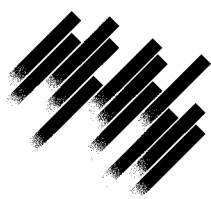




United Nations Educational, Scientific and Cultural Organization

# **Women and management in higher education**

**A good practice handbook**



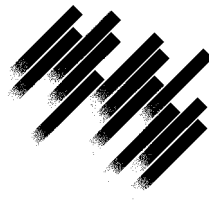
*Follow-up to the World Conference  
on Higher Education  
(Paris 5-9 October 1998)*

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Paris, 2002

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## Foreword

UNESCO has been pleased to sponsor *Women and management in higher education: A good practice handbook*. This constitutes an international inventory of successful strategies to increase the participation of women in this sector and thus promotes the principle of gender equity in higher education.

The Beijing Platform of Action listed priority areas where further action was vital to ensure the personal empowerment of women so that they could make their full contribution to social development. Women in decision-making posts in all sectors was amongst these priorities. In higher education, this problem needs urgent attention as very few women are national policy-makers or institutional leaders. As this sector undergoes rapid and far-reaching change, the contribution of well-qualified women is not only logical but also a matter of social and professional justice.

The handbook contains a wide range of experiences, including the results of UNESCO's Special Project on Women, Higher Education and Development. This focuses on seven UNESCO Chairs and university networks to support women graduates in fields related to socio-economic and cultural development. This project was complemented by a debate at the 1998 UNESCO World Conference on Higher Education, sponsored by the Swedish International Development Cooperation Agency, to take stock of progress to date and future pathways towards full gender equality in this sector.

This publication will certainly be useful to many stakeholders in higher education. UNESCO thanks Dr. Jasbir Singh, the consultant, and the Association of Commonwealth Universities (ACU) for collaborating in this important study. The contribution of the Inter-American Organization for Higher Education (IOHE) is also appreciated.

Komlavi F. Seddoh  
Director  
Division of Higher Education



## Acknowledgements

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I would also like to record my appreciation to Sheryl Bond of Queen's University, Canada, with who I was in regular contact and discussion.

Most of all I must thank the numerous higher education organizations and individuals in the field of women and higher education who gave generously their time to make submissions on their initiatives. Without their contributions this report would not have been possible.

Jasbir K. S. Singh



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## List of acronyms

ACU	Association of Commonwealth Universities
ATN	Australian Technology Network
ATN WEXDEV	ATN Executive Development for Women
AVCC	Australian Vice Chancellors' Committee
CAPA	Council of Australian Postgraduate Associations
CHEMS	Commonwealth Higher Education Management Service
CHESS	Commonwealth Higher Education Support Scheme
CIDA	Canadian International Development Agency
COMSEC	Commonwealth Secretariat
CSFP	Commonwealth Scholarship and Fellowship Plan
CUCO	Commission on University Career Opportunities, United Kingdom
CVCP	Committee of Vice Chancellors and Principals, United Kingdom
DEET	Department of Education and Employment, Australia
EEO	Equal employment opportunity
EO	Equal opportunity
FAWE	Forum for African Women Educationalists
FAWESA	Forum for African Women Educationalists South Africa
GMS	Gender management system
HEC	Higher Education Council, Australia
HEEP	Higher Education Equity Programmes, Australia
IFUW	International Federation of University Women
IGOs	Intergovernmental organizations
JNU	Jawaharlal Nehru University

LDW	Leadership development for women
NetWHEP	Network of Women in Higher Education in the Pacific
NGOs	Non-governmental Organizations
NPE	National Policy of Education, India
OUI/IOHE	Organisation universitaire interaméricaine/Inter-American Organization for Higher Education
PWDN	Professional women's development network
QA	Quality assurance
QUT	Queensland University of Technology
QWIL	Quality women in leadership
RMIT	Royal Melbourne Institute of Technology
SNDT	Shreemati Nathibai Damodar Thackersey
SWAAC	Senior Women's Academic Administrator of Canada
UBC	University of British Columbia
UCoSDA	University and Colleges Staff Development Agency
UCT	University of Cape Town
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
WID	Women in development
WIL	Women in leadership
WLAS	Women's Leadership and Advancement Scheme



## **Executive summary**

### **Preamble**

This handbook on good practice in the field of 'Women and Higher Education Management' was commissioned by the Association of Commonwealth Universities (ACU) under the auspices of the ACU's Women's Programme and UNESCO's Special Project — Women, Higher Education and Development. The handbook brings together examples of international, regional, national, institutional and classroom strategies and practices which advance the aims of UNESCO's Special Project — Women, Higher Education and Development — and strengthen the access and participation of women in higher education.

### **Section A: Background to the problem**

Despite improvements during the last two or three decades, access to higher education remains a problem for women in many countries. While women have fairly equal access to higher education in the more developed regions where they comprise 52% of tertiary students, their share of tertiary education in the less developed regions ranges from 33% in China to 49% in Latin America and the Caribbean. In the least developed countries, only 27% women reach the tertiary level. Poor access to higher education is accompanied by under-representation of women in science and technology and a clustering of women in the traditional female studies of arts, humanities, languages, education, nursing and medicine. In many countries, women's enrolment also decreases as they move up in the higher education system.

In the area of higher education, both in teaching and management, women are still a long way from participating on the same footing as men. Women have made some progress in achieving parity in teaching but are grossly under-represented in higher education management. A Commonwealth survey (1998) reveals that the Commonwealth average was 24%. The proportion of women decreased significantly as women moved up the academic and occupational ladder. Large numbers of women were not 'clustered in the wings' waiting to step up. Only at the lecturer level 'women begin to be represented in numbers that equal or come close to those of their male colleagues' but the average for the Commonwealth was only 33.8%. The pattern that emerges suggests that women are being appointed at the lecturer level but either get stuck at this level or drop out of academic life, unable to combine family and academic commitments.

Three perspectives explain the continuing dearth of women in senior administrative positions: 'person-centred' in which the paucity of women is attributed to the psycho-

social attributes, including personality characteristics, attitudes and behavioural skills of women themselves; the 'structure-centred' paradigm which advances the view that it is the disadvantageous position of women in the organizational structure which shapes and defines the behaviour of women; and the 'culture-centred' approach which argues that gender-based social roles, irrelevant to the workplace are carried into the workplace.

Although little evidence can be adduced about women's inability to perform on the job, real inequities exist in many areas that affect their performance in higher education: absence of enabling conditions; discriminatory salary scales and fringe benefits; publishing productivity; recruitment policies; segregation; cultural and structural barriers; and the 'chilly climate' for women in universities.

## **Section B: Special initiatives to improve the status of women in higher education**

### ***Legislative and infrastructure support***

The provision of legislative and infrastructure support is tangible recognition for creating an enabling environment for women. Gender equity policies and programmes merely represent good intentions.

Among legislative frameworks which create an enabling environment for women are:

1. The United Nations (1979) Convention on the Elimination of all Forms of Discrimination against Women which sets out in legally binding form internationally accepted principles and measures to achieve equal rights for women everywhere.
2. The 1995 Commonwealth Plan of Action on Gender Development which provides a framework for Commonwealth governments and identifies for planners and implementers fifteen areas considered desirable components of gender equity.
3. The National Policy of Education, India (1986), a landmark in the approach to women's education that has attempted for the first time to address itself to the basic issues of women's equality.
4. Legislation in Australia: the 1984 Sex Discrimination Act; the 1986 Affirmative Action Act; and the 1988 National Agenda for Women laid the foundations for women's equity setting out guidelines for selection, promotion, training and development as well as reporting to an affirmative action agency.

Examples of measures creating a supportive and enabling environment include the establishment of Equal Employment Opportunity (EEO) Offices which initiate innovative strategies and practices to raise awareness of equity issues, to plan new initiatives, to monitor the implementation and development of the EO plans, and to keep the profile of activities high among opinion leaders; the Pacific Charter for Women Managers in Higher Education adopted by the University of the South Pacific which represents a landmark charter to ensure gender equity in higher education in the Pacific; guidelines for achieving gender balance as outlined by the Forum for African Women Educationalists in its *Handbook for African Universities*; and the establishment in the

United Kingdom of the Commission on University Career Opportunities, which aims to encourage and help universities to realize the educational, economic and cultural value of diversity by employing, at every level of responsibility, people drawn from all the varied communities which universities serve and influence.

While there are few pointers to the impact of the legislative measures, all the countries where legislation has been put in place, show a fairly good rate of increase in women's participation at all levels.

### ***Increasing the quantity and quality of women postgraduate students***

Better gender balance in the higher education sector may be achieved through measures to overcome the shortage of women postgraduate students able to seek employment within the higher education institutions. The allocation of special awards and scholarships to women is one concrete way of creating a larger pool of women academics. There is also evidence that special measures which improve the conditions for postgraduate studies help women achieve a greater rate of success and completion. The Council of Australian Postgraduate Association's (CAPA's) commitment to promoting access and equity issues for a diverse range of postgraduate women is a vital step towards improving women's participation in Australia. Key areas that need to be addressed are: identification of a supervisor, keeping going-overcoming problems of accommodation, 'chilly climate — social isolation', sexual harassment, stress, caring for family and better completion rates.

### ***Training programmes and courses***

Women's lack of appropriate competencies and skills, both social and managerial, is an important barrier to their ability to compete on an equal footing with men. Training programmes for women academics thus represent an important strategy for enhancing their knowledge about higher education, as well as sharpening their skills and competencies in a range of activities such as research and management which are valued in higher education. Training programmes are essentially of two kinds: short-term courses and training workshops offered by higher education institutions or organizations which can be fully residential over a few days or a week, spread over two or three optional days or half-day / few hours per week over a semester, or year, or longer; full-time degree and diploma courses.

The provision of appropriate training materials is an important ingredient of the training process. The ACU training modules reflect the key concerns of women in higher education management: management development, academic leadership, managing personal and professional roles, women and research, women and university governance and women's studies as a catalyst for the advancement of women in higher education. The Institute of Education, University of London, focuses on interactive courses for women in higher education, emphasizing the importance of both the content and the pedagogy. Evaluation reports of training programmes point to positive outcomes such as increased consciousness of the issues facing women, the formation of

networks, increased motivation, increased knowledge and competencies, and significant career moves.

### ***Academic women's networks and fora***

The paucity of women in senior university positions is often explained by their lack of information on employment, promotion, research and conference opportunities. Women can overcome some of their problems of isolation and lack of support from fellow colleagues by being a part of networks which are specifically designed to enable women easy access to vital information and to the critical support, counselling and advice they may need to enhance their performance function more effectively in their careers. A large number of women's networks now encourage women to access the most senior academic and administrative positions in the universities and assist them to acquire the skills and knowledge required to perform them effectively. They are committed to achieving gender equity, share good practice, identify role models and plan programmes that help to enhance women's careers.

Women's networks undertake a range of initiatives to help promote their members. These include holding workshops, seminars, meetings, leadership development programmes, publications and training materials, and advocacy. Networks, through a wide range of initiatives, help their members improve their prospects for employment and advancement within higher education institutions, thereby reducing the gender gap.

### ***Mentoring***

Recognizing the important role of mentors in the careers of successful people has led an increasing number of organizations and corporations to establish formalized mentor programmes. Mentor connections have been created to orient new employees, foster executive development, assist in career advancement, improve job performance, lower employee turnover, enhance creativity and increase leadership potential. The mentoring programme, which is usually a facilitated one, benefits individuals who are mentored, those who provide mentoring, and the organizations. A useful mode of mentoring is work-shadowing. Mentor programmes report some outstanding successes, with a number of mentees gaining promotions, research grants and better employment opportunities.

### ***Establishment of women's universities and colleges***

As a step towards enabling more female students to obtain the benefits of higher education, a number of countries have encouraged the establishment of all women's colleges and universities. India has several women's universities and colleges while Pakistan has established its first women's university. The focus and curriculum of these universities provide high-quality professional and academic education to women, comparable to that available in the co-educational universities and colleges. These universities introduce areas of special interest to women, offer courses which meet

challenges of modern times and make women self-reliant. In a gender segregated society like India, separate women's universities play a significant role in promoting women's education. Opportunities also exist for more women to be appointed to positions of leadership.

### ***Women's studies***

Women's studies should also play an important role as a catalyst in enhancing the participation of girls and women at all levels of the education system. Women's Studies Programme may be developed as a vehicle for the achievement of change in higher education institutions through activities required to promote the advancement of women, both within and outside higher education institutions. Women may be encouraged to assess the current position within a given institution or region followed by analysis of the factors needed to initiate and continue the change process. The introduction of women's studies is a major achievement for women's movement in countries such as India — envisaged as playing an interventionist role by initiating the gender perspective in many domains — in the generation of knowledge as well as in the field of policy design and practice. The underlying assumption of this approach is that teaching and research in women's studies provide empirical means by which the gendered nature of universities can be revealed.

### ***Gender management systems (GMS)***

The gender management systems (GMS) in the higher education sector determine how persistent inequalities between men and women are demonstrated in the higher education sector. The GMS approach addresses two main concerns in the quest to achieve gender equality and equity: (a) engendering policy, programmes, projects and the day-to-day operations of universities; and (b) putting in place a change management strategy that would create an enabling environment for gender mainstreaming in the sector. Makerere University in Uganda provides a positive example of a higher education institution which has attempted to implement the GMS to mainstream gender into all aspects of its management and administration. The objective is to bring about gender sensitivity in the governance and administration of the university and to achieve greater gender equality across a number of dimensions.

## **Section C: Women in leadership (WIL) projects and programmes**

Problems facing women are complex. No single reason can explain the poor participation and performance of women in academic institutions and no single strategy or initiative can adequately help women address the problem or remedy the situation. Leadership programmes thus attempt to address the problem of women's poor participation from several perspectives — policy changes, raising awareness of the problem, improved skills and competencies for women, changing university structures

and procedures, changing attitudes of men and women, and creating a more enabling women-friendly environment.

Leadership programmes are offered by: (a) intergovernmental and international development agencies; (b) university associations and networks; and (c) individual universities.

### ***International development agencies***

International agencies and organizations have a broad agenda to assist women improve their status in higher education. This may include any of a number of approaches: advocacy at the highest levels with governments and international agencies such as the United Nations and the Commonwealth, training, holding seminars and conferences, preparing publicity, information and training materials. UNESCO / Commonwealth Secretariat / Association of Commonwealth Universities priorities identified for the period 1997-2000 include the development of a gender management system for the higher education sector; training programme for women managers with assistance for embedding these in local institutions; creating and increasing training resources; initiating gender sensitization for men and women, and the development of courses and course materials.

These agencies have been especially effective in the areas of advocacy. They are able to use their presence in the world bodies to influence the agenda of these agencies as well as the governments they represent. UNESCO's action in the field of higher education is able to include the importance of the gender dimension in the resolution of global issues. The Commonwealth Secretariat has developed the Commonwealth Action Plan for Women and Development adopted by Commonwealth heads of government in Auckland, 1995. These declarations, conventions and action plans have provided women the appropriate platforms from which to develop their own national and institutional plans and programmes.

The work of international agencies has brought about many positive outcomes: greater advocacy and support for women's issues and gender balance; the formation of networks at various levels; a corpus of women motivated to advance their careers; women who provide leadership and role models; increased knowledge, competencies and confidence among managers and prospective managers; significant career moves; data and monitoring of gender disaggregated data; publication of newsletters, development of inclusive curricula and of national directories of women resource persons/professionals.

### ***University associations and networks***

The Australian Vice-Chancellors' Committee (AVCC) in conjunction with the Colloquium of Women in Australian Higher Education, the Committee of Vice-Chancellors and Principals (CVCP) and Commission on University Career Opportunities (CUCO), United Kingdom, and the Australian Technology Network (ATN) have instituted programmes for their women members. The AVCC Action Plan, CVCP's 'Room at the Top' and ATN's

'Women's Executive Programme' (ATN WEXDEV) aim to increase the proportion of women in senior positions, provide opportunities for personal and professional development, enhance women's skills and competencies, develop supportive organizational cultures and extend collaborative networks.

The measures are generally concrete and within a time frame. The AVCC Action Plan proposes a range of initiatives over a three-year period which include development of policy statements, collating baseline quantitative data, agreeing to, and recommending gender equity performance measures, collaborating with projects which improve the status of women in universities, disseminating outcomes of research on barriers to women, development of training programmes, and monitoring women and leadership programmes. 'Room at the Top' was essentially a training programme to provide a blend of personal, professional and career development opportunities to advance women's careers. The programme was built around a half-day orientation module followed by three, two, two and a half day modules spread over a nine-month period from May 1998 to January 1999. The ATN WEXDEV programme comprised a range of activities for personal professional development, including skills analysis workshops and mentoring, senior executive placements, seminars and workshops on management and leadership issues, and inter-institutional and transnational networking facilitated by an electronic mailing list.

Given the strong personal development focus of the programme, 'Room at the Top' found 'networking' to be the most immediate valuable outcome, along with increased clarity and confidence about future career orientations. A few significant career moves were also made during the programme. The programme also drew attention to issues pertaining to benefits of a single-sex programme, validity of a distinctive women's perspective on leadership, and the extent to which management development programmes offered at this level are capable of integrating individual, context-specific learning with generic, group-based 'teaching'. The programme provided valuable guidance for future programmes to be run in the United Kingdom. In conclusion UCoSDA is convinced of the need to continue to offer women-only activities, but to ensure that these are articulated with more generic, open-access management programmes.

The ATN WEXDEV model of women's executive management and leadership development, has shown itself to be innovative, flexible, substantial and robust. The various elements are seen as being highly relevant to participants and the professional benefits of engaging in them are recognized. Through their involvement women have had the opportunity to influence and encourage diversity in organizational cultures so that they reflect and are responsive to the employment patterns and career priorities of women staff.

### ***Institutional practices***

Institutional leadership programmes in higher education institutions focused on skills development, on recognition of existing strengths and capacities, on increasing numbers of women in leadership roles, on visibility and support networks. They also worked towards transforming cultures and gaining organizational support. Most aimed to both

enhance participants' skills and experience / professional development / leadership potential and to build a culture and structure in the organization that encouraged women's full participation.

Key components shared by the programmes included forums to begin programmes; needs analysis and career development workshops; networking through informal and formal means; e-mail and discussion lists; lectures or workshops; collegial groups; shadowing of senior executives; committee observation; and mentoring schemes. Other activities were public events comprising lecture series, annual conferences, forums and seminars.

The Leadership Development for Women (LDW) programme of the University of Western Australia (UWA) showcases a typical programme for women comprising the core programme covering leadership concepts, issues and opportunities within the UWA context; skills development workshops covering a range of areas nominated by participants; information sessions focusing on aspects of university life, such as the budget process, decision-making structures and promotion systems; mentor networks; action leadership project — the opportunity to participate in a special project, therefore extending skills and knowledge gained; and forums and informal networking, opportunities to meet recognized UWA leaders through both the 'Meet the Leader' and 'Women at the Top' forum series as well as networking through lunchtime discussions and occasional dinners.

More focused programmes assist staff with specific aspects of women's development for leadership — career moves, personal empowerment and choice, portfolio development, needs analysis, career planning, research skills, management skills, stress management and conflict negotiation.

Positive outcomes of leadership programmes, both for participants and universities, have been identified. Women participants are reported to have enhanced skills that enabled them to undertake leadership positions; revalued their own skills; formulated viable career goals; developed understanding of leadership concepts; increased their organizational management knowledge; increased their understanding of the cultures of universities; strengthened networking opportunities and found greater access to promotions or professional advancement. For the universities the programmes are also seen to have increased numbers and proportions of women in leadership positions; developed a culture more inclusive of diversity; improved quality of university leadership and more representative decision-making.

### ***Guidelines***

The policies, strategies, mechanisms and practices described in this report indicate some concrete ways to redress the gender balance in higher education and to enable women to improve their status, participation and career prospects in higher education institutions. Key enabling factors which have helped the cause of women are: (a) commitment and support from the top management; (b) development of legislative frameworks such as international conventions and government legislation; (c) establishment of support structures; (d) bringing on board all the key stakeholders; (e)

integrating women's programmes into strategic plans of countries or institutions; (f) setting of specific achievement targets; (g) transparency of recruitment and promotion procedures; (h) putting in place strategies which enable women to meet employment and promotions criteria; (i) establishing special leaderships programmes and networks for women; (j) regular monitoring and reporting on the status of women; (k) adopting an integrated and holistic approach; (l) making programmes highly visible; (m) stimulus from external agents; (n) indigenization of programmes to suit needs; (o) improved supply of women into higher education and postgraduate studies; and (p) adoption of an overall gender management system.

## Preamble

This handbook on good practice in the field of 'Women and Higher Education Management' was commissioned by the Association of Commonwealth Universities (ACU) under the auspices of the ACU's Women's Programme and UNESCO's Special Project — Women, Higher Education and Development.

UNESCO's Action Strategy for Higher Education, Women and Development has four main objectives: (a) the increased access to and participation of women in higher education; (b) their stronger presence in higher education management; (c) their full contribution to their professional fields; and (d) mobilization of and co-ordinated action by support agencies.

The ACU's Women's Programme operates in tandem with the Commonwealth Secretariat and UNESCO to redress the imbalance between men and women in senior managerial positions in Commonwealth universities. The initiatives of the three agencies represent concrete action to follow up the recommendations of international fora which aim at enhancing the role and input of highly qualified women to the development processes of each country: Commonwealth Ministers' of Education Eleventh Conference in 1990 which instituted the Commonwealth Higher Education Support Scheme (CHESS) to strengthen the institutional capacity of higher education in developing countries; the World Social Summit and the Fourth World Conference on Women (1995).

The ACU-CHESS Steering Committee in its report in 1993 affirmed that the purpose of the Women's Programme was to facilitate 'the development of women in Commonwealth universities so that they can use their academic, administrative and above all, their management skills in contributing to the institutional development of universities, thus securing a significant increase in the number of management positions women hold, as universities redefine and develop their role to face the twenty-first century'.

The work of the programmes of the three agencies has focused largely on enhancing management skills for senior women managers and administrators in higher education as well as improving networking and sharing of experiences. Considerable progress has been achieved through a range of activities which include: (a) training workshops; (b) publication and distribution of training modules; (c) the establishment of international and national networks exchanging and sharing information on all aspects of women's progress in higher education; (d) the establishment of UNITWIN/UNESCO chairs for women in key disciplines; (e) support for an M.A. in Women and Management in Higher Education at the University of London, Institute of Education; (f) surveys related to women's issues in higher education, and continued monitoring of the status of women in higher education institutions; and (g) developing a gender management system for the higher education system.

This handbook brings together examples of international, regional, national, institutional and classroom strategies and practices which advance the aims of UNESCO's Special Project and strengthen the access and participation of women in higher education and in leadership roles within this sector and in society as a whole.

Areas of special interest dealt with are: (a) women's access at both undergraduate and postgraduate levels; (b) women's participation in academia; (c) women's participation at higher levels of management and key decision-making bodies within universities; (d) inclusion of women's perspectives in the curriculum and pedagogy of higher education institutions; and (e) the role women academics have played in changing the academic community and the community at large.

Information for the handbook was solicited primarily by post, fax and e-mail directly from development agencies, organizations, university units as well as individuals who are working towards improving the status and career opportunities for women in institutions of higher education. Existing publications, brochures on specific projects and information posted on websites provided another rich resource. The large number of submissions is gratefully acknowledged and listed in the Bibliography.

The handbook is divided into four sections:

*Section A* provides the background to the issue of women in higher education. It reviews women's access to higher education and their participation in higher education management and considers the key factors disabling women from playing a more prominent role in the higher education sector.

*Section B* outlines a range of special initiatives which have been put in place by governments, international agencies, higher education institutions and staff development units to improve women's capacities and their participation at all levels of higher education.

*Section C* reviews some of the Women in Leadership Programmes (WIL) which have been instituted at international, national and institutional levels to address this problem.

*Section D* draws together the lessons learnt from the previous sections and points to guidelines which may help those individuals, institutions and agencies planning to initiate such programmes in order to enhance women's participation in higher education.

This Good Practice Handbook is an example of the continued efforts of ACU and UNESCO to enhance the status of women in the higher education sector. It makes available to the higher education sector concrete examples of policies, structural changes, strategies and mechanisms which help to advance the status and participation of women in this sector.

## Section A: Background to the problem

### Access to higher education

Women's access to higher education is critical at all levels of the higher education system. Over the last few decades, national policies and practices have considerably improved the participation of women in higher education, ensuring that there is an ever-increasing pool of women who are able to seek employment in the higher education sector and eventually achieve positions of responsibility within higher education institutions and ministries (Table 1).

Table 1: Percentage of women in tertiary education (1985 and 1995)

Region	1985	1995
World total	44	47
More developed regions	49	52
of which:		
North America	53	55
Asia/Oceania	37	46
Europe	47	51
Countries in transition	54	54
Less developed regions	36	40
of which:		
Sub-Saharan Africa	25	35
Arab States	33	41
Latin America/Caribbean	45	49
Southern Asia	30	36
Least developed countries	26	27

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Source: UNESCO, *World Education Report 1998*, p. 108.

The case of India illustrates the progress women have made in higher education attainment. In 1950 only 12.3% students in higher education were women; in 1960 women's enrolment had increased to 18.7%; by 1970 to 21.9%; by 1980 to 27.5%; by 1991 to 32.9% and by 1996 women's share of higher education had increased to 34.2% (SNDT, 1997a).

Despite the improvements during the last two or three decades, access to higher education remains a problem for women in many countries. While women have fairly equal access to higher education in the more developed regions where they comprise

52% of tertiary students, in the regions in transition there are only 37.7% women in tertiary education. Women's share of tertiary education in the less developed regions ranges from 33% in China to 49% in Latin America and the Caribbean. In the least developed countries, only 27% of women reach the tertiary level.

The regional picture is reinforced by 1996 selected country data (Table 2). Developed countries reveal more than 50% female enrolments at tertiary level: Australia (51%), Canada (53%), United Kingdom (50%). Some of the newly emerging economies also enjoy high female enrolment: Botswana (47%) and Malaysia (51%). However, there are very significant inequalities of access in the very populous countries, especially those in the Indian subcontinent: India (38%), Sri Lanka (41%), and in many of the countries in Africa: Malawi (30%), Uganda (32%) and Zimbabwe (29%).

