities of the project. Women recruited for Master's programmes are to be encouraged to continue on to PhD level, and financial rewards consisting of a bonus of NOK 50 000 in addition to ordinary project funds, are to be granted to projects that reach the stated objective of recruiting at least 40 per cent female PhD candidates at the institution in the South. The reward is allocated based on statements from the projects in one of the annual reports, confirming that the requirements are fulfilled.<sup>21</sup> Grants may also include additional financial support to the women involved for measures that can facilitate their participation in and completion of PhD programmes.

In addition to regular project funds, approximately NOK 22 million was set aside to support cooperation projects over the next five years (2008–2012) with thematic focus on women's rights and gender equality and to promote female participation in all disciplines, and bilateral and network cooperation projects between institutions of higher education and research in Norway and the South were eligible for support. The funds were earmarked for projects that could contribute to research, knowledge generation, institutional cooperation and capacity building within the thematic field of women's rights and gender equality. The five projects which were selected for support have a strong emphasis on the education of female PhD candidates, with some also at Master's level, and the topics of their research are related to gender equality and women's rights, women's roles in agricultural production and business, women's health, and poverty reduction among others.

The NUFU Programme focus is in line with the Norwegian Ministry of Foreign Affairs' *Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007–2009* that emphasizes that Norway will require the organisations it supports to:

- Document the allocation of both economic and human resources for both targeted action and mainstreaming of the gender perspective;
- Present their gender-related policy commitments, results areas and targets, and how they will report and evaluate them;
- Ensure that their leadership shows explicit commitment to gender equality and demand results from all levels of staff;

---

<sup>21</sup> Id pg 7.

- Present the measures and mechanisms that are in place to ensure gender-sensitive implementation of their activities in the field;
- Present the targets and mechanisms for promoting gender balance at all levels of the organisation, with emphasis on recruiting women from developing countries.<sup>22</sup>

The policies of the Norwegian Agency for Development Cooperation (Norad) on education also emphasise the need to address the gender dimension and to promote women’s participation in knowledge generation in its development cooperation on higher education and research.<sup>23</sup>

### **Box 1. Gender Mainstreaming in the NUFU Programme**

Based on the foregoing analysis, gender mainstreaming in the NUFU Programme may be conceptualised as a chain process that has institutional dimensions and proceeds through project conceptualization and design to evaluation stages, with multi-dimensional targets which include capacity building, achieving gender balance and operationalisation of gender issues in the research process and outcomes as a means towards gender equity and equality. Such a framework which requires the provision of adequate resources, should contribute to increasing women’s representation, inclusion and participation in research and programmes as students and researchers, and should lead at the institutional level to the development of gender-equitable frameworks, approaches and methodologies which will inform research and academic work and result in beneficial impacts on the institutions and the communities with which they work towards poverty reduction and sustainable development. Progress on meeting gender-related commitments and targets is considered a key component in measuring the success of the programme.

## **2. Findings on Gender Mainstreaming in the NUFU-supported Projects**

Findings in this section are based on the limited sample of institutions and projects visited in Tanzania (see Appendix 1), and conversations with some project partners in Norway. There is no attempt to generalize from these findings to the NUFU Programme in general, although the findings are likely to be indicative of trends. In addition, some of the interviews were opportunistic and perhaps more systematic selection might have thrown up other issues. However the selection of a range of projects in different disciplines allowed investigation of the extent to which gender issues and gender mainstreaming in particular had been conceptualised and integrated. Beyond the projects, there was also interest in the institutional contexts and the linkages between the projects and other university structures.

---

<sup>22</sup> Norwegian Ministry of Foreign Affairs’ *Action Plan for Women’s Rights and Gender Equality in Development Cooperation 2007–2009*, P. 39.

<sup>23</sup> Id page 34.

## 2.1. Gender structures in the institutions visited

All the four institutions visited had a gender apparatus consisting of either a centre/unit/implementation committee<sup>24</sup> which was recognized more or less in the University hierarchy. They had the mandate of facilitating gender mainstreaming in the institution and University Strategic Plans included the achievement of gender balance as a strategic objective. The Gender Centres/Units/Committees had run several gender sensitization programmes for Deans and selected staff, and the institutions had also formulated gender policies and some courses on gender were included in the curriculum. The Centres saw their roles, *inter alia*, of building the capacities of staff and administrators and had developed different kinds of tools to do so, in addition to awareness creation.

While some Centres were placed directly under the Office of the Vice-Chancellor and had links to the Deans, Principals of Colleges and Directors, in general the ability of these centres to influence decisions or to participate actively in other gender-related programmes and projects were limited. None of their heads was represented on the committees that screened and selected projects in their institutions or had the power to nominate persons to do so, and Centre heads and staff were only usually called in at the dissemination stage. Some Centre heads blamed this state of affairs on donors who they said were not 'critical' or 'vigilant,' and they wanted the presence of gender experts on committees to be made a 'conditionality' in project support. Thus the structures in the institutions with ostensible gender expertise had no linkage with a major programme/project concerned with mainstreaming gender. This is remarkable, considering that institutional contact persons may or may not have gender expertise themselves.

