



Commission for Gender Equality
A society free from gender oppression and inequality

Gender in the Curriculum
2007

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A special word of appreciation also goes to all the participants in this study, namely the Department of Education officials at both national and provincial level, as well as the teachers' unions (national and provincial). Without their assistance this study would not have been possible.

It is on the basis of the CGE's monitoring function that this project was conceptualised to track changes on gender equity or gender equality in the education sector since the inception of the new South African democratic state.

On 12 May 2006, at a meeting of the CGE held with the members of the Portfolio Committee on Justice and Constitutional Development, concerns were raised about the rising incidences of gender violence in general at educational institutions and child-on-child violence in particular, including rape, and the concomitant infringement of learners' right to bodily integrity¹. The former Chairperson of the Portfolio Committee, Ms Fatima Chohan-Khota, requested that the CGE and the SAHRC meet with her to explore ways in which Chapter 9 organisations could respond to the challenges posed by gender violence².

During this meeting the CGE was tasked to do the following:

1. Develop a "No Violence Toolkit" for schools.
2. Conduct a study about the infusion of gender equality into the National Curriculum.

Based on the above information, an education project was developed, which was then subdivided into various phases. This report focuses mainly on Strategy 3 point 2, which deals with "the infusion of gender into the National Curriculum" with mainstreaming on multiple levels and within different institutions of local governance.

We trust that policymakers, advocates and practitioners involved in gender mainstreaming and advocacy for gender equality in education will find this report useful.



Deputy Chairperson: Mfanozelwe Shozi

¹ Briefing session, Commission for Gender Equality, 17 March 2006, at the National Assembly

² The meeting took place on 12 May 2006. The C9 delegation was led by Commissioner Tom Manthata of the SAHRC, accompanied by Mr Andre Keet and Ms Judith Robb Cohen of the SAHRC. The CGE was represented by Adv. Shireen Said, Dr Maretha de Waal and Ms Suraya Williams.

The Commission for Gender Equality is one of six state institutions set up in terms of the Constitution to promote democracy and a culture of human rights in the country. Section 187, Chapter 9 of the Constitution of South Africa directs the CGE's mandate, Act 108 of 1996, while the powers and functions of the CGE are detailed in the Commission on Gender Equality Act 39 of 1996 ('CGE Act').

CGE Act 39 of 1996 stipulates that the object of the CGE shall be to promote gender equality and to advise and make recommendations to Parliament or any other legislature with regard to any laws or proposed legislation that affect gender equality and the status of women. Furthermore, the Act provides the CGE with the express power to report to the President at least once every year on its activities and the achievement of its objectives, and the President shall cause such report to be tabled promptly in Parliament. The Commission may at any time submit any other report to the President and to Parliament. The Commission may at any time approach the President or Parliament with regard to any matter relating to the exercise of its powers or the performance of its functions (CGE Act 39 of 1996 section 15).

Section 11(a) of the CGE Act mandates the CGE to monitor and evaluate policies, programmes and practices of both public and private sector institutions and enterprises in order to promote gender equality and make any recommendations deemed necessary.

The Commission is mandated to:

- Monitor all organs of society to ensure that gender equality is respected, protected, developed and attained.
- Assess all legislation from a gender perspective.
- Commission research and make recommendations to Parliament and other authorities.
- Educate and inform the public.
- Investigate complaints about gender-related issues.
- Monitor South Africa's progress towards gender equality as measured against international norms.



CONCEPTUAL CLARIFICATION

GENDER: Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviour, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men, but to the relationship between them.

GENDER EQUALITY: Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.

GENDER EQUITY: Gender equity means fairness of treatment for women and men according to their respective needs. This may include equal treatment, or treatment that is different but considered equivalent, in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.

(Exploring Concepts of Gender and Health. Ottawa: Health Canada, 2003 <http://www.hc-sc.gc.ca/english/women/exploringconcepts.htm>

ABC of Women Workers' Rights and Gender Equality, Geneva: ILO, 2000. Ibid. and Gender and Household Food Security. Rome: International Fund for Agricultural Development, 2001. <http://www.ifad.org/gender/glossary.htm>

GENDER IN THE CURRICULUM: According to the United Nations Educational, Scientific and Cultural Organization (UNESCO), a gender-sensitive curriculum promotes equal treatment between men and women and between girls and boys, and it encourages them to achieve their full potential. This includes how they interact with learners in and outside the classroom, and how boys and girls are depicted in textbooks. Gender-sensitive attitudes and learning materials promote non-stereotyped images of men and women.

http://portal.unesco.org/education/en/ev.php_URL_ID=14096

ANC	: African National Congress
BPFA	: Beijing Platform For Action
CGE	: Commission For Gender Equality
CEDAW	: Convention On The Elimination Of All Forms Of Discrimination Against Women
DOE	: Department Of Education
EMGD	: Education Management And Governance Development
GETT	: Gender Equity Task Team
GFP	: Gender Focal Person
LA	: Learning Area
LRC	: Learners Representative Council
LO	: Life Orientation
NAPTOSA	: National Association Of Professional Teachers Organisation In South Africa
NATU	: National Teachers Union
NP	: National Party
OSW	: Office Of The Status Of Women
PEU	: Professional Educators Union
SADTU	: South African Democratic Teachers Union
SASA	: South African Schools Act Of 1996
SAUO	: Suid-Afrikaanse Onderwysersunie
SGB	: School Governing Body
SMT	: School Management Team
UNESCO	: United Nations Educational, Scientific And Cultural Organisation

The Commission on Gender Equality Act, Act 39 of 1996 ('the CGE Act') charges the CGE with a mandate to undertake the following:

- The promotion of respect for, and the protection, development and attainment of, gender equality;
- The investigation of gender-related complaints from members of the public or on its own accord; and
- The monitoring and evaluation of policies and practices of state organs, state agencies, public bodies and the private sector in order to promote gender equality and the rights of women.

This project was conceptualised as a result of the monitoring function of the Commission for Gender Equality (CGE) in tracking changes on gender equity and gender equality in the education sector since the inception of the new South African democratic state.


The project has been subdivided into various phases. This report focuses specifically on that phase of the project which deals with the infusion of gender into the National Curriculum, with a specific focus on the General Education and Training Band (GET). The other phases of the study will be focusing on gender-based violence within schooling and on gender mainstreaming.

The literature review revealed that not only did apartheid South Africa focus mainly on racial segregation and the provision of differentiated and unequal education for the various racial groups, it also entrenched gender stereotyping, discrimination and the neglect of women and the girl learner. The new curriculum, which was shaped by a Constitution that promotes democracy and human rights, endeavoured to put an end to this. According to Bertram *et al* (2001: 94), the new curriculum served as a source of hope for addressing inequalities. But there are views that argue that it fails to address the issues of equity and efficiency in a meaningful way.

[T]his report focuses specifically on that phase of the project which deals with the infusion of gender into the National Curriculum, with a specific focus on the General Education and Training Band (GET).

The study traces the evolution of gender mainstreaming in the Department of Education from the introduction of the Gender Equity Task Team report (DoE, 1998) to date through a desktop analysis of research studies on gender in education, an analysis of international, regional and sub-regional instruments that South Africa has ratified, and primary research, conducted by interviewing education and union officials at both national and provincial levels (SADTU, NAPTOSA, SAUO and PEU).

Interviewees were identified from amongst departmental officials in the four main directorates in the National Department of Education and the nine provincial offices. The four directorates targeted were the Education Management Development and Governance (EMDG); Gender Equity; Curriculum; and Teacher Education Directorates. These directorates were purposely selected, because they form the core of the General Education and Training Band, and the Gender Equity Directorate forms the backbone of gender mainstreaming in the education sector. The unions were also selected on the basis that many of them promote gender in their union structures.



At national level, the study revealed that there was no national policy on gender in education. Three drafts had been produced over a period of time, but none had been ratified as official policy. This may possibly be ascribed in part to the fact that the professional staff composition of the Gender Equity Directorate was very thinly spread. According to South Africa's National Policy Framework for Women's Empowerment and Gender Equality, the Gender Equity Directorate was tasked to perform gender mainstreaming in the education sector. At the time of the study, it consisted of three members, namely the Director, an Education Specialist and a Deputy Chief Education Specialist. This directorate did not have formal or structural links with any of the other three directorates identified in the sample at the national office; hence it did not have the necessary influence. Only one informal link was identified with the Directorate: School Governance and Management, and this consisted of a jointly conceptualised project that targeted women managers in the education system, known as 'Women In and Into Management'. Aside from this, all programmes were conceptualised and implemented in isolation. Common programmes that were nationally driven by the Gender Equity Directorate dealt with mechanisms for addressing the escalating rate of teenage pregnancy amongst girl learners in schools, and enhancing girl movements and boy movements by equipping learners with social skills to cope in the adult world. These findings were replicated in many provinces.

Provinces such as Gauteng and the Northern Cape had developed their own gender policies, but these were unknown to many interviewees, apart from the gender focal points. A training programme on gender-based violence was being piloted in KwaZulu-Natal. Several common features were identified in many provincial offices, such as:

- Many gender focal points had not been trained on gender, hence they did not have the capacity to carry out their gender work effectively.
- They felt marginalised and isolated, having to do gender work on their own without guidance from their superiors.
- In many instances they were regarded as 'events managers', having become visible through the celebration of national events such as National Women's Day and 16 Days of Activism. The impression gained was that very few understood their roles and functions.

The study argues that the South African government created an enabling environment to ensure that gender equality is promoted in all spheres of the lives of its citizens. Institutions such as the Commission for Gender Equality were established to ensure that state bodies and the private sector comply with policy on the attainment of gender equality. Yet schools continue to be sites for the perpetuation of gender inequities. The Minister of Education, through the National Education Policy Act (NEPA, 1996), has powers to enact policy on gender in education. But thus far, that has not happened. Thus, this study argues that while there is a policy gap, programming will remain fragmented. Furthermore, this has a ripple effect, making it very difficult to track whether there have been any significant changes conducive to the attainment of gender equality in a particular sector.



1. BRIEF AND STUDY BACKGROUND

The Commission for Gender Equality (CGE) is one of six national institutions set up in terms of the Constitution to promote democracy and a culture of human rights in the country. The object of the CGE is to promote gender equality and to advise and make recommendations to Parliament or any other legislature with regard to any laws or proposed legislation affecting gender equality and the status of women. Furthermore, the CGE has the express power to report to the President at least once a year on its activities and the achievement of its objectives, and the President has to see to it that the report is tabled promptly in Parliament.

Most importantly for this study, section 11(a) of the CGE Act mandates the CGE to:

- i. Monitor all organs of society to ensure that gender equality is respected, protected, developed and attained.
- ii. Assess all legislation from a gender perspective.
- iii. Commission research and make recommendations to Parliament and other authorities.
- iv. Educate and inform the public.
- v. Investigate complaints on gender-related issues.
- vi. Monitor South Africa's progress towards gender equality in relation to international norms.

This study took place during a period when there was high media coverage of the prevalence of pregnant teenaged learners and gender violence in South African schools. The study, which was commissioned by the CGE, focuses on how gender was infused into the National Curriculum and how the various levels of governance responded to this constitutional imperative. The research team embarked on the work, acutely aware of the strikingly gendered nature of schools.

Gender differentiation in schools was promoted under the apartheid government. In the apartheid curriculum, gender stereotyping was cultivated in various ways, for example, the way in which textbooks depicted women and girls. They were mentioned less frequently than men and boys, for instance. Moreover, they were projected as being passive, shy and weak, while boys and men were depicted as being adventurous, inquisitive, courageous, heroic and clever. Women and girls would be portrayed against a domesticated background, washing dishes and sweeping the compound, while men would be portrayed as doctors, office workers and sports people. These stereotypes influenced the way in which girls and boys chose their subjects and ultimately their careers. This study wanted to know, firstly, whether education was still gendered; secondly, it asked whether there had been any changes, and if so, what they were; and thirdly, if there had not been changes, it asked why not, when so many interventions had been put in place.

This study wanted to know, firstly, whether education was still gendered; secondly, it asked whether there had been any changes, and if so, what they were; and thirdly, if there had not been changes, it asked why not, when so many interventions had been put in place.

The Department of Education has created a clear policy environment that enhances gender equality. It subscribes to all the international education policies promoting gender equity. In addition, the government has promulgated a host of national education policies and put in place various intervention strategies to eliminate gender bias. The apartheid curriculum, once one of the main vehicles of gender bias, was changed to be gender-equitable.



The education goal of promoting a non-sexist education prompted the Commission for Gender Equality to carry out this research project with the primary objective of identifying successes and gaps in changing the curriculum to be gender-equitable. Specifically, this study conducted an analysis of:

- What is contained in textbooks or learner support materials, because these are an expression of the curriculum;
- Teacher education, because the teachers/educators are transmitters of the curriculum – the aim here was to establish the extent to which the teacher curriculum is aligned with the transformation of the South African education curriculum; and
- The extent to which the Gender Equity Directorate, through its gender focal persons, has influenced the curriculum to be gender-sensitive.

2. LITERATURE REVIEW

Historical context

The basis of the apartheid government's racist and sexist policy in the education system is encapsulated in the infamous speech to Parliament made by the then Minister of Native Affairs, HF Verwoerd, when introducing the Bantu Education Act of 1954 (Truscott, 1994, Moletsane 2004).

“There was no place for the Bantu child in the European community above the level of certain forms of labour.”

“As a woman is by nature so much better fitted for handling young children, and as the great majority of Bantu children are to be found in lower classes of primary school, it follows that there should be far more female teachers... quota will be laid down at training colleges as regards numbers of male and female candidates respectively which may be allowed to enter for the courses....”

At the height of intensive apartheid laws and with much enthusiasm to reshape the education system of the country, Verwoerd subverted the education of Blacks to a status much lower than that of Whites, especially Afrikaners.

The Nationalist government promoted a discriminatory and sexist education system that affected the participation of minorities, including women and girls, in various fields and discouraged them from acquiring certain skills and levels of education (Kuzwayo, 1985). Education served the needs of apartheid capitalism and supplied it with a segregated labour force (Truscott, 1984). For economic and political reasons, apartheid education directed many women to the teaching profession, nursing and secretarial work (Kuzwayo, 1985; Kotecha, 1994; Pandor, 1994; Ramphela, 1995). Knowing that girls were supposed to become nurses or teachers, teachers tended to have low vocational expectations for girls (Diko, 2004). Consequently, girls developed low aspirations that matched the low expectations teachers had. Those girls who nevertheless pursued studies in fields considered to be 'masculine' faced a hostile environment filled with discrimination, harassment, unsatisfactory working conditions and poor salaries (Moletsane, 2004).

In order to stratify and give an unfair advantage to white males in the labour market, apartheid education offered different racial groups a differentiated curriculum. Schools, especially black ones, offered a gender-specific vocational education: woodwork or metalwork and technical drawing for boys, and subjects like needlework, housecraft or typing for girls (Rose and Tunmer, 1975, Diko, 2004). Girls followed subject areas traditionally designated for female learners, e.g. needlework, and tended to underachieve in those regarded as male territory (notably Mathematics and Science). This differentiation could be observed even in the hidden curriculum. For instance, girls participated less frequently in student organisations and sport than boys. When they did, they played different roles than boys (Chisholm, 2003; Truscott, 1994; Kuzwayo, 1985). Education had a way of encouraging gendered educational outcomes and limiting life opportunities for women and girls, as the curriculum and all school activities were aimed at instilling in the students the idea of a fixed role for women and a fixed role for men in the home.