The situation in some of the small Caribbean countries and the Philippines provides an example where women have greater access to higher education than men, and concerns are seriously raised about persuading more men to seek admission into these institutions: Bahamas (66%), Dominica (65%), Grenada (60%), Jamaica (66%). However, at the University of the South Pacific which serves a large number of small Pacific island countries, girls are outnumbered by boys three to one over all courses and four to one in degree programmes (Singh, 1997). In the Philippines enrolment in higher education is also female-dominant, reaching around 62% in 1997/98 (UNESCO Bangkok, 1999).

Poor access to higher education is accompanied by under-representation of women in science and technology and a clustering of women in the traditional female studies of arts, humanities, languages, education, nursing and medicine. Table 2 demonstrates that in nearly all countries the proportion of women in science-based studies ranged between 25% and 30%. In 1996, in Sri Lanka female enrolments in arts were 61%, law 59.6%, science 39% and engineering 15% (UNESCO Bangkok, 1999). In Australia in 1996, 74% of medical and nursing students, 68% of arts students and 62% of veterinary science students were women. Conversely 56% of business, 49% of science and 87% of engineering students were men (UNESCO Bangkok, 1999).

In some of the developed countries, for instance in Australia, women have made strong inroads into traditionally male-dominated fields like law and business, but even there they continue to lag in traditionally male-dominated areas, including agriculture, architecture, and engineering.

In most developing countries the picture is one of women continuing to dominate the arts, humanities, social sciences and educational fields:

- In China, although the national government does try to ensure equality in female access to higher education, some local governments and individual institutions (in certain fields such as medicine, language and teacher training, where the share of females tends to be high) discriminate by placing higher admission requirements on female candidates. That bias is accentuated by a tendency of selection by females to take the vocational and teacher training tracks at the secondary level, resulting in fewer females attaining higher education candidature.

Table 2: Place of women in higher education

Country	Women in higher education	In science (%)
High human development		
Australia	51	25
Canada	53	24
France	54	30
Germany	44	21
United Kingdom	50	24
Medium human development		
Botswana	47	25
China	35	26*
India	38	34*
Indonesia	35	23
Malaysia	51	51*
Philippines	57	66*
Sri Lanka	41	39*
Trinidad and Tobago	45	34
Zimbabwe	29	14
Low human development		
Bangladesh	32	23*
Malawi	30	15
Uganda	32	17

Source: UNDP, *Human Development Report 1999*, p. 229-232.

\* Report of Expert Group Meeting on Training and Role of Women Graduates in the Development Process, Kanchanaburi, Thailand, 22-24 February 1999.

- In India, among the disciplines, arts, science and commerce account for 88% of women in higher education. Education and law account for 94% of women students, while engineering accounts for only 1%.
- In Malaysia, with regard to academic discipline, some 61% of women are in arts and humanities, including the professional arts. At the same time, female enrolments in science have increased to a majority. On the other hand, female enrolments in engineering are only around 41%.
- Even in the Philippines, where more females than males enter higher education, in the science and technology fields female enrolment is only about 35%, while in the health sciences it is about 79%. (Singh, 1997; UNESCO Bangkok, 1999).
- In Sri Lanka, female enrolments in arts (1995/96) are 59.7%, law 59.0%, science 37.1%, agriculture 42.8% and engineering 11.7% (Gunawardena, 1999).
- In South Africa in 1997, in the nine universities, 68% of education, 60% of arts and social science students and 57% of medical students were women. Conversely, 86% of engineering, 67% of architecture and environmental design and 56% of law students were men (De la Rey, 1998).

In many countries, women's enrolment also decreases as they move up in the higher education system. Table 3 shows comparative data for selected countries female enrolment at tertiary level according to the *International Standard Classification of Education* (ISCED) used by UNESCO where: Level 5 represents third level education not equivalent to a university degree; Level 6, third level education leading to a university degree or equivalent; and Level 7, third level education leading to a higher degree or research degree.

With few exceptions women enjoy good representation in non-degree courses but their numbers decline in degree courses and further diminish in postgraduate courses. This was very clearly the pattern in the African and Asian countries where, for instance, in 1995, in Malawi women comprised 37% of non-degree level enrolments, but only 21% of enrolments at degree level and 18% at postgraduate level. In Japan, while women made up 68% of enrolment in non-degree courses, only 32% of the first degree courses were women and a mere 19% of the postgraduate enrolments. In the developed European countries women constituted a fairly high proportion of the enrolments at all levels but were still disadvantaged at the postgraduate level. However, in Australia and New Zealand, women's enrolment was higher than men's at all levels. In South Africa women accounted for 49% of all honours degrees awarded in 1993, but only 34% of masters and 29% of all doctoral degrees (Budlender and Sutherland, n.d.).

It would appear that even in countries where equity policies are well developed, and special support programmes are in place, women are still under-represented. This raises questions whether there are certain socializing traits which influence the choices of women to enter academic fields. An expert group, meeting in Bangkok during February 1999, identified the main economic-demographic, socio-cultural and delivery factors inhibiting women's entry into higher education. Among the economic-demographic inhibiting factors were poverty (gender bias in education is sharper under poverty conditions), family size (gender discrimination in education is sharper in larger households), regional, class and caste differentials in economic and demographic conditions. Socio-cultural inhibiting factors included conflict between women's productive and reproductive roles; conflict between women's immediate and delayed (career training) productive value; early marriage and child-bearing; absence of positive role models; lack of appreciation of the overall value of education, including higher education; and fear of deterioration of social structure. Delivery-system inhibiting factors were general male orientation/preference at the primary and secondary levels; male-oriented curriculum biases; male mentors and staff; lack of female education and career counselling; lack of gender-specific facilities (toilets, domicile, transport); distance of educational facilities from home; lack of women's safety in the educational environment.

This brief review of women's access to higher education demonstrates that much still needs to be done in many developing countries to enable women achieve equal access to higher education — a prerequisite for them to pursue better opportunities in the academic labour market.

Table 3: Percentage of female students by ISCED level, 1995

Region	Level		
	5	6	7
<i>Africa</i>			
Botswana	66	45	50
Malawi	37	21	18
Uganda	32	33	24
United Republic of Tanzania	19	15	16
Zimbabwe	41	20	25
<i>North America</i>			
Canada	50	57	46
Grenada	61	48	-
Trinidad and Tobago	69	52	45
United States	58	54	53
<i>Asia</i>			
Cyprus	54	82	28
Indonesia	42	32	-
Japan	68	32	19
Jordan	65	42	25
Korea	38	36	28
Sri Lanka	38	46	47
<i>Europe</i>			
Belgium	55	45	38
France	53	57	46
Germany	60	41	-
United Kingdom	55	50	44
<i>Oceania</i>			
Australia	44	55	50
New Zealand	55	57	50
Papua New Guinea	39	25	24

Source: UNESCO World Education Report, 1998, Table 8, p. 148-51.

## Women in higher education management

In the area of higher education, both in teaching and management, women are still a long way from participating on the same footing as men. Women have made some progress in achieving parity in teaching but are grossly under-represented in higher education management. A report in the *Times Higher Education Supplement (THES)* talks of the 'snail's pace at which women's academic career prospects are improving' in the United Kingdom (Gold, 1998). A foreword to a book presenting a European perspective on women in educational management observes that 'the pyramid and the glass ceiling are found everywhere' (Sutherland, 1997). With hardly an exception, the global picture is one of men outnumbering women at about five to one at middle management level and at about twenty to one at senior management level (Dines, 1993).

A Commonwealth Higher Education Management Service survey report (Lund, 1998), provides a comprehensive picture of the participation of women in Commonwealth universities. The report reveals that across the Commonwealth the percentage of women employed as full-time academic staff ranges from 9.5% in Ghana to just over 50% in Jamaica. The Commonwealth average was 24%. The study found 'no discernible difference to be seen between the developed countries of the Commonwealth and their counterparts in low-income countries'. Those that employed the smallest number of women were developing countries (Ghana, Nigeria, United Republic of Tanzania and Zambia) and the three with the highest numbers (after Jamaica) were Mauritius (31.8%), Malaysia (31.5%) and Sri Lanka (30.5%). Australia had the highest percentage among the developed countries (29.6%) while the rest hovered around the commonwealth average of 24% (Table 4).

The survey also draws attention to the positions that women hold within the academic hierarchy 'and their consequent ability to influence the policy and direction of their institution, both at departmental and at institutional level' (Table 5). In the administrative-management positions, women were increasingly disadvantaged as they moved up the occupational ladder. Among the very top positions women comprised only 6.9% of the executive heads (vice-chancellors). The most encouraging statistics were for Canada (15.7%) and for Australia 15.0%), while many countries had no women vice-chancellors, confirming that 'for Commonwealth universities the phrase "man at the top" is still depressingly valid' (Lund, 1998, 36-7). In the other senior management positions women comprised only 13.9% of registrars/secretaries, 8.4% deputy vice-chancellors/ deputy presidents/ vice-rectors, 3.2% of pro-vice-chancellors/pro-rectors/ vice-presidents, 8.5% deans of faculties, 15.2% heads of departments, and 7.8% finance directors were women; but among chief librarians 29.3% were women and of personnel directors/officers 28.0% were women (Lund, 1998, p. 34-48). The low percentage of women in these positions reflect the fact that these positions are awarded to fairly senior staff, of whom women form a small percentage.

The proportion of women also decreased significantly along the academic ladder. At the top of the academic scale only 9.9% were women professors. Some country differences are discernible. Uganda had 16.7% female professors while Sri Lanka and Canada had 12.2% and 11.8% women professors respectively. Thirteen countries surveyed had between 5% and 10% women professors while Malta and the South Pacific trailed with less than 5% women professors. No significant differences were noted between developed and developing countries (Table 6). At the next level, the reader/associate professor, less than 20% of posts were held by women, suggesting that large numbers of women were not 'clustered in the wings' waiting to step up (Table 7). At the senior lecturer/assistant professor level women comprised just over 25%.

Only at the lecturer level 'women begin to be represented in numbers that equal or come close to those of their male colleagues' but the average for the Commonwealth was only 33.8%. At this level, the representation is more favourable in the developed countries compared with the developing countries (Table 8). Australia, New Zealand and Canada had 42.3%, 44.0% and 50.5% women lecturers respectively. Of the newly emerging countries Malaysia had 34.5%, South Pacific 33.9%, Sri Lanka 35.5%, and India 36.8% women lecturers. Of the less developed countries with low proportion of

women lecturers were Uganda (18%), Nigeria (17.0%), Pakistan (16%), Zimbabwe (10.8%), Tanzania (10.7%) and Zambia (10.2%) (see Table 5).

Table 4: Overall gender proportions

<i>Country</i>	<i>Women</i>		<i>Men</i>		<i>Unspecified</i>		<i>Total</i>
	<i>N°</i>	<i>%</i>	<i>N°</i>	<i>%</i>	<i>N°</i>	<i>%</i>	
Australia	5 991	29.6	13 585	67.2	651	3.2	20 227
Bangladesh	368	16.8	1 758	80.3	64	2.9	2 190
Brunei Darussalam	53	22.0	160	66.4	28	11.6	241
Canada	4 182	23.4	13 213	74.1	443	2.5	17 838
Cyprus	27	20.5	105	79.5	0	0.0	132
Ghana	78	9.5	735	89.6	7	0.9	820
Hong Kong	741	20.9	2 778	78.3	28	0.8	3547
India	2 506	21.1	9 034	76.2	314	2.7	11 854
Jamaica	129	50.2	116	45.1	12	4.7	257
Kenya	72	13.0	445	80.2	38	6.8	555
Lesotho	58	23.9	182	74.9	3	1.2	243
Malaysia	1 107	31.5	2 375	67.5	36	1.0	3 518
Malta	52	14.6	304	85.4	0	0.0	356
Mauritius	57	31.8	120	67.0	2	1.2	179
New Zealand	619	26.3	1 680	71.4	53	2.3	2 352
Nigeria	893	13.6	5 508	83.6	188	2.8	6 589
Pakistan	218	17.9	960	78.6	43	3.5	1 221
Papua New Guinea	52	16.7	245	78.8	14	4.5	311
Sierra Leone	13	15.3	71	83.5	1	1.2	85
Singapore	212	17.0	833	66.6	205	16.4	1 250
South Africa	1 277	26.1	3 468	70.8	150	3.1	4 895
South Pacific	69	27.5	176	70.1	6	2.4	251
Sri Lanka	611	30.5	1 372	68.4	23	1.1	2 006
Swaziland	60	28.0	148	69.2	6	2.8	214
Uganda	26	19.3	107	79.3	2	1.4	135
United Kingdom	8 007	24.7	23 183	71.6	1 197	3.7	32 387
United Republic of Tanzania	89	11.0	710	88.0	8	1.0	807
West Indies	195	26.0	528	70.4	27	3.6	750
Zambia	71	10.9	550	84.5	30	4.6	651
Zimbabwe	9	9.7	81	87.1	3	3.2	93
Commonwealth	27 842	24.0	84 530	72.9	3 582	3.1	115 954

In science and technology institutions, women were grossly under-represented. The problem was also felt to be particularly acute in subjects of study such as science, mathematics and engineering. Women comprised only 20.2% of staff of selected biology departments, 14.1% of chemistry departments, 13.3% of mathematics departments, 15.2% of computer science/information technology departments and 5.3% of engineering departments (Lund, 1998, p. 24-9).

The pattern that emerges suggests that women are being appointed at the lecturer level but either get stuck at this level or drop out of academic level, unable to combine family and academic commitments. The study concludes that 'women are still severely under-represented among full-time staff in both the academic and administrative hierarchies of Commonwealth universities. Only at the level of lecturer do academic staff numbers begin to be equal but this may be a reflection as much of female drop-out and stagnation as of progress' (Lund, p. 49).

Table 5: Distribution of men and women by occupational category in Commonwealth universities, 1997

Level	Women %	Men %	Unspecified %
<i>Administrative</i>			
Vice-Chancellors/CEO	6.9	76.1	17.0
Deputy vice-chancellors, etc.	8.4	59.7	31.9
Pro-vice-chancellors	13.2	61.5	25.3
Registrars, etc.	13.9	60.1	26.0
Deans of faculties	8.5	56.8	34.7
Heads of departments	15.2	84.8	-
Finance directors	7.8	69.2	23.0
Chief librarians	29.3	51.1	19.6
<i>Academic</i>			
Professors	9.9	90.3	-
Associate professors/ readers	19.4	80.6	-
Assistant professors/ senior lecturers	25.7	74.1	-
Lecturers	33.8	66.2	-

Source: Helen Lund (1998), *A Single Sex Profession? Female Staff Numbers in Commonwealth Universities*. London, Commonwealth Higher Education Management Service.

Table 6: Professors by country

<i>Country</i>	<i>Women No.</i>	<i>%</i>	<i>Men No.</i>	<i>%</i>	<i>Men and women</i>
Australia	166	9.4	1592	90.6	1758
Bangladesh	84	10.4	722	89.6	806
Brunei Darussalam	0	0.0	4	100.0	4
Canada	719	11.8	5357	88.2	6 076
Cyprus	1	6.7	14	93.3	15
Ghana	1	10.0	9	90.0	10
Hong Kong	27	7.3	343	92.7	370
India	274	10.5	2341	89.5	2 615
Jamaica	0	0.0	1	100.0	1
Kenya	0	0.0	9	100.0	9
Lesotho	0	0.0	10	100.0	10
Malaysia	28	9.6	264	90.4	292
Malta	1	2.1	47	97.9	48
Mauritius	0	0.0	4	100.0	4
New Zealand	24	9.5	229	90.5	253
Nigeria	40	5.0	762	95.0	802
Pakistan	10	8.5	107	91.5	117
Papua New Guinea	1	5.9	16	94.1	17
Sierra Leone	0	0.0	3	100.0	3
Singapore	0	0.0	18	100.0	18
South Africa	73	8.0	844	92.0	917
South Pacific	1	4.5	21	95.5	22
Sri Lanka	17	12.2	122	87.8	139
Swaziland	0	0.0	8	100.0	8
Uganda	2	16.7	10	83.3	12
United Kingdom	333	8.6	3542	91.4	3 875
United Republic of Tanzania	5	8.6	53	91.4	58
West Indies	5	7.1	65	92.9	70
Zambia	2	8.3	22	91.7	24
Zimbabwe	0	0.0	4	100.0	4
Commonwealth	1 814	9.9	16 543	90.1	18 357

Table 7: Associate professors/readers/principal lecturers by country

<i>Country</i>	<i>Women No.</i>	<i>%</i>	<i>Men No.</i>	<i>%</i>	<i>Men and women</i>
Australia	348	16.1	1807	83.9	2155
Bangladesh	99	19.9	399	80.1	498
Brunei Darussalam	0	0.0	18	100.0	18
Canada	1 332	25.7	3 858	74.3	5 190
Cyprus	3	9.1	30	90.9	33
Ghana	3	5.3	54	94.7	57
Hong Kong	128	16.7	637	83.3	765
India	588	20.3	2 303	79.7	2 891
Jamaica	11	52.4	10	47.6	21
Kenya	0	0.0	12	100.0	12
Lesotho	0	0.0	12	100.0	12
Malaysia	153	20.4	596	79.6	749
Malta	1	4.3	22	95.7	23
Mauritius	2	11.8	15	88.2	17
New Zealand	17	6.2	256	93.8	273
Nigeria	25	9.3	245	90.7	270
Pakistan	21	8.6	223	91.4	244
Papua New Guinea	1	7.1	13	92.9	14
Sierra Leone	0	0.0	7	100.0	7
Singapore	7	8.4	76	91.6	83
South Africa	68	13.9	421	86.1	489
South Pacific	0	0.0	24	100.0	24
Sri Lanka	26	25.2	77	74.8	103
Swaziland	1	6.7	14	93.3	15
Uganda	3	20.0	12	80.0	15
United Kingdom	509	16.2	2641	83.8	3150
United Republic of Tanzania	3	3.8	75	96.2	78
West Indies	1	5.0	19	95.0	20
Zambia	0	0.0	25	100.0	25
Zimbabwe	1	33.3	2	66.7	3
Commonwealth	3 351	19.4	13 903	80.6	17,254

Table 8: Lecturers by country

<i>Country</i>	<i>Women No.</i>	<i>%</i>	<i>Men No.</i>	<i>%</i>	<i>Men and women</i>
Australia	3 144	42.3	4 286	57.7	7 430
Bangladesh	80	23.7	257	76.3	337
Brunei Darussalam	28	25.0	84	75.0	112
Canada	156	50.5	153	49.5	309
Cyprus	18	48.6	19	51.4	37
Ghana	44	10.1	390	89.9	434
Hong Kong	147	27.0	398	73.0	545
India	1 211	36.8	2 080	63.2	3 291
Jamaica	68	55.7	54	44.3	122
Kenya	32	12.3	229	87.7	261
Lesotho	33	26.8	90	73.2	123
Malaysia	681	34.5	1 294	65.5	1 975
Malta	15	17.9	69	82.1	84
Mauritius	43	40.2	64	59.8	107
New Zealand	310	44.0	394	56.0	704
Nigeria	410	17.0	2 006	83.0	2 416
Pakistan	59	16.0	309	84.0	368
Papua New Guinea	31	20.3	122	79.7	153
Sierra Leone	7	17.5	33	82.5	40
Singapore	107	28.5	269	71.5	376
South Africa	697	43.0	923	57.0	1 620
South Pacific	39	33.9	76	66.1	115
Sri Lanka	258	35.5	469	64.5	727
Swaziland	55	35.7	99	64.3	154
Uganda	9	18.0	41	82.0	50
United Kingdom	3 584	32.7	7 365	67.3	10 949
United Republic of Tanzania	25	10.7	209	89.3	234
West Indies	134	35.6	242	64.4	376
Zambia	39	10.2	344	89.8	383
Zimbabwe	8	10.8	74	90.2	82
Commonwealth	11 472	33.8	22 442	66.2	33 914

## Factors disabling women

### *Perspectives on women's role in higher education*

The problems which women encounter in reaching top positions in higher education institutions have received much attention in recent publications. Whereas the hope is that 'academic life is a sphere where in theory, women should find few barriers to opportunity' and that 'if there is anywhere that women professionals should be successful, it is in the universities', the reality seems to be that 'academia has been perceived as traditionally elitist, male and patriarchal in its workplace culture, structure and values' (Acker, 1994).

Three perspectives explain the continuing dearth of women in senior administrative positions:

The first perspective is *person-centred* in which the paucity of women is attributed to the psycho-social attributes, including personality characteristics, attitudes and behavioural skills of women themselves. The 'problem' is vested in the individual and she is called upon to adapt herself to the traditional, male concept of management within the academy. Focus is on the need for women to adapt — to compensate for their socialization deficits. Among personal factors are lack of self-esteem and self-confidence; limited aspirations in the field of management, lack of motivation and ambition to accept challenges 'to go up the ladder'; women's orientation to interpersonal relations with peers which could impede their upward mobility; promoted myths regarding women's low potential for leadership, being less assertive, less emotionally stable and lacking ability to handle a crisis (Bond, 1996).

The alternative perspective, the *structure-centred* paradigm advances the view that it is the disadvantageous position of women in the organizational structure (few numbers, little power, limited access to resources) which shapes and defines the behaviour of women. The underlying premise of this perspective is that men and women are equally capable and committed to assuming positions of leadership. The 'problem' is vested in the structure and the remedy is a fundamental change to eliminate inappropriate discrimination in institutional policies and practices. Among structural factors may be listed: discriminatory appointment and promotion practices; male resistance to women in management positions; absence of policies and legislation to ensure participation of women; and limited opportunities for leadership training and for demonstrating competence as a result of the power structure in the workplace (Bond, 1996).

Anna Smulders explores the *culture-centred* approach 'which links gender centred and organizational structure perspective'. Her analysis is concerned with 'the social construction of gender and the assignment of specific roles, responsibilities, and expectations to women and to men'. These gender-based roles, irrelevant to the work place, are carried into the workplace. Higher education institutions therefore reproduce gender differences 'via their internal structures and everyday practices' because of the cultural perceptions which 'determine the attitudes and behaviours of individual men and women' and 'form barriers to the equal participation of women in senior management'. She concludes that 'gender relations are kept in place because the actors involved, both dominant and subordinate, subscribe to social and organizational reality'

(Smulders, 1998). Chliwniak (1997) concluded that in the United States 'the clustering of women in the lower ranks, the wage gap, and the "riskiness" of a feminist academic vocation are the result of conservative, traditional cultures and systems'.

### *Where do inequities really exist?*

Little evidence can be adduced about women's inability to perform on the job. A study from India by the National Institute of Educational Planning and Administration (NIEPA) and SNDT Women's University, Bombay, of principals of women's colleges indicates that women principals function as confidently as their male counterparts. Men and women identified many similar problems and needs for training. A few problems were gender specific — mobility, the ability to visit government offices, and capital city for administrative matters; inability to socialize as much as men and therefore to be less informed on relevant issues than the men, some problems with exercising authority over sexist males and over females who expect greater sympathy, etc., political pressures, balancing responsibilities as college principals and home-makers (Chitnis, 1993).

Specific inequities lie in the following:

*Absence of enabling conditions.* Access to appropriate qualifications and training (sponsorship for female academic staff for Ph.D. training), job openings; access to management structures; gender perspectives in courses; gender on the agenda for all seminars, workshops; monitoring processes to track progress; an action plan with measurable indicators of the increasing presence of women on campus. The need for improving women's access to an enabling environment is highlighted in research on specific preparation and sponsorship for management roles. Less women participate in leadership training, are awarded overseas scholarships and get less opportunities for job related administrative training.

*Discriminatory salary scales, and fringe benefits* (e.g. housing or cost-of-living allowances). This presents a view that women are less suitable to be appointed to these positions. Evidence from South Africa (Budlender and Sutherland) points out that the same level of education does not bring the same return to women and men. African women earn on average between 72% and 85% of what African men earn with the same level of education. The broad conclusions reached by the Gender Pay Equity Study in Australia are: (a) as a group women staff of universities have lower levels of permanency and classification than male staff, and are more likely to be casual and part-time employees; and (b) in relation to ordinary time earnings, in universities women earned around 81% of male earnings in 1996, although the gap between male and female earnings has been diminishing during the 1990s. The Gender Pay Equity study suggests two key factors (qualifications and years of experience) 'which explain' the inequities in the employment profile of male and female academics (Probert et al., 1998). These observed differences between male and female academics may derive from barriers such as family responsibilities largely inhibiting the ability of women generally to meet the criteria identified as critical to a successful academic career (Gardner et al., 1998).

*Publishing productivity.* A recent study in the United States by Creamer (1998) provides a synthesis of research on gender differences in publishing productivity. Female academics in general publish less over time than male academics. This finding is echoed in an Australian study of early career researchers: 'Males had a significantly higher total publication index than females, also for publications in which they were solo or first author'. Women's performance is evaluated as less worthy and they are given fewer resources and opportunities to influence others and prove their competence, research grants, graduate students, and appointment to decision-making committees' (Gardner et al.).

*Recruitment policies.* Data from the University of Malaya indicate that women are recruited in greater numbers as assistant registrars and financial assistants. These positions attract a large volume of women applicants, although the university administrative service provides limited opportunities for promotion, compared with the civil service. Tendency is for men to seek employment in the more lucrative public service. While there is a willingness to appoint women at second level positions, greater effort is made to seek applicants (usually men) for the top jobs, often from government service and public sector. Cases of long-serving female assistant registrars moving up to being registrars are not common. The practice of appointment of the vice-chancellor and deputy vice-chancellors by the Minister of Education also inhibits as all involved in the appointment process are male (Asmah Omar, 1993).

*Segregation.* Some countries segregate women in schooling and exclude women from professional and administrative areas which limits opportunities for management roles for women. In such contexts women are limited in the experience they can gain of wider educational planning and can never take a central role in important decision-making about education.

*Cultural and structural barriers.* These are the many overt and covert 'glass-ceiling' factors that impede women's career paths. These include: male managerial styles, discourse and language that 'shut' women out; informal organizational cultures also referred to as the 'old boys club'; women's reluctance to self-promote their achievements and capabilities making them institutionally 'invisible'; the persistence of cultural values and attitudes that strongly support women's childcare, family and domestic responsibilities as priority over career aspirations (Luke, 1999).