Given what has been said above about the role of expertise in gender mainstreaming, this is an issue that requires attention. Such a demand is also not likely to encounter resistance from the institutions because of the already-recognized mandates of the centres and the institutions' own proclaimed commitment to gender mainstreaming. To be fair, the actual capacities of Gender Centre directors, heads and other personnel varied, but it was suggested that there could be funding to build up such capacities where they were found to be deficient, in order for them to play the support roles to projects, especially at the formulation stages. While acknowledging that gender parity had not been reached in the institutions, centre heads urged a focus on gender mainstreaming 'beyond numbers' (of students) which they saw as the 'easiest' part.

---

<sup>24</sup> The UDSM has a Gender Centre; SUA has a Gender Policy Implementation Committee; MU has a Centre for Gender Development, while MUHAS has a Gender Policy, but no Centre or Unit.

This then calls attention to other critical issues such as the challenge of engendering the curricula and of disciplinary cultures, pedagogies and methodologies, especially in the natural and technical sciences, all of which are critical to gender mainstreaming. Gender Centre heads acknowledged the political will that existed in their institutions, but also stressed the cultural and technical issues and challenges in acquiring new knowledge and skills around gender/mainstreaming and wanted funds to be allocated for that; one institutional contact person referred to the repeated demand by her Vice-Chancellor to understand the 'theoretical underpinnings' of gender mainstreaming.<sup>25</sup>

At the same time, Centre heads and others acknowledged the dilemmas facing funders who might have to choose between funding an alternative energy or environmental protection and poverty reduction project, versus building the capacities of female academics. But such a stark choice need not arise in practice, as NUFU Programme funds should be able to support projects that meet the practical needs of poorer women and communities, and also support capacity building of female academics through the funds set aside to promote gender equality and women's rights. This is an urgent matter that must be addressed, given NUFU's own proclaimed commitments and the fuzzy state of gender/mainstreaming in many of the projects.

## **2.2. The conceptualisation of gender mainstreaming within the projects**

The actual projects visited usually had sound technical qualities and were grounded in local concerns and were highly relevant to their contexts, as they addressed issues of poverty reduction, food and livelihood security, employment or income generation, environmental sustainability, and community/public health. Researchers and partners in Norway usually had institutional relations stretching over several years and had usually developed good team work and rapport. All projects also had capacity development plans that strengthened the skills of local researchers, students and field staff, and several Master's and PhD students were being trained, some of who are likely to be employed by the institutions or to join other institutions in Tanzania. Such capacity building was especially important in disciplines such as History or Nursing, described by project team members as 'forgotten fields.' Scientific publications were also expected to emanate from the studies to enhance the prospects of promotion of researchers, while in some cases, dissemination and feedback to the organisations studied constituted some form of action-research, however unintended.

---

<sup>25</sup> This is remarkable, considering that the university in question is a member of the Association of African Universities, made up of Vice-Chancellors, which has developed a toolkit on gender mainstreaming.

In relation to the main focus of the study on gender mainstreaming and of its conceptualization within the projects, different understandings emerged in discussions with project partners. In general, attention to gender/mainstreaming was highly variable within the projects. In some conversations I was told that "...the structure of the project does not stress gender expertise", or "When the project was being formulated, gender issues were not big or foreseen, but as it goes along, gender issues can be better integrated and social scientists brought in", or "Most of us are not trained to see the gender perspective". This was particularly the case in projects in the natural and technical/engineering sciences where attention was usually focused on the technical aspects of projects. In such projects, social relations, differential risk issues for male/female students and issues of power were not often seen as relevant and while such researchers were not inattentive to community issues, they did not see them as part of their project. But the bottom line for many was "The donor did not demand it", suggesting both the power of the donor and the compliance mentality that has ensued. A worrying issue is that gender/mainstreaming is seen as the domain of social and not natural scientists, and was often used 'politically,' but was not thought through and integrated with other areas of concern, or brought in at the planning and design stage of projects.

To be fair, discussions with researchers opened a way for them to reflect on the gender issues involved in their projects and in some cases to bring out highly relevant examples from their research or projects they had undertaken. Thus the meeting with a Tanzanian team member on the forest resources and livelihoods project (NUFUTZ-2007/10226) resulted in a fascinating discussion on the differentiated knowledge of male and female community members of the forest and its resources and the specific products that they extracted. In another discussion with Tanzanian team members on the alternative energy project (NUFUPRO-2007/10059), one researcher recalled a project funded by the Department for International Development (DFID) on the design of cook stoves where 88 per cent of answers on an ideal stove by researchers mentioned 'stoves that cook fast' or produced 'less smoke,' when in fact more than 50 per cent of women surveyed cooked outside the home and were interested in portable stoves that allowed them to cook inside or outside the house so they could supervise smaller children or be able to sell their items simultaneously.