Thus was established a vicious cycle of discrimination that continued unabated to negatively affect the participation of and outcomes for women, especially African women, in education as well as many other key areas, such as management and leadership positions. The government's desire to redress the gendered apartheid education policy led the DoE to establish a Gender Equity Task Team, with a brief to make recommendations on gender imbalances in enrolments, dropouts, subject choices, career paths and performance, and the desirability of single sex schools (Chisholm and Unterhalter, 1999). This step was an acknowledgement of gender inequality in South African education and the expression of the aspiration to end it. The Gender Equity Task Team (GETT) report provided detailed recommendations and guidelines for the implementation of gender equality at all three levels of government as well as schools and institutions of higher education.

Significant challenges remain, though, with weak implementation of the recommendations of the GETT report and the lack of adequate resources persisting (Chisholm, 2005). Where there are gender focal persons, they lack the necessary authority and are still largely untrained in gender issues and not given proper briefs regarding what they should do (Wolpe, 2005). At school level, gender violence and sexual harassment continue unabated because of a lack of direct policies dealing with this, as well as a lack of capacity on the part of schools to deal with it.

The conflict between gender progressiveness and the fight against gender bias is not new. In fact, it is even older than the apartheid policy. The following few paragraphs focus on how the torchbearers of gender activism dealt with this problem.

Gender in the struggle against apartheid

Under the apartheid government, black women were not highly motivated to struggle for gender equality, as they perceived their hardships as devolving from the apartheid state rather than from men (Andrews, 1995; Mabandla, 1991; Cock, 1991; Walker, 1982). Another view holds that the liberation movements did not see women as having needs and concerns specific to them (Charman, De Swardt & Simons, 1991). Instead, their mobilisation within liberation movements arose from the need for political organisations' need to increase their support base. It was women's increased participation in the public sphere, especially in paid work, that made them realise that their oppression derived from both the state and patriarchy (Morrell, 1991).

In 1992, when it became apparent that patriarchy within liberation organisations and state-sponsored oppression was working against women, women mobilised as a group and established the Women's National Coalition (WNC) (Seidman, 1993; Beall, 2001). At this time, liberation organisations, for example, the African National Congress (ANC), had already ratified gender equality. Yet women were left out of the pre-independence negotiations, and they had to mobilise as a group in order to secure their inclusion. The WNC became the political representative of women's interests and was able to successfully fight for the inclusion of gender equality in the Constitution. This marked a shift in the degree to which political commitment to gender equality was institutionalised within the government. After the 1994 elections there was a dramatic increase in the number of women in public office, gender focal points were established in all government departments and a watchdog, the Commission for Gender Equality, was set up (Beall 2001). But what did this mean for education?



Gender in the struggle against apartheid education

The struggle for gender equality within education mirrored the national liberation struggle. The fight against the oppression of women and girls was subordinated to the fight against the inferior Bantu education, in the case of students, and against low salaries and poor working conditions, in the case of teachers (Moletsane, 2004). Girls' and women's struggles against male domination and oppressive practices in the education system, sexism in education, and sexual harassment received very little attention during this period (Truscott, 1994; Chisholm and Unterhalter, 1999). Apartheid schools were spaces for the violation of women's and girls' rights. The Gender Equity Task Team, while doing research in Western Cape schools, painfully witnessed a school principal trying to cover up a rape case. This behaviour could be seen as a remnant of the gross violation of women's and girls' rights that existed under apartheid. Violence amongst the school-going population and sexual abuse by pupils and teachers were under-reported, and where reported, it tended to be ignored or swept under the carpet (Wolpe, 2005). In the case of teachers, employment conditions were biased in favour of men, despite the higher representation of women in the profession (Moletsane, 2004). Moreover, women teachers received a lower salary, compared to their male counterparts.

Researching gender in education

The first known book reporting on the gendered nature of South African education was written by J Cock in 1980. She reported on the training provided to black women for the labour market. This was followed five years later by Pam Christie's work, in which she raised issues around sex differences in student enrolments and gender bias in textbooks. Otherwise, the little that was known about education and gender was learned mainly from autobiographies of apartheid political activists (Unterhalter, 1999 and 2001). Truscott (1994:9) reports that the process of researching gender in education has been slow, and women and girls have been treated cursorily in education. This perceived lack of information about gender in education affected the work that was generated by educationists to inform the ANC's education policy in the 1990s. The reports lacked research-based evidence that clearly pointed at gender discrimination and therefore failed to adequately address gender inequities and sexism (Wolpe, 2005). It was against this background that the National Minister of Education appointed a Gender Equity Task Team (GETT) under the leadership of A. Wolpe. Since the change in the political landscape and the release of the GETT report, research on gender in education has increased progressively, even though it has mainly been produced by white women (Chisholm and Unterhalter, 1999). At least South African scholars, just like gender activists, take the mandate to fight against gender-based domination seriously.



Girls' education in Sub-Saharan Africa

Girls' education emerged as a policy that could be supported by the international community in order to reduce population. Achieving Education for All (EFA) by 2015 is the goal of the international education community. This resolution includes the goal to end gender inequality in education. However, fighting gender inequality in education is older than EFA or the Millennium Development Goals (MDGs). Researchers studying education in Africa argue that since the 1960s, girls' enrolment has improved in many countries in Sub-Saharan Africa (Eshiwani, 1989; Hyde, 1993; Hill and King, 1993; Bloch, Beoku-Betts, and Tabachnick, 1998; Stromquist, 1998; Sutton, 1998; Kethusegile, Kwaramba and Lopi 2000; Njeuma, 2000) as well as in regions within SSA countries. At the regional conference on Education for All held in Johannesburg in December 1999, in the keynote address the then President of South Africa, Mr Thabo Mbeki, reported that there were only ten countries in SSA where parity of enrolment had been reached between male and female students. These countries were mainly in Southern and Eastern Africa. Gender parity is highest in Southern Africa, where many countries have reached near universal primary education and high adult literacy (UNESCO, 2000).

Despite this commendable progress, there are different constraints that act together to prevent women from getting an education that provides them with an opportunity to improve their social standing and economic status. Female enrolments are still far lower in African secondary schools than in the primary schools. Just as with primary schooling, the lowest levels of secondary school enrolment, especially for girls, are found in Central and West Africa. Enrolment is far more favourable for girls in Southern and Eastern Africa, with South Africa, Botswana and Mauritius having gross secondary enrolment ratios higher than seventy per cent. Nevertheless, and most importantly for this report, even in countries like South Africa, where there has been universalisation of primary schooling and higher participation rates for girls, there are continuing gender gaps in education, even though they are very subtle and tend to be invisible. Against this backdrop, we turn to the case of South Africa.

Girls' education in South Africa

When looking at educational access, there seems to be no problem of gender inequality in South African schools. There have always been more girls than boys in South African schools, up to the post-secondary school level (Unterhalter, 1999). However, as mentioned earlier, South African schools are spaces where girls' and women's rights are often violated. Incidences of sexual abuse and rape (Wolpe, 2005) are rife, despite the recommendation by the GETT report that heads of educational institutions take responsibility for gender violence happening within their institutions. That said, though, the Department of Education has undertaken impressive initiatives, such as launching the Girls Education Movement (GEM). This initiative, launched in 2003, entails that during certain times of the year, citizens are encouraged to take girl children to work in order to encourage them to consider high-status jobs. In this way, on that one day, girls become the center and the spotlight falls on them. However, fighting for gender equality should not be a one-day-per-annum affair. It should be ongoing, and this will only be possible if gender can be mainstreamed in education as well as elsewhere in government.



Mainstreaming gender

Girls' education is a priority for every government and every major international and bilateral agency. The SA government's desire to redress the gendered apartheid education policy led the DoE to appoint a task team to investigate gender bias in education and recommend how that could be dealt with. The team faced a lot of challenges; the team leader cited budgetary constraints, time and the capacity of the people appointed to the team as some of the problems encountered (Wolpe, 2005). Nonetheless, the work was completed and the resultant report advised the DoE on all the different levels of education. Among other things, the report advised the DoE to establish a permanent Gender Equity Unit in the national and provincial Departments of Education. The report also proposed that the Department of Education should develop a position paper for each Learning Area so as to guide teachers in developing Learning Outcomes for gender equity. In some cases, the report went so far as to give advice on the topics that could be included in the Learning Areas. The report did not neglect to deal with the issue of the hidden curriculum either. It suggested that career guidance be used as a tool to deal with the hidden messages transmitted by the curriculum. The GETT report complements the gender-friendly policy and research environment that has prevailed since 1994.

The gendered nature of the apartheid curriculum

Curricula represent one of the major vehicles for encouraging social change. Up until 1994, education was based on apartheid policies. Researchers such as Truscott (1994: 41) assert that, during that time, education was not the same for males and females. The curriculum (hidden and formal) that was followed promoted racism and sexism. African schools offered gender-specific vocational education (Chisholm, 2003). In primary schools, the curriculum offered learners minimal literacy and numeric skills, plus sewing for girls and woodwork for boys. African girls were being trained for low-pay domestic work, and were taught needlework, housecraft and typing, while African boys were educated to become 'hewers of wood and drawers of water'. In high schools, boys were being channeled toward the technical field. Where the experience of the white male was valorised, gender bias was prevalent.

Evidently, the curriculum was being used to influence students to accept certain roles later on in their lives. Education reflected the roles the different sexes were expected to play in society and the economy (Te Groen, 1989). Boys and girls left school with a clear plan to follow a certain career path. Gender stereotyping took many forms. Besides boys and girls being offered different subject choices, apartheid textbooks also reinforced gender stereotypes, with the examples in most textbooks containing more male figures than female figures. These selection methods and the accompanying presentation of teaching materials favoured boys. Both the hidden and the formal curricula gave boys and girls a sense of their life chances, or what was expected from them.



Curriculum change

The new curriculum is expected to deal with old education practices and social inequalities by ending the racially and gender-differentiated curriculum (DoE, 1997). Presumably, it will steer women away from the exploitative employment situation that faced women under apartheid. Moreover, it will provide everyone, including women, with an education that will lead to an opportunity to participate fully in the labour market as it (the new curriculum) exposes learners in the same grade to the same Learning Areas or courses, regardless of their sex. The lower grades offer students no specialisation, however. Specialisation only sets in after Grade Ten. At that point, learners can choose technical colleges, where they get specialised technical training, or academic high schools, where they get academic training. Technical colleges and academic high schools still give learners the choice to pursue traditionally male or female courses. Most importantly, however, the tracks are not predetermined for them. The government believes that these choices allow every learner, including girls, the opportunity to receive an equitable education and ultimately realise his or her highest potential. Sadly, though, so far this does not seem to be happening (Wolpe, 2005; Chisholm, 2003, 2005; Moletsane, 2004).

There are researchers who focus less on the subject takings and more on curricular constructions of male and female subjectivities and identities as espoused by the curriculum (Chisholm, 2003). This body of research takes the pedagogy, assessment methods and learning materials to be read into consideration. Chisholm argues that, in South Africa, such studies are still few to almost nonexistent. When she assesses whether South Africa's curriculum has achieved gender equity on the basis of the criteria outlined above, she concludes that there is partial success, though. She laments the absence of a gender policy and gender legislation, a gender watchdog, an authoritative Gender Equity Unit and a gender network that is connected to the government. But she applauds the number of studies studying gender in education since 1994.

The process of changing from the apartheid curriculum to the new curriculum, Curriculum 2005 (C2005), has taken place in three stages. The first stage, as described by Chisholm (2003), focused on the 'language of representation of race and gender in the curriculum' (1). This was immediately after the elections, when racist and sexist language was used as the main indicator of inequality in the curriculum. The second stage of the curriculum revision subordinated the issues of representation to issues of pedagogy, such as learner-centeredness (1). The last wave of curriculum revision put a strong emphasis on the strengthening of human rights, and this had implications for gender equity.

3. POLICY FRAMEWORK

International arena

The need to improve girls' access to education was identified at a conference on Education for All, held in Jomtien, Thailand, in 1990. This conference committed everyone, including donors, to universalising access to basic education and promoting equity in education. The World Education Forum, held in Dakar in 2000, revealed various degrees of progress in achieving the 2005 target. The date and target were revised, and the actors recommitted themselves to achieving universal primary education and eliminating gender disparities in primary and secondary education by 2005, and to eliminating gender inequalities in education by 2015. The target for 2005 was not met, but there has been a massive international mobilisation around improving the quality and availability of girls' education, and South Africa has prioritised the goals around this.

There are two views about why the education of girls and women must be prioritised. The first argues that educating women and girls is a human right. Human rights were first codified in the 1948 Universal Declaration of Human Rights. The United Nations and linked bodies argue that the education of girls is important, because its lack is a major infringement on the rights of women and girls. In South Africa, human rights and the rights of women and girls were embraced in 1994. Non-sexism is a fundamental principle in the South African democracy. The Commission for Gender Equality was established as an institution to support and monitor the implementation thereof.

Girls' education is a priority for all the major international monetary institutions. The World Bank website speaks of its commitment to girls' education as part of achieving the Millennium Development Goals. The rationale usually expressed by the World Bank is typically economic – education increases women's chances to participate in the labour market. South African education policies target, and identify with, the international policy objectives. To illustrate this, attaining gender equity in education is one of the main policy objectives. The Departments of Education are hiring women in positions that were previously held by men, while more girls are encouraged to register for traditionally male subjects.

The challenge is to take all the legislations and streamline them to get the desired result.

SOUTH AFRICAN EDUCATION POLICIES

South Africa places the Bill of Rights at the center of its democracy, and all state institutions are subject to the Constitution and to the human rights espoused by it. Accordingly, all legislation passed by the Department of Education complies with the constitutional provisions and principles of non-discrimination and equality. The challenge is to take all the legislations and streamline them to get the desired result. Legislations that are relevant to this study and have a direct bearing on gender equality and access to education are: the National Education Policy Act (Act No. 27 of 1996), the South African Schools Act (Act No. 84 of 1996), and the Education Laws Amendment Act (Act No. 50 of 2002).



The National Education Policy Act (Act No. 27 of 1996)

This Act attempts to redress the inequalities of the past in educational provisions by promoting gender equality and advancing the status of women. According to section 4 (c) of the Act, the implementation of the education policy by the Ministry of Education should be directed at “achieving equitable education opportunities and the redress of past inequality in education provision, including the promotion of gender equality and the advancement of the status of women”.

The South African Schools Act (Act No. 84 of 1996)

This Act is the principal Act governing transformation within the education sector in South Africa. It prohibits discrimination against learners on the basis of race, gender and ethnicity. The South African Schools Act (SASA) makes schooling compulsory for all children for 10 years, and states that there should be no discrimination between boys and girls. In the Preamble, the South African Schools Act undertakes to combat racism, sexism and all other forms of discrimination. The South African Schools Act provides for the need for representivity when a public school employs additional educators to the number determined by the MEC. Section 287 (e) of the Act provides that the MEC shall determine guidelines for the achievement of the highest practical level of representivity amongst members of the governing body.

The Education Laws Amendment Act (Act No. 50 of 2002)

This amendment to the South African Schools Act, 1996, provides for a national curriculum; for admission age requirements for both public and independent schools; and for the process of the assessment of learner achievement. In addition, it makes provision for the appointment of an intermediary to assist minor learners in disciplinary hearings, and it deals with safety measures at public and private further education and training institutions.