*'Chilly climate' for women in universities.* Women often self-select out of an untenable situation of working the double-day, maintaining a competitive research and publication record, sustaining an often unreasonable teaching load, counselling and supervising students, and putting in 14-hour days plus weekends in their administrative posts (Luke, 1999). Asmah Omar (1993) writing about the universities in Malaysia suggests that women often choose to work in the lower levels and less competitive jobs in universities for the sake of stability and permanency in their work. They reach high levels in their academic lives as associate professors and professors, but are often unwilling to put themselves forward for the management positions. On a similar note, Chandra Gunawardena (1999) argues that orientation towards interpersonal relations with peers and children which characterize women may be deterring them from seeking upward career mobility. Under such conditions, women's career aspirations erode, guilt mounts over the inability to 'do it all', family tensions and break-ups are not uncommon

and, finally, as women pull out of the race, they confirm patriarchy's self-fulfilling prophecy that women don't have what it takes to stay the course for the long haul. This, then, makes them seem like unreliable candidates for the most highly coveted positions in the institution (Luke, 1999).

The consensus appears to be that an increasing number of competent women find themselves blocked to the very top positions, and there is a feeling that subtle factors are at play preventing their crashing through the glass ceiling into the highest positions. These are filled on the basis of 'trust and rapport, patronage or cloning'. Reasons advanced for not appointing women may be that 'it is a hard job'; 'we need someone who understands the culture'; 'we must have someone totally committed to the job' (Dines, 1993).

## Section B: Special initiatives to improve the status of women in higher education

### Legislative and infrastructure support

#### *The issue*

'However strong are women's aspirations, and however much they support each other, progress will be extremely slow unless and until there is public recognition that a problem exists and needs to be tackled' (Finch, 1997, p. 31).

Gender equity policies and programmes merely represent good intentions unless they are backed by appropriate legislation and infrastructure support. Legislation needs to work in tandem with mechanisms and structures that ensure the observance and implementation of the proposed legislation. Similarly, special programmes for women are necessary but they need to be supported at government and institutional level by anti-discrimination legislation and regulation. This support is a tangible expression of organizational recognition for creating an enabling environment for women and it undoubtedly can make a great difference to the capacity of women to manage multiple roles.

A number of examples of international, national and institutional legislation and infrastructure support demonstrate this well.

#### *Legislative frameworks*

##### *United Nations (1979) Convention on the Elimination of all Forms of Discrimination against Women*

This comprehensive thirty article Convention sets out in legally binding form internationally accepted principles and measures to achieve equal rights for women everywhere. It reflects the depth of the exclusion and restriction practised against women solely on the basis of their sex, by calling for equal rights for women, regardless of their marital status, in all fields: political, economic, social, cultural and civil. It calls for national legislation to ban discrimination, recommends temporary special measures to speed equality in fact between men and women, and action to modify social and cultural patterns that perpetuate discrimination.

Other measures provide for equal rights for women in political and public life; equal access to education and the same choice of curricula, non-discrimination in employment and pay and guarantees of job security in the event of marriage and maternity. The convention underlines the equal responsibilities of men with women in the context of

family life. It also stresses the social services needed (especially child-care facilities) for combining family obligations with work responsibilities and participation in public life.

### *The Commonwealth Plan of Action on Gender and Development*

The 1995 Commonwealth Plan of Action on Gender and Development provides a framework for Commonwealth governments and identifies for planners and implementers fifteen areas considered desirable components of the 1995 Commonwealth Plan of Action on Gender and Development (Box 1).

#### **Box 1: Commonwealth Plan of Action on Gender and Development**

1. Establish and strengthen Gender Management Systems (GMS) and National Women's Machineries (NWM).
2. Integration of gender issues in all national policies, plans and programmes.
3. Build capacity in gender planning.
4. Become a model of good practice as an employer.
5. Promote equal opportunities and positive and/or affirmative action throughout the country and consult women on priorities.
6. Anti-discrimination action.
7. Women's rights as human rights, the elimination of violence against women, the protection of the girl child and the outlawing of all forms of trafficking in women and girls.
8. Action for women's participation in decision-making.
9. Conduct gender policy appraisal and impact assessment on macro-economic policies.
10. Action for sustainable development, poverty alleviation and eradication of absolute poverty.
11. Action for human resource development: literacy, training and education; science and technology.
12. Action for women's health.
13. Undertake an advocacy role in partnership with the media.
14. Support women's organizations.
15. Use gender-sensitive and gender-inclusive language.

*Source: Commonwealth Secretariat, Gender and Youth Development Division, Link in to Gender Development.*

Since 1995, the Commonwealth Secretariat adopted special measures to strengthen its capacity to provide gender-inclusive and women-specific functional and technical assistance to governments in key programme areas. These measures were (Commonwealth Secretariat, Gender and Youth Development Division, 1996):

1. Inclusion of gender issues in all Commonwealth and divisional mandates, action and strategic plans.

2. Gender training workshops to develop the capacity of in-house professional staff for gender planning and gender analysis.
3. Appointment of consultants and experts, who either have, or will acquire, the capacity for gender analysis and planning.
4. Equal and equitable participation of women and men in all secretariat activities.
5. Collation of gender-disaggregated information related to implementing the Plan of Action.
6. Use of this information to monitor the effectiveness of each division in implementing the Plan of Action.
7. Gender accounting that identifies and allocates resources to facilitate gender integration as well as undertaking women-specific projects and initiatives to help women 'catch up'.

### *National Policy of Education, India (1986)*

The Constitution of India guarantees women equality, liberty and fraternity. To overcome prolonged deprivation women were also accorded the privileges of free education and reservation in educational institutions (Joshi, 1999).

The National Policy of Education (NPE, 1986) is a landmark in the approach to women's education. It has attempted for the first time to address the basic issues of women's equality. In the section titled 'Education for Women's Equality', the policy states:

*Education will be used as an agent of basic change in the status of women. In order to neutralize the accumulated disadvantages of the past, there will be a well conceived edge in favour of women. The national education system will play a positive, interventionist role in the empowerment of women. It will foster the development of new values through redesigned curricula, textbooks, training and orientation of teachers, decision-makers and administrators. (SNDT, 1997b)*

Women's studies programmes would have four dimensions, namely teaching, research, training and extension. Women's issues would be incorporated in courses under various disciplines. Research would be encouraged on identified areas/subjects. Seminars/workshops would be organized on the need for women's studies and for dissemination of information and interaction.

The objectives are, by 2000, to enrol more women in various professional degree courses so as to increase substantially their number in medicine, teaching, engineering and other fields (SNDT, 1997b). 'The crowning achievement of this decade have been the 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments (1993) which guarantee women a minimum one-third representation in all local bodies both in the rural and urban areas and also reserve one-third of all chairpersons for women' (Joshi, 1999).

### *Legislation in Australia*

The government in the 1970s moved to bring Australia more into line with United Nations equity initiatives, and to lay the foundations for social change, which included improvement in equity for women. Two pieces of legislation were enacted:

*Sex Discrimination Act* (1984). The objectives of the Act include the removal of discrimination in the workplace, in educational institutions and other areas of public activities, on the basis of sex, marital status or pregnancy, sexual harassment, and family responsibilities.

*Affirmative Action (Equal Employment Opportunity for Women) Act* (1986). The provisions include the requirement of employers with 100 or more employees to develop an affirmative action programme and to report annually on this programme, to the Affirmative Action Agency. Affirmative Action is appropriate action taken by the employer to eliminate discrimination by the relevant employer in relation to employment matters; and measures taken by the relevant employer to promote equal opportunity for women in relation to employment matters. Each year since 1987, this legislation has required Australian universities to report to the agency which assesses their reports against the requirements of the Act. The legislation outlines four areas for review: recruitment and selection, promotion and transfer, training and development and conditions of employment.

In 1988 the federal government published its *National Agenda for Women* setting out the national priorities for women for the rest of the century. Education was seen in this agenda as a key factor in achieving the full and equal participation of women in all aspects of social, cultural and economic life. Arising from this, a major discussion paper, entitled 'Fair Chance for All', committed the government to developing a long-term strategy that would make equity central to the management, planning and review of higher education institutions. Since 1999, all publicly funded higher education institutions have been required to develop equity plans and programmes as part of their annual submissions for funding and student places. Funding allocations under the Higher Education Equity Programme (HEEP) have been based on institutions' equity plans (Spoor and Lewis, 1997).

In 1995 the Higher Education Council (HEC) began to assess the progress of the higher education system towards meeting the objectives identified in the 1988 higher education White Paper and further emphasized in 'A Fair Chance for All' (1990). HEC has also been given the brief to provide advice on the appropriate foundation, principles, broad national objectives and means of monitoring achievements of the system over the next five years. As part of the assessment process a joint HEC/DEET (Department of Education and Employment) discussion paper 'Equality, Diversity and Excellence: Advancing the National Equity Framework' was released in 1996 as the basis for consultation with the higher education sector.

In June 1998 an independent committee presented a report, 'Unfinished Business, Equity for Women in Australian Workplaces', to the Minister for Workplace Relations and Small Business. The review's objectives were: (a) to assess whether the benefits to the community from the legislation/regulation outweighed the costs; (b) to assess whether the objectives of the legislation/regulation couldn't be achieved more efficiently through other means; (c) to have regard to the effects on welfare and equity, economic and regional development, consumer interests, the competitiveness of business and efficient resource allocation; and (d) to ensure compliance costs and the paperwork burden to small business be reduced where feasible. The government response to the review was released in December 1998 and 'The Equal Opportunity for Women in the Workplace

Amendment Bill 1999' was passed through the Senate on 9 December 1999. The name of the Act changed from the 'Affirmative Action (Equal Employment Opportunity) Act 1986', to the 'Equal Opportunity for Women in the Workplace Act 1999'. The Affirmative Action Agency became the Equal Opportunity for Women in the Workplace Agency.

A new, simplified report form and guidelines are currently being developed. Organizations will continue to report to the agency annually, unless waived. An advisory board will establish high speed links between the agency and business. The initial priorities for the advisory board will be to give advice on: (a) designing an improved reporting system; (b) targeting industries most needing assistance; (c) developing educational materials; and (d) preparing guidelines on practical ways to provide equal employment opportunities. (See [www.eowa.gov.au](http://www.eowa.gov.au))

### ***Supportive and enabling environment***

#### *Equal Employment Opportunity offices*

For the provision of support for gender equity policies and practices, some higher education institutions have taken an important step by establishing equal employment opportunity offices. A study of Equal Employment Opportunity (EEO) offices in India (Jawaharlal Nehru University), New Zealand (Auckland University) and South Africa (University of Cape Town) throws considerable light on their establishment, development strategies, management, work and impact on the status of women in these institutions (Gleeson, 1998).

#### *Reasons for establishment of EEO offices*

In all three institutions government policy and legislation played a facilitating role in the establishment of EEO offices. In the case of Jawaharlal Nehru University (JNU) a cell was established in response to the University Grants Commission to strengthen the machinery for implementation policies. At the University of Cape Town (UCT) the development was consistent with the democratization process in South Africa. The composition of the staff became a pressing issue as the student body changed. The University of Auckland was responding to special needs of Maori women and other disadvantaged minority groups of women. In each case there was an emerging sense of the need to 'increase the fairness of all procedures and practices in employment'. This was accompanied by the recognition that large reservoirs of talent were not being used (Gleeson, 1998, p. 7-8).

#### *Mandates and development strategies*

Their mandates vary somewhat. The JNU Cell is firmly oriented towards effective implementation of government policies, systematic follow-up, and the maintenance of information bases; UCT has a vision of an institutional culture that is free of all forms of discrimination. The goal of the EEO is to 'make a decisive difference, through playing a challenging and supportive role, to UCT becoming an institution in which equity is a substantive and lived reality as experienced practically by staff and students, and as indicated by a race, gender and disability profile broadly corresponding to that of the

wider South African population. At the University of Auckland, the task is expressed as 'to make good intentions a reality, by effective evaluation and monitoring of all employment procedures'. At UCT and University of Auckland broad mission statements or goals are followed by designation of "target audiences", specific targets and objectives to achieve those, and methods of measuring progress. All need co-operation and liaison with other people and support and involvement from the top (vice-chancellor) are vital. All three offices are responsible for collecting and collating data and reporting on results (Gleeson, 1998, p. 11-12).

#### *Work of EEO offices*

Each university provides many examples of innovative strategies and practices to raise awareness of equity issues, to plan new initiatives, to monitor the implementation and development of the equality opportunity (EO) plans, and to keep the profile of activities high among opinion leaders. Strategies range from arranging for provision of child care for students and staff, to development of a temporary workers' employment bureau, to re-wording of advertisements for staff to let possible applicants know of reservations or EO policies, to introduction of personal safety measures. Strategies also include routine work such as providing support for the introduction of new ideas and practices in faculties and university departments; offering training programmes, collecting and analyzing data; monitoring of recruitment, selection and promotion procedures; and finding ways to increase the pool of qualified applicants for positions. A key issue is the mainstreaming of activities. Importance of power in universities reinforces the need for EO principles and practices to be accepted and promoted at the highest levels within the university, and at managerial levels (whether academic or administrative) throughout the university (See Box 2).

#### *Pacific Charter for Women Managers in Higher Education*

The University of the South Pacific Council adopted the Pacific Charter for Women Managers in Higher Education on 21 October 1996. This represents a major initiative by the Pacific women and a landmark charter to ensure gender equity in higher education in the Pacific.

#### *Principles*

The charter is based on the principles of: (a) addressing the inequality in gender representation at management levels in higher education institutions in the Pacific; (b) the need to safeguard, support, guide and affirm the aspirations of women in higher education management in the Pacific; and (c) the need to adopt appropriate action to fully utilize the talent of Pacific women.

**Box 2: Role of the Office of Gender Equity, University of Queensland**

The role of the Office of Gender Equity, as outlined in various university documents is essentially to facilitate the development of policies, strategies and procedures that will enable the university to fulfil its commitment to the achievement of gender equity in employment and education.

Specifically, the Office of Gender Equity is responsible for the following functions:

1. Providing expert advice to the university on gender equity issues, policy and practice arising in any area of the university's work, and across all its operations and campuses.
2. Assisting the Senate Standing Committee on the Status of Women to measure, monitor and evaluate progress in gender equity in employment and education.
3. Assisting managers to devise and implement local strategies towards the achievement of gender equity in employment and education.
4. Monitoring changes in legislation pertaining to gender equity, and interpreting the implications of such legislation. The office is responsible to the Senior Deputy Vice-Chancellor for ensuring that the university meets its formal obligations under the Affirmative Action (Equal Employment Opportunity for Women) Act 1986.
5. Monitoring standards and practices in this field nationally, ensuring that the practices adopted by the university are at the forefront of good practice. To this end it will maintain contact with practitioners and researchers outside the university.
6. Undertaking an educative role within the university community on gender equity and related concerns. It has a responsibility to audit, monitor and comment on policy and decision-making processes which affect the achievement of gender equity in employment and education.
7. Monitoring effective communication with bodies such as the Vice-Chancellor's Equity Committee, the Sexual Harassment Committee, Personnel Services, Women's Equal Opportunity Office of the Student Union, and relevant industrial unions.
8. Handling referral of grievances which allege gender discriminatory behaviour.

*Source:* Office of Gender Equity, University of Queensland

*The charter*

1. Pacific women are to be equally represented at all levels of policy, decision-making and management in institutions of higher education in the Pacific.
2. The untapped pool of management talent of Pacific women within each country must be recognized, and appropriate action taken to fully utilize it.
3. Institutions of higher education in the Pacific must develop strategies to increase the pool of women eligible for management positions.
4. The learning and working environment is to be gender friendly, encouraging the use of gender-neutral language.
5. Higher education institutions should recognize and promote actions needed for women to have equal access to, and participate in technical and vocational training courses. Wherever possible, higher education institutions in the Pacific are to raise

awareness of gender issues through curricula, staff induction and training programmes, policies and practices, among other things.

6. Support services are to be provided, as much as possible, to allow Pacific women to participate in learning and working opportunities at any stage of their lives, e.g. appropriate accommodation, flexible working hours, creches, counselling services, mentors and role models.
7. Pacific women's work shall be recognized and rewarded equally with men both for appointments and promotions.

### *Handbook for African universities*

The Forum for African Women Educationalists (FAWE) outlines strategies that will enable the creation of an environment in which women can expect to enjoy a more equitable position compared with their male counterparts. In the *Handbook for African Universities* FAWE outlines: (a) a general strategy and specific activities that can be used to carry out that strategy; (b) monitoring processes to track progress; (c) an action plan with measurable indicators of the increasing presence of women on campus; and (d) ways of mobilizing resources and further help.

There is recognition that even more needs to be done both inside and outside the university. The pool of female applicants needs to be increased, particularly in mathematics and science by improving the teaching at the secondary school level. Sexual harassment cases need to be handled with dispatch and sensitivity and existing penalties need to be enforced (See Box 3).

### *Commission on University Career Opportunities (CUCO), United Kingdom*

Sex discrimination has been on the statute books for over twenty years in the United Kingdom, but until relatively recently the higher education system as a whole showed little sign of giving any priority to the significant under-representation of women at its highest levels (Finch, 1997). As a positive step the Committee of Vice-Chancellors and Principals took the lead in 1994 in establishing the Commission on University Career Opportunity (CUCO). The CUCO mission statement reads:

*'To encourage and help universities to realise the educational, economic and cultural value of diversity by employing, at every level of responsibility, people drawn from all the varied communities which universities serve and influence.'*

The commission will use publicity and persuasion to: (a) emphasize that diversity includes age, colour, disability, ethnic or national origin, gender, marital status, nationality, race, religion, and sexual orientation; (b) help universities ensure that staff in all modes of employment are fairly selected, deployed, appraised, developed, rewarded, promoted and otherwise fairly treated; and (c) encourage universities to set their own programmes of action and goals to achieve a balanced, representative body of staff.

**Box 3: FAWE general strategy and specific activities**

*Systematically documenting and publicizing the areas women find problematic on campus and the extent of those problems*

- Document and advertise the actual proportion of women in university or institution; compare with undergraduate enrolments, data by discipline, especially maths and science. Encourage documentation on a variety of levels and a wide variety of perspectives: through the administration; through gender studies department, through mathematics and science departments; through student dissertations and theses.
- Investigate the needs of different categories of women and work on strategies that meet their needs.

*Developing strong support networks among individuals (women and men) committed to change on and off campus*

- Build strong groups and linkages within campus. These support groups should be as dense as possible, i.e. each woman should be encouraged to join as many groups as possible and link with women's groups in civil society.
- Raise awareness among men and women on campus about what is and about what is not acceptable behaviour from males on campus.

*Installing a series of equal opportunity and affirmative action activities*

- Expand student places generally (expand admissions, permit transfers, or allow re-entrants, satellite campuses, distance education programmes, etc., options) will increase women's enrolments.
- Pay attention to the number of women going into individual departments and the nature of their participation: how many taking honours and postgraduate studies, in high status disciplines.
- Provide targeted scholarships and other financial assistance.
- Expand boarding facilities.
- Recruit women faculty. The aggressive identification and encouragement of qualified women will slowly increase the representation of women (reduce sense of isolation; provide experience in going through the selection process; provide role models for students; and eventually forcing the acknowledgement of women's presence and qualifications).

*Undertaking gender sensitization and social mobilization in support of concerns of women*

- Conduct community awareness campaigns.
- Offer counselling and guidance; orientation courses for new students and faculty.

*Supporting the genuine development and proper functioning of mass participatory organizations that support women's concerns*

- Linkages with mass participatory organizations will be mutually beneficial (provide credibility to efforts of women in institutions and some of the technical, scientific, administrative and organizational skills that mass women's organizations may lack).

*Changing existing structural, organizational and institutional practices in order to accommodate the needs of women*

- Review appointments and promotion procedures — child-care options, pregnancy policies, maternity leave choices, part-time employment, etc.

In *A Report on Policy and Practices on Equal Opportunities in Employment in Universities and Colleges in Higher Education: Guidelines*, CUCO points out that fostering equality of opportunity is not simply a matter of recruitment and having personnel procedures in place. Institutional culture has to change so that competence is

recognized wherever it is and all staff are guaranteed the career and development opportunities that will enhance their ability and their contribution to the success of their institution. By ensuring equality of opportunity in education and employment, higher education institutions are communicating that they provide good quality services for all students and staff. Strategies emphasized are (CUCO, 1997b):

*Equality targets.* It is not enough for institutions to merely adopt a policy (according to a 1994 CUCO survey, 93% of university sector institutions had achieved this). Action plans need to be drawn up, targets need to be set, monitoring needs to be undertaken and positive action set in train. Without these inter-related and essential elements to the implementation of equal opportunities, a policy statement could read like so many empty words. Positive action implies a range of measures which university employers can lawfully take to encourage and train people from racial/ethnic ability or gender groups that are under-represented. It should not be confused with positive discrimination which often consists of setting unlawful quotas.

*Selection procedures.* Similarly, high quality staff are critical to the success of any academic institution. So appointing quality staff is a core task. Ensuring the equality, openness and objectivity of institutions' recruitment and promotion processes are the most reliable ways to ensure the appointment, retention and motivation of high quality staff throughout institutions.

CUCO has provided information on, and guidelines for, universities on a number of key aspects (including gender), which will ensure equality of opportunity for university staff and students (CUCO, 1996, 1997, 1999). These include: (a) guidelines on recruitment selection and promotion for universities and colleges in higher education; (b) guidelines on disability for universities and colleges in higher education; (c) flexible working in universities and higher education colleges; (d) equality targets (action planning and monitoring in universities and colleges); (e) guidelines on harassment for universities and colleges in higher education; (f) childcare in universities and colleges; and (g) policies and practices on equal opportunities in employment in universities and colleges in higher education.

The existence of this body is a signal that the higher education system as a whole has given public acknowledgement to the issue of diversity and representation — of which gender is one component (Finch, 1997).

### ***Impact***

There are few pointers to the impact of the legislative measures. However, in all the countries where legislation has been put in place, a fairly good rate of increase in women's participation is shown at all levels. The Australian experience is particularly relevant: it has legislation in place and mechanisms for monitoring and reporting. The Commonwealth Higher Education Management Service (CHEMS) survey on female numbers in universities revealed a higher proportion of senior women in Australia than in most of the other Commonwealth countries (Lund, 1998). India's provision has also produced a larger than usual number of women in Asia at the helm of universities and university departments.

Carmen Luke reports from Australia on the impact that quality assurance (QA) requirements of the government have on gender and other inequities in universities. She argues that an overview of QA audit processes leads into a closer examination of universities' response to QA initiatives. The culture and management style of a regional university was significantly transformed from an informal and pastoral model to one with open systems of accountability and performance targets built around equity issues. In that regard, it is argued, equity target groups including women, became the visible focus of the development and implementation of new systems designed to bring equity into the mainstream. In this particular university, the new managerialism of QA was indeed a panoptic mechanism of 'making visible' productivity, equity groups, procedures and outcomes. But in an institutional context where open systems were lacking and women's contributions invisible and undervalued, the QA agenda brought new opportunities not only for women but for other groups previously marginalized and silenced (Luke, 1997).

June Gleeson's study on EEO offices concludes that the agenda and success of equity offices reflect the place accorded to women within the national and higher education policies relating to women. No special provision exists in JNU, India and this is reflected in the low proportion of women staff. In South Africa the new constitution asserts values of non-racialism and non-sexism. There is also the Independent Commission on Gender Equality and a National Gender Policy and Gender Management System are being developed. UCT has put in place anti-discrimination policies and programmes relevant in particular for women such as the 1988 Sexual Harassment Policy. UCT also hosts organizations and processes concerned with the progress of women (branch of the South African Women in Science and Engineering; student organized Women's Movement; and the African Gender Institute). The impact of EEO is still slow at UCT where staff profile remains predominantly white and male. The impact of EEO office is described as 'distinct but limited'. Auckland has the greatest representation of women in its staff and students (students nearly 50%, academic faculty 33%; and general staff 58%), but large numbers are in part-time, casual and temporary positions. Some specific successes are noted: overall increase in number of academic women, employment of additional Maori and Pacific Island women lecturers, introduction of child care and holiday programmes for children, and the increasing emphasis on a family-compatible work place (Gleeson, 1998).

Gleeson concludes that the implementation of EEO principles and practices is a challenging and rewarding task. It can provide clear benefits to the university with commitment to its implementation. A greater range of diverse knowledge, skills and attributes are available to the university. If these are valued and used, they will enable the university to better position itself in the constantly changing, better-educated and increasingly interactive world environment. It is recommended as a most worthwhile and beneficial endeavour for a university to undertake (Gleeson, 1998, p. 38).

### ***Lessons learned***

Legislation is helpful but is not sufficient to ensure that gender equity policies will meet with success. Success is more assured if equity targets are set and recruitment and promotion procedures clearly enunciated.

Success of gender policies and legislation also need to be supported by the establishment of mechanisms and support structures which ensure appropriate implementation. Support structures that are effective include the provision of clear guidelines on a wide range of gender related topics; the establishment of clear reporting procedures; the setting up, at national level, of an agency which can enforce monitoring and reporting (Affirmative Action Agency, Australia); and the establishment of gender equity and equal opportunity offices.

From the limited evaluation available, QA measures are known to improve the managerial culture of an institution, from the gender perspective. Gleeson has drawn up a number of guidelines for the establishment of EO offices which reflect important lessons learnt from the case studies examined (Box 4).

**Box 4: Lessons learned from EEO offices**

Support and commitment from the top levels of the organization are vital — constant promotion of the benefits of the proposed change and support for the change from prestigious persons.

Office should report to, and be line managed by, the highest level of the organization, at least in its early stages — gives credibility and validity to the office, and sends a clear message to faculties and departments that equity is a matter to be taken seriously.

A supportive government environment and legislation is of great assistance in implementing EO initiatives. Lobbying for government support is a useful strategy.

Target staff and students — initiatives about EO are important for both staff and students.

A dedicated EO office with a small staff and a clear mandate are important factors in promoting equal opportunity throughout an organization. Without this, EO initiatives are easily lost when competing with other issues.

Placement of the EO office outside the mainstream at first, followed later by integration into mainstream structures has the advantage of providing a higher profile for the EO office, for its initial activities, and better allows for 'pilot study' type activities.

Clear reporting channels need to be established and used from the first stages of EO, both for operational and committee reporting. Reporting to the highest levels of the organization or university governing body, is essential. This signals to the university that equity is an important issue. It ensures that information is disseminated at and from the highest levels, and allows for the full implications of planned strategies to be explored before implementation. It also helps the EO office to gain the commitment of senior people within the organization.

The mandate for the EO office should be clear and unequivocal, and needs to include a brief to win support for EO initiatives throughout the organization. It needs specifically to include women as a target group for its equity initiatives.