The discussion with the Tanzanian researcher on the respiratory dust project (NUFUPRO-2007/10166) also brought out clear gender issues; while mining itself is male dominated, many women referred to as '*mama itilea*' (mama give me food [whatever], '*mama lisha*' (nutritious food)' offered services to miners. However food sellers were not selected as part of the sample to be tested, although they regularly came into contact with miners. But the researcher stated that if the project were to be designed again, it would now look at the environmental pollution that affects both males and females.

In general, integration of gender issues or gender mainstreaming was understood in terms of the numbers of female students participating in projects and the problems that such students faced in balancing study/family demands. In a few projects, all the students were female because of deliberate targeting (“that was what the funder wanted”), while in many of the other projects, females constituted about one third to half of participants. This was not because efforts had not been made to attract them, but there were usually supply-side issues, particularly in the natural and technical sciences. A reported factor that also militated against the enrolment of female students in PhD programmes was attributed to a rule in the Tanzanian Civil Service that did not allow the employment of persons aged 45 years and over on permanent contracts, and this was viewed as a disincentive. However an example was also given by one institution of 80 applicants for ten places in a NOMA-supported Health Management project.<sup>26</sup> This suggests that better timing and ways of disseminating information might allow more people, including females, to apply for available places in programmes to ensure that a more robust selection is made, and this was also likely to increase completion rates of the students selected.

### **2.3. Best practices in the NUFU-funded projects**

As noted, female students often faced the challenge of balancing work and family demands, sometimes leading to their abandoning the programmes or non-enrolment in the first instance. Where female students were recruited to the programmes, several interviewees mentioned the worries that some of these students expressed over the care of children left behind in Tanzania, or the possible family pressures such students faced during field work in Tanzania leading to irregular communication with supervisors in Norway, or even the challenge of students giving birth during the project period and how to factor this into completion times. Some interviewees proposed the setting aside of funds to nourish family ties and for student travel, as an incentive to attract and retain female students.

An attempt to forestall some of the problems faced by female students with young children had been incorporated in the design of the regional network project,<sup>27</sup> in which half of the selected students were mothers and were all based in their home countries, and their main supervisors were also from the South. Provision had been made in the project for the students to travel to Norway from time to time to take courses, in the company of their home supervisors, and this was also meant to build the skills and confidence of the supervisory teams. While the challenge of the model was that supervisors in Norway did not have day to day contact with students but

---

<sup>26</sup> Master Programme in Health Policy and Management (NOMA-2006/10020).

<sup>27</sup> Gender, generation and social mobilisation: Challenges of reproductive health and rights among vulnerable groups in Ethiopia, Sudan and Tanzania (NUFUPRO-2007/10126).

depended mostly on monthly reports, this was represented as a conscious gendered decision, to avoid the stress of taking young mothers away from home, and to encourage female participation. That model had worked well for a female PhD student in the previous project<sup>28</sup> who had spent all her time in Tanzania for family reasons but had been able to complete her programme successfully. The emerging practice of female PhD students been able to remain in their home countries and successfully complete their programmes with occasional visits to Norway is an example of a best practice that needs to be studied in some detail and replicated, as it allows students to simultaneously meet their family responsibilities and also participate in higher education activities.

Apart from two projects where females were also the Principal Investigators, none of the other projects studied had Tanzanian female team members. These two projects were also the ones that integrated gender issues both theoretically and empirically, although this was more explicit in the regional network project, which also consciously recruited female students. However every sub-project within the regional network project also attempted to reach both men and women and to bring out their perspectives in the research, and a male student had also been recruited to research male circumcision and to specifically bring out male perspectives.

In two other projects, conversations with some partner researchers in Norway brought out the clear gender issues in their respective projects and how these had influenced and been factored into the research design. But such understandings did not appear to be always shared by partners on the ground in Tanzania, raising issues of communication, conceptualization, responsibilities and ownership within projects. As a partner in another project explained, although they were engaged in a “common project, (there were) ...different ideas, opinions and views about how to proceed”. That same partner referred to the “strictness and conservatism, and hierarchies in research” within the partnership. However it was stressed that such conservatism was by no means only a Southern phenomenon, but a shared South-North characteristic.

Given that researchers are highly adaptable and susceptible to the influence of funders, it should be possible for NUFU to insist that applicants explore and integrate gender issues in any project where feasible. More explicit ideas about gender/mainstreaming are also needed beyond recruiting female students. At the very least, NUFU Programme criteria must demand some explicit attention or reflections on gender issues in the projects, whatever the topics addressed. As noted by one researcher, gender issues do not come by themselves, but have to be consciously thought about. And because gender is a relational concept, bringing in gendered perspectives need not focus only on women, even if they are the majority of the poor and

---

<sup>28</sup> Gender, generation and communication in times of AIDS: The potential of ‘modern’ and ‘traditional’ institutions (PRO 27/2002).

vulnerable in many study contexts. There should also be a demand for more gender-balanced research teams, to give female academics full circle experience of involvement in research from the planning stages to execution, to break what was described as the 'old boys' networks.' It is hoped in this way to develop the academic potential of female researchers and to empower them to write proposals, conduct research and publish, to elevate their chances of being promoted and thereby becoming more visible.