4. OBJECTIVES AND SCOPE OF THE STUDY

Since its inception, Curriculum 2005 has undergone three review processes and is now known as the National Curriculum Statement (NCS). All the working groups involved in the reviews were required to mainstream gender issues, and gender-sensitive people were appointed to the working groups. What the meaning of a gender-sensitive approach would be in each Learning Area was left to each of the coordinators and writers of the curriculum to decide. Among other things, the framework that was used by the reviewers focused on the process of textbook writing. One of the reviews found that while the curriculum was addressing racial stereotypes, gender and disability representations were not well addressed (McKinney, 2005). The other level of interpretation encouraged by the framework focuses on teacher training. To date, there has been no analysis of the extent to which teacher education that is oriented to the new curriculum actually addresses gender issues.

Objectives

This study is aware of what has already been done in terms of addressing gender in education. It examines:

- The extent to which the curriculum is used as a vehicle to attain gender equality in South African schools by focusing on the analysis of learner-teacher support materials with a view to determining their gender sensitivity;
- The extent to which the curriculum is used to ensure that female knowledge and experiences are valued in the construction of gender and gender inequalities;
- The extent to which teachers have been prepared to teach in a gender-sensitive way; and
- The extent to which parents have been prepared for the introduction of a gender-sensitive curriculum.

Secondarily, this study aims to:

- Determine the role that teacher unions play in terms of gender programming.



5. RESEARCH DESIGN AND METHODOLOGY

This study is a qualitative case study, with primary and secondary research. Miles and Huberman contend that qualitative data “emphasise people’s ‘lived experiences’ and it is fundamentally suited for locating the meanings that people place on ‘events’, processes, structures of their lives; and for connecting these meanings to the social world around them” (1994:10).

The study was conducted in two phases. The first phase, aimed at collecting primary data, involved in-depth interviews with four directorates relevant to the study within the Education Departments, both nationally and provincially. The second phase focused on collecting secondary data through desktop research on education legislation and policies.

Securing permission to conduct the study

Before commencing with the fieldwork, the research team wrote to the National Department of Education to ask permission to conduct the study. In addition, the National Department of Education was required to write and inform the provincial Departments of Education about the study.

Sampling

This was a national study which included all nine provincial Departments of Education and a number of teacher unions. Where possible, gender focal persons were used to identify the participants. Within the Departments of Education, four directorates were sampled. The directorates involved were the following:

- National level – Education Management Development and Governance (EMDG), Gender Equity, Curriculum and Teacher Education Directorates;
- Provincial level – the same directorates as those sampled at the national level; and
- District/Regional level – the same directorates as those sampled at the national and provincial levels.

The sampled directorates were purposely sampled on the basis of the functions they perform.

- The Curriculum and Assessment Directorate: This directorate was chosen because it “manages the development, implementation, monitoring, evaluation and maintenance of national policy, programmes and systems for general education and assurance. The GET Curriculum and Assessment Directorate is one of the three sub-programmes responsible for developing and implementing the curriculum and related programmes and systems for general education, and for evaluating and maintaining policy initiatives (Department of Education, 2006, p.12). In this directorate, individual in-depth interviews were held with the Chief Education Specialist to establish the extent to which gender is infused and implemented in the curriculum processes in the General Education and Training (GET) band.



- The Teacher Education and Development and School Management and Governance Directorate: This directorate falls within the Institutional and Human Resources Programme. This sub-programme is responsible for “developing policies and programmes for promoting the development of educators and of management and governance capacity, and evaluates qualifications for employment in education” (ibid). The School Management and Governance Directorate was sampled because education policy is directly implemented in schools, and the South African Schools Act (1996) has given various powers to school governing bodies to develop school policy and to prepare school managers to fulfill their management roles as key functions. This directorate was approached to establish the extent to which its current programmes are enhancing a gender-sensitive curriculum – in particular, how the curriculum is being used in order to combat gender discrimination in schools. The Director: School Management and Governance was individually interviewed to establish the extent to which parents, especially those who are members of school governing bodies (SGB), are empowered to ensure that the curriculum and policies in schools are gender-sensitive. Individual in-depth interviews were held with the Director of the Teacher Education and Development Directorate to establish how the CGE could make inputs into the current in-service and pre-service teacher development programmes. Inputs on the draft Teacher Education Policy document were given to the Directorate.
- The Equity in Education Directorate: The Equity in Education Directorate falls within the broad scope of Programme 5 – Quality Promotion and Development. This programme “provides strategic direction for the development of policies and education programmes to ensure continual improvement in quality of learning”. The Equity in Education Directorate develops policies and programmes for promoting gender equity, non-racialism and values in education (ibid. p13).


In addition to the interviews, the directorates were requested to provide any other supporting documentation that would add value to this study (attached as appendices).

Data collection

The conducting of interviews was perceived to be the most appropriate data collection method. It focused on participants from the national and provincial DoE, as well as those stationed at district and school levels. Participants were approached on a one-to-one basis by the interviewers, using in-depth interviewing schedules in order to explore the concepts in detail. The in-depth instruments for the four directorates mentioned above were developed in advance in order to triangulate data, using the following key themes that cut across all the directorates:

- Conceptualisation of gender, gender equity and gender equality
- Gender mainstreaming
- Gender in learning areas
- Training on gender
- Staff training on gender
- Evaluation of learner-teacher support materials (LTSM)
- Challenges in gender programming
- Strengthening of departmental linkages with the CGE.

Another instrument was also developed for the teacher unions. (The five instruments are attached as Annexure A.)



Between the end of January 2007 and mid-April 2007, the CGE researchers collected primary data from the directorates, sampled at the national and all nine provincial Departments of Education. The researchers conducted face-to-face interviews, with the responses being recorded with tape recorders and later transcribed. For quality control, all the interview tapes from the provinces were sent to the Head of the Research and locked away in a safe place, where they can be accessed at any time for verification of data.

Data analysis

The study adopted Miles and Huberman's (1994) approach of analysing data. This approach looks at three concurrent flows of activity, namely: data reduction; data display; and verifications or conclusion drawing. Data reduction refers to the process of selecting, focusing, simplifying, abstracting and transforming the data that appear in written up field notes or transcriptions. This process took place in the form of writing summaries and developing themes. Data reduction sorts, focuses, discards and organises data in such a way that a final conclusion can be drawn and verified. Summary paraphrases were drawn from the data collected. In order to easily draw conclusions and make verifications, data display was used. A matrix was drawn in order to compare and contrast responses from different directorates. This assisted us in understanding what is going on within the departments. The matrix helped us to organise data that were excessively bulky. Moreover, data were reduced into simplified themes using the matrix format. This made it easy to manipulate information for comparisons and contradictions. Lastly, information was assembled and organised into a compact form in order to draw justified conclusions that would suggest the next step or phase of research that might be useful.

Limitations

The following features were identified as risks to the study while it unfolded:

The size of the Department of Education

According to the Manual on the Promotion of Access to Information Act (Act 2 of 2000), the structure of the Department of Education comprises seven programmes, which are managed by Deputy Director-Generals, Chief Directors and Directors. These programmes are: (1) Administration, (2) Systems Planning and Monitoring, (3) General Education, (4) Further Education and Training, (5) Quality Promotion and Development, (6) Higher Education and (7) Auxiliary and Associated Services. This study is limited to schooling, hence its focus is on programmes (3) and (5). In Programme 3, there are three chief directorates and ten directorates. Only three directorates were interviewed. The Gender Equity Directorate is one of the two directorates which fall under the Chief Directorate: Equity in Education, and its main branch is Social Cohesion and Education. A total of three chief directorates and seven directorates make up this branch.

Problems of access

Fieldwork was due to commence at the end of January 2007 at the national Department of Education and at all provincial offices. However, by 31 March 2007 researchers in two provinces, namely the Western Cape and the Northern Cape, had been unable to interview any of the identified departmental participants. In some provinces, appointments were cancelled due to unforeseen circumstances, while in others some departmental officials were inaccessible. This will be evidenced by the content of the individual reports from these offices.



Triangulation of data

Even though the instruments were designed to triangulate data, there were high risks attached to probing certain questions and carrying out follow-ups to the next set of questions, due to the absence of data or non-responses to those questions.

Human resource capacity and staff movement

The project experienced some setbacks as a result of problems relating to human resource capacity and staff movement. Three provinces were affected. In two of the provinces, data were collected by the same researcher, who had to move from one province to another to complete the data collection process. Due to the unavailability of staff, the same researcher had to write reports for the different provinces. This had implications for the production of this final report. In the second province, the services of a research intern were utilised whilst the province was awaiting the appointment of a permanent researcher. In the third province, the researcher received approval from the CGE to move offices to another province after the appointment of another researcher. In addition, there seems to be no standardised report format. Some of the reports are very lengthy and detailed, whilst others are short and concise. Lastly, the final report had to be finalised by a researcher who was not involved in the conception and data collection stages. She had to rely on the provincial reports as well as the national draft report in order to produce this final product. However, this impacted minimally on the delivery of the project.

Utilisation of research by the DoE

The reviewed studies reveal that common thematic features appear in several studies, and the degree to which their recommendations have been adopted by the DoE is cause for concern. This also puts the current study into a precarious position, raising the question whether or not the DoE will take the emergent issues from this study seriously.

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Analysis of learner-teacher support materials

Researchers did not conduct their own analyses of the LTSM to examine whether it still favours boys and men, as indicated in the literature review. They relied on the information they received from the study participants. In the case of the researcher conducting the national case study, the materials were asked for, but never supplied by the Curriculum Directorate. Instead, they said the evaluation of the LTSM is conducted by the provinces.



6. ANALYSIS OF RESPONSES FROM THE NATIONAL DEPARTMENT OF EDUCATION

Introduction

Sections six, seven and eight present the data collected from different officials who serve as policymakers and implementers in the national and provincial Departments of Education. The data also show responses from other stakeholders seen as major ones in the education sector, such as teachers' unions. Similarities and differences are presented in detail to fit the broader context of both policy formulation and implementation in the education sector. The data presented in these sections are divided into different themes and sections. The sections present responses by government officials and the views of teachers' unions, such as the National Teachers Union (NATU) and the South African Democratic Teachers Union (SADTU). It is through these sections that commitment to, and the spirit and space of infusing gender into the South African education system are taken and put in proper perspective.


Definition of concepts

In order to build a common understanding around which to formulate the study, the directorates that formed the core of this study were asked questions about their understanding of the concepts of gender, gender equality and gender equity with the aim of establishing the DoE's perspective on the terms. In addition, concepts from the National Policy Framework and the Gender Equity Task Team Report (GETT, 1996) were used as guidelines, presenting as they do policy agreements within the South African context and within the global educational sphere. The report wants to note that the different role-players in the education sector attached different interpretations and understandings to the concepts. There seems to be no universal understanding of the concepts. Instead, they are defined and understood in relation to where one stands.

The following sections contain a description of the concepts according to what is written in the National Policy Framework and the GETT report, as well as what the respondents from the directorates said. This is done in order to provide the reader with a deeper understanding of the concepts, as the reporting mixes the documentary information and the evidence-based information. In addition, similarities and differences are presented in detail to fit the broader context of both policy formulation and implementation in the education sector.

Documentary definition of concepts

According to the National Policy Framework, *gender* refers to "the social roles allocated respectively to women and to men in particular societies and at particular times. Such roles, and the differences between them, are conditioned by a variety of political, economic, ideological and cultural factors and are characterised in most societies by unequal power relations. *Gender equity* on the other hand refers to 'the fair and just distribution of all means of opportunities and resources between men and women' " (p. xvii). The concept as used in the National Gender Policy Framework takes into account women's existing subordinate positions within social relations and aims at the restructuring of society so as to eradicate male domination. Gender equality is regarded as "a situation where men and women have equal conditions for realising their full human rights and potential".



The GETT report defines gender equity as the promotion of equal opportunities and fair treatment for men and women in their personal, social, cultural and economic agendas.

“Meeting women’s, men’s, girls’ and boys’ needs in order for them to compete in the formal and informal labour market, to participate fully in civil society and to fulfill their familial roles adequately without being discriminated against because of their gender” (GETT, 1997:40)

In the final analysis, the Gender Equity Task Team acknowledges that it struggled to differentiate between the concepts gender equality and gender equity, and hence it opted for using the term ‘gender equity’ (GETT, 1997: 41). The researchers discovered that the respondents in this study could not differentiate between these two concepts either.

Understanding the concepts from the perspective of the National Department of Education: Gender equity, gender equality and gender

The Gender Equity Directorate said they used the terms gender, gender equity and gender equality as defined in the Gender Equity Task Team report (GETT: 1997, pp. 121-122). This report defines gender as ‘a socially constructed differentiation between men and women’.


“The department has chosen the route of gender equity, because the DoE says everybody is equal before the law, but equality on its own will never happen, due to the background that people are coming from. So, to ensure that equality happens in the treatment whether at home or in school, there should be that fairness, justice etc., however in the Curriculum those are enshrined...” (Gender Directorate, 26/01/07)

In response to the presence or absence of a framework document to guide the implementation process, the Gender Equity Directorate stated that:

“There is no gender equity framework in the department ...there is no document that drives or directs everyone in the system. Three people have been commissioned to come up with a framework. There are three different drafts, and they ended up as drafts. There is no complete document, so we cannot even use the drafts, because they were never adopted as approved departmental documents. So in terms of what really drives the curriculum, every time when there are issues of equity or redress, people from this Directorate (GFPs) would sit with people from the Curriculum Directorate and ensure that the curriculum has a gender link.”

This statement paints a bleak picture about the DoE's political will to ensure that gender equity is realised within the education system. Wolpe, in Chisholm (2005), raises the same concerns when she says:

“For the school curriculum in particular, I had recommended that a working party be formed that would interrogate all aspects of the curriculum in order to ensure that gender equity issues and attendant problems identified in the report would be addressed. This was not done. When the draft curriculum was available in 2001 at the time when I was working for the department, I was told not to concern myself with this. ... Linda Chisholm’s review of the curriculum does make it clear that there is an overall incorporation of gender into questions of human rights; but there is no assurance that the problems will be adequately dealt with.”



As confirmation of this weak implementation of the recommendations of the GETT report, the Curriculum and Education Management Governance and Development Directorates (EMGD) stated that they had never received any guidelines or a position paper from the Gender Equity Directorate on how to approach gender in their respective directorates.

Gender equality is regarded as a constitutional provision that indicates that we are all equal before the eyes of the law, regardless of our gender and race. Respondents' understanding of gender equality has to do with recognising equality in all people in South Africa. According to the Constitution, there should be no one inferior, and policies should recognise that there should be equality. There was consensus among respondents that the thrust for the Department of Education is gender equity, because it takes into consideration different perspectives as well as historical imbalances.

Gender mainstreaming

In response to whether a gender mainstreaming framework existed in the department, the Curriculum Directorate stated:

"If you are talking about the department, I would say it is this office [referring to the DoE Head Office, where the interview took place] and the provincial offices. The provincial office is the support structure. This office formulates policies, and the Quality Promotion and Development Directorate is there to make sure that policies are talking to gender issues."

From this statement we learned that all gender-related matters were located in or handled by the Gender Directorate.