There seems to be an advantage in beginning with one or two clearly focused initiatives, gaining a record for successful and beneficial implementation, and then building upon those to reach an overall EO plan.

A structured sequence of planning, goal and objective setting, devising strategies and measuring results.

The reconciliation of the concepts of 'excellence' and 'equity' is often important in the establishment phase of EO. 'Affirmative action' initiatives are at times seen as diminishing excellence, or as 'reverse discrimination'.

*Source:* Gleeson, 1998, p. 31-4.

## Increasing the quantity and quality of women postgraduate students

### *The issue*

The problems of low women's participation in higher education cannot merely be addressed by improving conditions of entry and employment for women in the higher education sector. Many universities are unable to recruit women lecturers because of a shortage of women in the graduate programmes, the primary pool for recruitment of women into universities. Currently, while gender balance in undergraduate studies has been achieved in most countries of the Commonwealth, there is still a dearth of women in postgraduate studies. Measures to overcome the shortage of women postgraduate students and creating a pool of women able to seek employment within the higher education institutions, represent important steps in restoring better gender balance in this sector.

The proportion of women students at undergraduate and graduate level is increasing steadily. In Australia, the United Kingdom and the United States, women comprise one-half of undergraduates and one-third of postgraduate research students. However, as Diana Leonard has so eloquently pointed out in planning changes in postgraduate studies, women's needs are ignored and higher education remains geared to men's needs rather than women's (Leonard, 1997).

Leonard points out that recent debates in the United Kingdom about the desirable form of Ph.D., ignore gender issues. Changes proposed by the key Winfield report (1987) — increasing support for students, introduction of a taught research training programme, and treating completion after four years as late completion — have all been set up assuming full-time, geographically mobile, trainee social scientists. Hence they present difficulties for all those who do not fit this profile because of their domestic commitments, residence, career profile or discipline. Consequently, the proposed changes impact differently on (different groups of) men and women, who have, overall, differing family responsibilities, possibilities for geographical mobility, academic interests, etc. (Leonard, 1997)

The problems women face in completing Ph.D. studies have not been fully addressed and deserve careful consideration. A few examples illustrate positive steps taken to help women complete their studies.

### *Strategies*

#### *Scholarships and fellowships for women*

Most development agencies are conscious of the need to improve the proportion of women in postgraduate studies. Agencies such as the Canadian International Development Agency (CIDA) and the Association of Commonwealth Universities which manage the Commonwealth Scholarship and Fellowship Plan (CSFP) have taken steps to ensure that their award schemes are structured to increase the proportion of women postgraduates. Both insist that each nominating country should include the names of

women candidates. As a result the proportion of women scholars, for instance, has gradually risen to 33% in 1997 under the CSFP. There is still a considerable way to go, but the insistence of scholarship boards and agencies on including women candidates seems to be one concrete way of enabling a larger pool of women to enter academia.

### *Improving conditions for postgraduate studies*

Women face considerably greater difficulties in completing their postgraduate studies, often coping with multiple roles they play. There is evidence that special measures which improve the conditions for postgraduate studies help women achieve a greater rate of success and completion.

This is demonstrated by the case of the Council of Australian Postgraduate Associations (CAPA). CAPA's commitment to improving conditions for postgraduate women is a vital step towards improving women's participation in academia. CAPA aims to improve the status of women in Australia by promoting access and equity issues for a diverse range of postgraduate women. CAPA acts as a dynamic force that promotes affirmative action, and lobbies various government agencies about access and equity issues in higher education in order to ensure that the diverse category 'women', along with other equity groups, are supported in postgraduate study towards future employment both within and beyond the academy.

CAPA recognizes that in Australia it is now virtually impossible to be employed as an academic without a Ph.D. CAPA strongly endorses the need for, and the implementation of equity and access measures in postgraduate education. With respect to women, then, CAPA is most concerned with correcting any discriminatory policies and practices.

CAPA's Women's Committee promotes strategies such as mentoring programmes, seminars, and the representation of postgraduate women on university boards and committees to redress the gender inequity issue. CAPA is also active in lobbying government and non-government organizations about the specific access and equity needs of postgraduate women.

CAPA also promotes access to postgraduate education for traditionally disadvantaged groups of women. In fact, CAPA notes that women as a group are economically disadvantaged, and that the payment of higher education fees is likely to act as a deterrent for some women contemplating higher education. Moreover, the implementation of fees for postgraduate coursework degrees acts as a disincentive to women who are most under-represented in Australian public life — such as indigenous women, women from non-English speaking backgrounds and women from lower socio-economic groups. CAPA is responsible for raising public awareness of the insidiousness of such inequities and for lobbying the government to redress current fee structures.

CAPA has also brought to the federal government's attention the inequity between the taxation conditions of part-time and full-time scholarships. Part-time scholarships are subject to taxation in Australia while full-time scholarships are tax-exempt. Part-time scholarships are usually undertaken by women with dependants.

Moreover, CAPA recognizes that the provision of scholarships to higher research students from non-traditional backgrounds is a necessary step towards changing

traditionally masculinist knowledge bases. CAPA is therefore involved in lobbying relevant government and university bodies to allocate scholarships to a diverse range of women, particularly to indigenous women and to women from developing countries. CAPA is equally concerned with lobbying the Australian Government and universities for equity on the conditions of postgraduate women who come from a range of countries to conduct their research in Australia and who are a national resource inasmuch as they contribute to the economy in a variety of ways during the course of their postgraduate degrees.

CAPA lobbies for institutional recognition of, and appropriate support for, women who encounter sexual harassment, the promotion of masculinist pedagogic principles and teaching styles, and the victimization of women who undertake study in those disciplines where women have been traditionally under-represented. Moreover, CAPA rejects any devaluing of those faculties, such as humanities and health sciences, where women are traditionally concentrated. CAPA maintains that the provision of interdisciplinary support for postgraduate women is a vital step towards the employment of women in academic positions.

CAPA's commitment to improving conditions for postgraduate women is a vital step towards improving women's participation in academia in Australia. (Submission by CAPA.)

CAPA also plays a vital role in providing a support structure for postgraduate women in Australia (Box 5).

#### **Box 5: CAPA's support for women postgraduate students**

CAPA provides support to postgraduate women by having a National Women's Officer on the CAPA executive and a National Women's Committee. The National Women's Officer is responsible for the co-ordination of a National Women's Communication Network via the Women's Committee. The Women's Committee is comprised of five Women's Representatives from the designated CAPA regions (north, west, south, south-east and east), one Women's Representative from the National Indigenous Postgraduate Association (NIPA) and one Women's Representative from the International Postgraduate Student Body. Each member of the Women's Committee represents the needs of Postgraduate Women and Postgraduate Women's Officers in her constituency.

The Women's Committee and Women's Officers have designed a kit for incoming Postgraduate Women's Officers as a guide to their roles in supporting postgraduate women. The kit is available on the internet:

<http://www.capa.edu.au/web/women/wok.html>

and is distributed in hard copy to all constituent organizations at the commencement of the academic year.

The kit is subject to annual revision at the Annual CAPA Women's Conference.

*Source:* Submission by CAPA.

### *Gender issues in doctoral studies*

Special difficulties which women Ph.D. students face are: lack of support, finance, grants and a high share of domestic chores — 'though highly variable, women's financial, time and locality constraints are systematically different from men's'. Key areas that need to be addressed are: identification of a supervisor; keeping going — overcoming problems of accommodation, 'chilly climate / social isolation', sexual harassment, stress, caring for family; completion — fewer complete within four years, viewed as less successful (Leonard, 1997).

### *Impact*

The evidence points towards measures that enable more women to enter and stay in undergraduate and postgraduate education. However, while the gender gap in undergraduate education has almost disappeared in most countries, the steps taken to increase the corpus of women in postgraduate programmes have only had limited success. The allocation of special awards for women postgraduate students has helped to improve their presence in graduate studies and in academia.

There is little evidence that much is being done to improve the conditions under which women postgraduate students labour. Writings by authors like Diana Leonard and the initiatives of organizations like CAPA, have raised the level of consciousness of the problems. This may be the much needed step to set a trail of support mechanisms, flexible curricula and Ph.D. time tables which will make the task of completion easier for women.

### *Lessons learned*

The problems faced by women postgraduate students are numerous and debilitating. Institutions of higher education need to address these to improve their entry, performance and completion rate.

Positive steps taken, such as increasing the quota of scholarships and awards for women postgraduate students can help to increase the number of women in postgraduate education, making for a larger pool of women for recruitment into academia.

Raising the level of consciousness of the unique problems faced by women postgraduate students is an important step towards addressing this problem.

Organizations like CAPA have an important role to play in lobbying for better conditions of study and support for women postgraduate students.

## Training programmes and courses

### *The issue*

In any review of women's poor participation in higher education, especially higher education management, attention is drawn to women's lack of appropriate competencies and skills, both social and managerial, to compete on an equal footing with men. A group of person-centred factors are held responsible for women's poor performance and measures are sought to enable women overcome their deficits.

In these circumstances training for women is viewed as an important step towards improving their personal capabilities and capacities to ensure greater participation at all levels of higher education and an overall improvement in the status of women in higher education. Training programmes for women academics, thus, represent an important strategy for enhancing their knowledge about higher education, as well as sharpening their skills and competencies in a range of activities such as research and management which are valued in higher education. Universities have identified training needs in a broad range of areas (Box 6).

#### **Box 6: M.Sc. University of Baroda training programme**

A strong need for training in educational management was felt amongst the University of Baroda women administrators. In response the Department of Educational Administration and Psychology mounted the competency based institutional management (COMBINE) programme. Training needs were identified in a broad range of areas: principles of management, personnel management, resource and financial management, governance of the institution, managing the curriculum, institutional infrastructure, student services, human relations, stress management and time management.

*Source:* Joshi, 1999.

### *Aims and objectives*

Many associations of universities and individual universities have established training courses programmes for women. These aim to recognize and enhance women's leadership capacities and influence within universities. They provide opportunities for participants to: (a) reflect on leadership attributes and on strategies to enhance and use them effectively; (b) increase knowledge of a range of management competencies relevant to higher education; (c) participate in a learning environment which builds on the diversity of experience within the group; (d) develop an understanding of the pedagogy of adult learning; (e) provide theoretical underpinnings in areas which will support women's development; (f) provide practical support in a supportive environment; (g) develop knowledge, skills and competencies in specific areas, which is difficult while carrying a full-time load; (h) provide opportunities for women to reflect on their multiple roles and strategies for better balance in their personal and professional lives; and (i) build personal, national and international networks.

Their specific objectives are often associated with the desired outcomes of the organizers and the purpose for which the course has been designed. The Association of Commonwealth Universities has undertaken considerable work which has focused on enhancing management skills for senior women administrators and managers in higher education (Box 7). The Australian Vice-Chancellor's Committee (AVCC) concentrates on providing senior women leadership and management competencies as well as focusing on very specific aspects of university management such as performance management and strategic planning (Box 8). The University of New England, Australia, designed a programme for research and research management skills for academic women at associate lecturer and lecturer level (Box 9).

**Box 7: Specific objectives of ACU workshops**

The specific objectives of recent workshops are:

To evaluate and adapt, for the local context, training materials produced and trialled by participants at previous workshops.

To explore the relationship between process and content when planning training programmes for women in management in higher education.

To promote an understanding of how women professionals learn and develop.

To provide the theoretical underpinning that will support development programmes in: (a) training the trainers; (b) women in academic leadership; (c) women and research; (d) women's studies as a catalyst; (e) managing personal and professional roles; and (f) women and university governance.

To equip participants with the skills necessary for organizing training programmes in these field in their own regions/institutions.

To adapt and plan the outline and materials for a training programme to be delivered in their own country/institution.

To establish networks to support these programmes.

**Box 8: Objectives of AVCC workshops**

**Workshop A: Performance management**

In this workshop participants: (a) learn about the essential features of an effective performance management system; (b) identify barriers to effective performance management; (c) handle real world examples of performance management situations in small groups and through role plays; and (d) develop an action plan for implementing or improving performance management in their department or work area. There is a maximum of fifteen participants for this workshop.

**Workshop B: Strategic planning**

In this workshop participants: (a) learn about the importance and benefits of strategic planning; (b) understand the steps involved in developing a strategic plan; and (c) formulate a basic strategic plan for their department or work area. Workshop participants are asked to undertake some pre-workshop preparation in order to bring data to the workshop which they can use to formulate an outline strategic plan for their organization.

*Source:* Submission by AVCC.

**Box 9: Developing research and research management skills of academic women: University of New England**

The programme was designed to achieve the following objectives:

Develop the skills of women to effectively manage an academic workload in conjunction with improving their research skills and qualifications.

Motivate, encourage and support academic women in a non-threatening environment to develop their research programmes, to plan research projects and to develop skills in managing research projects.

Develop social competence for collaborative research and networking.

Increase contact between academic women in departments and across faculties in the university.

Provide opportunities for women involved in research, publications and research management, to profile their work.

Facilitate sharing of personal experiences in overcoming difficulties, setbacks and constraints in research and the management of academic work.

Provide frank and practical advice on a wide range of issues connected with the development of research, the management of academic work and of research projects.

*Source:* Izabel Soliman, 1998.

As a result of the increased concern with the participation and the status of women in higher education management a degree course as well as short training courses for staff of individual universities are offered by the University of London, Institute of Education (Box 10). The programme of study has been designed for individuals who want to: (a) understand more about the position of women in educational management; (b) have the opportunity to explore the situation of women in management in higher education; and (c) have the opportunity to make informed decisions and plans about their working life.

**Box 10: Aims of M.A. in women in management and higher education**

The course aims are:

To link theoretical frameworks which explain and explore the position of women in management in higher education with the lives they lead or are about to lead.

To develop an understanding of the situation of women in management in higher education in order to enable them to make more informed decisions and plans which will affect their own working lives and those of the men and women with whom they work.

To provide an introduction to the challenging data and innovative analysis which has emerged in recent years focused on the changing relations between man and women, and women's specific experience and contribution to society.

To study the role of educational and other institutions in reproducing and challenging gender divisions and inequalities.

*Source:* Gold, 1999.

The situation with clerical women staff persuaded the Equal Opportunity Unit at the University of Southern Queensland (USQ) to direct resources and information to the large general staff group. USQ had therefore, run two-day Career Moves courses, involving 130 women over three years. This course was developed as a training programme to enable women in clerical and administrative positions to identify their expertise within a skilled-based classification structure (Box 11).

**Box 11: Objectives of career moves, University of Southern Queensland**

Its objectives are to enable women to: (a) name and value their work skills; (b) have their skills and activities recognized by job evaluation instruments; (c) plan careers making the most of opportunities from skills-based classification structure; (d) articulate their career aspirations and development needs to supervisors; and (e) share their experience and skills with other women (create networks).

*Source: De Vires, 1998.*

## ***Key features of training programmes***

### *Types of training programmes*

Training programmes are essentially of two kinds:

*Short-term courses and training workshops* offered by higher education institutions or organizations. Most of the courses run, for instance, by the ACU, AVCC and at the Institute of Education, University of London fall into this category. These can take a variety of forms: (a) fully residential over a few days or a week; (b) spread over two or three optional days; or (c) half-day/few hours per week over a semester, or year, or longer.

Courses are usually directed to a particular group or level of women staff: (a) chief executives — vice-chancellors, deputy and pro vice-chancellors; (b) senior women managers and administrators — deans, deputy-deans and heads of departments, registrars, bursars; (c) senior lecturers with good prospects for moving into managerial positions; (d) lecturers; (e) support staff of different categories, e.g. clerical staff; and (f) different levels of administrators.

Resource persons can be local from among the staff with the relevant expertise or from within the staff development units of the institutions or consultants. The ACU uses a group of international resource persons who work closely with local experts. Most Australian universities have appointed special staff, based in equity or equal opportunity offices, with this responsibility. Commonwealth countries — India, Nigeria, Sri Lanka — have created a core group of trainers from among senior academics who have attended the Training of Trainers Workshops to carry out training at the national and institutional level.

Training programmes that are effective rise out of the strategic plans of institutions. The special needs and the importance of women's development is recognized. Special units are established and officers are appointed to implement the training programmes for women.

*Full-time degree and diploma courses*, such as the M.A. at the Institute of Education, London.

### *Training materials*

The provision of appropriate training materials is an important ingredient of the training process. The Commonwealth Secretariat and the ACU have produced six training modules and commissioned two more to support its training programmes (Box 12). For the University of New England, Izabel Soliman (1998) prepared a book of resource materials for the course on *Developing the Research and Research Management Skills of Academic Women*. To carry forward the work of a Training of Trainers Workshop for senior women academics in India, organized by the Commonwealth Secretariat (Commonwealth Higher Education Support Scheme — CHESS) and the University Grants Commission, India, the University Grants Commission in India decided to adapt the modules by the Commonwealth Secretariat for use in the local context. The contextualizing of the modules has developed a course for Training of Trainers for Women in higher education and management in India and will gradually percolate the training to as many universities as possible.

### *Course content and processes*

At the Institute of Education, University of London, the focus is on some short intensive and interactive courses for women in management in higher education. The course content emphasizes that:

In planning development courses for professionals the learning and teaching process (pedagogy) is as important as the content. Not only must the subject and information under examination be clear, informative and well-focused, but also the ways they are investigated – lecture, case study, small group, large group, pairs or triads — must be appropriate to both the participants and the subject matter.

Participants need time to think about ideas raised on a course. They need the opportunity to challenge, change, take ownership of, or decide that they do not like them. Dr Gwen Williams of the University of the West Indies Institute of Business calls this process 'adapt, adopt, reject'.

The programme is not a course of lectures on how to manage in universities, but rather a series of intensive and interactive workshops to explore understandings of management and why women should want to do it.

**Box 12: CHESS-ACU training modules**

A total of six themes have been developed:

*Management Development for Women: A Facilitator's Handbook* (by Margaret Rowland and June Gleeson) which provides a basic level of information about good training practices.

*Academic Leadership* (by Sheryl Bond) provides knowledge and skill in the domain of academic leadership, points to a leadership style strongly associated with women and urges that women have the right and the obligation to assume leadership positions in the university.

*Women's Studies as a Catalyst for the Advancement of Women in Higher Education* (by Gwendoline Williams and Claudia Harvey) which aims to help create and strengthen a cadre of women leaders on the various campuses, who by their involvement in research, teaching, outreach and advocacy within the university system can transform the now present male dominated pattern of gender relations within the institution.

*Managing Personal and Professional Roles* (by Indira J Parikh) which deals with the multiple roles that women play in society, and the often expressed dilemma of managing all those roles and achieving a balanced life.

*Women and Research* (by Ingrid Moses) which argues that research prowess enables women to take their share of professorial positions and suggests strategies whereby women can improve their research capacity and visibility.

*Women and Governance in Higher Education* (by Maureen Atkinson and Angela Carryer) which highlights the level of participation required to promote the advancement of women to senior positions within the university and assists women develop their skills in committee and legislation work in order to enable them to contribute effectively to the decision-making process.

Source: ACU.

The content of the programme changes slightly according to the management responsibility of the participants (Box 13).

At the University of Southern Queensland, the programme 'Career Moves' for clerical level staff begins by explaining the industrial relations context and demystifying the language and processes of the skills-based framework but most of it revolves around small group discussion work, an intensive homework manual, role plays and problem solving. It focuses directly on the Australian situation, so participants leave with an immediate plan of action.

Workshops at the 'Developing the Research and Research Management Skills' of the University of New England address the themes: (a) life and career priorities — Where does research fit in? (b) managing time for research; (c) stress management; (d) collaborating in research; and (d) collaborating in academic writing. Panel presentation on planning and developing research projects includes a presentation on developing a research application for funding, a step-by-step strategy for writing successful grant applications (Soliman, 1998).

**Box 13: Content of University of London Institute of Education course**

The content of the programme changes slightly according to the management responsibility of the participants, but it always includes the following sessions:

An *introductory session* where it is made easier to take learning risks by making careful introductions and by setting up the expectations of mutual respect which usually include listening, exploring, confidentiality and time for reflection.

A session about *articulating a philosophy of higher education* which allows participants to think about issues some of them have rarely had the opportunity to think about before.

*Management in higher education and leadership and management styles* in which different management and leadership styles are explored, and noted how they might link with management values, and with questions about class, ethnicity and gender and other sites of power or disempowerment.

*Team building and being part of a team* session in which participants are asked to think about the teams of which they are members, and the teams for which they have management responsibility; about having a voice and ensuring that others have a voice; chairing meetings and preparing for attendance at meetings.

Sessions about *motivation, understanding and handling stress, balancing the personal and the professional, managing conflict and managing delegation*, skills in the programme which are to be developed interactively and which benefit from face-to-face sessions, and which many women would like to focus on and improve. These sessions are planned in such a way as to be equally accessible to the different learning styles of the participants, and to be stimulating and different in approach.

*To read the micropolitical activity of an organization* which is set up on the final day as a combination of developing a political understanding of organizations, drawing together the learning from the course, and planning for change in the future. This session encourages participants to think about the official and unofficial decision-making routes in their organizations.

*A case study* of management in higher education because it is helpful for colleagues to have the opportunity to apply their learning from the course.

*Action plans* which are programmed at the end of the course, partly to transfer learning, and partly to show another strategy by which women managers can support each other. Participants first decide on any changes they may wish to make in their practice — the change may be personal or professional or a combination of both, it may be large and life enhancing, or it may be small and pedestrian.

*A closing session and an evaluation* — the closing session is a way of rounding off and celebrating important work, and the evaluation is a time for reflection for both the participants and the provider. It is also a valuable basis for the planning for the next course.

Source: Anne Gold, 1999.

## Outcomes

Evaluation reports (Box 14) point to: (a) increased level of consciousness of the issues facing women; (b) greater advocacy for gender balance; (c) the formation of networks of women in higher education at various levels; (d) women highly motivated to work towards their career advancement; (e) women who are able to provide leadership and role models to other women; (f) increased knowledge, competencies and confidence among women managers, and prospective managers; (g) some significant career moves; (h) establishment of monitoring gender disaggregated data; (i) publication of

news letters; (j) development of inclusive curricula; and (k) development of national directories of women resource persons/professionals.

**Box 14: Outcomes of ACU workshops**

In 1996, a review of all past ACU training workshops concluded that the principal outcomes of these workshops were:

A high level of consciousness raising and improved advocacy for gender relations.

The formation of networks of women in higher education in the Caribbean, Africa, Asia and the Pacific.

The creation of a core of trained women who can work in their own universities and regions in promoting gender equity.

A body of materials that can be used to assist in the advancement of women in higher education.

Institutional, national and regional workshops growing from the ACU/CHESS workshop series.

A master's programme, 'Women in Higher Education Management', at the Institute of Education, University of London, derived directly from the ACU/CHESS initiative.

*Source:* Williams and Harvey, 1996.

### ***Lessons learned***

Training workshops/courses provide an important mechanism to enhance women's capacities which enable them to play a more prominent and productive role in the development of their institutions and higher education. Training workshops enhance women's knowledge, skills and competencies valued in higher education.

Training programmes and courses can address a range of needs which can be clearly associated with the desired outcomes of the organization.

Training programmes and courses can be short-term (residential/non-residential) ranging from one day to a week, or a few hours over a longer period, or long-term full-time/part-time courses leading to a diploma or degree.

Anne Gold reports a number of important lessons learnt over the years' courses that have been run at the University of London Institute of Education (Box 15).

### **Academic women's networks**

#### ***The issue***

The paucity of women in senior university positions is often explained by their lack of information on employment, promotion, research, conference opportunities and a range of other important aspects of university life. Among the many overt and covert 'glass-ceiling' factors that impede women's career paths are the informal organizational

cultures also referred to as the 'old boys club'; and the persistence of cultural values and attitudes that strongly support women's childcare, family and domestic responsibilities as priority over career aspirations (Luke, 1999). Cultural norms which leave women shouldering the greater burden of childbearing, nurturing and home-making, leave women academics with little time for socialization into the academic norms, criteria and strategies which are essential to gain advancement within the university system.

**Box 15: Lessons from the University of London Institute of Education**

Both academic and administrative colleagues benefit from the courses alike. At the beginning, there may be some sense of difference, but as the course progresses, administrators and academics find more in common than they often suspect — both sets of people manage the organization, and as they are promoted further in their management position, they are more likely to be holding the same amount of power within the same arenas (and meetings).

It has been found necessary to differentiate between management levels when planning for specific course participation. People who are thinking about becoming managers, or just beginning to work in management posts have different concerns from those who have been in middle management positions for years, or from those who are senior managers.

Although the differences between the roles of participants for different courses are clearly articulated in the titles, unfortunately, the most senior managers are not as ready as others to enrol on the programmes.

There is sometimes a problem in expectations about the connections between theory and practice. Most participants see these courses as essentially practical, although thought-provoking. Several of them have attended theory-laden management courses before, and most of them wish to use the time to develop their own practice.

*Source:* Gold, 1999.

It is argued that women can overcome some of their problems of isolation and lack of support from fellow colleagues by being a part of networks which are specifically designed to enable women easy access to vital information and to the critical support, counselling and advice they may need to enhance their performance function more effectively in their careers. In their efforts to achieve equal opportunities, women themselves provide significant support for each other. They can support each other by 'sharing their networks of influence, by enabling more senior women to act as mentors for their more junior colleagues, and by providing friendship and support in more personal ways when life gets difficult' (Finch, 1997).

### ***Some Commonwealth networks***

Over the last two decades a large number of academic women's networks have emerged aimed at enabling women to enhance their participation, roles and status in higher education generally and in higher education management specifically.

Across the Commonwealth a variety of academic women's networks have been established. Some, like the Association of Commonwealth Universities' Women's

Network, are pan-Commonwealth, while others, like the Network of Women in Higher Education in the Pacific (NetWHEP) are intended for regional groups. The Professional Women's Development Network (PWDN) and Through the Glass Ceiling Group in the United Kingdom, the Senior Women's Academic Administrator of Canada (SWAAC) and the Colloquium of Senior Women Executives in Australian Higher Education address the needs of national groups of women. Some networks, like the Australian Technology Network (ATN) of five universities of technology, work on behalf of special interest groups. Individual universities, like the University of Southern Queensland, have also instituted active women's networks.