Some of these views were supported by the opinion of at least two reviewers who noted that the review committee was not asked to comment on the gender content of the studies, which would allow the committee to determine which particular qualities ought to be included, beyond numbers; in the view of one reviewer, "that request ought to come from somebody, and not the committee". The current question in the assessment criteria which asked the committee to assess the strategies for gender balance and for "including gender as a dimension in educational activities..." was also considered rather narrow. In its place a question could be asked to assess attention to gender issues in the project beyond numbers and capacity building. It was also felt by a reviewer that the presence of a gender expert on the committee would be valuable, although there was concern over who would pay for the services of such an expert, especially where there was no in-house expertise at the institution. This is clearly an issue to be explored as a possible collaboration among beneficiary institutions in the NUFU Programme in one country or region.

### **3. Recommendations**

The review of NUFU-funded projects at UDSM, MUHAS, SUA and MU reveals some progress in addressing gender imbalances at both institutional and project levels. The establishment of gender policies and centres as well as the inclusion of gender aspects in curricular and training mark the achievements at institutional level, while at project level, there is some attention to recruiting female Master's and PhD students. However, the findings also present critical challenges in understanding a gender mainstreaming strategy from its conception to implementation, raising questions about its relevance and significance in its application context.

The challenges of gender mainstreaming are different at each institution and reflect prevailing institutional cultures; academic and disciplinary specializations and interests; gender centre capacities and structures, as well as the nature of collaboration and its conditionalities which in different ways impact the integration of the gender mainstreaming framework and at the same time identified different needs for gender mainstreaming activities. This calls for the development of a full understanding of the nature, context and process of gender mainstreaming in different contexts to address specific inequalities and gaps.

The suggested framework should consider gender mainstreaming as a chain process starting at the institutional and policy levels through to project planning and design, execution and the evaluation stage. This framework also has multi-dimensional targets including the existence of gender expertise at the institutions and its ability to influence decisions especially of other gender-related programmes and activities; the engendering of institutional structures, policies and cultures to create the space and conditions for gender frameworks, approaches and methodologies to inform teaching, research and extension work and the provision of adequate resources to support all these. However as the NUFU Programme does not have the mandate to ask the institutions to report on gender mainstreaming actions beyond the projects, most suggested actions and indicators on gender mainstreaming are limited to the projects and the programme itself.

#### **4. Concrete Actions**

##### **Programme Level - NUFU Programme Board/SIU/Norad**

- i)** NUFU Guidelines for applicants must specify that research teams must be balanced and include females both as students and as leaders/team members wherever possible, as a means of raising women's scientific quality as researchers and to give female academics the full circle experience of involvement in research from the planning stages to execution. Projects should be required to state the efforts that they have made to satisfy that requirement.
- ii)** Appropriate time and resources must be given to potential project partners to meet to design projects to ensure common conceptualization and full integration of gender perspectives in the proposals and to foster ownership of projects.
- iii)** A budget line must be created to provide resources to support capacity building on the external dimensions of gender mainstreaming in institutions including specialized technical input such as gender analysis and technical assistance for the design, implementation and evaluation phases, to be followed by the development of indicators of progress on which the projects can report. Gender Centres and Units in the institutions must be able to access some of these resources.
- iv)** Resources and gender expertise as necessary must also be provided to support institutions to engender the curricula, pedagogies and methodologies, especially in the natural and technical sciences.
- v)** NUFU Programme criteria on assessing progress towards gender mainstreaming in

projects must include questions on efforts to ensure gender balance in the recruitment of students and researchers and on the attempts made to incorporate gender issues in all stages of the project, including the design and methodology.

- vi)** Funds must be earmarked to support female students to nourish family ties and to be able to travel home to visit family as necessary as an incentive to attract and retain female students.
- vii)** The requirement in the NUFU Programme that PhD students should be staff members or prospective staff members needs to be reviewed to broaden the source group for recruitment of women for the scholarships.

### **Institutional Level**

- viii)** As noted, gender mainstreaming is a long and complex process and requires specific gender expertise. The NUFU Programme must take advantage of the existence of Gender Centres/Units and Committees in the institutions and ensure, through the NUFU institutional contact persons, that they are included at the design stage of projects to work with project partners to advice on the integration of gender issues to the technical requirements of projects as feasible. Gender Centres/Units must build the competence of researchers on gender issues to enable them to know what to include in their research projects.
- ix)** Gender Centres must be supported to build their capacities to be able to adapt the methodologies and tools they have developed for gender mainstreaming at the institutions in order to support the operational aspects of projects, especially in the natural and technical sciences.
- x)** Selection and review committees at the institutions must include persons with appropriate gender and sectoral expertise to ensure that project designs and methods incorporate gender perspectives including in the natural and applied sciences.

### **Project Level**

- xi)** Projects must invite the participation of younger female researchers as team members in disciplines where they are represented, or must be encouraged to form multidisciplinary teams which bring in female researchers, as a means of breaking down exclusionary practices and 'old boys' networks' in research.
- xii)** Renewed efforts must be made to attract more female students to programmes

through better timing and open and transparent dissemination of announcements for the selection of students.