Teacher education

According to the Gender Equity Directorate, it did not have direct linkages with the Teacher Development Directorate, because teacher education falls within the higher education sector. Institutions of higher education are autonomous. Therefore, they develop their own curriculum. Accordingly, the Gender Equity Directorate had never engaged with the higher education division. The Teacher Education Directorate had a slightly different story. They informed the researchers that when the draft teacher education policy was introduced, it was widely disseminated in all the divisions. However, no input – formal or informal – was received from the Gender Equity Directorate. This raises questions about the Directorate's ability to influence gender mainstreaming or the implementation of gender policies in all the sectors.

Teacher education curriculum

This research took place in the form of a discussion or a conversation instead of an interview. No specific questions were set prior to the discussion. The CGE's teacher education instrument was not utilised. Instead, prior to the meeting the researcher was able to access the electronic version of the Draft National Teacher Education Policy, 'Teachers of the Future' (DoE, 2006), and the discussion revolved around the gaps that were identified in this document. The CGE's instrument was perceived as being obsolete, redundant and lacking up-to-date information.



Key issues that emerged from the meeting

- a) Even though gender seems to appear in almost all education policy texts and statements, there was no mention of gender in the draft Teachers of the Future policy document. The focus of the discussion therefore revolved around ensuring that the teacher curriculum becomes gender-sensitive.
- b) It may be possible to get 'buy-in' by the Deans of the Schools of Education through the Initial Professional Education and Training (IPET) or in-service programme. The aim is to ensure that the teaching of gender studies becomes compulsory and not an elective in the IPET program – just like the teaching of cross-cutting issues in education such as the management of HIV/AIDS, languages, inclusive education, etc. This is a difficult-to-sell recommendation, however, in that universities are autonomous and decide on their own programmes.
- c) The Teacher Education Directorate can recommend to the South African Council of Educators (SACE) that all teachers who participate in Continued Professional Teacher Development (CPTD) programmes should be trained on gender studies, so that they can implement gender requirements as reflected in the eight Learning Areas. This creates space for the SACE to work closely with the South African Qualifications Authority (SAQA) to ensure that the private providers who offer the training are accredited and provide relevant programmes that are in alignment with the SAQA standards generating bodies.

This was a breakthrough meeting, in that there was consensus between the two parties that once educators have been trained at both the IPET and the CPTD levels, there is a possibility that 'gender' as a construct will be realised in the education system. The CGE will thus be able to play a meaningful monitoring role in education. These sentiments have been expressed in various documents, for example, the executive summary of the GETT report (1997) and a document by Chisholm and September (2004). This study reiterates the position that pre-service and in-service training on and understanding of gender are crucial in teacher development.

Mainstreaming gender in the curriculum

According to the GETT report and as espoused in the National Gender Policy Framework, women are to feature at the center of the agenda when it comes to DoE policies and projects.

Gender in the Learning Areas

When asked about the role of the Learning Areas in encouraging or promoting gender equity in education, the respondent from the Curriculum Directorate said, "Life Orientation is the 'mother body' for gendered Learning Outcomes and it covers all issues of gender stereotyping, and every learner is offered an opportunity to take the Learning Area".



Further it was stated that:

“Life Orientation is supported by a programme that is actually managing Life Skills (LS). All discrimination issues, such as HIV/AIDS and violence, that are dealt with in the Life Skills programme may be captured in LO; but LS comes with activities you would say support curriculum activities. These include gender-based violence; HIV/AIDS; the teenage pregnancy issue; peer pressure; issues of discrimination and bullying; and alcohol, drug and substance abuse. It also looks at promoting positive behaviour, because we are coming from a background where, with issues like crime, children take it as a way to fame; some children have low morale, low self-esteem, and those substances give them power, and when they reclaim that power to boost their morale, they resort to things like gangsterism, violence. And those issues of gangsterism are covered in LO and an enabling environment is created.”

The Gender Equity Directorate raised questions about perceptions regarding the effectiveness of the Life Orientation Learning Area, due to the high incidence of rape and teenage pregnancy in schools reported in the media.

“When we have a good Learning Area, why would we, as a system, see such a big rate of girl pregnancy? Is Life Orientation not one of the tools to help learners make the right choices? LO should go into issues of relationships, even if it does not go deeper into sex education. Why do we have 200 children pregnant in one school? So whatever is taught in that Learning Area, for me, is not working.”

These contradictions support the notion that there should be synergy between various directorates in the department in terms of building a common understanding of gender equity and gender mainstreaming. This is one enormous task that the Gender Directorate is facing.

Training programmes offered by various directorates

Each directorate was interviewed about the training programmes it offered, including how such programmes were offered. The programmes listed by the Gender Equity Directorate were:

- WIM (Women in Management)
- Girls Empowerment Movement (GEM)
- Boys Empowerment Project
- Addressing Teenage Pregnancy
- Sexual Harassment.

According to the Director of the Gender Equity Unit, the WIM (Women in Management) programme had done an audit of women in the education system. The result proved that, even though education is a female-related profession, a lot of women were still at the lower levels in the system, including even spaces such as primary schools. Management space continued to be occupied by men after the new dispensation.



The Gender Equity Directorate played a significant role in the conceptualisation of several directorates' projects, such as the Women in Management (WIM) programme, to ensure that they have a gender perspective. However, because of the small size of this directorate, the staff members were minimally involved in the implementation of the various directorates' projects. Besides the Director, there were only two professional staff members tasked with promoting gender programming at national level. The Gender Equity Directorate thus perceived itself as playing a supportive role towards other directorates, with the statement below supporting that thinking:

"We are not developing and implementing most of the time, we are supporting; we assist other directorates with gender matters."

This supportive role was corroborated by the EMGD directorate, which stated that, through informal meetings with the Gender Equity Directorate, the two directorates decided on designing a programme on Women in Management and Leadership.

Still as part of the process, the EMGD directorate was piloting at national level, as an entry-level qualification for principals, an Advanced Certificate in Education Management and Leadership Development. "The ACE course is infused with two main themes: managing schools within the transformation process and issues of gender. Beyond that it focuses on ensuring that all the elements of leadership and management – the technical, the people, the organisational and the content elements, within the school – function optimally and effectively" (DoE, Programme Overview, 2006).

Even though each directorate had its own specific programmes, the Gender Equity Directorate focused on the 'social violence' programme. The DoE manual on "Opening Your Eyes" (DoE, 2001) was being piloted in KwaZulu-Natal, and the province was supported through the allocation of a training budget. The manual is accompanied by several workshops, where guidance is given to the facilitators/educators.

Training offered by the Curriculum Directorate

The Curriculum Directorate, on the other hand, offers in-house curriculum-specific training programmes throughout the system, based on a cascading model.

"The national office will go and train the provincial administrator's officials. We are trying to do that ourselves in order to sustain everything that will support the programmes. So this office will then train officials (provincial officials), then they will establish training teams that will train teachers, with those teams consisting of officials."

This cascading model of training has been widely criticised as being an inadequate model for effective training, and it failed to prepare either officials or school-based educators for the complexity of C2005 implementation (DoE, 2000, p. 55). From the respondents it became clear that each directorate has its own programmes, which do not necessarily have a gender inclination, and this leads to the inevitable conclusion that "there is patchy implementation of policies and programmes to promote gender equality" (Aikman, Unterhalter and Challender, 2006) in the DoE. What is even more worrisome is the fact that, according to the respondents in the study, no impact studies had been done on the existing programmes.



Staff training

Directorate staff had received various levels of training on gender studies. The Director had been trained by the United Nations; another staff member had been trained by UNICEF and was doing a post-graduate degree on gender studies with the University of Pretoria; and the third member was receiving in-house training that was offered by an accredited service provider. The Directorate does not have its own training programme but sometimes organises short courses with the University of Pretoria. Despite these short training sessions, this directorate never played any role in the unit standards generating processes of the South African Qualifications Authority (SAQA). It raises questions about the level of training that is offered to GFPs (nationally and provincially) if the directorates' members have neither been exposed to such developments, nor received information from any of the delegated directorates that participate in such processes. It may then be asked whether or not an appropriate training programme, aligned to SAQA unit standards, will be offered.

Learner-teacher support materials

The Gender Equity Directorate informed us that it uses tools developed by the Forum of African Women Education (FAWE) to evaluate existing educator and learner materials in schools for their sensitivity to gender discrimination issues. The statement below attests to this.

"...for example, FAWE (the Forum of African Women Education) will have brilliant tools that we don't need to duplicate. We just take that [information] and acknowledge it in the annexure. Example: with the GEM guidelines, we have developed and attached that as an annexure, so that when the educators go through it, that they will see that mainstreaming gender into the curriculum takes place." (Gender Equity Directorate, 27/01/07).

The Curriculum Directorate stipulated that its function was not to monitor the materials in use. Rather, it was up to the provinces to monitor the accredited publishers to ensure that they complied with the departmental guidelines.

"Much as the development of materials doesn't usually take place in this office, and even the provinces may not develop the materials themselves; but what happens is, they get accredited publishers and they get materials from that company, and usually they have the learning support material from the training committee from the province that would look at all the materials that are from publishers and screen all the publishers according to the curriculum's priorities..."

The researchers were promised the various materials and instruments in order that they may get an overview of what the directorate does. These include the CTA for Arts and Culture, Social Science and Life Orientation skills; the planners' book; and the attendance report (i.e. statistics) on training. It is regrettable to note that several attempts by the researchers to access these materials turned out to be a fruitless exercise.

Problems or challenges

This was a sensitive question, posed to each directorate, in that they had to be critical and reflective of their own practices and identify gaps that would assist them to improve on their work. This is a challenge in that the government has long created an environment for promoting gender equality, and yet gender equality seems to be unattainable.



Strengthening the Department of Education's linkages with the CGE

This study took place during the evaluation of the Chapter 9 institutions, as stipulated in the Constitution. Despite the sensitivity of this question, it was purposely raised so that the Commission for Gender Equality (CGE) would understand perceptions on the ground about its sphere of influence, and to improve on practice. The Gender Directorate said that, besides playing a monitoring role on the implementation of the curriculum, the CGE should be seen to be playing a more vigilant role as a watchdog of the department. The CGE's influence in the education sector was compared to that of the Human Rights Commission (HRC).

"The department should know that if we don't deliver, they (the CGE) will be there to ask questions. The Human Rights Commission (HRC) is feared; when there is a question from the HRC, we run, but with the CGE it's like the department is just saying: 'Ag! We will talk to them.' The HRC are serious watchdogs."

The Curriculum Directorate, on the other hand, perceived this study to be the first step in the process of offering constructive criticism on the department's efforts to implement the new curriculum.

"I see the CGE as providing a critical eye on the implementation of the curriculum. This, I would say, is the first intervention with the curriculum unit on gender issues. I see it as a continuous process/programme where you will not only be interviewing us, but will take a further step, since you will be going to provinces and schools. So, if you can give us feedback as an outside eye on whether what we are doing satisfies the expectations of the Commission on the promotion of the gender issue within the country, that can serve as an external feedback to us, and we'll be able to say how we can adapt to actually make sure that things are happening the way they should." (Curriculum Directorate, 26/01/07)

The Curriculum Directorate was assured of constant feedback, careful handling of sensitive data, and the confidentiality of the study.



7. ANALYSIS OF RESPONSES FROM TEACHERS' UNIONS

Concept clarification

The teachers' unions reported that they had never received formal training on gender mainstreaming before. Consequently, it was difficult to elicit clear definitions of concepts from the participants. The researchers realised that probing further on whether the union was taking a gender equality or a gender equity perspective was hampering the discussions and putting the participants in a compromised position.

Gender policy

None of the unions had a policy on gender. The Professional Educators Union (PEU), the South African Democratic Teachers' Union (SADTU) and the National Professional Teachers Organisation of South Africa (NAPTOSA) were in the process of developing their own policies during the interview period; however, there was no indication from the Suid-Afrikaanse Onderwysersunie (SAUO) that it they would ever developed one. The SAUO interviewee stated that he was only involved in the professional support services of the union, focusing on curriculum issues. It was also difficult to get responses from a gender perspective, because the union had never interrogated gender issues, apart from acknowledging that gender is one of the core values of the constitution and therefore has to be respected.

Programmes promoted by the unions

Since social violence was dominating the media in 2006, with special emphasis on gender-based violence amongst learners, all the unions said that, in 2007, they would put the spotlight on social violence in schools. The SAUO was to hold a national conference in May 2007, and the union envisaged talking about the issue of violence in schools. NAPTOSA also focuses on HIV/AIDS.

Challenges regarding gender programming

With the exception of the SAUO, the unions were experiencing leadership problems, which impacted on their budgets and gender programming. Even if programmes were identified as being crucial, gender programs were least budgeted for and trivialised, because decision-making on the budget lies with the executive body and none of the participants belonged to this body.

Interrogating the National Curriculum from a gender perspective

The SADTU participant stated that there was no focus on gender in schools. However, SADTU played an influential role in shaping the new curriculum. It supported the rights-based framework of the new curriculum, which it considered essential for providing young learners with the tools to transform the nation. During the consultation process, the union did not strongly advocate a dedicated gender focus, but rather accepted the inclusive nature of the curriculum, which implied the inclusion of gender issues, among others. Teachers, including women teachers, are reluctant to add gender issues to their long list of priorities – they feel overwhelmed by their existing workload and do not have the necessary training to deal effectively with gender issues.



Gender training

None of the union members had received formal training on gender from an accredited provider. The PEU GFP was, however, a member of the 1997 Ministerial Gender Equity Task Team and had had experiential learning from this process. The GFP also worked closely with the Equity in Education Directorate in the DoE, because she was a member of the National Gender Coordinating Committee (NGCC).

"We felt that the issue of gender is serious and we need our members to be sensitised on gender. I invited the Director of Gender Equity in the DoE to a workshop, and she came with her team, and they did a wonderful job in sensitising our membership at national level. Unfortunately we never had a similar workshop where we could sensitise especially our male members, who feel so threatened by women. The training has never revolved around the NCS, but rather around broader gender equity issues, which are also influenced by national programmes such as gender-based violence, because we usually make sure that we do something on the 16 days of activism, issuing white ribbons, and at that time we are able to say to our general membership, "Please, no violence against women and children," especially with us as teachers dealing with children."

SADTU members mentor each other. The union does have a capacity programme for women, but it sometimes uses the services of senior female 'comrades' from the South African Communist Party (SACP) or the Congress of South African Trade Unions (COSATU) to try and "... understand and grasp issues of gender, the context, the technology and the structuring; then you grow from there. This is our gender political school," (SADTU interviewee, 26/01/07).

Challenges

All the unions, apart from the SAUO, talked about a leadership battle, with men occupying executive positions in branches and districts and no male representation in the Gender Committee, because gender is perceived as being the domain of women.

"We need formal communication with the department. If they produce guidelines for gender, etc., they must invite us and we will be there, for example as with HIV/AIDS that is done in all provinces. Initiatives come from national level."



8. PROVINCIAL REPORTS

This section presents all nine provincial reports as released by the various researchers. Each provincial report is a 'stand-alone' report with its own individual status. Just like the national report, each provincial report reflects the views of education officials and of the members of teachers' unions on some or all of the following issues:

- Conceptualisation of gender, gender equity and gender equality
- Gender mainstreaming
- Gender in Learning Areas
- Training on gender
- Staff training on gender
- Evaluation of learner-teacher support materials (LTSM)
- Challenges in gender programming
- Strengthening departmental linkages with CGE.

For triangulation purposes, each respondent was asked to answer the question in relation to each of the issues given above.