In Africa, the Forum for African Women Educationalists (FAWE) is a membership organization that brings together African women ministers in charge of education systems, women vice-chancellors of African universities and other senior women policy-makers. It was founded in 1992 and registered in Kenya in 1993 as a pan-African NGO. FAWE has sixty full members from thirty-four African countries (many from Commonwealth countries), twenty-eight associate members comprising male members of education ministries and permanent secretaries, and thirty-one national chapters. As an unprecedented group of influential African policy makers, FAWE is well positioned to stimulate broad policy reform and create a conducive environment for increasing parental demand for girls' education. FAWE as well as national chapters, such as the Forum for African Women Educationalists, South Africa (FAWESA), have focused on important initiatives in the higher education sector.

A national network which has worked effectively with the apex university body in the country to encounter the problem of under-representation of women is the Colloquium of Senior Women Executives in Australian Higher Education. This national group of women in senior management positions in Australian universities was formed in October 1995 with the full support of the vice-chancellors of all universities in the Australian Unified National System of Higher Education. The formation of such a group was considered timely and useful given the continued under-representation of women at more senior levels both within individual higher education institutions and across the higher education sector nationally. The colloquium has worked closely with the Australian Vice-Chancellors Committee (AVCC) to push their agenda through a Plan of Action which has been endorsed by the AVCC.

### ***Aims and objectives***

These groups aim broadly to provide a supportive network for women members working at senior levels in higher education. The networks encourage women to access the most senior academic and administrative positions in the universities and assist them to acquire the skills and knowledge required to perform them effectively. They promote an active sharing of information about appointments, publications and research pertaining to women, employment and promotion opportunities and forthcoming events such as conferences, meetings, workshops. They provide an avenue for seeking and providing advice, solutions and good counsel on problems encountered by women in their university lives. They are committed to achieving gender equity, share good practice, identify role models and plan programmes that help to enhance women's careers. They provide leadership and co-ordinated advice on significant issues, lobby and advocate on

behalf of women's interests and draw attention to organizational structures and cultures which mitigate against women's career advancement (Box 16).

**Box 16: Aims of 'Through the Glass Ceiling' group**

To provide a mutually supportive network for women members working at senior levels in higher education.

To encourage women, through education, training and networking, in their aspirations to the most senior administrative and academic posts in higher education, and to help them to acquire the skills required to perform effectively at this level.

To promote the shared interests of women in higher education through: (a) establishing and maintaining contact with other groups and individuals who share these aims; (b) seeking to influence policy and decision-making in a range of relevant contexts; and (c) drawing attention to the achievements and potential of women in academe.

To provide a programme of events which combine management development for senior women with a commitment to promoting gender equity in higher education for both staff and students.

To share good practice and to promote opportunities for women's career development, including the identification of positive role models and the encouragement of mentoring, work-shadowing and other measures to enhance personal and career development.

To draw attention to those aspects of organizational structures and cultures which mitigate against women's opportunities to make a full contribution.

*Source:* Through the Glass Ceiling Group.

For the developing countries of Africa, a special focus of FAWA is on strengthening female leadership at the tertiary level. FAWA's overarching goal is to use its forum as an intellectual resource to assist in the development of member countries' national capabilities to evolve, implement and improve strategies that have the potential to accelerate female participation in education. FAWA's intent is to contribute to sound human resource development by identifying and widely disseminating examples of good practice in strategic resource development, planning and deployment.

Specific objectives of a number of networks (Boxes 17-19) focus upon the need to: (a) close the gender gap in higher education; (b) link senior women across universities, across regions, in countries and institutions; (c) improve the representation of women in policy and decision-making positions in higher education; (d) provide opportunities for leadership training and skills enhancement in management, teaching and research; (e) achieve parity of representation by women and men in the most senior positions in higher education; (f) identify, address and influence change within both the network and members' own institutions; (g) promote the shared interests of women working at senior levels in higher education and to provide a mutually supportive network; (h) provide evidence about the progress of gender equity in higher education; (i) to provide an opportunity at the national level for networking, information exchange and sponsoring amongst women in higher education at senior levels; (j) to identify and monitor the responsibilities, expertise and representation of women working at senior levels; and (k) to provide leadership and co-ordinated advice at the national and institutional level on significant issues, as appropriate.

**Box 17: Objectives of NetWHEP**

Among the objectives NetWHEP has set itself are:

To extend and enhance the links among women in managerial and supervisory roles in higher education institutions and those aspiring to such positions in other educational institutions in the Pacific regions.

To provide opportunities for women in managerial and supervisory roles to collaborate in activities which would enhance their productivity and effectiveness.

To strengthen training programmes aimed at creating awareness of the need for gender balance in the academic and management areas of higher education and creating these where they do not exist.

To foster co-operation among higher education institutions, for the sharing of communication and information technology and the expert knowledge of these held by those within the network, which will enhance the work of women managers and supervisors.

To provide women managers and those aspiring towards similar roles, with opportunities for advanced and appropriate training and/or research in the area of higher education.

The support women receive from these networks help women be more sensitive to their roles in higher education and to improve their self-confidence, making them more competitive for the senior positions in universities.

***Network activities***

Women's networks undertake a range of initiatives to help promote their members. These include holding workshops, seminars, meetings, leadership development programmes, publications and training materials, and advocacy. A few examples below illustrate the spectrum of activities:

**Box 18: Role of Colloquium of Senior Women Executives  
in Australian Higher Education**

The role of the colloquium is:

To improve the representation of women in policy and decision-making positions in higher education.

To provide an opportunity at the national level for networking, information exchange and sponsoring amongst women in higher education at senior levels.

To identify and monitor the responsibilities, expertise and representation of women working at senior levels in Australian universities.

To provide leadership and co-ordinated advice at the national level on significant issues, as appropriate.

*The ACU's Women's Network* communicates through an electronic bulletin, while training workshops focus on the training of trainers who are then able to conduct similar workshops in their own countries and institutions as well as initiate a range of activities

to promote women's careers. Considerable effort has also gone into producing user-friendly training modules which address key issues confronting women in higher education.

**Box 19: Objectives of SWAAC**

The specific objectives of SWAC are:

To establish a network of contacts between women working at senior levels of academic administration in Canadian universities.

To address issues of management development and management culture particularly, but not exclusively, as they concern women.

To provide opportunities to monitor and share good practice and training in equal opportunities in relation to gender, race, social class, age and special needs.

To provide positive role models for students and junior staff and to encourage mentoring.

To encourage women, via training and networking, to enter educational administration.

*NetWHEP*, since its formation, has held a number of workshops, seminars and satellite meetings.

*Australian Technology Network (ATN)* runs the very successful ATN Women's Executive Development Programme (ATN WEXDEV). The ATN WEXDEV Programme produced two publications: *A Model for Women's Executive Development* and *Women and Leadership*. Other publications highlight aspects of the programme such as mentoring, personal professional development and senior executive placements.

*The Professional Women's Development Network* covers consultancy and research, mentoring and work shadowing, and training and development in the form of in-house training, conferences, seminars, networking schemes and workshops.

*SWAAC* holds annual conferences.

*FAWESA* has focused on two important initiatives in the higher education sector: The Higher Education Score Card (Box 20) and a professional development programme for women.

*FAWE's* activities related to higher education fall into three broad areas: policy and research; strengthening leadership and capacity building; and supporting networking (Box 21).

**Box 20: FAWESA's Higher Education Score Card**

The project's objective is to assess national progress on gender equality in the higher education system. It has four major components:

The development of appropriate indicators to assess national progress on gender equity in the higher education system.

The collection of descriptive statistical data to develop a national profile of the position of women at various level of the higher education sector.

The identification of obstacles and challenges to the participation of women at various levels of the system.

The development of a model for capacity building specially targeted at women.

*UNESCO/OUI Network for Women and Social Development* has been launched between universities of the North and Latin America to focus on feminine leadership in areas such as political power, conflict resolution, access to education, health, technology and entrepreneurship, and to reinforce the contribution of university-based teaching and research to these fields (Box 22).

**Box 21: FAWE's strengthening female leadership activities**

These activities fall under three categories:

*Policy and research based activities:* These include: (a) development of a FAWE national score card for universities to provide baseline data on female academicians and managers in tertiary institutions; (b) review of current affirmative action programmes and policies in universities; and (c) consolidation of information on existing programmes at the tertiary level with a view to identifying strategic entry points for FAWE.

*Networking and skills development:* An essential part of FAWE's focus is supporting networking and skills development. The activities in this include (a) nurturing links between universities and schools, particularly in the area of career guidance; (b) assisting the Association of African Universities put gender on the agenda; (c) establishing a baseline data profile of women professional staff in government, the private sector and universities; (d) linking FAWE members on the Internet and networking through electronic mail; (e) training in proposal writing; (f) facilitating publication of research carried out by women, and collaborating with the African Gender Institute (AGI) to develop a directory for research funding and postgraduate opportunities for women.

*Individual members' activities:* FAWE's university-based members are encouraged to work towards developing, implementing and enforcing policies that ensure the safety of women students in tertiary institutions. In addition FAWE gives priority to young women researchers to present their findings at international and subregional fora. Individual members are committed (a) to advocate for more women to enter science and mathematics at the university level; (b) disseminate information on the issue of sexual harassment; (c) undertake activities aimed at junior-middle level staff to identify and promote a core of female leadership; and (d) advocate for recruitment of more women lecturers and teachers in mathematics and science.

*Source:* FAWE News, Vol. 6, No 4, 1998, and FAWE Work Programme, 1997.

### Box 22: UNESCO/OUI Network for Women and Social Development

#### *Outputs*

The Colegio de las Americas, a new project to promote leadership amongst young people from Latin American universities, places strong emphasis on understanding the gender component as a tenet of the development process across its four academic programmes: the Interamerica seminars on social issues, the training networks for the private sector, research chairs in aspects of public policy and civil society, a training programme for public administrators. In this framework, a seminar on 'Women and Democracy I' was held in Montreal in August 1999.

OUI and UNESCO co-published *Graduate Profiles for a Changing Society* in 1998. This book examines the skills required by young people entering the labour market and demonstrates that these must be acquired by both women and men in today's competitive society.

#### *Impact*

The network has strengthened its original area of activity (i.e. university management) to a wider ambit of action to promote diverse aspects of social development for which gender is an essential element. The overall objective to mainstream gender has thus been considerably reinforced.

## ***Lessons learned***

Networks, through a wide range of initiatives, help their members improve their prospects for employment and advancement within higher education institutions, thereby reducing the gender gap. They help build leadership skills and competencies, enable women to be better informed about available opportunities, act as a source of mutual support for women facing similar problems, and through policy and research development, provide a platform for advocacy on behalf of women.

*Successful networks* display some of the following features:

They are established by women (and sometimes men) in influential positions in the higher education sector. The formation of the colloquium was the joint initiative of the Pro-Vice-Chancellor (Business, Equity) at Griffith University, Professor Margaret Gardner, and the Pro-Vice-Chancellor (Equity and Development) at the University of South Australia, Professor Eleanor Ramsay, who have remained the co-conveners of the colloquium. The colloquium consists of all women in Australian universities who are vice-chancellors, deputy vice-chancellors or pro-vice-chancellors, or who have status equivalent to these levels, determined as follows: having institutional wide responsibilities, and reporting directly to the vice-chancellor, and regarded as a member of the institution's senior executive/central management group. FAWE brings together African women ministers in charge of education systems, women vice-chancellors of African universities and other senior women policy-makers. Of its members, twenty are vice-chancellors of African universities who are able to discuss issues and strategies related to higher education.

They work in tandem with other organizations and associations with responsibility for higher education. Such co-operation is vital for the achievement of their objectives. The

colloquium pushed its agenda and plan of action for women in Australia in collaboration with the AVCC.

Each network diagnoses the problems facing their members and draw up comprehensive programmes to help members overcome their special difficulties. Some focus on information sharing and linking with each other. Others feel the need for leadership skills and professional development, while still others are engaged in advocacy work and in creating a more women-friendly environment.

## Mentoring

### *What is mentoring?*

Mentoring occurs when one individual assists with the learning and development of another. It can happen spontaneously when people meet, share information, provide support. As organizations seek to maximize the potential of employees, mentoring is being recognized as a strategy that has many advantages (Box 23).

'Mentor' usually means a senior and more experienced person who acts as a guide or model for a less experienced person. 'Mentoring is a deliberate pairing of a more skilled or experienced person with a lesser skilled or experienced one, with the agreed-upon goal of having the lesser skilled person grow and develop specific competencies.' (Margo Murray, *Beyond the Myths and Magic of Mentoring*, xiv. Quoted in RMIT n.d.).

#### Box 23: What is mentoring?

'Whenever you read a collection of stories on successful women or men commenting on their career, you will inevitably find reference to a mentor. Mentors or sponsors can play a very important role indeed in assisting colleagues younger, or less experienced than themselves in understanding the organizational or disciplinary culture in which they work; in introducing them to conventions of publishing, to colleagues, to opportunities. It is an alerting relationship where a more experienced colleague shares with a colleague experience and expertise. It is very much about opening doors — to understanding, to opportunities, to people. Anyone who has been mentored knows the very great benefit they have received. Anyone who could have but not mentored does not know of the very great satisfaction mentoring relationships give to the mentor as well.'

*Source:* Ingrid Moses in the Introduction to Rolfe-Flett, 1998.

### *Aims and objectives*

Recognizing the important role of mentors in the careers of successful people has led an increasing number of organizations and corporations to establish formalized mentor programmes. Mentor connections have been created to orient new employees, foster executive development, assist in career advancement, improve job performance, lower

employee turnover, enhance creativity and increased leadership potential (RMIT n.d.). Box 24 presents the objectives of the University of Queensland Women in Leadership Mentor Programme.

**Box 24: University of Queensland Women in Leadership Mentor Program**

*Aims and objectives*

To facilitate promotion and career pathing through role modelling, developing support systems, access to advice and experience and the development of self-confidence in both mentees and mentors.

To develop university-wide networks and support systems.

To increase the knowledge of the office of gender equity with respect to the needs of female staff.

To improve the profile of the office of gender equity within the university and hence its effectiveness for other initiatives.

To assist in the development of gender equity contact officers' networks.

*Source:* ATN WEXDEV, 1999.

### ***Benefits of mentoring***

The mentoring programme provides on-the-job, individual professional support and development, which can assist with both immediate issues and longer-term career development. Mentoring can provide an excellent tool for coping with change. Mentors can often assist mentees to see opportunities. Mentoring is a learning tool which can be very beneficial in clarifying problems and identifying solutions, and can provide a safe, confidential forum to practise resolving problems with objective, supportive feedback (RMIT, n.d.).

Mentoring is also highly beneficial for the organization. It is a cost-effective form of staff development, providing assistance with career development and, often, with conflict resolution, both of which enhance staff morale. It provides an avenue to staff across a wide range of areas and levels to share knowledge and experience, and this increases internal knowledge of the organization (RMIT, n.d.). Evaluation of the Royal Melbourne Institute of Technology (RMIT) Staff Mentoring Scheme has shown a high level of satisfaction among both mentees and mentors. Many mentees achieve exactly what they aimed to. Others find that new directions open up. A successful pairing results in increased self-esteem in the mentee and a greater sense of capacity and satisfaction for the mentor (Box 25).

### ***Mentoring schemes and processes***

The mentoring programme is usually a facilitated one, as demonstrated by the RMIT Staff Mentoring Scheme. The staff mentoring programme began in 1994 as an initiative for women staff by the Equal Employment Opportunity Branch. Each year, the

programme is advertised, staff apply, indicating skills sought or skills offered. Staff are paired across the university according to skills offered and skills sought. Some staff participate as both mentors and mentees. Pairs are matched and introduced at a training programme. Monitoring and support are provided by the programme co-ordinator. Some pairs continue from year to year, others conclude, often with the two people each taking on another mentor or mentee. An increasing number of staff join each year. In 1997, men came into the programme as mentors, including the Vice-Chancellor. Approximately one hundred staff are currently involved in the programme.

**Box 25: Benefits of mentoring**

For individuals who are mentored, it may be a way to: (a) receive encouragement and support in the workplace; (b) discuss their career aspirations and options; (c) develop new skills and knowledge; (d) increase confidence by having a more senior staff member monitor personal professional progress; (e) encourage and assist in career planning; (f) expand personal and professional networks; (g) have an insight into the organization as a whole; and (h) assist in the management of change.

For those who provide mentoring, it may be a way to: (a) enhance skills in coaching, counselling and interpersonal skills; (b) gain satisfaction from helping a colleague develop; (c) obtain a sense of professional recognition; (d) obtain the satisfaction of contributing to another person's professional development; (e) have the opportunity to reflect on what she/he has learned in the workplace; (f) have a new insight into another part of the institution; and (g) to have an opportunity to contribute to the institution as a whole.

For organizations mentoring may result in: (a) attraction and retention of valued staff; (b) improved communications and staff relations; and (c) development of the skills of individuals and thereby the capacity of the organization.

*Source:* Rolfe-Flett and RMIT, n.d.

*The University of Queensland's Women in Leadership Mentor Programme* has about seventy participants. Its key features are that the time frame is limited to two semesters; goals to be reached within that period are identified by mentees very soon after the beginning of the programme. A half day initial training for both mentors and mentees is instituted; and meetings for feedback are arranged periodically throughout the year. These are supplemented with seminars on aspects of career development. Its approach to mentoring has been: (a) for women to mentor women; (b) for mentors and mentees to be matched in similar areas, but not necessarily exactly the same faculty or work group; (c) that mentors learn and receive benefits from the mentoring relationship just as much as mentees; and (d) that the number of people in a mentoring relationship can be open-ended (although triads work really well).

*The Australian Technology Network Women's Executive Development Programme* (ATN WEXDEV) has experimented with a pilot 'Mentoring at a Distance Scheme'. Eight pairs were established by the National Office, linking where possible people in similar areas, but matching across universities. Women were from both academic and administrative streams. All were provided with detailed information on mentoring and with an agreement form. The National Office kept in regular contact. A brief evaluation carried out in August 1999 suggests that 'Mentoring at a Distance', through phone or e-mail is

much more difficult than was initially assumed and that there is need to feed in much more support. The principal findings were:

It became apparent that, despite initial enthusiasm, the women involved found e-mail mentoring difficult to maintain.

Relationships were more easily established when the partners knew each other, but even then difficulties of defining relationship occurred.

Some respondents pointed to other issues that make e-mail a difficult medium for mentoring relationships — e-mail lacked the same momentum, dynamism and reciprocity that face-to-face contact has.

The issue of security of e-mail contact is clearly important to confront if any form of successful distance mentoring is to be established.

Successful e-mail mentoring requires: direct face-to-face contact to start with, very careful matching of pairs, training for both mentors and mentees, a strong support network during the period for both mentors and mentees and accepting that mentoring deserves time to be allocated to it (Submission from ATN WEXDEV).

Another mode of mentoring is that of 'work-shadowing'. The Work-Shadowing Scheme for Principals was set up by the Association for Colleges and the Association of Principals of Colleges, in the United Kingdom. Since 1995, fifty placements have been arranged. The aim is to provide each principal with an opportunity to shadow a senior manager with a similar level of responsibility and decision-making in an organization (usually) outside education. The hosts have included chief executives, managing directors, general managers, human resource directors, the editor of a national newspaper, a university vice-chancellor and a college principal. The principals have come from further education colleges and adult education colleges. The placements have been usually for five days, not necessarily consecutive, usually with one person, but in several cases spending time with others in the senior manager's team.

The responses from participants have been very positive. They found the experience interesting and enjoyable. The outcomes have included influence on management styles, teamwork, HR procedures, strategic planning, marketing and financial control. Work-shadowing is an inexpensive opportunity to stand back from the day-to-day pressures of running a large institution, to reflect on one's own practice and on the management practices of others, and to gain new ideas and new perspectives on current challenges. It is hoped that the project will persuade colleges that work-shadowing can become a regular and accepted part of their human resource development programmes. It is not specifically for women but considered a suitable strategy for women staff in higher education.

## ***Outcomes***

Mentor programmes report some outstanding successes, with a number of mentees gaining promotions, research grants and better employment opportunities. The

programmes have maintained ongoing popularity since their commencement with increasing numbers taking part in them each year (Box 26).

Mentoring has presented both mentors and mentees with opportunities to develop many skills, make new contacts and experience fresh perspectives. While career advancement has been a very positive outcome, major gains have been made in the development of networks and support systems. There were also unexpected but important gains for mentors who had participated in the programmes. The rewards included a greater awareness of how to plan their own career strategies and the friendships/networks which developed out of the mentoring process (De Vries, 1998).

**Box 26: Outcomes of mentor programmes**

The University of Queensland reports that:

Of the mentees who were staff members, 90% reported achieving their goals and one-to-two years later most have significant advances in their careers. Some have been highly successful attracting large grants and gaining promotions. All attribute these gains, either directly or indirectly, to the mentor programme.

The student mentees (many of whom were overseas students) have successfully completed their degrees and returned to their home countries.

The establishment of the Gender Equity Contact Officer Network developed out of the mentor scheme.

*Source:* University of Queensland.

### ***Lessons learned***

Mentoring programmes bring benefits both to women and to their institutions. Women improve their leadership qualities and career prospects while higher education institutions achieve better staff satisfaction, retention and capacity.

Cheryl Dahl (1998) in *Women's Way of Mentoring* has drawn conclusions on good mentoring practices (Box 27).

Mentoring programmes that succeed received the support of the top management as well as the full co-operation of both mentors and mentees who were prepared to learn from and help each other in a mutually beneficial relationship.

## **Establishment of women's universities and colleges**

### ***The issue***

In many countries, especially in Asia, enrolment of girls in higher education is extremely low. Among conservative families and communities, parents, fearful of their daughters' reputation and marriage prospects, are opposed to sending their daughters to a mixed

gender institution. There is also a feeling that their performance will suffer in the face of the distractions provided by the presence of men students. In such circumstances, as a step towards enabling more female students to obtain the benefits of higher education, a number of countries have encouraged the establishment of all-women colleges and universities.

#### Box 27: Women's way of mentoring

Cheryl Dahl believes that:

The best matches are mismatches (being paired with someone who, by their very nature will challenge you).

A good mentor is anyone you can learn from (not necessarily 'higher up' in the organization).

Mentoring works best when you mix and match (from mentoring groups, for example).

Mentees pick their mentors.

Everyone needs mentors — one large United States company has created a 'mentoring in reverse' programme where senior staff learn from younger employees.

*Source:* Quoted in The University of Queensland Office of Gender Equity, *Access*, Vol. 11, No. 2, 1999.

### ***Aims and objectives***

Women's universities have been established in many countries to provide for the special needs of women students and to enable a larger group of women to have access to university education. Until recently women's universities existed in the United Kingdom. Japan has several women's universities, Bangkok has one, the Philippines Women's University was established in 1919 and was 'born out of an inspiration and a vision of women's potential roles in nation building' (SNDT, 1989) and India has several while Pakistan has just established its first women's university (Box 28).

The SNDT Women's University in Bombay was established in 1916 by a social reformer to make higher education available to poor and low-caste women. Since then there are four more women's universities, two deemed universities and nearly 1,000 women's colleges, constituting nearly 10% of the total number of colleges in India. These recognize that women are still denied to higher education because of poverty, social and cultural situations and uneven opportunities.

The Fatima Jinnah University in Pakistan has been established on persistent demand of parents who prefer to educate their daughters in a women's institution rather than sending them to co-education institutions. Pakistan has twenty-three other public co-education universities.

**Box 28: Reasons for the existence of women's universities**

In a study on women's colleges in India, Jaya Indiresan suggests four reasons for the continued existence and proliferation of women's colleges in India:

Social and cultural: within the traditional Indian society, conservative Indian parents do not approve of the free mixing of men and women.

Academic: the availability of female-oriented courses and the perception that there is more effective teaching, more personal attention and less distractions and disruptions.

Non-academic: greater opportunities for participation in extra-curricular activities and better counselling and greater security.

Institutional: greater opportunities for availability of hostels and scholarships.

*Source:* Indiresan, 1999.

***Programmes of women's universities***

The focus and curriculum of these universities in India has moved ahead with the times and now provides high-quality professional and academic education to women, comparable to that available in the co-educational universities and colleges. They retain their special focus on women who may enter universities late and provide courses for non-traditional groups and adult learners. These universities introduce areas of special interest to women, offer courses which meet challenges of modern times and make women self-reliant. Some also assume responsibility for monitoring, conducting research with a feminist orientation through women's studies and consultancy.

The programmes and courses of the Fatimah Jinnah University have been formulated to prepare the students to meet the challenge of the next century. The university hopes to prepare all the students to grow into self-aware, confident and contributing members of society. The courses and programmes are non-traditional, and in the areas which are economically viable — in management sciences, computer sciences, information technology, social sciences, fine arts and education. Women and development is a compulsory course for all disciplines. Similarly, research methods, introduction to computers and creative and scientific report writing in English are some of the core courses currently being offered. In addition, a Women's Resource Centre has been established on the university campus to involve the students in awareness raising activities.

Many of the women's colleges have been able to introduce gender positive initiatives. These initiatives have included both curricular and non-curricular interventions. Among curricular interventions are a large number of courses in emerging areas; offers of job oriented gender-neutral vocational courses; introduction of women-related topics in various subjects. Non-curricular interventions included: gender sensitization programmes; personality development programmes for improving skills in communication, leadership, etc.; self-confidence building courses; and life skills programmes for balancing career and home (Indiresan and Singh, 1996).

### ***Impact***

India affords one of the best examples of increasing access for women through women only universities and colleges. In a gender segregated society like India, separate women's universities play a significant role in promoting women's education (SNDT, 1989). The number of students at these colleges may otherwise never have had an opportunity to work in higher education.

The teaching staff as well as the management and administrative staff of these colleges and universities are mostly women, providing these women a greater avenue of employment, further training, and promotions. Opportunities exist for more women to be appointed to positions of leadership. There are also clearly more openings for women to be at the helm of these institutions. The only woman Vice-Chancellor in Pakistan is the Vice-Chancellor of the newly established Fatimah Jinnah Women's University.

The programmes which are specially geared to the development needs of women have had significant impact on student's perceptions and self-image. Indiresan reports several perceived advantages of attending a women's college. These include confidence building, improved communication skills, better social interaction, greater freedom to participate in sports and physical activities, greater intellectual development through improved participation in debates and discussions, more opportunities for developing leadership qualities and greater awareness of ethical, aesthetic, cultural development and gender sensitization. 'In general, the women students feel that the type of exposure that they get in women's colleges, the opportunities provided to them and the safe, secure and supportive climate all enhance their sense of overall competence, gives them confidence and makes them feel empowered to face the challenges of life.'

### ***Lessons learned***

Women's universities in the Indian subcontinent have helped to increase women's enrolment in higher education.