- xiii)** Norad's Programme for Master Studies (NOMA) must be more closely linked to the PhD programme to ensure that women who have completed the Master's programme are able to join the PhD programme.
- xiv)** In all cases, but especially in cases as under xii) above, family-friendly measures must be employed to attract students, including factoring in maternity leave as necessary into completion times, and allowing female students with young children to complete most of their programme requirements in their home countries as a means to attract more females.
- xv)** Projects must show how gender issues have been or will be incorporated in research design and dissemination, even in the natural and technical sciences and how they will report and evaluate them.

## **5. Gender-responsive Progress Indicators**

Following on the concrete actions proposed, quantitative and qualitative gender-responsive indicators of progress/success at project level to be reported on in annual and final reports are listed below.

### **Quantitative Indicators for Measuring Progress on Gender Mainstreaming**

- Number/proportions of female and male students participating in the various research programmes and fields of study and recruited to Masters' and PhD education, especially the number/proportion of women/male Masters' students mentored to continue to pursue PhD programmes.
- Number/proportion of female and male researchers from the South coordinating research projects.
- Number/proportion of NUFU-supported projects that integrate gender perspectives both theoretically and empirically, especially in the natural and technical sciences.
- Number/proportion of women and men in programme selection and review committees in the institutions who have gender expertise.

### **Quantitative Indicators for Measuring Resources**

- Number of new budget lines created to support gender mainstreaming in institutions, including for back-stopping activities to ensure the participation of females in projects.
- Number of gender centres supported through new budget lines in project documents to undertake capacity building activities for gender mainstreaming, including for engendering the curricula and the operational aspects of gender mainstreaming, and for building the competence of researchers to integrate gender issues in their project designs.
- New budget lines incorporated in project documents to support the nurturing of family ties.

### **Quantitative Indicators for Measuring Success**

- Graduation/completion and drop-out rates for both men and women, especially in the natural and technical sciences and the 'forgotten' disciplines.
- Number of females able to complete PhD programmes due to availability of funds for maternity leave and for nurturing other family ties.
- Number/proportion of women/male PhD students mentored to succeed senior colleagues in faculties and employed in the institutions.

### **Qualitative Indicators for Measuring Progress**

- Ranking of problems/constraints faced attracting qualified male and females for programmes
- Ranking of problems/constraints faced retaining qualified male and females for programmes
- Ranking of reasons underlying completion rates of females and males by programme

### **Qualitative Indicators for Measuring Success**

- Extent to which female/male participants perceive programme as building their capacities in gender analysis and operationalisation so as to be able to address critical issues in their fields
- Extent to which female/male participants felt supported to complete their programmes

## **Appendices**

### **Appendix 1. List of Persons Interviewed**

#### **Tanzania**

##### **University of Dar es Salaam (UDSM)**

Dr. Sylvia Temu, Director, Directorate of Planning and Finance.

Dr. Fenella Mukangara, Director, Gender Centre.

Dr. Hassani M. Rajabu and Dr. Godliving Mtui, Project Researchers, Chemical and Process Engineering Department, 'Alternative Energy for Sustainable Development, Environmental Protection and Poverty Reduction in Tanzania (ESEPRIT)' (NUFUPRO-2007/10059). Subject area: Engineering and technology.

##### **Muhumbili University of Health and Allied Sciences (MUHAS)**

Dr. Simon Mamuya, Department of Occupational Health and Safety, 'Occupational respiratory diseases among male and female workers in dusty industries in Tanzania' (NUFUPRO-2007/10166). Subject area: Public health.

Dr. Kagoma Mnyika, Project Coordinator, Department of Epidemiology & Biostatistics, 'A comprehensive school- and health system-based approach to adolescent health promotion in South Africa and Tanzania' (NUFUPRO-2007/10051). Subject area: Health sciences and public health.

Prof. Joseph Killewo, NUFU and NOMA institutional contact person.

Dr. Khadidja Malima, Lecturer and Dean, School of Nursing, and former PhD candidate in the past NUFU-funded five-year network project Gender, generation and communication in times of AIDS: The potential of 'modern' and 'traditional' institutions (PRO 27/2002).

Dr. Thecla Kohi, main researcher at the network partner MUHAS, School of Nursing, 'Gender, generation and social mobilisation: Challenges of reproductive health and rights among vulnerable groups in Ethiopia, Sudan and Tanzania' (NUFUPRO-2007/10126). Subject area: Anthropology, history, health sciences and psychology.

##### **Sokoine University of Agriculture (SUA)**

Dr. Evelyn Lazaro, Senior Research Fellow, Department of Agricultural Economics and Agribusiness, and Assistant Institutional Contact Person for NUFU.

Prof. George Kajembe, Project Coordinator, Department of Forest Mensuration and Management, 'Assessing the impact of forestland tenure changes on forest resources and rural livelihoods in Tanzania' (NUFUTZ-2007/10226). Subject area: Biological sciences, ecology, environmental sciences and economics.