8.1 EASTERN CAPE PROVINCE

Education

The province has five universities; two satellite campuses; 20 technical colleges; and numerous primary and secondary schools, many of which offer high-quality educational facilities. Sixty three per cent of the population are over twenty years of age and have received some form of higher or tertiary education, while 22.8% have received schooling (Statistics South Africa, 2003).

Research methodology

This report is based on interviews conducted with participants from:

- The Curriculum Directorate
- The South African Democratic Teachers Union (SADTU).

The Curriculum Directorate was interviewed in Zwelitsha at the Department of Education's offices, and the union representative was interviewed in Bisho.



RESEARCH FINDINGS

CURRICULUM DIRECTORATE

Concept clarification

According to the Curriculum Directorate, the department is informed by gender equity, which overemphasises the rights of a girl learner. Their understanding is informed by South Africa's historical background, where a girl learner was marginalised when accessing Mathematics and Science. The Directorate vehemently states that girl learners' interests need to be seriously taken into consideration in order to fight inequality and any other unfair treatment of a girl learner.

The Dinaledi Project

According to the respondents, this particular project is aimed at improving Senior Certificate results in Mathematics and Science and getting rid of past perceptions that only boys can participate in Mathematics and Science. In this project, learners who do not perform well in the target subjects get assistance. There are numerous other projects designed for the girl learner as well, e.g. the Telkom and ABSA Mathematics and Science projects.

Mainstreaming gender in the curriculum

According to the National Framework, it is the responsibility of the provinces to implement and be mindful of gender within its programmes. According to the Curriculum Directorate, there is no Gender Equity Directorate; rather, there is a forum that promotes gender equity in the Department. It is in this forum that gender is put onto the departmental agenda. In this forum, the principles of equity, such as credibility and human rights, are taken into consideration.

The respondents emphasised that there is no formal structure for mainstreaming gender, but the principles that speak to equity are diligently upheld and reinforced within the Directorate. The Directorate further indicated that, when developing materials and training teachers, the principles of gender equity are taken into consideration as well. However, there seem to be no proper guidelines that the Curriculum Directorate adheres to when mainstreaming gender equity, as evidenced by a respondent's reply that "There is no particular driver that looks at gender specifically." Furthermore, there seems to be no clarity as to who monitors gender within the curriculum.

Materials development

The Curriculum Directorate stated that schools have a right to comment on the materials and are in a position to disapprove if the material was not designed in the manner that was anticipated, or if the material was not gender-sensitive. It was contended that a person had been assigned to evaluate materials for gender sensitivity.



Strengthening the Education Departments' linkages with the CGE

To do this, the participants proposed two things:

1. The Commission for Gender Equality should conduct assertiveness training programmes which will empower educators.
2. There should be training programmes for male educators to assist them to respect and have tolerance for their female counterparts at work.

TEACHERS' UNION – SADTU

Concept clarification

According to SADTU, "a lot of people confuse gender, in that it is thought that gender has to do with women's issues."

Mainstreaming gender in the curriculum

According to the union, they are not the Department of Education, and therefore that makes it difficult for them to have a say in issues regarding the curriculum.

Challenges

The challenges identified by the union regarding gender programming are that: *"the curriculum is silent as far as gender is concerned, and stereotypes within the Department are the order of the day."* The union believes that there is still a long way to go before the curriculum can be gender-sensitive. The union mentioned that they were working closely with external organisations such as the Progressive Women's Movement, the World Health Organisation and NGOs.

Staff training

The union provides in-house workshops, but they are not accredited. The union further stated that these trainings were of vital importance, because this was where teachers learned to be gender activists. But SADTU faces challenges in this regard.

- Some of the teachers are not able to attend the workshops, because they do not get released by their principals.
- There are budgetary constraints.

Strengthening linkages with the CGE

As far as the union is concerned, the CGE is invisible, and there has indeed been no close interaction between the two parties. The same goal has to be shared, which is to mainstream gender in the curriculum. The union thinks that the Commission for Gender Equality needs to be visible.



ANALYSIS

CURRICULUM DIRECTORATE

There is no particular framework that keeps officials informed around gender. In fact, they say that mainstreaming gender into the curriculum is bound to be problematic, because there is no gender equity division or directorate, nor are there any gender focal persons. Consequently, there is no driving force and no monitoring vehicle to see that gender as a construct is included within the curriculum. There is clearly an imbalance that needs to be challenged in order to bring gender-related matters to the agenda.

It is clear that, in drafting the curriculum, gender might have been taken into consideration, but it was not treated as a critical matter. There is still a gap in terms of implementation and bridging the gap around gender-related matters in the curriculum.

SADTU

It would seem that no platform has been created for the union to give inputs on the design of the curriculum. The union is aware that gender is not mainstreamed within the curriculum. It has tried to conduct workshops to inform educators about gender-related matters. However, there are constraints. Some of the teachers are not allowed by their principals to attend these workshops. The union is convinced that there are stereotypes within the Department of Education regarding gender and that gender is not given enough attention by the Department.



8.2 FREE STATE PROVINCE

Education

The Department of Education in the Free State comprises five districts:

- Motheo
- Xhariep
- Lejweleputswa
- Thabo Mofutsanyana
- Fezile Dabi.

The provincial offices of the DoE are located in the capital, Bloemfontein (Motheo District). According to the 2006 edition of *School Realities Information*, there are 1 752 public and 69 independent schools in the province, and two tertiary institutions. There were 686 346 learners in the Free State in 2006: 341 072 females and 345 274 males. The learner-to-educator ratio was 21.3 in independent schools and 29.5 in public schools in 2006, while the learner-to-school ratio was 382 in public schools and 236 in independent schools.

Research methodology

This study used the interview method. Interview guides were used to conduct in-depth individual and focus group interviews. Two interviews were done: one with the provincial Curriculum Directorate and the other with the GFP of the South African Democratic Teachers Union (SADTU). On average, each interview was thirty minutes long. Secondary research in the form of desktop research was also done.

Sampling

The overall sampling was done with the assistance of the provincial gender focal person in the Department of Education. Participants included officials from the provincial and district offices. In sampling the districts, consideration was given to including one rural and one urban district.

Study limitations

Data collection did not go according to the study plan. The participants' schedules were full, and the researcher had to leave before some of the participants could be interviewed. Consequently, the findings are narrow. They do not include data from the Teacher Training and Development, Education Management, and Governance Development Directorates, nor from the other dominant teacher union in the province.



PRESENTATION AND ANALYSIS OF THE FINDINGS

Concept clarification

Since the study is based, by its nature, on the extent to which gender as a construct is used as a vehicle in the delivery of the curriculum (National Statement), it was deemed appropriate to get a sense of the participants' understanding of a few concepts, namely gender, gender equity and gender equality.

CURRICULUM DIRECTORATE

Generally, the response from the Curriculum Directorate showed an understanding of the concepts. This is what they had to say on gender equity:

"Gender equity is fairness in treating males and females. From an educational point of view, there should be no discrimination; there should be equal treatment, fairness and inclusion. Work allocated should be suitable for each gender. If either gender qualifies for a job, they should get it. Equity should also be about redress of imbalances."

It was apparent that the Department was working less on gender equity and more on gender equality, as they stressed achievement of equal numbers of men and women in the work place.

Gender mainstreaming in the curriculum

The directorate indicated that there were no formal structures in place to mainstream gender in the curriculum.

Training

Officials and educators have not been trained on gender issues/mainstreaming, apart from training by subject advisors.

Gender in the Learning Areas and materials development

According to the directorate, there is some inclusion of gender issues in all the Learning Areas. For example, posters used are gender-sensitive, and learning materials go through a screening committee in the province. Any material that is gender-biased is rejected. Publishers undergo a two- to three-day intensive training course before they develop materials. In choosing learning materials, evaluators follow a list of criteria that are gender-sensitive.



Challenges

The directorate faces the following challenges:

- Inadequate monitoring of educators' work
- Traditional/ethnic values that inhibit gender mainstreaming – even if the curriculum is gender-sensitive
- Sometimes, relating values to Learning Areas is a bit difficult
- The use of life skills to raise learners' consciousness about gender sensitivity may not be enough
- Parental involvement in gender issues to continue what is instilled in schools.

Strengthening linkages with the CGE

The directorate says that it would welcome the training of educators and officials on gender matters by the CGE. Such training should be accredited.

TEACHERS' UNION – SADTU

Gender in the Learning Areas

The GFP concluded that gender has not been infused in the curriculum in a satisfactory way. She also pointed out that there is a lack of training of teachers on gender matters.

Training

The DoE trained the GFPs in a three-day workshop. They were supposed to get certificates, but are still waiting.

Challenges

- People view GFPs as positions for women
- Vastness of the province
- Budgetary constraints
- Heavy workload, as the GFP is a fulltime educator.

Strengthening linkages with the CGE

- The GFP feels that the DoE should appoint relevant, capable people to the position of GFP.
- The DoE GFPs' budgets should be increased in order that effective work may be done.
- The CGE could help by conducting workshops on gender matters and by supplying GFPs with teaching materials.
- The DoE should approve all learning materials that focus on gender.



CONCLUSION

GFPs are not positioned in accordance with South Africa's National Policy Framework for Women's Empowerment and Gender Equality. The positioning of trained GFPs, especially in government departments, is crucial, as it affects the effectiveness of work done by GFPs. The fact that gender is added on to an official's list of other responsibilities does not help. GFPs cannot be fruitful in gender matters that way.

RECOMMENDATIONS

In light of the two interviews held for this study, the recommendations are as follows:

- The Equity Task Team's recommendations should be reviewed.
- Gender focal persons should be appointed at a level recommended by South Africa's National Policy Framework for Women's Empowerment and Gender Equality.
- It is necessary to train education officials on gender matters.
- GFPs must do only gender work.



8.3 GAUTENG PROVINCE

Education

Most schools in this province are multi-lingual and employ educators from other provinces in order to cater for those that also want to learn in their indigenous languages. In the 14 school districts in the Gauteng Province, there are 2 369 schools and 1 850 072 learners.

Research methodology

The study used interviews to collect data from the relevant participants. Officials that were interviewed were from the following directorates: Gender Equity, Curriculum, Teacher Development and Education, Management and Governance. Within the curriculum unit, both the intermediate and the foundation phases were interviewed, because both are stand-alone projects within the curriculum unit. Officials from teacher development and curriculum units at district level were also interviewed. The respondents were directors, heads of departments (HODs) and chief education specialists (CESs). They were interviewed after the input of officials at the head office had been analysed.

Two teachers' unions, SADTU and the Professional Educators Union (PEU), were interviewed in Gauteng for this project. It was deemed necessary to select these two, as they offered an independent input from that of the Department of Education. They were selected because they play a significant role in building capacity for their constituencies in schools.

Limitations of the study

1. Except for three people, none of the people who were interviewed was well versed in gender affairs.
2. The manner in which gender as a construct is treated also offers a very difficult angle for analysis.
3. Some officials showed naivety when it came to the definition of the concepts. This posed a challenge in that a hopeless situation had been created to begin with.

This was the first phase of the research. Therefore it posed limitations in terms of reaching a comprehensive conclusion on what the study has achieved.



Concept clarification

Gender focal person

According to the DoE's GFP, gender is a social construct that relates to the roles that men, women, boys and girls play in society. It therefore translates itself into issues of power, relations and the whole issue of stereotypes. When talking gender, we need to be looking at the level of the playing field from the background that we are coming from and in terms of the inequalities that we find ourselves facing.

Curriculum Directorate (Foundation Phase)

The question on gender equity was answered as follows: "I think equity is giving more opportunity, is about equal opportunity and in the school situation it is about boys and girls. Whatever opportunities there are, children should have equal access to the curriculum and we should create equal opportunities for both girls and boys."

The directorate, because of historical imbalances, tries to provide women and girls with more opportunities than the opposite sex in order to level the playground, especially in areas like Mathematics. In the case of women, this is extended to include management positions. Unlike in the past, when positions of principals and directors were male-dominated and there were very few female principals and directors, women are promoted to these positions a lot more. The respondent said that sometimes adjustments need to be made for these changes to take place.

Gender and gender equality

The respondent said that, when talking about gender, one is acknowledging the fact that there is a difference between males and females in terms of the physical, but in terms of ability we are equal and the same.

Analysis

It looks as if the curriculum unit (Foundation Phase) adheres to a policy that pushes gender issues forward. The only problem is that the respondents did not know whether they were promoting gender equity or gender equality. This is what they had to say on the issue: "We go for both." This answer was given without any hesitation, unlike the GFP who stated that it depends on the circumstances. The unit made mention of the fact that the two thrusts cannot be utilised one in isolation of the other, as they inform each other, no matter what the circumstances are. According to the directorate, the two of them are interwoven.



Curriculum (Intermediate Phase)

The respondents said that gender is concerned with the difference between male and female, and gender equality is whether we are distributing work equally amongst males and females. They mentioned, as an example of gender equity, the redressing of the imbalance in top positions in the GDE, from head office to district offices down to school level.

They said that, to their knowledge, their department was pursuing gender equity. This knowledge was based on personal observations and not on any concrete evidence.

Analysis

The Gauteng policy document talks of gender equity in the Department, rather than equality. This contradicts what is said on the issue by the GFP and the Curriculum Unit (Foundation Phase), which agrees with the Gauteng policy document. For the GFP to be confused on this issue gives a clear indication of a unit undecided on which thrust to follow, with a resultant negative impact on the other units within the Department.

Besides this, the definitions of the concepts are more or less the same as in the National Gender Policy Framework document.

Gender mainstreaming

GFP

According to the gender focal person, there is no structure in the Department to mainstream gender. It is the responsibility of one person only. The GFP identifies curriculum issues as one of the areas that she has focused on in trying to mainstream gender. However, she suggests that there is a need to look at all the directorates if real change is sought.

Curriculum (Foundation Phase)

This unit reiterated what the GFP had said. They said only one person was responsible for the mainstreaming of gender in the whole department, and this person was expected to take care of everything. In addition to the assistance of the GFP the department also uses an evaluation instrument, which they say is based on the Constitution and non-discriminatory, to evaluate whether they are mainstreaming gender in their activities.

Educators have not been evaluated so far on how gender-inclusive their teaching is, but those in charge of the learner-teacher support material (LTSM) have the instrument for the evaluation of materials recommended for use in schools. If they discover that the LTSM is not up to standard, they can write to their publishers and indicate any problematic areas.



Curriculum (Intermediate Phase)

According to this unit, the focus is not on gender per se, but on a range of curriculum-related aspects, with gender being only one of them.

Teacher Development Directorate

No deliberate attempt to incorporate gender in teacher development programmes was reported.

Education Management and Governance Directorate

This unit said that it had tried to use advocacy to infuse gender in SGB elections. It encouraged women membership of the SGB, and even their election as SGB chairpersons.

Analysis

The responses provided by the various respondents indicate that there is no clear-cut policy on gender mainstreaming. The Gender Equity Directorate, that was supposed to be a leader in gender mainstreaming, is a one-person show. In addition, there is no structure responsible for mainstreaming gender.

Gender in the Learning Areas

Curriculum (Foundation Phase)

This unit differentiates between what the policy says and what happens in the classroom when a teacher teaches. The respondent thought there was no visible evidence of the inclusion of gender in the Learning Areas when teachers teach. The respondent told the researcher that she was once involved in a national project that was focusing on gender equality in the classroom. In this project they were visiting schools, observing whether schools were implementing gender equality when teaching. They were given guidelines, but she could not see that any schools were following the guidelines.