Women's universities provide women leadership opportunities at all levels as well as opportunities to be employed in top management positions in universities.

Women enjoy good opportunities for further training and promotions in women's universities.

Students at women's universities enjoy many benefits: access to courses relevant to their development needs, and improved perceptions and self-image.

## **Women's studies**

### ***The issue***

Women's studies and, more recently, gender studies are taught in many universities. However, in very few instances they aim to improve the participation of women in

higher education. Most of the studies are academic studies and do important work that illuminates the problems faced by girls and boys, men and women in various facets of their lives, especially in education and employment. These groups seldom play an activist role in lobbying for change within their own institutions.

Some women working in the field of women and higher education are convinced that women's studies should not only shed light on the issues and solutions but should also play an important role in enhancing the participation of girls and women at all levels of the education system. This section therefore examines the role of women's studies in achieving better gender balance in the higher education sector.

### ***Aims***

In India, as a follow up to the National Policy of Education, 1986, the Programme of Action 1992 recognizes the value of women's studies 'as a critical input to promote better understanding of women's contribution to social processes within social, technological and environmental change, their struggles and aspirations, conceptual obstacles that make them "invisible" in many areas of scientific enquiry. The programme aims to investigate and remove structural, cultural or attitudinal causes of gender discrimination, and thus empower women to achieve effective participation in all areas of national or international development'.

Dimensions to be supported are: research, teaching — to change present attitudes and values of men and women to one of concern for gender equality; training of teachers, decision-makers, administrators and planners.

The Women's Studies and Development Centre, University of Delhi, which is supported by the University Grants Commission focuses its efforts to strengthen women's studies programmes in Indian universities and to initiate changes and help develop curriculum material, human resources and research in women's studies (Box 29).

### ***Role of women's studies centres and programmes***

In India women's studies are undertaken by women's study centres, NGOs, grass-root organizations, feminist resource centres and individual scholars.

The University Grants Commission (UGC) funds twenty-two centres in the universities and eleven cells in the colleges. Principal activities have included workshops for restructuring curriculum; orientation of teachers and researchers to include women's dimension; incorporation of issues relating to women in courses, incorporation of women's dimension into courses in different disciplines; elimination of sexist bias and stereotypes from textbooks (Indiresan, 1994). Scholars question concepts, tools and techniques which justify the denial of equity for women and make them marginal and invisible — they aim to assimilate gender into all knowledge systems (Box 30).

**Box 29: Objectives of the University of Delhi Women's Studies and Development Centre**

To promote women's studies and development in the Delhi University system by playing the role of a catalyst and acting as a clearing-house for information on women.

To promote research on women's themes and establish links between research, teaching, curriculum and extension activities.

To link scholars, activities and social workers for exchange of experience and ideas through discussion, seminars and workshops thereby helping them to update their knowledge.

To work in co-ordination with the related sectors of the university as well as with governmental and voluntary organizations for promotion of developmental activities.

To create an awareness among the university community on problems of women and also to provide support facilities.

*Source:* University of Delhi, Women's Studies and Development Centre.

That women's studies may act as a catalyst for the advancement of women in higher education is demonstrated in the University of the West Indies. Experience of the University of the West Indies is encapsulated in a training module by Gwendoline Williams and Claudia Harvey. The module proposes the development of a women's studies programme as a vehicle for the achievement of change in higher education institutions. The module highlights activities required to promote the advancement of women, both within and outside higher education institutions. It encourages participants to assess the current position within a given institution or region followed by analysis of the factors needed to initiate and continue the change process, and the development of a women's studies programme as a catalyst for change.

**Box 30: Major activities of the University of Delhi Women's Studies and Development Centre**

Major activities include: (a) awareness raising; (b) curriculum development for the undergraduate and postgraduate courses in all the subjects — including the women's component; (c) documentation of materials; (d) organization of seminars and discussions; (e) provision of learning materials; and (f) documentation on status of women in Delhi University.

*Source:* University of Delhi, Women's Studies and Development Centre.

Women's studies may range from being an academic research and teaching discipline, an area of training and management development, to that of public policy and practice. The module views women's studies as an academic discipline that seeks to promote gender-based management development and participation within the university in the areas of governance and administration, as well as a tool of advocacy for career advancement and job enhancement for all categories of women professionals and workers in the institution. The module concerns with the impact that an effective programme of women's studies can have in bringing about a more gender based

approach to higher education management. Women's studies can illuminate the diversity of the training needs of women, and also men, at the varying levels of management in the institution.

### ***Impact***

The introduction of women's studies is a major achievement for the women's movement in India — envisaged as playing an interventionist role by initiating the gender perspective in many domains — in the generation of knowledge as well as in the field of policy design and practice.

Women's studies have played a significant role in uncovering the discrimination against women, drawn attention to special characteristics of women in poverty, the impact of political and economic macrosystems on women, as well as providing focal points for the mobilizing of women's opinion and action on critical social and economic issues. Centres acted as catalysts for promoting and strengthening women's studies through teaching, research, action, fieldwork and extension. They added to the visibility of women's issues and were able to provide input into action.

In India's Ninth Plan it is proposed that women's centres provide leadership in interventions in curriculum development — challenging existing theories in all disciplines and to intervene in the university's role in the educational system as well as in the various faculties and departments of universities. Advocacy role is the cutting edge of women's studies programme.

The underlying assumptions of the University of the West Indies approach is that gender studies, particularly teaching and research in women's studies, provide empirical means by which the gendered nature of universities can be revealed.

### ***Lessons learned***

Change in gender relations in higher education institutions can be achieved through the activities and programmes of women's studies.

Women's studies are ideally placed to spearhead advocacy on behalf of women and to act as catalysts for change.

## **Gender management systems (GMS)**

### ***The GMS principles***

The Gender Management Systems (GMS) approach addresses two main concerns in the quest to achieve gender equality and equity. The first is the technical task of engendering policy, programmes, projects and the day-to-day operations of

universities. The second is putting in place a change management strategy that would create an enabling environment for gender mainstreaming in the sector, and commit all the relevant stakeholders to effective implementation (Williams and Harvey, 1998).

The spheres of mainstreaming are mainly student enrolment and support; the flow of education as captured in programme tracking, attendance, attrition and graduation; curriculum and instruction; research and outreach; governance and administration especially with respect to staffing, budgeting, facilities and information and communication.

GMS marks a shift from WID (Women in Development) to a 'women only' approach to addressing a gender inequality to a Gender and Development (GAD) approach — a focus which characterizes the struggle for gender equality as a shared concern and responsibility of both men and women. The goal is to create gender relations that are equitable for both women and men whatever their class, race, nationality, age and other attributes.

GMS in the higher education sector determines how persistent inequalities between men and women are demonstrated in the higher education sector. If development is about expanding people's capacities and choices, then gender equality is about giving everyone the opportunity to participate in development.

The governance structure of universities becomes critical in instituting a gender management system, as it is this professional bureaucracy which provides the context and the environment within which the GMS will be implemented. As such, the process of mainstreaming gender must consider the influence exerted by this structure, culture and decision-making style to ensure successful change and transformation.

The gender mainstreaming process involves four critical steps: description, diagnosis, interventions, and monitoring and evaluation (Box 31).

### *The experience of Makerere University in Uganda*

Since its inception as the Higher Education Institution for the Eastern Africa region in the 1940s, Makerere University has from time to time demonstrated its role as leader. One of its current initiatives focuses on the process of eliminating gender inequalities. In 1990, the university instituted an affirmative action scheme to increase the admission of female undergraduate students. This has raised the percentage of female students from 20% to 35%. In 1991, Makerere established the Department of Women and Gender Studies, which became the first institution to award a Master's Degree in Gender Studies, in the Sub-Saharan Africa region. The department has since moved to undergraduate and Ph.D. offers, as well as running short courses at national and regional levels. Makerere University has moved a step further to incorporate gender in its whole function.

The overall objective of this GMS is to ensure gender sensitivity in the governance and administration of Makerere University, so that its delivery of services to its stakeholders — students, staff and the wider society — can lead to sustainable human development

in Uganda, with men and women sharing responsibilities and enjoying the benefits equitably. The initial phase envisaged a series of gender awareness workshops for the top management of the university. The first three-day workshop brought together members of the Central Executive (Deputy Vice-Chancellor, University Secretary, Academic Registrar, Dean of Students, the University Bursar and their senior deputies). Academic administrators included deans and directors and their deputies. It was organized by the Department of Women and Gender Studies, with financial support from the Department for Research Cooperation (SAREC) of the Swedish International Development Cooperation Agency (Sida). The immediate aim of the workshop was to: (a) analyze the issues that have given rise to concerns about gender inequality in university governance, management and administration; (b) explore women-specific issues in diagnosing gender inequality at Makerere; and (c) develop an appropriate action plan for a gender management system to support the mainstreaming of gender at Makerere.

**Box 31: The gender mainstreaming process**

*Description:* Highlights the instances of equality or inequality between and among men and women in the various areas of university functioning, namely: teaching and research; outreach; student access and support; and governance and administration.

*Diagnosis:* Determining the gender gaps or disparities, discriminatory practices, and systems of gender oppression that account for the types and levels of inequality between and among women and men faculty, students and non-academic staff.

*Interventions:* Steps or measures taken to remove or reduce the gender gaps and discriminatory practices in university governance and administration. Gender oppressive institutions and systems in the wider society are also challenged with a view to effecting social and cultural change.

*Monitoring and evaluations:* Steps or measures used to track how well mainstreaming is taking place, and the degree to which gender gaps and explicit or implicit discriminatory practices are removed or reduced. This is usually done through adopting the Gender Management System (GMS) approach, the use of gender audits, gender impact assessment and the like.

*Source:* Williams and Harvey, 1998.

Workshop content included an assessment of what had been achieved so far, the prospects ahead, and an analysis of gender issues and concepts for a university. Staff training and development, staffing, career development and employee relations, student enrolment and support, curriculum and instruction, research and outreach, public space and campus security, engendering the university budgetary process and a gender-inclusive language were discussed. Some of the presentations were by the top managers of the university. (A Commonwealth expert, on a short attachment to the Department of Women and Gender Studies, Dr. Gwendoline Williams, from Trinidad and Tobago, gave an overview of the Commonwealth Project on Gender Management Systems in the Higher Education Sector.)

Results from the initial workshop were not only positive, but have made the process even faster than planned. The workshop's detailed recommendations were accepted by the University Senate and will provide reference to the Inter-Faculty Senate Committee

instituted to refine this process further. The committee is required to recommend to the Senate how best to achieve the following, in addition to what it may deem fit to propose: (a) integration of gender into university curriculum and research; (b) incorporation of gender into instructional methods and techniques; (c) establishment and/or strengthening of gender-sensitive policies with regard to admission to and for the administration and academic management of the university; (d) encouragement and establishment of gender-inclusive extracurricular activities; and (e) specific provision for social and career guidance to ensure that women student and staff are fully integrated in the university.

Some of the recommendations are already being implemented. For example, the Department of Women and Gender Studies and the Office of the Dean of Students are running a programme to provide social guidance during the official orientation week for freshmen and women. Gender-inclusiveness is consciously taken into account in the committee system through which most university decisions are made (Kwesiga, 1999).

### *Lessons learned*

This is still a relatively new area but some useful lessons can be drawn from the Makerere University case (Box 32).

#### **Box 32: Lessons from Uganda**

Makerere University in Uganda provides a positive example of a higher education institution which has attempted to implement the GMS to mainstream gender into all aspects of its management and administration. The objective is to bring about gender sensitivity in the governance and administration of the university and to achieve greater gender equality across a number of dimensions.

Key ingredients of a gender mainstreaming programme were adopted — diagnosis, interventions, monitoring and evaluations.

Success of the GMS implementation has depended upon: (a) support and involvement of top management; (b) sensitization and training of top management; (c) exposure of top management of the university to all aspects of GMS — gender issues and concepts for a university, staff training and development, staffing, career development and employee relations, student enrolment and support, curriculum and instruction, research and outreach, public space and campus security, engendering the university budgetary process and a gender-inclusive language; and (d) delivery of services to stakeholders — students, staff and wider society — that leads to sustainable development with men and women sharing responsibilities and enjoying the benefits equitably.

*Source:* Kwesiga, 1999.

## **Section C: Women in leadership (WIL) projects and programmes**

### **The issue**

It is recognized that the problems facing women are complex: no single reason can explain the poor participation and performance of women in academic institutions, and no single strategy or initiative can adequately help women address the problem or remedy the situation.

The account on factors disabling women from making career advances comparable to men highlighted a range of person-centred factors attributing the blame to women's psycho-social attributes, structure-centred reasons in which the organizational structure of institutions of higher education moulded the behaviour of women, and culture-centred factors which argue that irrelevant workplace values are carried into the workplace. Burdened with dual roles of home and work, women are unable to devote time to updating their knowledge, improving their pedagogical skills and keeping abreast of the latest developments in the university and higher education. Women also lack support networks and platforms from which their voices can be heard to advocate for changes in the structures and organization of universities which are often male dominated and patriarchal. The societal norms which determine gender relations further mitigate against women's career advancement.

Identifying and responding to the challenges which face women in the higher education institutions is an essential component of leadership programmes. UNESCO's Special Project on Women, Higher Education and Development, ACU's Women's Programme, AVCC Women in Leadership Programme, the Women in Leadership (WIL) Project at Edith Cowan University, Women's Leadership and Advancement Scheme (WLAS) at Monash, the Leadership Development for Women (LDW) Programme at the University of Western Australia, and the Room at the Top Programme in the United Kingdom all have this component built into their programmes.

Leadership programmes attempt to address the problem of women's poor participation from several perspectives — policy changes, raising awareness of the problem, improved skills and competencies for women, changing university structures and procedures, changing attitudes of men and women, and creating a more enabling women-friendly environment.

Programmes are either open programmes, where participants are able to select from a range of activities, or structured programmes that take participants through distinct activities over a particular time period. Most of the agencies, associations and networks

which are cross national or work across a number of institutions are inclined to adopt the open approach typified by the ACU Women's Programme, the Australian Technology Network Executive Development for Women (ATN WEXDEV) and the UNESCO Special Project for Women in Higher Education. The majority of universities offer their staff structured programmes within a time frame.

In recognition of the multifaceted problem programmes are offered by: (a) inter-government and international development agencies; (b) university associations and networks; and (c) individual universities.

## International development agencies

### *Aims and objectives*

UNESCO's Special Project on Women, Higher Education and Development, launched in 1996 at the start of the Fourth Medium-Term Strategy, aimed to promote the principles of the Beijing Platform, adopted by the Fourth World Conference on Women, Beijing, 1995. The overall vehicle for action has been the UNITWIN/UNESCO Chairs Programme which aims to strengthen solidarity amongst institutions from the North and South in fields related to the development process.

The ACU's Women's Programme which operates in tandem with the Commonwealth Secretariat and UNESCO aims to redress the balance between men and women in senior managerial positions in Commonwealth universities. The programme aims to enhance the career profiles of, and prospects for, women academics and administrators by providing opportunities for management training, gender sensitization programmes (for both men and women), seminars and workshops; and by maintaining a database of women who have the potential for advancement. The three agencies have an agreed agenda (Box 33).

#### Box 33: ACU/COMSEC/UNESCO aims

Five priorities have been identified by ACU, COMSEC and UNESCO, for the period 1997-2000: (a) the development of a Gender Management System for the higher education sector; (b) continuation of the training programme for women managers with assistance for embedding these in local institutions; (c) creating and increasing resources such as training modules and case study materials; (d) initiating gender sensitization for men and women; and (e) the development of courses and course materials that may be accessed through staff development programmes or more importantly, through distance mode.

The key objectives of the programme are: (a) to increase the effectiveness of women administrators in higher education institutions in the Commonwealth; (b) to improve the management of higher education institutions in the Commonwealth; (c) to develop training strategies and materials for women administrators in higher education that are replicable or may be adapted for use in the various Commonwealth regions; (d) to

provide training opportunities and support for the development of indigenous trainers and consultants at national and regional levels; and (e) to assist in the development of a Commonwealth-wide network whose members will be encouraged to provide one another professional and moral support.

### ***Programme components and activities***

International agencies and organizations have a broad agenda to assist women improve their status in higher education. This may include any of a number of approaches: advocacy at the highest levels with governments and international agencies such as the United Nations and the Commonwealth, training, holding seminars and conferences, preparing publicity, information and training materials. The following examples illustrate this well.

Key modalities of the UNESCO special project 'Women, Higher Education and Development' are: training, research, advocacy and information exchange through UNITWIN/UNESCO chairs and networks.

During the first phase (1996-97), a series of seven chairs and networks were set up or were consolidated to take part in the special project. These are intended to be 'showcase' projects which will give useful lessons for other initiatives. Each project aimed to launch or continue to organize effective training and research action in its specific sphere. At the same time, there was networking amongst the seven projects so that numerous experts were put in contact with one another — all to promote women graduates and development. During this biennium, some ten training seminars, thirty study visits and twenty studies and documents were produced.

During the second phase, 1998-99, the seven projects continued their programmes — albeit, in some cases, facing the usual UNITWIN problem which is lack of adequate finance. Resources have been found by the project organizers themselves which is in line with the UNITWIN philosophy — however the institutions from the South are disadvantaged in this regard. This phase has seen important developments:

*Increased interest in gender projects.* Across all regions, there has been a clear increase in projects related to the promotion of women. In this regard, the special project is fulfilling one of its major aims — to strengthen action in this area. Since 80% of the project's funding has gone to regional offices, they have been responsible for providing financial assistance to these new initiatives.

*The importance of advocacy.* Although gender is well recognized as a key component of development it still continues to require support. Advocacy for gender issues has engaged an essential task which requires special expertise. Advocacy skills are needed by NGOs which represent women's interests and by institutions of higher education.

At the thematic debate 'Women and Higher Education: Issues and Perspectives' at the World Conference on Higher Education, (October 1998), two major conclusions were reached which will orient action in the Special Project for Phase 3 (2000-2001): cultural barriers to women's advancement must be eliminated or harmonized with traditions;

and women graduates (and women in general) must have a more prominent role in the decision-making process — in higher education and in all areas of social development. In addition a critical assessment of good practice will be collected across all regions, advocacy will be promoted, and a worldwide network will be identified of women members of NGOs who cover UN/UNESCO matters related to gender.

Chairs that have been established under the UNITWIN/UNESCO Chairs Programme have had significant impact on the development of women in higher education (Box 34).

The *ACU/Commonwealth Secretariat/UNESCO* activities for women. These have included the following:

The publication of a book, *Women in Higher Education Management*, in 1993. Edited by Elizabeth Dines, it analyzed the career paths of women in higher education within the context of national higher education environments.

Training workshops which began with a series of management training courses in several parts of the Commonwealth: Bombay (1986 and 1988); Jamaica (1990); Botswana (1991); and the Gambia (1992). ACU-CHESS workshops took place in: Kuala Lumpur, Malaysia (1991); Suva, Fiji (1994); Port Moresby, Papua New Guinea (1995); Cape Town, South Africa (1996); Colombo, Sri Lanka (1997); New Delhi, India (1997); Malacca, Malaysia (1999); Kandy, Sri Lanka (1999) and Lagos, Nigeria (1999).

Training modules which address the key problems encountered by women in higher education management. A total of six themes have been developed.

Sponsoring an M.A. in Women and Management in Higher Education at the Institute of Education, University of London.

Setting up between December 1995 and April 1996, of a three-way exchange project which enabled three women academics representing the University of Adelaide, the University of the West Indies and SNDT Women's University (Bombay) to carry out two-week study visits at each other's institutions. The women were looking in particular at the teaching of gender studies and at ways in which networks could be developed between each university to their mutual benefits.

A review and report in 1994 by Jennifer Barnes on strategic development plans to enhance the contribution of women to universities in Southern Africa.

The commissioning of a number of surveys: review of training workshops; gender management systems; equal employment opportunity (EEO) offices; female staff in Commonwealth universities.

A regular feature on the women's programme which appears in each issue of the *ACU Bulletin of Current Documentation (ABCD)*.

Establishing pan-Commonwealth and national level networks to provide mutual support and information to women in higher education in the Commonwealth.

#### Box 34: UNITWIN/UNESCO Chairs

Women, Community Health and Sustainable Development, University of Nairobi, Kenya. Research reports entitled *Poverty Revisited* and *Transition from Pre-school to Secular Basic Education: the Role of Higher Education* have been prepared. The chair has established community-based research methodologies applicable to the study of basic education and community health for women.

UNESCO/AAU chair: Women in Science and Technology (Swaziland, Botswana, Pretoria, Rhodes, Stellenbosch universities).

The project continues to place strong emphasis on the importance of networking amongst women scientists to strengthen their research position in the research arena and in the academic management of their institutions. The result is also a multiplier effect which extends the ambit of the network. Current membership stands at seventy-four scientists.

AAU/UNESCO chair: Women/Science and Technology (University of Science and Technology, Kumasi, Ghana, and the Gambia, Senegal, Togo).

This project continues to place emphasis on preparing secondary science students to study science at the tertiary level. Teachers' workshops and science clinics for girls have been held. A book, *Women in Science* is under preparation with support of UNESCO Dakar Office; visual data including a video, are in progress to help support the outreach action.

Chair on Women, Social Inclusion and Sustainable Development (Federal University of Rio de Janeiro, Brazil).

The interaction between research and training, promoted by this chair, is a showcase for a new relationship amongst community partners — the university, the state and civil society.

Chair on Gender, Culture and Development (Oxford/Leiden/African universities).

This chair is based at the Cross Cultural Centre for Research on Women (CCCRW) at the International Development Centre, Queen Elizabeth House, Oxford University. It is strongly research based to advance knowledge of the gender dimension of many fields: *inter alia*, economics, law, sociology, environment, demography, anthropology. Academic exchanges between Oxford and the universities of Buea, Cameroon and Dar-es-Salaam, United Republic of Tanzania have been organized. The focus of these visits was staff and curriculum development in gender studies. An outreach workshop for women's organizations in the community was held at Buea University in April 1998. A series of three Euro-conferences, supported by the European Union, took place in 1999: Oxford on gender, higher education and development, Dublin on women and conflict resolution, Leiden on migration and gender.

The International Federation of University Women (IFUW) plays an important role in international advocacy: through formal consultative status with United Nations Economic and Social Council (ECOSOC), IFUW speaks in the international arena on matters of interest and concern. IFUW representatives and delegates at United Nations meetings and conferences bring the ideas and concerns of the membership to the highest international level. UNESCO, the Commission on the Status of Women and the International Labour Organization (ILO) provide important opportunities for higher education advocacy. At the Forty-second Session of the Commission of the Status of Women, IFUW submitted a joint statement with the International Council of Social Welfare (ICSW) focusing on the issues of drop-out rates for girls, the effects of

economic exploitation and child labour, the need for disaggregated data, and the importance of participation of girls in all programmes that affect them. The 1998 Position Paper of the Geneva NGO Working Group on Women's Employment and Economic Development, was convened by IFUW. IFUW conducts seminars and issues publications. Recent resolutions relevant to higher education at the Twenty-sixth IFUW triennial Conference, Austria, 1998 were to: (a) take account of complexity and interrelationship of factors determining orientation of girls towards certain fields of study; (b) prepare girls for an employment market which will make ever increasing demands in terms of adaptability, mastery of new technologies and leadership capacities; and (c) undertake research on the choices women students make when entering higher education and the appropriateness of these choices (IFUW, 1998).

National level chapters of IFUW undertake advocacy on higher education. In Uganda, Uganda Association of University Women gender screened their governments' White Paper on Education, subjected it to public debate and secured the support of twenty-three members of parliament for radical revision. Their suggestions for tertiary education included: (a) target 50:50 men to women in tertiary education; (b) facilitate student mothers to complete their studies; (c) develop programmes to attract women into senior teaching and administrative posts; (d) provide incentives for teachers in tertiary institutions in rural areas; (e) remove gender stereotyping in all courses at tertiary level; (f) develop local opportunities for postgraduate studies for women; and (g) ensure courses in women's studies, family life education, food technology, are free of gender bias (IFUW, 1998).

### *Outcomes and impact*

At the international level, agencies such as UNESCO and the Commonwealth Secretariat have been especially effective in the areas of advocacy. They are able to use their presence in the world bodies to influence the agenda of these agencies as well as the governments they represent. UNESCO's action in the field of higher education is able to include the importance of the gender dimension in the resolution of global issues. Examples are:

The Convention against Discrimination in Education, 1960.

The Convention on the Elimination of All Forms of Discrimination against Women, 1979.

Nairobi Forward-looking Strategies for the Advancement of Women, 1985; World Decade for Cultural Development, 1988-1997.

The World Conference on Education for All, Jomtien, 1990.

The United Nations Conference on Environment and Development, Rio de Janeiro, 1992.

United Nations Agenda for Peace, 1992.

Conference on Population and Development, Cairo, 1994.

United Nations Decade on Education for Human Rights, 1995-2004.

World Social Summit, Copenhagen, 1995.

Fourth World Conference on Women, Beijing, 1995.

The Commonwealth Secretariat has similarly had an input into all these fora and also developed the Commonwealth Action Plan for Women and Development adopted by Commonwealth heads of government in Auckland, 1995. These declarations, conventions and action plans have provided women the appropriate platforms from which to develop their own national and institutional plans and programmes. In particular, the World Conference on Women, Beijing, 1995, stimulated much interest and many initiatives for women at all levels, including higher education.

The strategies employed by UNESCO of advocacy and monitoring, research, training and networking mobilize concerned persons and groups acting in concert with UNESCO: agencies of the United Nations system, notably UNICEF; UNESCO regional offices; inter-government organizations; the donor community; ministries of education, higher education and research, women's affairs, science and technology; NGOs (notably the UNESCO/NGO Collective Consultation on Higher Education); and professional associations.

To date, UNESCO's Action Strategy is resulting in: (a) enhanced knowledge of the rights and potential of women graduates; (b) stronger support for their access to higher education and for their participation in the management of this changing sector.

The work in the higher education sector that has been carried out by international agencies has brought about many positive outcomes for women's participation in higher education. Some of these have already been listed under the sections on training and networking. They can be summarized as greater advocacy and support for women's issues and gender balance; the formation of networks at various levels; a corpus of women motivated to advance their careers; women who provide leadership and role models; increased knowledge, competencies and confidence among managers and prospective managers; significant career moves; data and monitoring of gender disaggregated data; publication of newsletters, development of inclusive curricula and of national directories of women resource persons/professionals.