Dr. Eliakim Zahabu, Senior Researcher and Project Researcher, Department of Forest Mensuration and Management. 'Assessing the impact of forestland tenure changes on forest resources and rural livelihoods in Tanzania' (NUFUPRO-2007/10226). Subject area: Biological sciences, ecology, environmental sciences and economics.

Prof. Matovelo, Dean and NUFU Institutional Contact Person.

Dr. Anna Temu, Senior Lecturer and Project Coordinator, Department of Agricultural Economics and Agribusiness, 'Empowering women to participate in the higher level of fruit and vegetables value chain through production of dried products' (NUFUGe-2008/10181). Subject area: Economics, food technology and agriculture.

### **Mzumbe University (MU)**

Prof. Eulalia Temba, Dean and Project Coordinator, Directorate of Research, Publications and Postgraduate Studies, 'MU-AUC Research Collaboration: Governance, Gender and Scientific Quality (GGSQ)' (NUFUPRO-2007/10160). Subject area: Gender Studies, information, computer and communication technology.

Mr. Yona Matekere, Head, Centre for Gender Development.

Mr. Edmund Matotay, Assistant Lecturer and Project Researcher, 'MU-AUC Research Collaboration: Governance, Gender and Scientific Quality (GGSQ)' (NUFUPRO-2007/10160). Subject area: Gender Studies, information, computer and communication technology.

### **Norway**

#### **Norwegian Centre for International Cooperation in Higher Education (SIU)**

Ragnhild Tungevik, NUFU Programme Coordinator.

Gro Tjore, Head of Unit, Partnerships.

Stina Petersen, Higher Executive Officer, NUFU Programme.

#### **Norwegian University of Life Sciences (UMB)**

Dr. Tron Eid, Project Coordinator, Department of Ecology and Natural Resource Management, 'Assessing the impact of forestland tenure changes on forest resources and rural livelihoods in Tanzania' (NUFUTZ-2007/10226). Subject area: Biological sciences, ecology, environmental sciences and economics.

#### **University of Agder (UA)**

Dr. Anne Ryen, Project Coordinator, Faculty of Economics and Social Sciences, 'MU-AUC Research Collaboration: Governance, Gender and Scientific Quality (GGSQ)' (NUFUPRO-2007/10160). Subject area: Gender Studies, information, computer and communication technology.

**University of Bergen (UiB)**

Dr. Astrid Blystad, Department of Public Health and Primary Health Care, Project Coordinator, 'Gender, generation and social mobilisation: Challenges of reproductive health and rights among vulnerable groups in Ethiopia, Sudan and Tanzania' (NUFUPRO-2007/10126). Subject area: Anthropology, history, health sciences and psychology.

Dr. Bente Moen, Department of Occupational Medicine, Project Coordinator, 'Occupational respiratory diseases among male and female workers in dusty industries in Tanzania' (NUFUPRO-2007/10166). Subject area: Public health.

**University of Oslo (UiO)**

Dr. Arnfinn Helleve, GLOBINF, Department of Nutrition, Project Administrator, 'A comprehensive school- and health system-based approach to adolescent health promotion in South Africa and Tanzania' (NUFUPRO-2007/10051). Subject area: Health sciences and public health.

## **Appendix 2. List of Documents Consulted**

1. NUFU Programme Document 2007–2011.
2. NUFU Guidelines for Applicants 2007–2011.
3. NUFU Final Report 2002–2006.
4. Report from the 5<sup>th</sup> European Conference on Gender Equality in Higher Education. 2007. Berlin: Humboldt University.
5. Mainstreaming Gender in Education: A Reference Manual for Governments and Stakeholders. 1999. London: The Commonwealth Secretariat.
6. Strategies for Gender Equality: Is Mainstreaming a Dead End? Report from Informal Consultation of Gender Focal Points in Multilateral Development Organizations. 2002. Oslo: Norwegian Ministry of Foreign Affairs (NMFA).
7. Action Plan for Women’s Rights and Gender Equality in Development Cooperation 2007–2009. 2007. Oslo: NMFA.

### **Appendix 3. Abbreviations**

<b>AAU</b>	Association of African Universities
<b>DFID</b>	Department for International Development
<b>MDGs</b>	Millennium Development Goals
<b>MU</b>	Mzumbe University
<b>MUHAS</b>	Muhimbili University of Health and Allied Sciences
<b>NOMA</b>	Norad's Programme for Master Studies
<b>Norad</b>	Norwegian Agency for Development Cooperation
<b>NUFU</b>	Norwegian Programme for Development, Research and Education
<b>SIU</b>	Norwegian Centre for International Cooperation in Higher Education
<b>SUA</b>	Sokoine University of Agriculture
<b>UDSM</b>	University of Dar es Salaam
<b>UN</b>	United Nations

**STUDY OF GENDER MAINSTREAMING IN THE NUFU PROGRAMME**

*This study is commissioned by SIU based on the decision by the NUFU Programme Board at its meeting on May 25 2009.*

*Revised by SIU 5 august 2009*

**1. Background**

The Norwegian Programme for Development, Research and Education (NUFU) is a partnership programme for academic cooperation based on initiatives from researchers and institutions of higher education in the South and corresponding institutions in Norway. The Programme's main goal is to build sustainable capacity and competence in research and research-based higher education in developing countries relevant to national development and poverty reduction, and to contribute to enhanced academic collaboration in the South and between South and North.