Curriculum (Intermediate Phase)

In the Intermediate Phase, Assessment Standards in Life Orientation (LO) are used to address gender equality, equity, stereotyping and all the relevant multi-cultural and diversity aspects. According to the respondent, the tool they use infuses all the necessary elements so that teachers are not confused.



Curriculum (District)

The district representative explained that they do observe gender equity when employing educators. However, the same could not be said for the curriculum, as gender equity was observed mainly in LO. Still, teachers are advised to observe gender equity when teaching.

Analysis

The two curriculum units (Foundation and Intermediate Phases) in the GDE were unanimous in saying that gender is not infused in all but one Learning Area, Life Orientation. The rest, according to one unit of the Curriculum Directorate, have been minimally infused. The GFP said gender is infused in the curriculum, and every instrument that goes out of the department is gender-sensitive.

Staff composition

The GFP works alone. She utilises education support co-coordinators, and they are the ones who help with the GFP programmes when necessary, e.g. the HIV/AIDS programme.

Training Gender focal person

In terms of training, the GFP said, "I have no training at all. There was no in-house training for me. I gathered information on my own from other sources and my background as a social worker, from the university I attended and from the training I received from the service providers that were organised by the Premier's Office (Gauteng)."

Curriculum Unit (Foundation Phase)

This person said, "I have training from another province."

District Curriculum Specialist

This is what the District Curriculum Specialist had to say when asked about training: "No, I have never been trained. But I have done gender courses."

Analysis

Seemingly, only the person from the Curriculum Unit has broad training on gender, and the rest rely on their life experiences and university education. The most alarming case is that of the GFP, who has not received any specialised training in gender, yet is expected to lead the whole department in the transformation process in so far as gender is concerned. The department is non-committal, and the gender policy that they themselves drafted seems to be non-existent when it comes to the implementation of the policy document.



Materials development

The GFP says the material developed by the Curriculum Unit is analysed by the LTSM people to ensure that there is gender sensitivity. The GFP forms part of the LTSM assessment team.

The Curriculum Unit (Foundation Phase)

According to the respondent, "The LTSM people have that instrument for the evaluation of the materials that are recommended for schools. They go through aspects like gender to see if they adhere to the requirements of the instrument, then they approve or disapprove the materials."

The Curriculum Unit (Intermediate Phase)

This unit supported the Foundation Phase Curriculum Unit when it said, "All the materials that go to schools are quality-assured before they are permitted to be used in schools. We must see to it that the information that goes into the materials is sensitive towards gender." This sentiment was shared by the District Curriculum Unit as well.

Teacher development

Attempts by this directorate ended when the person who was passionate about gender left the department. Since then the unit has not heard anything in that regard.

Analysis

There is consensus that LTSM is assessed for gender sensitivity. What is worrying, though, is the lack of internal processes as regards including the GFP from the very beginning of materials development.

Department of Education linkages with the Commission for Gender Equality

Curriculum (Foundation Phase)

According to this unit, the CGE can conduct workshops to empower the officials to do their work.

Curriculum (Intermediate Phase)

According to this unit, the Gauteng DoE and the CGE can form a joint partnership and do advocacy. This can take the form of posters and learner materials that could fit into any of the Learning Areas.



Teacher development

This unit thinks there is a big job to be done by the DoE and the CGE in sensitising people to gender issues, doing gender-sensitive research and sharing the research with people.

Education Management and Governance Directorate

This directorate thinks that the CGE must capacitate the people.

Analysis

All the units are well aware of the CGE's existence and its constitutional mandate. Nevertheless, the units have not asked for help from the CGE. Their acknowledgement of the fact that they lack capacity for dealing with gender issues is a step in the right direction. They are calling on the CGE to partner with them in doing lobbying, advocacy and training.

UNION RESPONSES – PEU AND SADTU

Concept clarification

SADTU's GFP said, "Gender issues would encompass issues of inequality between females and males; it is not so much about biological differences as it is about power relations. I understand gender to be about power relations, how we are socialised, the patriarchy thing, male dominance and so on."

Gender mainstreaming in the curriculum

SADTU had this to say: "This is fairly new in our area. We are trying to look into the new areas of gender in the curriculum."

Gender in Learning Areas

The PEU said they know how to analyse the curriculum as they have been taught how to do so and how to draw up gender policy by the Gauteng Legislature.

Staff composition

SADTU and the PEU said their provincial offices experience staff shortages, and therefore they are unable to include gender sensitivity in their employment procedures. However, their national offices do subscribe to the policy.



Training

Both participants stated that they had been trained in gender. The Gauteng Legislature and the national office of the DoE were responsible for some of these training sessions. They have certificates to show their participation in some of the training.

Materials development

The SADTU curriculum specialist is invited by the Gauteng Department of Education at all times to give input into the materials developed by the DoE.

Unions' linkage with the Commission for Gender Equality

Both unions are calling upon the CGE to come on board to help their members with gender sensitisation.

Analysis

It seems as if gender is not taken that seriously by the unions. It is one of those things that need to be looked at. Unions are serious stakeholders in education, and their laid-back approach is not helping matters. For some of the unions, to operate without a gender policy is cause for concern, as they cannot interrogate serious issues if confronted by the Department of Education. One can only hope that all the unions have a gender policy by now.

Conclusion

This report has shown some inconsistencies in the manner in which the concepts are defined by the various units and unions. This is more apparent when one looks at the policy document that the department has and compares that with the participants' comprehension of gender concepts. The study has revealed that gender is not treated seriously by either the department or the unions. Despite their stance that gender is infused in the curriculum, their responses leaves a lot to be desired.

It is also apparent that all the units are working as stand-alone projects. The unions' input is not well regarded when it comes to the eight Learning Areas. One union was frustrated by the way doors are closed on it by the DoE. Yet it later claimed to have good working relations with the department when it comes to materials development, something that is questionable. It is obvious that the units that were interviewed need serious training on gender issues.

This report also revealed the inadequate manner in which these gender practitioners, unionists and curriculum specialists received their training on gender issues. Some of them reported that they had been trained on gender, yet they could hardly define the concepts. Capacity is something that they need to work on, as this would in the long run help the department concentrate on gender transformation within the units, and by extension in the curriculum itself. This can only be achieved if the unions and other stakeholders, such as the CGE and those responsible for monitoring and evaluating gender equality, exert pressure on the departments that are resisting change.



FINDINGS

It is imperative to note that the findings cut across all the units within the Gauteng Department of Education as well as the teachers' unions. It is to be hoped that these findings will go a long way towards assisting the GDE in implementing gender equality in education and the CGE in the monitoring and evaluation thereof. The findings were as follows:

- Inadequate training is given on gender perspectives.
- There is a lack of capacity within gender focal points.
- There is a lack of communication between the units on gender issues.
- The Department disregards gender issues.
- The gender policy is outdated with no clear-cut guidelines, and is not taken cognisance of by the units.
- There is a lack of intervention on gender issues by stakeholders such as unions.
- Unions are lagging behind on gender issues, and some union leaders have received little or no training.
- Learners are not sufficiently taught about sex, health education and reproduction. Most educators still avoid the topic, due to stereotypes relating, for instance, to culture and religion.

Recommendations

- It is recommended that the GDE should amend its gender policy and share it with other relevant stakeholders.
- Gender should be added as one of the Learning Areas in teacher education and should be a module on its own.
- It is also recommended that gender equity be infused across all eight Learning Areas.
- The CGE should start capacitating unions and the entire DoE by partnering with them on advocacy and training.
- A fully-fledged gender unit needs to be established within the GDE.
- Those that are working within the gender focal point need to undergo serious training on gender issues.
- Departmental units should cluster when dealing with gender issues, instead of working as stand-alone projects.
- It is also recommended that the CGE should work closely with the Curriculum Units in ensuring that gender is infused throughout the curriculum.
- It is recommended that gender training should be a pre-requisite for all senior management positions within the education sector.
- It also recommended that the CGE, through the CEO and HOD of research, should brief the OSW on the findings of the research so as to enable the OSW to take the necessary steps in building capacity for the GFPs.
- The CGE must continuously perform its duties of monitoring and evaluation.



8.4 KWAZULU-NATAL PROVINCE

Education

The KZN Department of Education is the biggest of the nine provincial Education Departments in the country, with 2.7 million learners and over 74 000 educators. The majority of them are under-qualified, whilst some are unqualified. The province had a total of 5 676 schools and 9 FET colleges at the end of the 2005/6 financial year (Annual Report 2005/7:13)³. The headquarters of the Department of Education are located in Pietermaritzburg, with twelve districts that work directly and indirectly with schools.

FINDINGS

This section presents the data collected from different DoE officials and members of teachers' unions. The data presented are divided into different themes and sections. Section one presents official responses, while section two covers the views of teachers' unions, particularly those which are dominant in KwaZulu-Natal, namely the National Teachers Union (NATU) and the South African Democratic Teachers Union (SADTU). Through this section, the commitment, spirit and space of infusing gender into the South African education system's curriculum will be taken and put into proper perspective.

Section One: Department of Education official's responses

Different role-players gave different interpretations to, and had different understandings of, the concepts of gender, gender equity and gender equality.

Gender is understood in terms of a distinction between males and females in the way people have organised themselves as a society around social issues, whether in the work environment or at a friendship level, as informed by both social and cultural constructs (interview with GFP, 13/02/07). In her understanding, gender is not something that could be understood, using a universalistic approach.

³ It has to be recognised that, in deriving the number for schools, it may not have been taken into consideration that redemarcation has taken place in KwaZulu-Natal, where areas such as Umzikhulu, which previously fell under the Eastern Cape, were incorporated into KZN. Similarly, it was intended that areas forming part of KZN, such as Matatiele, be incorporated into the Eastern Cape. During the writing of this report the case of Matatiele was still pending in the Constitutional Court, due to the fact that public participation mechanisms had not been taken into consideration at the time of redemarcation.




Curriculum specialists have their own understanding of gender, which is not far removed from that of the GFP. According to curriculum representatives at the provincial and district levels, gender is about male and female categories (interview with curriculum person for Umgungundlovu District, 13/02/07), where there is no discrimination between females and males involved in teaching and learning (interview with curriculum person for Obonjeni District, 15/02/07). The Chief Education Specialist at the Provincial Head Office associated his understanding of gender with people's roles as individuals and the principle that all people should be treated equally (interview with CES Curriculum, 15/03/07). Key to their understanding was the point of departure that gender is about the social construct that admits that there is a difference between males and females. However, it was clear that, in their understanding, the difference does not necessarily mean these categories should be treated unequally. Respondents from both Teacher Development and Education Management Governance and Development advanced gender definition as meaning sex differences between males and females. In addition, it was clear that most respondents understood that there is a strong relation between males and females in different walks of life.

The majority of respondents seemed to share a common understanding of gender equity and its application in their work environment. As a GFP put it: "Equity is more about redress and making opportunities available for individuals and groups so that they could be in a position to redefine both their social and cultural perspectives." (interview with GFP, 13/02/07) The Chief Education Specialist: Curriculum (15/03/07) explained his understanding as follows:

"Equity means things should be made equal, but not that people should be equal as in the concept of equality. Instead, people should be treated in the acknowledgement that there are things that are not the same biologically and naturally. What drives us in Curriculum as we deal with learners is the understanding of politics and background, as we know, that there were jobs which were reserved for males, and that was also the case with females. In Curriculum we approach equity from a human rights perspective, that there is no one right that supersedes the other between boys and girls at schools. Our argument is that girls can be pilots if they feel that they have the capacity to do subjects related to it."

This respondent reflected his understanding of the rights-based framework espoused in the Values, Education and Democracy document. What has been key in people's understanding of gender equality and equity is the strong consideration of political background. The following key words were pointed out as being equally important in understanding the difference between equality and equity:

- Equal treatment and distribution of material
- Providing equal educational opportunities
- Addressing issues which subordinated women in the past
- Striking the balance between males and females in positions at especially management levels (interview with curriculum person for Obonjeni District, 15/02/07).



Gender equality is taken to be a constitutional provision which indicates that we are all equal before the eyes of the law, regardless of our gender and race. Respondents' understanding of gender equality had to do with recognising equality in all people in South Africa.

There was consensus among respondents that, for the Department of Education, the thrust is gender equity, because it takes into consideration different perspectives as well as historical imbalances. Respondents arguing from a human resources perspective acknowledged that gender equity is the dominant approach, because it tries to position women in leadership positions after they have always been marginalised. Gender equity is dominant in the department, because the DoE in KZN is in the process of redressing the imbalances of the past. It was also established that the positions of HOD and of Chief Education, and Deputy Chief Education Specialist were some of the key positions traditionally given to males, but now, within the current system of redressing past imbalances, women are also given such positions.

At curriculum level, respondents argued that subjects such as Mathematics and Physical Science, traditionally seen as male streams, are now open to both girl and boy learners. Both sexes are now encouraged to consider taking these scarce subjects. Respondents said that girl learners are doing well in the subjects (interview with curriculum person for Umgungundlovu District, 13/02/07, interview with curriculum person for Obonjeni District, 14/02/07). One respondent noted that gender inequality in the curriculum is being addressed, *inter alia*, by implanting in learners the spirit to use opportunities that they are given in selecting their subjects.

One sign of the commitment of the Department of Education to addressing gender-driven curriculum imbalances has been its decision to give bursaries to female educators so that they can pursue scarce subjects such as Mathematics and Science.

Guidance from Gender Equity Directorate

Most respondents targeted for the study held different positions regarding recommendations contained in the Gender Equity Task Team Report. One respondent stated that she was unable to say much about any recommendations, because her involvement in gender issues had been very peripheral (interview with GFP, 13/02/07). This showed very strongly that little can be said with regard to guidance or the development framework. Some admitted that, due to an increased workload, they had not had time to go through all the documents. As one respondent put it: '...we do receive policies and circulars; unfortunately, there are so many of them. At times we do not have the time to read them, but you must also understand that Teacher Development is a fully-fledged directorate. That said, it brings problems to us, because information is received very late; then you find a situation where even educators receive information late or do not receive it at all (interview with CES Teacher Development, 15/03/07).



Mainstreaming gender in the curriculum

Data showed that there are different ways of mainstreaming gender in the curriculum by different directorates, at both policy and programme levels. The following are ways and means of mainstreaming gender in the curriculum.

(i) **Girls Education Movement (GEM) (GFP)**

- Ensures that girl learners are exposed to subjects which were initially dominated by boy learners.
- Exposes girls to male-dominated careers, such as mining and the building industry.
- Exposes girls to leadership programmes.

(ii) **Dinaledi programme (teacher development)**

- Educators are encouraged to enroll girl learners in the higher grades in scarce subjects such as Mathematics and Science.
- Educators are encouraged to retrain themselves in scarce subjects.

It was established that there is agreement that gender can be mainstreamed through Learning Areas. Key to this is to deal with historical imbalances, which excluded girl learners from certain Learning Areas or certain subjects.

Structures

According to the gender focal person, the structure that is responsible for gender is very weak and has been made worse by restructuring. Currently, this section does not have any dedicated officials working on gender, as restructuring in the Department resulted in the gender function being moved from EMGD to the Office of the Member of Executive Council (MEC).