## **University associations and networks**

### ***Aims and objectives***

In representing the interests of women in higher education, the Colloquium of Women in Australian Higher Education together with the Australian Vice-Chancellor's Committee (AVCC) has taken a major step forward in formulating an action plan; the colloquium proposed a five-year action plan (1999-2003) which has been endorsed by the AVCC. This represents a successful case study of networking, leverage, strategic intervention, lobbying the right people. The argument the colloquium put was that the AVCC should provide leadership on the matter of achieving greater and more speedy gender equity across the sector if (a) they recognize the current gender inequity as a serious issue (for the women ourselves but also for the health and vitality of the sector), and (b) want to be viewed as prepared to do something about it.

With this escalation in the gender imbalance in mind, the plan launched by the AVCC has been designed not only to increase the total number of women staff in Australia's universities but to do so in a way which creates a gender balance across all classifications. The plan will also be seeking to come to grips with dynamics behind the employment of academic and non-academic staff to determine whether the two areas need different strategies to overcome their respective gender imbalances.

The 'Room at the Top' Programme for Senior Women in Higher Education in the United Kingdom addressed the paucity of provision of top leadership programmes. The programme focused on the development needs of those occupying or aspiring to second- and third-tier academic/administrative roles involving a leadership and strategic management dimension. The University and Colleges Staff Development Agency (UCoSDA) in consultation with the Committee of Vice-Chancellors and Principals (CVCP) and the Commission on University Career Opportunities (CUCO) developed the programme. The programme 'Room at the Top' was sponsored by CUCO with the primary intention of achieving progress towards its objectives of increasing the proportion of women in senior positions in the United Kingdom higher education to 15% by the year 2002 and 25% by 2007. The broad aims of the programme were to: (a) increase the pool of potential women leaders in higher education; (b) provide an extended programme of personal/professional development to help individuals achieve career progression to positions of institutional leadership; and (c) influence leadership styles and management styles and models in the United Kingdom universities and colleges (Box 35).

**Box 35: Objectives of the 'Room at the Top' programme, United Kingdom**

**Objectives of the programme**

To provide participants with: (a) a better understanding of the requirements of top leadership and management roles; (b) increased knowledge of selection processes currently operating for appointments to top management positions; (c) enhanced management and leadership skills; (d) a clearer awareness of their own personal strengths and support to develop a plan to work on areas of perceived 'weaknesses'; (e) skills in personal, professional development planning and portfolio preparation; and (f) a greater confidence in their own capacities to attain career progression, and greater realism about their prospects and requirements.

In short the programme aimed to provide a blend of personal, professional and career development opportunities aimed at advancing individual's careers.

*Source:* Guildford and Pennington, 1999.

The Australian Technology Network Women's Executive Programme (ATN WEXDEV), which co-ordinates the programmes for five technology universities, has set its objectives to enhance personal professional development opportunities for senior women to: (a) gain appropriate skills and experience for emerging management opportunities; (b) support the growth of organizational cultures that value diversity and encourage improved representation of women in senior executive positions; (c) build on the tangible benefits of the collaborative network between ATN universities by providing

significant cross-institutional activities for senior women; and (d) strengthen strategic alliances with other organizations, nationally and internationally.

### ***Programme components and activities***

The AVCC has spelt out concrete measures and a time frame to achieve the objectives of its action plan formulated in collaboration with the Colloquium of Senior Women Executives in Higher Education (the Colloquium). The AVCC proposes to:

Take a leadership role, at suitable occasions and regularly over the period of the plan, in communicating that concerted and sustained action; to improve gender equity in the sector more rapidly is a priority for the sector.

Publish the action plan and in pursuing its objectives continue to consult with the Colloquium.

Develop, by July 2000, a policy statement communicating the significance of more rapid progress towards the achievement of gender equity in the sector and providing guidelines to universities on actions critical to its achievement at the institutional level.

Collate base-line quantitative data on the position of women employed in higher education.

Recommend that all universities include gender equity performance measures in institutional plans and quality assurance processes.

Monitor and promote more equal representation of women to men on AVCC committees; and ensure the fair and effective representation of women when it nominates or approves representatives to national and international fora.

Consult, with relevant organizations, in 2000, the viability of organizing a high-profile national forum or conference about the merit principle in the context of gender equity, productivity, efficiency and serving the community.

Work with relevant government and community agencies in projects which improve the position of women in universities, and promote and use the skills of university women in the community, for example the AVCC Register of Senior University Women and the Office of Status of Women Executive Search Programme.

Agree to performance measures.

Disseminate outcomes of research on mechanisms to address barriers through relevant AVCC subcommittees, organized workshops and staff development programmes.

Devise, with individual institutions, effective policies and programmes based on the research that will overcome the identified barriers.

Measure performance by increased representation of women academic staff in leadership positions and increased representation and opportunities for recruitment and career progression of women general staff.

Devise, from 2000 onwards, training programmes for senior staff to enable them to provide more effective leadership in gender equity in their institutions.

Support the development of an information, communication and mentoring network for women preparing for more senior leadership roles through options such as a sector-wide electronically maintained information database, website and chat line.

Re-examine sectoral staff development policies to address the specific barriers facing women in universities.

Support the Colloquium monitor women and leadership programmes across the sector and within the thirty-seven universities to identify any gaps in provision for action by universities.

'Room at the Top', conducted by the Universities and Colleges Staff Development Agency (UCoSDA) in the United Kingdom, combines a series of activities and is designed for senior women in institutions who have the potential to seek top management positions within the next three-to-five year period. The programme aimed to provide a blend of personal, professional and career development opportunities aimed at advancing individual's careers.

The programme was built around a short introductory half-day orientation module followed by three modules spread over a nine-month period from May 1998 to January 1999 (Box 36). The first and last of these modules were based in the United Kingdom and the second module in Washington, United States. The latter experience was intended to provide participants with a comparative perspective in 'women's' issues and 'career prospects'.

In addition to the formal 'contact' time, two further one-day optional sessions were provided aimed at specific topics. Other opportunities for individual work, visits, mentoring and coaching/counselling run throughout the programme on an 'at need' individual basis. An external consultant with a particular interest in personal development/individual coaching was appointed to facilitate the programme.

Considerable importance was attached to establishing support mechanisms for the group, both within and outside the programme. Participants were also encouraged to work with mentor and review partners, and an e-mail list was established to support networking. Participants who had particular technical skills or experience to offer were encouraged to lead some parts of the programme.

In evaluating the 'Room at the Top' programme, UCoSDA decided that in future it would develop a new single spine mixed gender management programme that would provide a common core of 'technical' management topics with differentiated/optional modules on gender specific issues, and with learning sets for women only. The result has been the Top Management Programme for Higher Education: Strategic Leadership for Effective Change 1999-2000 (TMP@HE.UK).

The TMP@HE.UK is a new strategic development programme for senior leaders and managers in the higher education sector. The programme aims to provide those aspiring to the top levels of university and college leadership with a tailored opportunity to prepare for senior office.

**Box 36: Activities of the 'Room at the Top' programme**

The range of substantive topics considered over the nine-month period include: (a) effective strategic leadership in higher education and management competencies; (b) management of strategic change; (c) individual case studies of leadership and career progression from current vice-chancellor/principals/registrar; (d) team development; (e) analysis of personal learning styles; (f) staff selection and the work of recruitment consultants; (g) visits to selected American east coast universities arranged through the Office of Women in Higher Education, ACE; (h) comparative review of status and advancement strategies employed by women in United States/United Kingdom higher education and public/private sector; (i) finance and fund-raising; (j) career development (self projection in person and on paper); (k) gender differences in language; and, (l) 360-degree appraisal.

*Source:* Guildford and Pennington, 1999.

The programme is intended to be intellectually demanding, providing an opportunity to broaden perspectives and to act as a powerful force for change at both a personal and professional level. The programme also builds on the recent CUCO 'Room at the Top' programme for senior women managers. In response to the success of this programme, a number of the available places on TMP@HE.UK will be reserved for senior women managers.

The ATN WEXDEV model of senior executive development for women creates synergies between individual and organizational benefits. Its innovative design is based on networking to establish a critical mass of senior women and on the positive developmental benefits gained by experiencing different and changing environments. It emphasizes:

*Cross-institutional collaboration.* The programme has built on a vital network across the Australian continent, using inter-institutional collaboration that breaks down individual, institutional and geographic isolation.

*Cross-sectoral collaboration.* The strong links that the ATN universities have established with business, industry, government and community organizations have been targeted to provide different examples of contemporary management and to generate opportunities for senior executive development.

The ATN WEXDEV model is not rigid. It accepts that the senior women to whom it is directed already have significant managerial and personal responsibilities. Hence the programme offers flexibility and the opportunity to choose between a number of elements that women can tap into at different times, with different levels of commitment (Box 37).

At national level, Director Colleen Chesterman runs a home-page and a national discussion list on management and leadership for women in the five universities. The National Office also works with universities to present workshops and seminars in each of the universities and these have included international speakers on 'Women Leading Change' and 'Compassion and Toxic Handling in Organizations'. Other workshops developed by ATN WEXDEV participants presented around the universities have included

'Knowledge Management' and 'Financial Management in a University'. In many cases workshops are open to women from other universities and reports are placed on the web-page.

#### Box 37: ATN WEXDEV programmes

Opportunities offered by the ATN WEXDEV Programme:

A range of activities for personal professional development, including skills analysis workshops and mentoring, in the context of the strategic priorities of the participants' organizations.

Senior executive placements in which participants undertake a month-long project of benefit to high-performance national or international organizations in business, industry or public sector. Participants observe how other organizations deal with current management and organizational issues. The organizations involved develop important partnerships with universities.

Seminars and workshops on management and leadership issues facilitated by experts with knowledge of best practice, including programme participants.

Inter-institutional and transnational networking facilitated by an electronic mailing list. In addition participants have the opportunity for informal and formal visits, reviews and meetings to experience approaches to higher education management in other institutions, locations and jurisdictions.

Through cross-organizational collaborative work encouraged by the programme, participants have developed:

Graduate Certificate in Business (Managing for Diversity): a cutting-edge course training potential leaders to draw the best from all employees and operate effectively in the global marketplace. This is offered through the five universities, articulating with M.B.A. programmes.

Workplace Diversity Resource Programme: a tool to diagnose organizational culture and transform it, currently being trialed at participating universities.

Source: ATN WEXDEV, 1999.

In November 1999, ATN WEXDEV published papers on 'Networking Capabilities: Challenges in Collaboration' from a conference attended by eighty senior women from the five universities. The papers include presentations on current challenges in higher education, strategic alliances, reconsidering the Ph.D., substantial contributions to the debate on the position of women and the contributions they can make to effective collaboration, the operation of the Colloquium of Senior Women Executives in Australian Higher Education and the development of AVCC Action Plan for Women, and new data on women and restructuring and gender pay equity. ATN WEXDEV has also published *The Beauty Therapist, the Mechanic, the Geo-Scientist and the Librarian: Addressing Undervaluation of Women's Work*, a hard-hitting publication by Professor Rosemary Hunter which exposes the current situation of equal pay in Australia. Based on nationwide lectures, given in late 1999 in memory of Dr Clare Burton, the publication also includes tributes and discussions of the methodology used by this leading analyst of employment equity.

ATN WEXDEV has been successful in gaining funding from the Australian Government through its Agency for International Development (AusAID), managed by IDP Education, Australia. The project will establish a Support and Professional Development Network for Senior Women in South African Higher Education in partnership with Peninsula Technikon and the Forum for African Women Educationalists South Africa (FAWESA).

Project activities will be based on a skill-needs analysis already conducted for FAWESA by Dr Cheryl de la Rey. In April 2000, Australian partners ATN WEXDEV discussed these findings with FAWESA representatives. The Australian partners also conducted two successful workshops to explore senior women's experiences and professional development needs while individual and group interviews were also held.

Meetings affirmed the importance of establishing a network linking national, provincial and institutional representatives to champion the professional development of senior women. Training in a range of areas was seen as important, with priority to committee work, team building, financial management, conflict resolution, research competencies, strategic planning, and mentoring. In November 2000, key South African personnel will visit the Australian institutions involved to investigate the operations of the Australian networks, and in January 2001 a national skills training workshop of two days will be held at Pentech for nominated women, followed by an open one-day high-level conference on critical issues facing higher education in South Africa (Submission by Colleen Chesterman for ATN WEXDEV).

### ***Outcomes and impact***

Programme Evaluation of the 'Room at the Top' programme, United Kingdom by Guildford and Pennington (1999) concluded that it was too early to evaluate against CUCO targets but formative and summative evaluation was undertaken to monitor progress, to inform the design/content of later modules and to judge the overall impact of the experience. The more immediate benefits of the programme were seen to be: (a) opportunities to network with peers in similar roles across a range of institutions; (b) thoughtful, personal inputs from established senior institutional managers and leaders; (c) an opportunity to undertake a structures personal development analysis; (d) guidance on preparation of individual portfolios for some participants; (e) enhanced insights into job search and recruitment procedures; (f) comparative 'benchmarking' with other senior women managers both within and external to higher education; and (g) an opportunity to reflect on comparative international leadership issues with United States counterparts.

Given the strong personal development focus of the programme, 'networking' was found to be the most immediate valuable outcome, along with increased clarity and confidence about future career orientations. It should also be noted that a small number of participants made significant career moves during the programme, and while no claim of direct cause and effect can be made about this, individuals may have been able to draw on knowledge of recruitment procedures and personal 'presentation/positioning' to assist a successful outcome.

The evaluation drew attention to a number of very important issues pertaining to: (a) benefits of a single sex programme; (b) validity of a distinctive women's perspective on leadership; (c) extent to which management development programmes offered at this level are capable of integrating individual, context-specific learning with generic, group-based 'teaching'; (d) clarification of roles, expectations, etc.; (e) identification of a 'core' curriculum for groups with widely different professional expertise and experience; and (f) need to invest resources in rigorous selection and induction processes to ensure a degree of commonality and shared purpose in the group.

The evaluation also threw light on a number of aspects of the programme, providing guidelines for the future. There is clearly a huge unmet demand for programmes of this kind as evidenced by a long list of waiting applicants. A single, annual, national programme with relatively restricted entry and smallish numbers will not meet the present levels of interest and need. The pilot programme set itself wide ranging objectives aimed at three areas: (a) personal development (e.g. analysis of personal styles, values, motivations); (b) career management (e.g. the process of job search, CV preparation, presentation skills); and (c) professional development as managers (e.g. financial, change management and strategic planning). This proved overly ambitious given the time constraint, and the programme was constrained to achieve a satisfactory and similar degree for all. Different personal agendas and needs emerged — some wanted more personal development, others management skills, etc.

The evaluation concluded by recommending that for the future UCoSDA should develop a new single spine mixed gender management programme (The Top Management Programme for Higher Education) that will provide a common core of 'technical' management topics with differentiated/optional modules on gender specific issues and with learning sets for women only.

In conclusion UCoSDA is convinced: (a) of the need for CUCO and other providers to continue to offer women only activities, but to ensure that these are articulated with more generic, open-access management programmes; (b) that priority should be attached to ensuring that such programmes are widely available at an institutional and regional level; and (c) that pilot has been seminal in informing our thinking about management for senior staff in general and for senior women in particular. On a final positive note, the programme has demonstrated that the 'Room at the Top' experience has created an initial cadre of senior women who are clearly committed to career progression and, more importantly, that they are prepared to support the further development of the programme for others who may follow them.

The outcomes of the two evaluations (November 1997 and December 1998) provided strong endorsement of the ATN WEXDEV model of women's executive management and leadership development, concluding that the ATN WEXDEV programme has shown itself to be innovative, flexible, substantial and robust. It has gained committed support from senior university management and has high visibility among the women in the target group. The women involved particularly value the opportunities provided by networking to extend their understanding and experience. The various elements are seen as being highly relevant to participants and the professional benefits of engaging in them are recognized. Through their involvement, women have had the opportunity to influence

and encourage diversity in organizational cultures so that they reflect and are responsive to the employment patterns and career priorities of women staff.

## **Institutional practices**

### ***Aims and objectives***

Leadership programmes surveyed in higher education institutions in Australia shared in common a focus on skills development, on recognition of existing strengths and capacities, on increasing numbers of women in leadership roles, of visibility and support networks. There was also a consciousness of transforming cultures and gaining organizational support. Most aimed to both: (a) enhance participants' skills and experience / professional development / leadership potential; and (b) build a culture and structure in the organization that encouraged women's full participation. In other words most programmes had objectives that emphasized work on individual and on institutional issues (ATN WEXDEV).

A review of a number of programmes reveals many common aims (Box 38).

#### **Box 38: Common aims of institutional leadership programmes**

Common aims were:

- To enhance personal professional development opportunities.
- To enhance and recognize women's leadership capabilities.
- To create a pool of skilled women managers and leaders.
- To increase women's visibility as leaders / role models in senior roles.
- To provide women with an opportunity to enhance management skills.
- To enhance participants' organizational awareness.
- To develop an understanding of leadership and leadership cultures and to reflect on leadership attributes and on strategies to enhance and use them effectively.
- To create a culture that encourages the full participation of women, or a culture of 'gender-inclusive leadership'.
- To establish 'organizational ownership' of development of women leaders.
- To develop university-wide networks and support systems.
- To enhance women's influence within universities.
- To develop personal strategies for balancing career and life.

*Source:* ATN WEXDEV, 1999.

Individual organizations and universities have spelt out their own specific objectives according to the most keenly felt needs.

The Leadership Development for Women Programme (LDW). LDW is a major affirmative action strategy introduced at the University of Western Australia in 1994. LDW

programme's strategic plan outlines the vision, the mission and desired outcome for the programme. It is the vision of the LDW programme that the university environment be a place where all women aspire to and achieve leadership roles in diverse ways, and at all levels, thereby contributing to the success of the university. The mission of the LDW is: (a) to enable women at the University of Western Australia to develop leadership skills and knowledge in order to increase their participation in positions of leadership, and in the university's decision-making positions; (b) to contribute to culture change in the university to encourage and welcome women's involvement in leadership and decision-making processes. The objectives or outcomes are twofold, incorporating outcomes for participants and for the university (Box 39).

**Box 39: Expected outcomes of Leadership Development  
for Women Programme (LDW), University of Western Australia**

Expected outcomes for participants:

Enhanced understanding of the concept of leadership, leadership culture and the roles and expectations of leaders in the university.

Increased knowledge of how the university functions as an organization.

Acquired strategies for accessing information.

Identified personal leadership development goals and needs, and developed plans to achieve these goals.

Enhanced skills and strategies to contribute more fully as leaders.

Increased self-confidence in leadership abilities and future opportunities within the university.

Access to a strong women's support network.

Expected outcomes for the university:

Increased representation of women in leadership positions within the university.

Development of a more open, gender-neutral concept of leadership.

Improved quality of leadership through increased participation of skilled women leaders.

Encouragement of more representative decision-making.

Establishment of an ongoing and well-documented development programme with links to mainstream staff development activities.

Creation of an established network of pro-active women leaders and others concerned with supporting women's opportunities.

Expansion of women's contacts among male and female colleagues, leading to new networks and a greater sense of community.

Enhanced understanding in the university's community of gender differences and equity issues, and recognition of women's talents and contributions.

The Women's Leadership & Advancement Scheme (WLAS) is a broad-access programme to encourage the professional and personal development of all women staff at Monash University. Introduced in April 1998, it replaces the former 'Senior Women's Advancement Scheme' and 'Women in Leadership Programme'. While continuing to offer opportunities for individual development, the WLAS is also aimed at developing a broader, more strategic focus for the organization as a whole, to achieve better outcomes for women staff. This is facilitated through mainstreaming issues of women's

advancement within the university's policy frameworks, consultation with senior management to develop solutions and enhanced links with staff development and other personnel functions, and with faculties (Box 40).

**Box 40: Aims of Women's Leadership and Advancement Scheme (WLAS),  
Monash University**

The four key result areas of the scheme:

The development of women staff to assist their career advancement.

The development of a more aware and inclusive organizational culture.

The enhancement of women's contribution to decision-making to better serve and represent the university staff community.

An increase in the proportion of women at higher levels.

The general aims of the Women and Leadership Programme at the Royal Melbourne Institute of Technology (RMIT), which has been in place since August 1997, are: (a) to assist women fulfil their professional development needs; (b) to ensure they are equipped for opportunities to advance their careers; (c) to build a culture at RMIT to encourage and welcome the participation of women to ensure a more equal representation of women in all positions at RMIT.

The Quality Women in Leadership Programme (QWIL) at the Queensland University of Technology (QUT) targets senior QUT women aspiring to the highest levels of university management (Box 41).

**Box 41: Aims of Quality Women in Leadership Programme (QWIL), Queensland  
University of Technology**

Aims and objectives:

The QWIL programme is designed to enhance participants' organizational awareness and management skills to promote their participation in positions of leadership and in the university's decision-making processes.

To develop the ability to anticipate, initiate and respond to new directions in QUT and the higher education sector.

To strengthen participants' capacities for management.

To develop participants' personal strategies for balancing career and life.

*Source: De Vries, 1998.*

Some university programmes are initiated to address very specific needs:

*University of Queensland Career Horizons Programme.* The aim of the programme is to improve the participants' workplace skills as well as to develop a career portfolio for career advancement. Its aims and objectives are to facilitate promotion and career

pathing for women general staff facing middle-level glass ceilings through the development of self-confidence, awareness of university structures, knowledge of university classification criteria, networking and the development of individual career portfolios (De Vries, 1998).

*Curtin University Breaking Through the Glass Ceiling Programme.* Through this programme individual women are encouraged to: value themselves, develop self-confidence and be prepared to take risks; plan their career, recognizing that may mean different things to different women; take advantage of training and development opportunities; develop networks at work and beyond.

*Curtin University Management Development Programme.* This aims to enhance the quality of organizational, functional and interpersonal management. The major long-term programme objectives are: enhance the quality of management skills at Curtin; create a pool of capable and trained managers who can provide professional management to meet current and future demands, and increase management competencies taking Curtin's needs into consideration.

### ***Programme components and activities***

Among individual institutions which have adopted the open approach, is the Royal Melbourne Institute of Technology (RMIT). RMIT programme emphasized self-driven projects and achieving outcomes with the project officer acting as facilitator and motivator. The presence of a number of women at senior levels provided a network, as did a link with ATN WEXDEV. The confidence-boosting, multi-faceted nature of the programme and a senior-level implementation committee that advised and helped, all added to the strength and success of the programme.

Programmes offered by many of the universities tended to be structured over a fixed time period. Most of the programmes shared common components (Box 42).

Programmes and projects showcase the leadership capacities of women through a range of activities.

### ***Public events***

*Lecture series.* These raise the public profile by including high-profile local and international speakers, authors, community leaders, scientists, lawyers, artists, sportswomen, etc. At Edith Cowan University (ECU), as well as stimulating and supporting debate in the area of women's issues, it provides a strong public voice for both the Women in Leadership project and the university. The event has been fundamental to the reputation that Women in Leadership project currently enjoys and, as with the annual conference, has enabled the project to build a number of strategic partnerships and commercial opportunities.

**Box 42: Key components of university programmes**

Key components shared by the programmes are as follows: (a) forums to begin programmes (preferably over two days) to give opportunity for links to be forged between participants; (b) needs analysis and career development workshops; (c) networking through informal and formal means; (d) e-mail and discussion lists; (e) lectures or workshops; (f) collegial groups; (g) shadowing of senior executives; (h) committee observation; and (i) mentoring schemes.

*Source:* ATN WEXDEV, 1999.

*Annual conferences.* These attract internationally renowned speakers and wide audiences from across the nation. At ECU the conference features a range of high-profile keynote speakers with parallel paper presentations and workshops. The conference is at the forefront of organizational and leadership research, providing a means of personal interaction with pre-eminent female researchers and leaders in Australia and overseas. Such interaction deepens the understanding of the leadership capacities of women and of leadership in organizations, knowledge which is central to the intellectual work of the Women in Leadership Project. The University of Southern Queensland (USQ) also presents an annual conference, usually about Women and Leadership for USQ and women in the community.

*Forums and seminars*

These are organized for special groups of women. At the University of Western Australia (UWA) they are for women who have attended foundation workshops in Leadership Development for Women (LDW). The Leadership Development for Women (LDW) Programme at the University of Western Australia has been established since 1994. Groups of thirty women, general and academic, have a comprehensive programme which includes a two-day foundation workshop, follow-up skills workshops, information sessions, career planning sessions, a mentor programme and action learning projects. This lasts for the best part of a year. A comprehensive series of forums, networking lunches and occasional workshops are run for all previous participants. These are in some cases extended to be open to all women at UWA. The LDW programme is also involved in sponsoring the Senior Women's Network, which has its own programme of guest speakers and meetings to discuss current issues.

At Monash University the Senior Women's Forum meets regularly to discuss various issues such as strategic directions, research possibilities, networking, etc.

A very active Women's Network at the University of Southern Queensland present a number of seminars as requested by the members. Recent seminars included: 'Getting published'; 'Preparing for promotion', 'Making committees work', 'Impact of electronic delivery on teaching', etc. There are quarterly discussions with the vice-chancellor to raise issues such as gender balance on key committees and selection panels, support for staff completing their Ph.D.s, reclassification of general staff, etc.

LDW at the University of Western Australia also has an extended programme which is aimed at bringing gender equity issues to the fore in the larger university community. This is part of the mission, to change the dominant culture of the university! This year a feminist series was organized in collaboration with the Centre for Research for Women. The series began with a debate entitled 'Feminism: Does the dreaded F word have a future'. This drew a broad audience and was very well received. Other events in the series will include seminars where women researchers discuss feminist research.

### *Collegial programmes*

Collegial programmes aim at making leadership programmes more accessible to participants. At ECU, collegial programmes have focused on women in middle management, research, and the needs of senior women. A mixed gender programme has also been developed. Results from collegial programmes have shown that staff have greater organizational knowledge, increased networks, and improved self-esteem and self-confidence. A positive correlation has been shown between participation in a collegial programme and promotion and tenure.

The professional development programmes offered to staff at ECU are tailored to facilitate outcomes which will optimize the use of human resources and enable participants to recognize and fulfil their leadership potential within both the university and the academy. The collegial group programmes comprise the core of the Women in Leadership project (WIL) and seek to make the organization more accessible to each participant. By developing their skills, participants become aware of new opportunities for both themselves and their role within their organization. Collegial programmes have focused on women in middle management, research, and the needs of senior women. A mixed gender programme has also been developed.