The Programme, which is currently in its fourth phase, is funded by the Norwegian Government through the Norwegian Agency for Development Cooperation (Norad) and administered by the Norwegian Centre for International Cooperation in Higher Education (SIU). The Programme is based on an agreement between Norad and SIU with a total budget frame of NOK 400 million for the current programme period (2007-2011).<sup>29</sup>

NUFU supports long-term cooperative projects, including joint research, training of Master's and PhD students, development of Master and PhD programmes in the South, training of technical and administrative staff, as well as publication and dissemination of research results. The projects should match institutional strategies and priorities in the partner institutions, and be relevant to national strategies for development and poverty reduction in the South.

One of the objectives of the NUFU Programme 2007 – 2011 is to promote gender equality in research and academic cooperation. The Programme Document states that the fourth phase should have a renewed focus on *gender mainstreaming*, and a threefold approach to promote gender equality is outlined in the document.

First, NUFU aims to stimulate gender balance in recruitment of researchers, students and candidates. There is a specific target of recruiting 40 per cent female PhD candidates from the partner institutions in the South. This target was met in 2007, with a female recruitment of exactly 40 per cent, increasing to 41 per cent in 2008.

---

<sup>29</sup> The frame agreement between Norad and SIU accounts for NOK 300 million. Another NOK 100 million stems from three additional agreements.

Second, NUFU aims to stimulate gender-related research and a proportion of the portfolio should be projects with a thematic focus on women's rights and gender equality. This objective has been kept in mind by the NUFU Programme Board in selecting projects for support, and the dimension was strengthened in 2008 through a call for project proposals on women's rights and gender equality, combining the additional NOK 10 million from Norad and remaining funds within the frame agreement. Five projects were supported. 26 projects reported that their project were relevant to gender issues in 2007.

The third dimension in the gender approach is *gender mainstreaming*. Applications were required to present a plan for mainstreaming gender into the projects, and the projects have to report annually on the status of gender mainstreaming.

*There is a need to define and operationalise the concept of gender mainstreaming in the NUFU context. The operationalisation should be followed by the development of indicators of progress, on which the projects can report.*

## **2. Objectives**

The objectives of the study are to clarify what gender mainstreaming means in the specific context of the NUFU Programme, to recommend concrete actions and activities to achieve gender mainstreaming within the cooperative projects and participating institutions, and to define indicators of progress/success that can be included in future annual and final reporting from the projects/institutions.

Particular emphasis should be put on developing indicators, preferably both quantitative and qualitative (narrative) for assessing gender mainstreaming in the projects funded under the NUFU Programme.

## **3. Tasks**

- Conceptualize gender mainstreaming in the NUFU Programme context;
- Identify and document concrete actions/measures by which the NUFU projects strive to mainstream/integrate gender issues;
- Recommend best practices for addressing gender concerns in the NUFU Programme;
- Develop gender-responsive progress/success indicators.

## **4. Methodology and scope**

*Desk study:*

- Key studies/reports in the field of gender mainstreaming, particular focus on gender mainstreaming in academia

- Key NUFU background documents: such as the NUFU Programme Document 2007 - 2011, NUFU Partnership Agreement between Norad/SIU; NUFU Final report 2002-2006; Call for proposals; NUFU Guidelines for Applicants; The Norwegian Government's Action Plan for the Implementation of UN Security Council resolution 1325 (2000) on Women, Peace and Security; Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation" (1997-2005).
- A review of the NUFU project portfolio with a special view to gender mainstreaming – looking for best practices

*Interviews (telephone/electronic):*

- NUFU project coordinators and NUFU institutional contacts, (special emphasis on institutions outside Norway)
- NUFU team at SIU

*Field visits:*

- Visits to a limited number of NUFU projects at partner institutions in Tanzania.

*Meeting with SIU:*

- A meeting with SIU may be held in Tanzania in connection with the field work.

## **5. Resources**

The study is commissioned by SIU and should be carried out by a senior researcher with experience in the field of gender studies, and preferably, with experience in evaluations of development cooperation projects in the area of Higher Education and Research. Due to the fact that most projects supported by the NUFU Programme take place at African universities, the NUFU Programme Board has decided that only African researchers are invited to present tenders for the NUFU Gender Study.

Other relevant qualifications:

- Experience in developing strategies for gender mainstreaming.
- Experience in development of indicators of success.

## **6. Timetable and reporting**

The time frame for the study is:

A maximum period of six (6) working weeks – to be conducted between September and November 2009.

A meeting with SIU may take place in late September 2009. A draft report shall be completed and sent to SIU by November 10, 2009. The report shall be finalised and submitted to SIU by December 1, 2009. The report will be presented to the NUFU Programme Board at its meeting in February 2010.

The report shall be in English and not exceed 15 pages including a summary (excluding annexes). It should be produced in electronic (pdf) format and paper version.