It was established that the said structure seemed to have been mainstreaming gender in the workplace with the aim of changing faces in the department, more specifically those of office-based officials rather than those responsible for the curriculum. One respondent said that "...their main focus was gender equity in the workplace situation, not necessarily in the classroom... In our curriculum section, we argue that gender equity should not only be addressed in Life Orientation and Social Sciences, but across the curriculum." (Interview with CES Curriculum, 15/03/07) One can argue that some structures which are mandated to implement critical functions are dysfunctional. Once these structures are dysfunctional, it becomes even worse at district level, where important implementation tasks are carried out.



Gender in Learning Areas

The struggle for the incorporation of gender in Learning Areas seems to be fought at different levels by different structures. One respondent shared his understanding as follows:

"I am not a specialist in all Learning Areas, but as a person and because of my position as a curriculum implementer, rather than an analyst, what I have observed as an author on languages... publishers require issues of gender stereotype and discrimination to be addressed. I strongly believe that what publishers put as a prerequisite, they get from the briefing in the Department. It is the Department that gives them the requirements for the material they need." (Interview with curriculum unit for Umgungundlovu District, 13/02/07)

This is one way of ensuring that gender is incorporated in Learning Areas. That said, one respondent argued that curriculum design is informed by the Constitution. For example, the respondent argued that in Learning Areas such as Technology, which deals with systems and structures, "when they are teaching these Learning Areas they do not say, 'Now let us talk about gender issues', but the way it is done promotes gender sensitivity. It shows that you may not be talking about gender equity as such, but the way things are done addresses gender discrimination."

One respondent argued that the coverage of gender in Learning Areas cannot be guaranteed, because at times the problem is with curriculum implementers whose own belief systems are informed by their cultural backgrounds. He noted that some curriculum implementers have not internalised constitutional principles and values.

There was common agreement among respondents in the curriculum field that Life Orientation is an all-encompassing Learning Area that is broadly designed to include constitutional values and principles. It was argued that educators are expected to teach all these values. That noted, teachers are also supposed to respect all these values in all activities as well as in their approach while teaching, but there is little evidence to suggest that teachers were provided with guidance or trained to translate these values.

Training

Training among respondents became one of the contentious issues. Respondents gave different responses that were associated with their scope of work. Some argued that they did not receive training, whilst others stated that they did receive it. One gender focal person had this to say: "I did not receive any training, except that I have been involved in gender movements. If I did not learn there, it means I will not learn any more." (13/02/07) This clearly indicates that her appointment was a political one, as there was no mention of formal training or qualifications. Even after being appointed in a position, she did not show any attempt to obtain a formal qualification aimed at enhancing her professional skills.



The Teacher Development Directorate specifically indicated that they rely on institutions of higher learning when it comes to training programmes. It was revealed that service providers and government officials combine with institutions of higher learning to provide training. It was established that Teacher Development finds itself in a difficult position when it comes to this, more particularly if they work with institutions of higher learning, since they have their own autonomy in terms of deciding on the criteria and processes for teacher development programmes. This indicates that there is minimal government involvement in the content of the programmes.

Challenges experienced in performing individual tasks

Curriculum Head Office

- Understaffing
- Limited resources

Gender focal person

- Lack of dedication to gender issues
- Lack of clear implementation plan
- Lack of capacity because of minimal staff complement

Teacher Development

- Resources – Because of restructuring, Teacher Development is not aligned to the national level. It is now a sub-directorate under Human Resources. This is a challenge, because many things, such as policies, are not received on time, as they have to be channeled to other sections first.
- Understaffing – There is no structure such as Teacher Development at district level. This hampers the flow of teacher development-related information from districts to schools. There are also shortages of support personnel, as resources do not match client requirements.
- Minimal involvement in recruitment processes leads to having to work with people with limited experience.

Section Two: Union responses

Towards understanding gender among unions

The majority of respondents from the unions understand gender in a more casual way. For them, gender refers to both males and females. This is a standard or general understanding that seems not to be informed by any literature or policy guidelines. Gender equity is understood as referring to making sure that the roles that were previously dominated by males are also given to women. In essence, what is key is that women should occupy positions they did not occupy before the transition to democracy. One respondent argued that gender equity refers to the fair and judged distribution of all means of opportunities and resources between males and females (interview with NATU National Gender Coordinator, KZN, 07/02/07).



Most respondents showed their minimal understanding of gender equality by equating it with gender equity. That said, one respondent was able to demonstrate the following understanding of gender equality:

“It refers to situations where men and women have equal conditions of realising their human rights and potential and are able to contribute equally to national, political, economic and social development and benefit equally from the results. It also entails that the underlying causes of discrimination are systematically identified and removed in order to give men and women equal opportunities. The concept of gender equality is used in the policy framework, taking into account women existing in the subordinate positions within social relations and aims at restructuring society so as to eradicate male domination.” (Interview with NATU National Gender Coordinator, 07/02/07)

This is a conclusive and working definition, because it covers most environmental factors that seem to be useful in gender discourse.

It was established that both unions’ thrust seems to be informed by gender equity. It was revealed that there are different reasons that inform the usage of this concept. NATU holds that it uses this concept because it promotes access by both women and men to resources and positions (interview with NATU National Coordinator, 07/02/07). SADTU uses this concept because they admit that women were previously disadvantaged; therefore, they should be given a chance to participate in decision-making processes (interview with SADTU Education Convener, 26/02/07). SADTU’s views or positions were clearly articulated as follows:

“If you take a profession like education, approximately 60% of positions are occupied by men. Women tend to occupy positions like gender, arts and culture, which are called controllable positions. Secondly, the second focus in this profession is on management positions that are occupied at school level, where principals are always males. Women seem not to be promoted because they lack confidence, and the School Governing Bodies do not promote them because they seem to be having problems in embracing gender.” (Interview with SADTU Gender Equity Convener, 27/02/07)

The above relates even to the union itself, where it became apparent that executive positions are still occupied by men. The latter also impacts on the ability to enforce the curriculum. Interestingly, SADTU’s view strongly emphasises that if leadership positions were to be given to women, it would assist curriculum enforcement and would put an end to female learners being discouraged from choosing male-dominated Learning Areas such as Mathematics and Physical Science. Furthermore, it was established from the data collected that other educators had long been discouraging girl learners from enrolling for subjects such as Mathematics and Science.

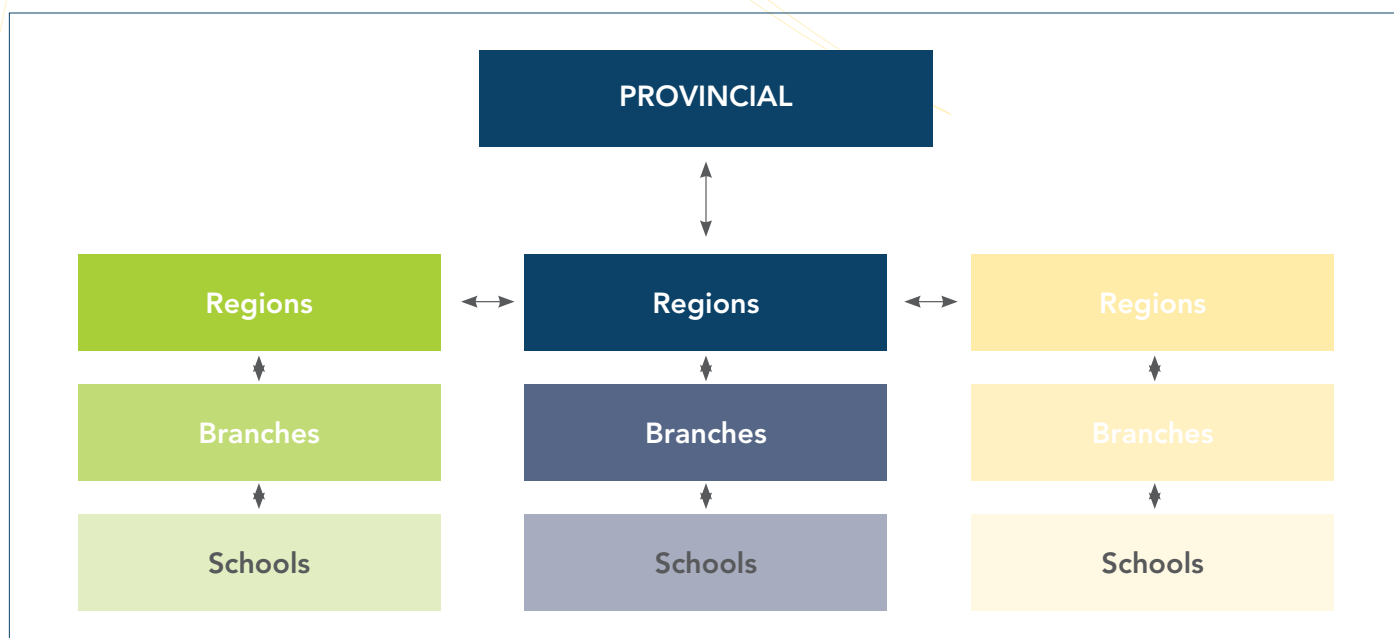
Strategies

A comparative analysis between SADTU and NATU as dominant unions in KZN revealed that NATU has a policy on gender. The preamble to NATU's policy reads thus: "...men and women have to be treated equally ... receive equal access to all opportunities of expression and economy. It is equally accepted that men and women have biological differences" (NATU Gender Policy, 2004: 1). This is a rather accommodative stance that shows that there are things that are different by nature between males and females. It was established that SADTU's policy is still at a discussion level as it is still being circulated to all structures – national, provincial, regional and branches. It was argued that once all relevant members had made their inputs/comments, changes would be incorporated and it would then become union policy. For now, the union seems to be events-driven, and the extent to which those events are being infused in the curriculum implementation processes remains a source of concern.

It was accepted that unions are only realising the importance of gender at a very late stage. One SADTU respondent stated that they had to fight for the gender desk, because their male comrades did not see its importance within the structure (interview with SADTU Gender Convener, 27/02/07). NATU's respondent also confirmed that the gender desk was first established in their union in 2005. It was established that the current National Gender Coordinator was serving as a women's consultant (interview with NATU, 07/02/07).

Both unions use a similar approach when communicating with schools. It was revealed that the unions and their members are represented in all seven regions. This schematic representation shows the communication channels followed by the two unions that participated in the study.

Figure 4.1: Communication channels for unions





It was established that most participants in the study are not full-time employees of the unions; instead, they are full-time employees of schools, who serve on school management teams. In answer to the question on communication with schools, a SADTU respondent had this to say: "We normally have our provincial meetings and they are taken down to regions, and branches come to meet together once a term as a minimum. The higher structures meet less often and the lower structures meet more often, because they are the ones who encounter problems at grass-roots level." (Interview with Sadtu Gender Equity Convener, 27/02/07)

Gender mainstreaming in the curriculum

Unions seem to have different ways of mainstreaming gender in the curriculum. It was revealed that NATU's Gender Coordinator saw that as falling outside her scope of work. SADTU's respondent admitted that the gender desk works parallel with the education desk. She admitted that "The gender desk has been looking more at capacity-building. We have not started to look at curriculum. The education convener, with his task team, deals with curriculum, but they lack ideas about gender issues. It is where both of us need to work together." (Interview with Gender Equity Convener, 27/02/07)

In addition to working parallel to each other, it was established that it is necessary to mainstream gender in the curriculum through materials development and the revision of textbooks. Data reveal that NATU seems to believe in curriculum support by working with different members, rather than emphasising gender mainstreaming. NATU seemed to have identified that there is a serious problem when it comes to curriculum implementation. This is where they have started working with school principals as managers of the curriculum, SMTs or HoDs as agents of curriculum implementation and educators as classroom practitioners. It was established that NATU had identified members in the regions and workshopped them so that they would be able to serve as trainers in their respective regions. Through this they aimed to train educators in small sectors, or clusters, hence their workshops did not exclude non-members of NATU (interview with NATU Curriculum Convener, 14/02/07). NATU was strongly convinced that, through these attempts, gender could be infused into the curriculum.



Challenges for gender programming

The unions concerned noted different challenges with regard to gender programming. Some challenges are endogenous while others are exogenous.

ENDOGENOUS	EXOGENOUS
<ul style="list-style-type: none"> • Men still continue to pose difficulties in structures about gender. • Women still continue to appoint/elect males in school committees such as disciplinary committees, school policy committees, etc. even if they are given a chance to promote their own gender in schools. This could be taken as self-discrimination. • Lack of internal support, because structures are still dominated by males. 	<ul style="list-style-type: none"> • Rigid protocols impede direct access to members. This leads to communication breakdowns. • Gender is still treated on an ad hoc basis, due to differences in cultural belief and background. • At times, the lower structures are not involved in policy formulation, because that leads to gender not being seen as a fundamental implementable change at the lower levels.

The above challenges are hindering attempts to ensure that gender issues are implemented in tandem with educational transformation. Structural constraints seem to impede a lot of development endeavours, as information gets stuck with different people. Instead of information being used to empower those at grass-roots level, it empowers those with direct advantages and access to information.

Union respondents further admitted that they experience various challenges in performing their respective tasks. The following challenges were highlighted:

- Time constraints, as most of them are part-time members of unions, but full-time employees at the schools where they serve as HoDs.
- Some are doing multi-tasking, because they are mothers and have to take full responsibility for their families.
- A SADTU respondent highlighted a heavy workload, because of the fact that he has to hold meetings with most directorates in the Department of Education in KwaZulu-Natal, more particularly at Head Office level.
- Working with various officials in various directorates in the Department, particularly on issues that relate to the curriculum, is strenuous, because some aspects of the curriculum are handled by the examinations section, whilst others are handled by the curriculum division. All these increase an already heavy workload, as they are added on to school activities. That noted, there are also policies that have to be understood, such as the GET and ABET policies, so that other members can be assisted if they come with complaints or need to be assisted on certain matters.



Support from stakeholders

SADTU's respondents indicated that they receive no major support from stakeholders. They maintained that structures such as the Office of the Status of Women (OSW) exist on paper only to them. They have not been able to access these structures. It was further argued that those in the Department of Education who deal with gender seem not to see the need to form partnerships with other stakeholders, such as unions (interview with SADTU Gender Equity Convener, 27/02/2007). NATU said that they receive support in the form of partnerships, but more particularly from the private sector. As the NATU respondent said: "We have a partnership with the private sector, and it is a long-standing and ongoing partnership. We have insurance companies that have been supporting us a lot in various respects. Publishers have been supporting with their materials and attend our conferences." (Interview with NATU Curriculum Person, 14/02/07) It was established that the support that NATU receives from the private sector has been so strong that they work together in a united way.


Most union respondents indicated that they receive minimal training on gender. Those who attended gender training did so on political grounds. As one noted: "I did not attend any training referring to gender in the curriculum." (Interview with SADTU Education Convener, 26/02/07) It was established that the trainings referred to took the form of workshops that have no accreditation, but that do assist them in their day-to-day operations. Some admitted that others assisted them when they were thrown into the deep end. One respondent had the following to say:

"I did not receive any training on gender. When I was elected as a gender coordinator, I was hoping to get something to help me, but I did not, whilst I was expected to do a plan of action and address people. Fortunately, I had a friend in Pietermaritzburg who once worked for the Department of Education and was a NATU member. She once invited me to a workshop that was held in Pietermaritzburg. When I was elected I remembered her and went back to her. She was able to provide me with documents. It was only then I was able to start. I was thrown into a position and expected to perform without any form of training." (Interview with NATU Gender Coordinator, 07/02/07)

Some members confirmed that even though their training had been in the form of workshops, this training enabled them to be where they were in terms of ensuring that their desks operate. Most respondents believe that extensive training on gender discourse is needed, because if they had undergone such training, they would have been able to see the importance of gender in the curriculum rather than looking at it on an ad hoc basis.