The Quality Women in Leadership (QWIL) at the Queensland University of Technology consists of a range of workshops and speakers and a supervised project, opportunity to observe major university committees, and access to the Senior Management Development Programme, including the annual Senior Staff Conference. The programme closes with 'unveiling' the projects and celebrating success.

The LDW programme at the University of Western Australia has a number of components that form a comprehensive package to support leadership development (Box 43).

The University of British Columbia, Canada, has since 1998 instituted practices which help women in their careers (Box 44).

In 1998 WIL launched a Staff Interaction Project consisting of three major programmes: a mentoring programme, a shadowing programme and a job experience programme. The pilot mentoring programme involved twenty-eight academic and general staff. The programme was informed by current best-practice literature on mentoring from both the United States and the United Kingdom, but differed from these models in a number of significant ways. In particular, the WIL programme aimed to provide the opportunity to question the prevailing socialization processes in organizations, and for the organization to gain a deeper understanding of the barriers that have prevented women

**Box 43: LDW, Western Australia**

The core programme — a two-day programme facilitated by an external consultant covering leadership concepts, issues and opportunities within the UWA context.

Skills development workshops — held throughout the year covering a range of areas nominated by participants, and building on the core programme.

Information sessions — focusing on aspects of university life, such as the budget process, decision-making structures and promotion systems.

Mentor networks — matching with a senior male or female mentor to provide advice and assistance to support the ongoing career development of participants.

Action leadership project — the opportunity to participate in a special project, therefore extending skills and knowledge gained. Not all participants undertake an action leadership project.

Forums and informal networking — opportunities to meet recognized UWA leaders through both the 'Meet the Leader' and 'Women at the Top' forum series as well as networking through lunchtime discussions and occasional dinners. These sessions form part of the continuing programme and women from all intakes attend.

from being better represented at senior levels. The aim of the mentoring programme was to increase the number of women in senior management and decision-making positions in order to assist the university optimize the skills and expertise of academic and general staff while pursuing its commitment to equity at senior levels.

**Box 44: Initiatives of the University of British Columbia (UBC), Canada**

1990: development of UBC's policy on employment equity to promote the interests of four designated groups, including women. One objective of this policy is to enlarge the applicant pool to include qualified women candidates.

1991: the development of the Senior Faculty Opportunity Fund to redress imbalances in the representations at senior faculty levels of women and minority persons. In special circumstances, the fund is used to assist in the hiring of spouses if they are found to have truly outstanding qualifications.

1994: establishment of Equity Office to promote employment and educational equity and to prevent discrimination and harassment. The office offers numerous presentations and workshops on equity, human rights and diversity issues.

1996: establishment of Equity Enhancement Fund which is designed to support departments in achieving the employment/educational equity goals outline in their unit plans.

1998: UBC has set the goal of appointing women into 35% of vacant tenure-track positions. Women have been hired into 38% of tenure-track positions since 1991.

Submission by Sharon Kahn, Associate VP Equity, University of British Columbia.

WIL also organizes 'SpringBoard', a programme developed in the United Kingdom, which explores career development issues for women employed at lower levels of an organization. The programme focuses on goal setting, personal responsibility for career

management and acting strategically within an organization. 'Women in Leadership' mentor programmes are designed to build the networks, confidence and the transfer of organizational knowledge with the aim of increasing the number of women in senior management and decision-making positions.

The University of Southern Queensland (USQ) has a very active women's network which gets funded by the vice-chancellor to present a number of seminars as requested by the members. Between July 1996 and July 1998 USQ implemented the 'Career Moves' programme – seven two-day courses conducted over three years. The programme targets lower-level administrative positions. 'Career moves' was developed by the QUT Equity Unit to address the needs of women in clerical occupations resulting from award restructure. The programme begins by explaining the industrial relations context and demystifying the language and processes of the skills-based framework but most of it revolves around small group discussion work, an intensive homework manual, role plays and problem-solving.

The Mainstreaming Scheme of Monash University comprises a range of strategies aimed at effecting organizational and thereby cultural change. These strategies include: a 'Vice-Chancellor's Taskforce for the Advancement of Women', which advises on organizational change strategies such as equity targets, policy directions, etc. Although some opportunities offered are limited to specific target groups, there is something for everyone (Box 45).

At the Southern Cross University, the following points are noted:

*Women's Advisory Group.* In 1998, the vice-chancellor agreed to the formation of this group which facilitated a series of affirmative action focus groups to establish issues for women staff, which will provide information for a new affirmative action plan.

*Women in Self-Empowerment (WISE).* The WISE programme has been run every other year since 1995. It is designed for women staff at the lower salary levels. It comprises training in career planning, communication skills, plus the opportunity to network with other women.

*Flexible work practices.* The equity office produced a guide to flexible work practices at the university, with examples from staff within the university. Two sets of training were conducted in 1998 in the introduction of flexible work practices to organizational units.

*Equal opportunity and affirmative action annual recognition awards.* Annual awards introduced in 1997 to acknowledge and reward outstanding contribution to the advancement of equal opportunity and affirmative action within the university. The cash prize of \$2,000 can be awarded to individuals or to a team of staff who have introduced innovations or new initiatives in the gender equity area.

*Promoting women fellowships.* Funded by the University Staff Development Committee to enable women to establish a research profile and/or to demonstrate leadership potential.

**Box 45: Elements of Monash University's Mainstreaming Programme**

For all staff interested in furthering their career, advice is provided on training opportunities in leadership and management, career development, assertiveness, meeting skills, and negotiation.

For all staff applying for a job, a guide is available on preparing job applications and interview skills.

Academic women planning or applying for promotion can request special notes and/or a promotion mentor.

For all staff interested in attending seminars and other events, a 'What's On' calendar is provided on the scheme website. It is updated regularly.

All staff interested in being part of their own campus' women's network can register their interest.

For all staff interested in either being a mentor or being mentored, the scheme co-ordinator can put them in contact with a mentor programme.

All staff may register their special interests or opportunities sought with the scheme co-ordinator, who may recommend them for specific developmental opportunities which arise.

All staff who have feedback on any aspect of the scheme, or who would like to contribute ideas or information, may contact the co-ordinator, which enhances consultation and a sense of ownership of the scheme.

For general staff below Level 7, without existing tertiary qualifications, there is an on-the-job certificate and diploma programme which may be undertaken.

For senior academics at Level D and above, and general staff women at HEW10B and above there is a senior women's forum. Forum members who cannot attend meetings can check the reports on each meeting provided on the website. Forum members who would like to hold electronic group discussions can use the bulletin board provided on this site.

Development of a website to keep readers informed of programmes and progress of the vice-chancellor's task force.

Senior academic staff interested in professional development can register their interest in attending the annual AVCC Women in Leadership programme.

*Source:* Monash University.

*Short-term staff fellowships.* The programme is designed to assist staff women with demanding work and/or family responsibilities to complete Ph.D. studies.

Similarly, RMIT has a broad range of activities which address the needs of staff at various levels (Box 46).

The more focused programmes include:

The University of Queensland (UQ) 'Career Moves' which is conducted over a six-month period, includes the following components: four modules on self-assessment, goal setting, skills audit and confidence development; four modules based on Covey's *Seven Habits of Highly Effective People*; mentoring — each of the mentors works with a group of four or five mentees to enhance work undertaken in the modules. Mentors also provide guidance in the development of portfolios and individual career planning. Each

participant is required to produce a career portfolio and a career strategy by the completion of the course, for which a certificate is awarded.

Curtin's 'Breaking Through the Glass Ceiling Programme' included reflective learning; networks and support mechanisms; personal empowerment and choice; portfolio development (CV); risk-taking; career and life planning.

Queensland University of Technology QWIL Programme has individual 'needs analysis' and career planning; challenging work placements in QUT, other universities, public or private sector organizations; observations of major university committees; facilitated QWIL group sessions; access to senior management development programme skill forums.

**Box 46: Elements of the programme at RMIT**

The activities and/or elements of the programme which have been undertaken over a two-year period to achieve its objectives include:

A mentoring scheme.

Committee skills development programme.

Registration of interests on a database through survey forms distributed to existing and newly appointed women staff at RMIT.

Electronic networking through use of mailing lists which keep participants informed of activities, seek participants interested in planned and future events.

Web site development and maintenance.

Networking breakfasts, lunch-time meetings, working groups on specific topics responding to the needs expressed by participants.

Advice and assistance by programme manager in the development of a graduate programme for leadership in Australian universities (course proposal now being developed within RMIT).

Research workshops to 'develop research opportunities for women researchers' run jointly with staff from R&D Division of RMIT.

Joint ventures with other organizations to meet perceived needs including a series of financial awareness seminars.

Annual celebration of International Women's Day with a lunch and presentation from motivational speaker.

Organization and/or sponsorship of skills development workshops on assertiveness, career planning, academic promotions and other needs as identified.

Industry placements under WEXDEV scheme.

Seminars developed for national delivery by WEXDEV covering leadership, managing effective alliances and others.

### ***Outcomes and impact***

Positive outcomes of specific leadership programmes, both for participants and universities, were identified by a number of universities (Box 47).

Evaluation of LDW carried out by De Vries measures quantifiable changes that have occurred in the participants' working lives that can be attributed to their involvement in the programme. It reported on the following aspects:

#### **Box 47: Outcomes of leadership programmes in universities**

Women participants were seen to have: (a) developed enhanced skills that enabled them to undertake leadership positions; (b) re-valued their own skills; (c) formulated viable career goals; (d) developed understanding of leadership concepts; (e) increased their organizational management knowledge; (f) increased their understanding of the cultures of universities; (g) strengthened networking opportunities; and (h) found greater access to promotions or professional advancement.

The encouragement of women as leaders and senior executives was also seen to have benefits for universities: (a) increased numbers and proportions of women in leadership positions; (b) development of a culture more inclusive of diversity; (c) improved quality of university leadership; and (d) more representative decision-making.

*Source:* ATN WEXDEV, 1999.

*Promotion.* LDW participants are more successful in achieving promotion than all other staff groups, including non-LDW women and men: 47% of the 1994 LDW academic participants were successful in achieving promotion compared with 12% of the non-LDW female academic group: 15% of the male academic group and a total promotion rate of 15%; 22% of the 1995 LDW academic participants were successful in achieving promotion compared with 8% of the non-LDW female group; 10% of the male academic group and a total promotion rate of 10%. Of the 1996 LDW academic participants 10% were successful in achieving promotion compared with 3% of the non-LDW female group; 5% of the male academic group and a total promotion rate of 5%. The survey revealed that 77% of those who had applied for promotion were successful in achieving promotion; 59% felt their decision to apply for promotion was influenced by LDW and 82% felt the quality of their application was influenced by participation in the programme.

*Retention rates.* Those are higher for all LDW groups in comparison to non-LDW women and men. Retention rates for LDW women vary between 89% and 95% compared to 57% and 88% for other groups.

*Changes in working life.* The most frequently noted changes for participants are: participation in UWA networks; becoming more visible at UWA; being offered or applying for new projects; and becoming involved in women's networks. Also increased confidence, feeling more valued, willing to take greater challenges, better organized, becoming a mentor and improved quality of applications for promotion.

*Conclusion.* LDW participants are clearly faring better in the university system than women who have not been part of the programme. They are much more likely to be promoted and more likely to remain employed in UWA. They self-report significant changes in their working lives they attribute to their programme involvement. As a result the university has more women in more senior positions contributing to decision-making. This represents a crucial outcome for the university as it seeks to attract and retain the best staff and to redress its gender balance.

The Women's Action Research (WAR) programme succeeded in gaining promotion for women at the University of Western Sydney, Macarthur. The general success rate for women was good but it seemed that women did not apply in great numbers as they did not value their own achievements. Support teams were formed and women were taught new skills. As supervisors gave women time off to undertake the programme, awareness of the programme was increased. The position of women at the university has been improved markedly since a number of women had been appointed to senior positions. As well as the Vice-Chancellor, Macarthur had a female Registrar, Director of Resources (finance) and Pro Vice-Chancellor (research)

From the University of Southern Queensland 'Career Moves' lists among its short-term outcomes that participants feedback sheets invariably testify to their delight in discovering the value of their skills they take for granted, of their contribution to the organization as a whole, and their commitment to planning a career, instead of just letting it happen. Among long-term outcomes are indications that over three-quarters of the participants are able to undertake successfully a significant career move within a year of completing the course.

The University of Queensland Career Horizons Programme reported the following outcomes (De Vries, 1998):

Within six months of completion, 38% have moved to higher HEW levels; 19% had moved sideways and 28% were still looking for job opportunities; 24% reported they were not seeking a change in position.

All respondents gave highly positive feedback about the motivational aspects of the programme and the important opportunities it had provided for networking.

The Queensland University of Technology Quality Women in Leadership Programme (QWIL) achieved the following outcomes for its participants: (a) enhanced ability to anticipate, initiate and respond to new directions in QUT and the higher education sector; (b) strengthening their capacities for managing programmes, resources and people within QUT's strategic framework; and (c) developing personal strategies for balancing career and life management while preparing for the next career phase.

Outcomes and highlights for the university: (a) high quality projects of benefit to individual work units and QUT overall; (b) increased participation levels of women in senior decision-making; (c) effective and varied workshops, seminars, networking lunches; (d) the programme is centrally evaluated; and (e) ATN WEXDEC placement opportunities pursued as the project components of the QWIL programme of excellent benefit to themselves and QUT.

## **Lessons learned**

International organizations and networks are well placed to make significant impact on the agendas of development agencies and governments. Agencies like UNESCO and the Commonwealth Secretariat have successfully provided an impetus to initiatives which promote the prospects of women generally and women in higher education specifically.

Support from the top whether it is from the top management of an international agency or an institution was critical in the success of women in higher education programmes.

The most critical success factor was the extent to which a given programme was absorbed into the fabric of the university and the level of sanction and credibility accorded the programme by senior management.

The structured programmes with focused activities over a specific time period have resulted in concrete and quantifiable outcomes at institutional and network level.

Programmes were assured of greater success when they were integrated into university strategic planning. Another critical success factor was the increased visibility of women and in particular of senior women as role models.

## **Section D: Guidelines**

The review of policies, strategies, mechanisms and practices reported in the earlier section of this report have indicated many ways that women's academic careers and higher education institutions can be constructed to remove the barriers to the employment of women in the higher education sector. A pressing need is for all those who are working in the sector to recognize these barriers and to work towards the successful implementation of positive measures to create an enabling and supportive environment in which women can work in manners which accommodate their special needs to aspire and reach for the highest positions in academia.

The guidelines below are offered to all international and regional development agencies, higher education sector organizations, associations and networks, as well as national governments and individual higher education institutions which seek to address the problem of women's poor participation in higher education, especially at the management levels. They are drawn from the review of practices presented in the earlier sections and lessons which have been drawn from them.

### **Commitment and support from the top**

Commitment and support from the top levels of the agency, organization, network or institution is vital. Agencies which are making an impact, UNESCO and the Commonwealth Secretariat, have the mandates of the governments they represent and the support, both moral and financial, of the agencies and their top management, the Director-General of UNESCO and the Secretary General of the Commonwealth. The ACU which is active is well supported in its women's work by its Executive Council, the Secretary-General, as evidenced by the support to the programmes and the channelling of resources to sustain the activities. In Australia we see that the highest level of the women's group, the Colloquium of Senior Women Executives in Australian Higher Education have made the issue of women's participation in universities in Australia their principal concern and the linchpin of all their work. The colloquium has also joined forces with the apex organization in Australian higher education, the AVCC, to implement a five-year action plan. Networks like the ATN WEXDEV and individual universities also report that the support they have received from the vice-chancellors, in real terms with financial support, has been critical in the launch and success of their initiatives. The University of Melbourne reports that the university management including the Vice-Chancellor have given much support, and all senior executives have been prepared to be shadowed.

## **Legislative framework**

It is widely recognized that progress in achieving greater participation for women will be slow without public recognition of the need. Equity policies and programmes are assured of greater success if they are backed by legislation at international, national or even institutional levels. The United Nations Convention on the Elimination of all Forms of Discrimination against Women (1979) and the Commonwealth Plan of Action on Gender and Development (1995) provide the necessary platforms from which governments and other institutions draw inspiration and legitimacy for their own initiatives. India's National Education Policy (1986) clearly focuses on education as a vehicle for the improvement of women's status. The Australian Government has legislated the Sex Discrimination Act (1984) and the Affirmative Action Act (1986) which form the bedrock of initiatives and programmes to enhance women's status. The Women's Charter as drawn up by the University of the South Pacific (1996) clearly places women's roles at the centre of all decision-making in the university. Thus, the presence of appropriate legislation provides the basis for other action to succeed.

## **Importance of support structures**

Gender policies and legislation are assured of greater success with the establishment of mechanisms and support structures. Support mechanisms such as the Gender Equity and Equal Opportunity Offices found in most Australian universities and the Commission on University Career Opportunity (CUCO) in the United Kingdom are in a position to implement policies, devise programmes for that purpose and monitor the outcomes and progress achieved. Support structures that are helpful are: preparation and distribution of clear guidelines on gender related topics; the setting up of clear reporting procedures; the establishment of a monitoring and reporting agency; the establishment of equal opportunity offices; the setting up of special agencies and commissions to assist with achieving set objectives and targets.

## **Bringing on board the wider community and key players**

It has been found that the problem of women's participation cannot be addressed adequately by individual institutions and staff units dedicated to the ideal. The prospect of success is greater when a wider alliance is forged between governments, associations of universities, and institutions, and other key players each playing a significant role in the process. UNESCO and the Commonwealth Secretariat have sought the co-operation and endorsement of their member countries; ACU and the Commonwealth Secretariat work with a wide range of partners which include other international agencies (IFUW), the apex university organizations in Commonwealth countries such as the committees of vice-chancellors, university grants commissions as in India and Sri Lanka and individual universities. Groups of eminent academic women such as the Australian Colloquium work with the AVCC. An important network which has made a significant impact in Africa, FAWE, has brought together key players and stakeholders which include ministers of education, vice-chancellors of universities, leading women educationalists

linked with the major international development agencies with interest in girl's and women's affairs.

The support from the broader community gives the issue wider visibility and makes available a support system which ensures sustainability. Of particular significance is the collaboration between international agencies and the local institutions which adopt and take forward the policies and projects enunciated for women's advancement. Without this local support and contextualizing of the issues, the projects and targets will remain very much in the domain of wishful thinking.

## **Integration into strategic plans**

In the success of women's programmes the most critical factor was the extent to which these programmes were linked into the strategic plans of the countries or institutions. This linked the aims and objectives of the programmes to the overall development aims of the institutions. The programmes increased their visibility and were clearly recognized as contributing to the development of the institutions. The University of South Australia concentrated on integrating the programme into the university management structure. One-to-one meetings by programme co-ordinator with deans and managers discussed affirmative action planning and the benefits of the leadership programmes for women participants and to managers. ATN WEXDEV built on existing collaboration and became a visible sign of that collaboration. Placements and seminars were linked to strategic goals and to strategic partners.

## **Setting of targets**

Success in bringing about any significant change is more assured if targets are set. It is helpful to decide on the aims and objectives of policies and programmes but their outcomes remain uncertain and difficult to measure or monitor, if clear targets are not set. Most of the policy statements and programmes which are successful state what proportion of women are expected to be employed at the different levels. In trying to break into the key committees it may, for instance, be stated that initially there should be at least one woman representative in the committees responsible for recruitment, promotion and research resource allocation. Thereafter it may be stated that by a particular year, 20% or 30% of the professorial level staff should be women. The colloquium and the AVCC have translated their intentions into clearly stated targets with a time frame.

Setting of targets provides the clear and quantifiable objective to be achieved, the motivation to strive as well as the measure against which success or lack of it can be monitored and recorded.

## **Transparency of procedures for recruitment and promotion**

Women often do not make headway in their institutions because they lack proper information about opportunities and the procedures/processes for employment, further training, and promotion. Frequently promotion exercises are fraught with time-consuming processes which women seem not to understand. It would be helpful if these were clearly enunciated and made known. When women do not succeed in promotions, they need to know what has held them back. Have they failed to present themselves well or have they not fulfilled all the promotion criteria? If the latter, which criteria have they not fulfilled and how far short are they from the required standards? Transparency at all levels would greatly help women's cause, giving them clear standards by which to assess themselves and which to attain.

## **Enabling women meet employment criteria**

There is a need to broaden the way performance in academic employment is developed and judged. This is a matter for individual universities in their selection, tenure and promotion policies, but also for the sector in evaluating research performance for allocating resources. An immediate pressing need is for the sector to take greater responsibility for ensuring that women are able to meet the strong qualifications barriers embraced by the sector. The sector must develop strategies and programmes to ensure that greater numbers of women enrol in and complete postgraduate research degrees. The allocation of scholarships and doctoral and postdoctoral programmes must be designed and supported in ways that are flexible and encourage female enrolment and completion.

## **Establishing special programmes and networks for women**

It has been the experience of institutions that women are not privy to the information networks and flows that men obtain through their old boy's networks. Finding themselves burdened with multiple roles, women often miss out on information about training and promotions. Special schemes such as mentoring and the establishment of support networks, especially special networks for support of research, have had good results. Most of the successful women's programmes address the problem from a number of perspectives and launch multi-pronged programmes. These include a range of initiatives — mentoring, training, networking, work-shadowing and advocacy — as well as some affirmative strategies — which are implemented in a structured way over a specific time frame. Special programmes for women that have been evaluated such as LDW at the University of Western Australia and 'Room at the Top' in the United Kingdom have been found to improve the career paths of women in higher education.

## **Regular monitoring and reporting**

Clear monitoring and reporting channels need to be established so that information about the state of women's employment is widely known and shortfalls in achieving targets can be readily addressed. All policies and programmes benefit from regular monitoring and reporting. It is important that the outcomes be quantified, where possible, progress be charted, and the results be made public. UNESCO, the Commonwealth Secretariat and ACU have regularly monitored the outcomes of their initiatives and reported to the stakeholders. The ACU commissioned a detailed study of its training programmes which not only identified the successes and outcomes of past programmes but also pointed to new directions the training programmes may take. Some of the best-known programmes for women have also carried out their own evaluations as necessary feedback for the implementation of their programmes. 'Room at the Top' was evaluated and from the issues raised a new programme was launched in the United Kingdom, a mixed gender programme, 'Top Management Programme for HE' in which special provision is made for women. Monitoring and reporting take on greater significance if, within each country/agency/institution, a special agency is established to which reports are obligatory on a regular basis. The Australian Affirmative Action Agency is one such agency to which universities annually submit reports on the progress of their affirmative action with regard to recruitment and promotion of women staff.

## **An integrated and holistic approach**

The principal lesson emerging from all the literature is that policies and programmes should not be conceived in a vacuum or unrelated to other key ingredients. CUCO points out clearly that it is not sufficient to adopt policies: action plans need to be drawn up, targets need to be set, monitoring needs to be undertaken and positive action set in motion. Similarly, the Handbook for African Universities by FAWE points out the importance of a general strategy and specific activities that can be used to carry out that strategy; monitoring processes to track progress; an action plan with measurable indicators of the increasing presence of women on campus; and ways of mobilizing resources and further help.

## **Visibility of programmes**

To succeed, programmes had to be highly visible. The issue of women's status and their needs had to be kept in the public view. The University of Western Sydney, Macarthur, emphasized that the visibility of the Women's Action Research (WAR) programme was important.

## **External catalyst**

Sometimes an external stimulus is needed to get started on the road to changing the status and participation of women. Many developing countries lack the leadership and the resources to mobilize interest or to launch initiatives for women. In such circumstances, an external input can be critical in motivating and energizing local interest and resources. Such has been the case of the ACU/COMSEC/UNESCO intervention in Sri Lanka. Work was initiated in collaboration with an apex university body, the University Grants Commission. Following a number of training of trainers, workshops and the creation of a corpus of locally trained staff, it was felt that the Sri Lanka Women's Programme was fairly well developed. With the core trainers and committed women available it was possible to host the programme in one of the local institutions and staff development units. Similar work has been carried out in Malaysia and Nigeria where follow-up local initiative will carry the programme to greater heights. The core Malaysian staff have extended the work to include a wider Asian region and sought its own resources from within the country as well as the UNESCO regional office in Bangkok, with the prospect of establishing a UNITWIN/UNESCO chair in women and higher education management.

## **Indigenization of programme**

The involvement of local staff and the development of indigenous staff trainers and materials represents an important step towards the success of a women's programme. The case of India is instructive in this case. At the conclusion of the ACU/CHES workshop, the University Grants Commission appointed a Steering Committee to look into taking the initiative forward. One of the principal tasks of this commission was to contextualize and make relevant the Commonwealth materials for use in the Indian situation.

## **Improve supply of women into higher education**

The problem of women's participation is not one that can be resolved by merely addressing issues pertaining to recruitment, employment and working conditions of women. The long-term solution must also look at the supply of women graduates and in particular the supply of women postgraduate students who form the pool from which women enter the academic labour market. The numbers of women postgraduate students should be increased by taking positive steps such as increasing the quota of scholarships and awards for women postgraduate students. Furthermore, the completion rate of women postgraduate students can be improved by providing them better support and flexible programmes which enable them to blend better their multiple roles.

## **Developing a gender management system**

Developing a GMS for the higher education sector represents a comprehensive approach to achieving gender equity within the system. This approach engenders policy, programmes, projects and the day-to-day operations of universities as well as putting in place a change management strategy which creates an enabling environment for gender mainstreaming in the sector, and commits all the relevant stakeholders to effective implementation. The spheres of mainstreaming are mainly: student enrolment and support; the flow of education as captured in programme tracking, attendance, attrition and graduation; curriculum and instruction; research and outreach; governance and administration especially with respect to staffing, budgeting, facilities and information and communication.

Experience from Makerere University in Uganda suggests significant positive outcomes for gender mainstreaming in higher education management and administration, bringing greater gender equality across a number of dimensions.

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## **Section B**

Written submissions received from:

### **Australia**

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Colloquium for Executive Women.

Council of Australian Postgraduate Association (CAPA).

McPhee, J. (Women and Leadership Programmes at RMIT University and Monash University).  
Monash University.

Southern Cross University.

Women in Leadership Programme at Edith Cowan University (ECU).

### **Canada**

The University of British Columbia.

### **India**

Kamlini Bhansali (some practices from India).

### **Sri Lanka**

University Grants Commission.

### **Uganda**

Makerere experience with gender management system.

### **United Kingdom**

Lucy Cavendish College Centre for Women Leaders.

The Work-shadowing Scheme.