## Bibliography

- Aasen, Berit. 2009. 'The challenge of mainstreaming gender issues.' Presentation at NUFU Project Coordinators' Seminar 16 April. Norwegian Institute of Urban and Regional Research, International Department (NIBR).
- AAU/WGHE (2006) *Toolkit on Gender Mainstreaming for African Universities*. Accra: Association of African Universities.
- Buvinic, Mayra. 2004. "Mainstreaming Attention to Domestic Violence in Lending Operations: Six Elements of Inter-American Bank Success." Washington DC: Inter-American Development Bank.
- Commonwealth Secretariat (1999) *Mainstreaming Gender in Education: A Reference Manual for Governments and Stakeholders*. London: The Commonwealth Secretariat.
- Hannan, Caroline. 2004. "Gender Mainstreaming: a Key Strategy for Promoting Gender Equality at National Level." *UN-ESCAP High-level Intergovernmental Meeting to Review Regional Implementation of the Beijing Platform for Action and its Regional and Global Outcomes*. Bangkok, Thailand, 7-10 September
- Jahan, Rounaq. 1995 *The Elusive Agenda: Mainstreaming Women in Development*. London: Zed Books.
- James-Sebro, Meryl. "Revealing the Power of Gender Mainstreaming: Enhancing Development Effectiveness of Non-Governmental Organizations in Africa." Washington DC: Interaction, 2005.
- Kriszio, Marianne 2008. *The 5<sup>th</sup> European Conference on Gender Equality in Higher Education: Results and Recommendations*. Humboldt University, Berlin.
- Lorber, Judith. 2000. "Using Gender to Undo Gender: A Feminist Degendering Movement." *Feminist Theory* 1 (1): 79–95.
- Macdonald, Mandy. 2003 "Gender Inequality and Mainstreaming in the Policy and Practice of the UK." Department for International Development." London: Womankind, 2003.
- Mehra, Rekha and Geeta Gupta 2006 'Gender Mainstreaming: Making it Happen.' New York; ICRW
- Morley, Louise. 2005 'Gender Equity in Commonwealth Higher Education- Challenges and Celebrations'. Working Paper 6
- Moser, Annalise. 2007 *Gender and Indicators: Overview Report*. BRIDGE Cutting Edge Pack. IDS: Sussex

- Moser, Caroline and Annalise Moser. 2005. "Gender Mainstreaming since Beijing: a Review of Successes and Limitations in International Institutions." *Gender and Development*. 13(2).
- Newman, Melanie. 2008. 'Academe still male bastion, assert female scholars.' *Times HE Supplement*- 10 July.
- Rai, Shireen (Ed.) 2003. *Mainstreaming Gender, Democratising the State? Institutional Mechanisms for the Advancement of Women*. Manchester: Manchester University Press.
- Rao, Aruna and David Kelleher. 2002. "Unraveling Institutionalized Gender Inequality." *AWID Occasional Paper Series No. 8*. Toronto: AWID.
- Razavi, Shahra and Carol Miller. 1995. "Gender Mainstreaming: a Study of Efforts by the UNDP, the World Bank, and the ILO to Institutionalize Gender Issues." *UNRISD Occasional Paper No. 4*.
- Rees, T. 1998. *Mainstreaming Equality in the European Union, Education, Training and Labour Market Policies*. London: Routledge.
- Sandler, Joanne. Strategies for Gender Equality - Is Mainstreaming a Dead End? 7 November 2002. [http://www.unifem.org/news\\_events/story\\_detail.php?StoryID=159](http://www.unifem.org/news_events/story_detail.php?StoryID=159)
- Squires, J. 1999. 'Re-thinking the Boundaries of Political Representation', in Walby, S. (ed.) *New Agendas for Women*, pp. 169–89. London: Macmillan.
- Squires, J. 2005. 'Is Mainstreaming Transformative? Theorising Mainstreaming in the Context of Diversity and Deliberation', *Social Politics* 12 (3).
- Tandon, Nidhi 2008. "Gender Mainstreaming: Reclaiming the Agenda". Briefing Note
- Thomas, Helen T., Shireen Lateef and Ferdousi Sultana 2005. *Gender Equality Results in ADB Projects: Bangladesh Country Report*. Manila, the Philippines: Asian Development Bank.
- UN ECOSOC. 1997. "Mainstreaming the Gender Perspective into all Policies and Programmes in the United Nations System." New York: UN ECOSOC.
- UNESCO 2003. *Gender Mainstreaming Implementation Framework for 2002-2007*. Paris: UNESCO
- UN Millennium Project 2005. "Taking Action: Achieving Gender Equality and Empowering Women." *Task Force on Education and Gender Equality*. New York: United Nations.
- Walby, Sylvia. 2005. "Gender mainstreaming: Productive tensions in theory and practice." *Social Politics*. 12, 3
- Watkins, Francis. 2004. "Evaluation of DFID Development Assistance: Gender Equality and Women's Empowerment. DFID's Experience of Gender Mainstreaming: 1995 to 2004