SYNTHESIS, CONCLUSIONS AND RECOMMENDATIONS

This inquiry revealed that different strategies are used to accommodate gender. Arguably, the Department of Education in KwaZulu-Natal seems not to have a provincial gender policy; rather, it is using the one developed at national level. Similarly, SADTU does not have a policy either to direct union activities; instead, it depends on international and national celebrations, combined with campaigns. NATU has a policy, but it does not explain in detail how the curriculum should be dealt with.



It was revealed in this study that one of the reasons why institutions lack commitment and policy directives on gender is a minimal understanding of gender and its importance in dealing with historical context and global politics. The lack of an overall strategy for mainstreaming gender affects the mainstreaming of gender in the curriculum as well. Some serving in gender positions argued that they had nothing to do with curriculum. The prime case was that of the NATU Gender Equity Coordinator, who argued that the mainstreaming of gender should be dealt with by another desk, and not hers.

The study probes contestations in relation to the process of establishing and implementing gender-aware education. The South African society as a whole is facing an array of transformational changes that are taking place concurrently with a confluence of factors that seem to be destabilising the education system in particular.

The findings of the study confirm the research problem and theoretical assumptions. A vast amount of literature and fieldwork inquiries seem to attest to the fact that there was a broad framework that guided the revision of the curriculum, but that this framework did not guarantee gender sensitivity. Accordingly, gender sensitivity “depended on the actual people writing as well as on influences on them from outside the process.” (Chisholm, 2003: 8)

Most respondents were grappling with their understanding of gender as a concept. Some were able to give a quick definition to the effect that it means the relations between males and females. Most respondents failed, however, to demonstrate an understanding of the fact that these relationships and differences are constructed and learned through the socialisation process. This limited understanding resulted in a failure to articulate the fact that gender is context-specific and can be modified. One should admit that gender combined with equality produces difficult and deeply controversial concepts. This difficulty and controversy may result in gender equality being shrugged off as ‘a women’s issue’, and in gender equality and gender equity being lumped together and taken as synonymous. If equality programmes are pushed in such a situation of minimal understanding, more harm than good could be experienced.

It was clear from the analysis that the failure to single out gender when the curriculum was revised had implications, one of them being that now gender is treated in a more casual way. The Human Rights and Inclusivity Working Group seems to have strongly contributed to the current weak understanding of gender in the curriculum.

This study revealed that even officials at an authority level are only trained on the curriculum as such, without necessarily looking at gender in the curriculum. Furthermore, it was confirmed that educators who teach more than one grade in a classroom face additional challenges in implementing the curriculum. This occurs more especially in farm schools, because these schools qualify for fewer educators, in accordance with the formula used for the distribution of educators. This complicates their compliance with the requirements of the curriculum. These schools should be individually supported according to their requirements.

This study puts forward various recommendations that can serve as potential guidelines for the incorporation and implementation of gender discourse in the curriculum. These recommendations are as follows:

- Gender should not be treated on an ad hoc basis, because it is a cross-cutting issue within the curriculum.
- Gender should be taught from early childhood.
- Relationships among stakeholders should be strengthened.



8.5 LIMPOPO PROVINCE

Education According to statistics published by the Department of Education in 2006, the province had a total number of 4340 schools. Of these, 4243 were public schools, i.e. 97.8%, and 97 were independent schools, i.e. 2.2%. At the time, the total number of learners was 1 931 207, of which 1 902 279 were in public schools and 28 928 in independent schools. Since this study is on gender mainstreaming in the curriculum, it is also important to determine the breakdown in terms of gender. Out of the total number of learners, 1 467 671 were in the GET band; and of these, 714 706 were females and 752 965 were males. The province had 58 295 educators, of whom 56 962 were in public schools and 1333 were in independent schools. In terms of safety and security, Limpopo had 99 police stations, while in terms of labour market figures, 20% of people of working age in the province were employed and 72% were unemployed (Labour Force Survey, 2004). In 2004, Limpopo contributed 7% to the total gross domestic product (GDP) of South Africa. The main contributors to Limpopo's GDP per region were mining, quarrying and general government services.

Data collection

- Secondary research: Desktop research on gender awareness; relevant legislations; and policies and education-specific policies were studied.
- Primary research: In-depth interviews were conducted with four directorates at the provincial Department of Education and at district office level.

Clarification of concepts

According to the CGE's website, gender is the social construction of relations between men and women. Gender equity is the equal distribution of opportunity, of access to resources and of decision-making powers between men and women in the society, while gender equality is defined as a constitutional value that refers to substantive non-discriminatory relationships between men and women.

The gender focal person understands gender to mean a socialisation process that affects both men and women. This is how he explained it:, "Many people thought that when you talk of gender, you talk about issues that affect women, whereas in gender we are looking at things that affect both men and women. Now it seems as if we are only concentrating on women, and there are no reasons why we are concentrating on women only. Sometimes women were marginalised." The GFP also touched on equity and equality. He stated, "We want to do away with the idea that boys are cleverer than girls and want them to be treated equally."



Existing gender policies

Policies are developed by the national DoE to guide the province in developing its own provincial gender policy, which is also informed by the needs of the province. The provincial gender policy seeks to provide an enabling, empowering environment and resources for women, persons with disabilities and other previously marginalised groups, in managerial positions at all levels within the Department of Education. Two consultants were consulted to facilitate this process. The Gender Equity Task Team, which involves the two provincial members of the Gender Equity Directorate, was also dedicated to the development of the policy.

Gender programmes

The actual gender programmes that are implemented at provincial level include, for example, the Learner Teenage Pregnancy Programme. There is a policy that provides guidelines on how to help our young learners who are still at school by giving them guidance on the disadvantages and the dangers of falling pregnant at an early age. This programme's aim is to address the issue of teenage pregnancy in schools.

The second programme is titled the Girls Education Movement (GEM), and addresses issues of gender affecting learners. In GEM there are boys who serve as strategic partners. GEM also has a sub-branch called GEM Mentorship, where girls from especially rural areas are placed at different types of companies to be exposed to a field of work, so that they learn different kinds of skills. The prerequisite for girls to be placed in GEM is that they must take Mathematics as a subject. In GEM, girls club together and address their problems, and the Department goes so far as to develop themes based on those problems. One of the themes developed was "My sister's keeper", which was based on the idea that girls should watch other girls who are within their environment and are not at school.

Addressing gender-based violence in schools

The national DoE has developed a manual for educators called "Opening Our Eyes", which addresses the issue of gender-based violence in South African schools. The manual furthermore deals with strategies for working with learners on sexual harassment, violence against lesbians and gay boys and men, the abuse of learners, teachers as agents for facilitating healing, gender and HIV/Aids, school policy on sexual harassment, and the Safe Schools initiative, a unit responsible for the creation of a safe environment in schools, which is a challenge for SGBs. The provincial office organises dates and venues for educators to be trained on using this manual. In addition, there is an NGO called South African Girls Alliance, or SALGA, which raised funds from the Australian government to conduct workshops for educators and learners on gender-based violence. The target number of participants is four learners and one teacher per school, and SALGA has already held workshops in the Sekhukhune district.



Gender in the Learning Areas

In terms of learner support materials, the GFP is convinced that all the gender stereotypes that existed in the previous materials have already been removed. What needs to be done now is to ensure that the mindsets of the teachers have changed as well.

Structures for mainstreaming gender

At the provincial office there is a structure called the Provincial Gender Co-coordinating Committee, that consists of a provincial GFP and district GFPs. The aim of this committee is to address the immediate gender issues within the Department. The committee is supposed to convene quarterly, although in the previous year they convened only once due to poor attendance, as a number of the senior managers were not available to attend the meetings. The commitment of management at the senior level is a challenge.

Staff training

There are training courses available, and these are attended by provincial and district staff members in Pretoria. However, most of the staff trained for gender have left the Department, due to better offers outside the Department, and at the time of the study new staff had just appointed and still needed to be trained. Only one trained staff member was still with the Department. GFPs at district level were being appointed to the Gender Directorate as an additional responsibility. The training was being outsourced to accredited institutions such as SAMDI, the Tshwane University of Technology and another independent body, the name of which the official could not remember.

No full-time course on gender was being offered to the Curriculum Directorate. The Gender Equity Directorate merely advises the Curriculum Directorate as to important aspects they should include in the learner support material to ensure that the material is gender-sensitive. The districts ensure that they also involve the Curriculum Directorate whenever they have training sessions. These trainings have a positive impact on the learner support materials, because currently the materials are gender-sensitive; however, according to the official, the only thing that needs to be followed up is whether the teachers who are disseminating the information that is in the materials are gender-sensitive.

The directorates are operating as separate entities. The Gender Equity Directorate and the Teacher Development Directorate have never met to see how they can assist teachers in terms of gender issues. The Gender Equity Directorate is currently working with the University of Limpopo and the University of Venda to see if programmes such as the Advanced Certificate in Education (ACE), which is meant for teacher development, cannot include gender as a subject to give teachers an introduction to gender discourse.

The unit for Safe Schools looks at the characteristics of safe schools and also identifies Learning Areas in which gender can be prioritised.



Materials development

Before new books are introduced in schools, they are sent to the Curriculum Directorate. Here, screeners go through them and analyse the contents to make sure the books are good for a particular grade. During the screening process the curriculum officials also check whether the books are gender-sensitive or not.

Challenges facing gender mainstreaming in the Provincial Office

- There is a lack of commitment to gender by some members of senior management.
- Trained officials have left the Department and new ones have not yet been trained.
- There is a lack of gender staff at circuit and district level, where gender is an add-on responsibility.
- There are GFPs at district level, but there are none at circuit level.

Interventions

In trying to address some of the challenges at provincial level, the GFP is now focusing on the young people. According to the official, this is having a positive impact on learners, as evidenced by the increase in the number of girls who are choosing Mathematics and Physical Sciences as subjects. The programmes encourage girls to understand that subject choice should not be based on their sex, but on the abilities they have as individuals.

Recommendations

- Gender should form part of the performance contract at senior management level.
- Officials focused on gender on a full-time basis should be appointed at district and circuit offices.
- An audit should be done to assess the gender sensitivity of teachers.

UNION RESPONSES

SADTU

Clarification of concepts

The official defined gender as societal roles between boys and girls and men and women, or societal expectations about how a woman or a man should behave. Gender equity was defined as men and women being treated according to their qualifications, and not according to their gender. She also defined gender equality as one of the tools for achieving equity and how we want to achieve it.



Policies, guidelines and programmes

The union's role is to ensure that it develops policies that will help the union to monitor the DoE's appointment of educators and how they provide education. The gender desk makes sure that women are also employed in leadership positions. Union policy is not comprehensive; it was only adopted in 1998, and its development is hampered by the fact that the union does not have enough resources. The union is operating in almost all the schools within the province, where it is involved in calendar activities such as Human Rights Day, International Women's Day, and girl child campaigns.

Staff training

Union staff had been trained on gender. The GFP was trained in 1999, and the other staff members had also been trained on learner pregnancy, and gender and the curriculum, in addition to many other issues relating to gender mainstreaming. The trainings are outsourced to service providers, some of whom are accredited. According to the official, the trainings had a very positive impact on staff, and they were taught much about the different aspects of gender mainstreaming.

Stakeholder support

The union is extremely appreciative of the good relationship it has with the CGE and the Human Rights Commission, and the support they get from these entities. They indicated that they had had some complaints, which were referred to the CGE and successfully addressed. They also indicated that they had held a number of workshops in partnership with the CGE and the Human Rights Commission. The CGE also participated in union programmes. Non-governmental organisations support the union by making presentations during workshops and have agreed on how to partner with it. NGOs such as Network on Violence Against Women were mentioned in this regard. The union is not happy about its relationship with the provincial DoE, claiming that it was being excluded from the DoE's programmes as stakeholders. They are forced to rely on the national DoE, rather than the provincial one.

Challenges facing the union

- Both the Department of Education and the union are male-dominated, and it becomes difficult for gender conveners to address gender issues. For a female to get support during meetings, she has to lobby male officials before meetings.
- The provincial Department of Education does not have an equity plan and, according to the union official, the role of the GFP is not visible in the appointment process.
- SGBs are not trained on gender, hence they have a problem when it comes to recommending women for senior positions, such as those of principal.
- The union is excluded from the provincial department's programmes and projects as stakeholders.
- The issue of HIV/Aids is not catered for sufficiently, and yet there are union members who are infected and affected by this pandemic.

- Issues of substance abuse are not addressed, yet when learners abuse substances, it results in violence in schools and female educators become easy targets/victims.
- The department does not provide for childcare, which disadvantages officials with small babies when they have to attend training sessions.
- There is a lack of basic services such as sanitation. Some of the schools in the province do not have toilets, which particularly affects girls, who need toilets for sanitary reasons at least part of each month.

Recommendations

The government should take responsibility for doing the following:

- Build confidence in, and provide assertiveness training for, girls.
- Change the mindset of boys, so that they understand that boys and girls are equal.
- Ensure that schools are violence-free zones.
- Prioritise learner pregnancy.

PEU

Policies and guidelines

The union does not have a policy on gender, as the national office is still in the process of developing it.

Gender programmes

The union is currently running some conferences, which are informed by the situation in each province. It determines the needs of the province and develops the topic of the conference based on those needs. The topics that it normally looks at are women's abuse, children's abuse and girl children's abuse, and they also workshop Early Childhood Development (ECD) officials to teach small children about abuse.

Relationship with stakeholders

The union does not get enough support from the DoE, unless union members pester the officials. They believe that they always have to pressurise the officials for support.

Challenges

- Lack of training for gender officials.



Recommendations

- The CGE should start focusing on the training of DoE officials.
- The Department of Education should offer specific training on gender to its staff.
- Gender machinery should follow up with the DoE on how it mainstreams gender in its department.
- The DoE should hold more gender workshops for school principals and SGBs.
- Unions should train their staff how to deal with gender issues.
- The curriculum should fall under another Learning Area to focus specifically on gender.
- The DoE should start introducing gender from early childhood.
- The CGE and other organisations dealing with gender should have more slots on TV and radio stations.
- The Department of Education should have a bigger budget for gender programmes and human resource development.
- The national DoE should involve all levels within the department in the development of the curriculum, in order for it to have a greater impact on implementation.

CONCLUSION

This phase of the Gender in the Curriculum project focused on the province and two districts. Even though this was only the first phase, it has already indicated some gaps. However, in some instances the study did not give a full reflection of what was transpiring in the department, due to a lack of knowledge. Gender programmes are being insufficiently monitored, but the officials seem to be satisfied with the impact of their programmes.

8.6 MPUMALANGA PROVINCE

Clarification of concepts

Curriculum Directorate

According to this respondent, gender has to do with males and females, and gender equity refers to an attempt to balance the scales between males and females. For example, males are used to having better opportunities than females. Equity is trying to place the disadvantaged group on par with the other group. The respondent stated that there is a narrow margin between equality and equity. More precisely, equality has to do with equal numbers, whereas equity has to do with benefits in the work environment. Both concepts are taken into consideration by the directorate.

Structures

The directorate reported that they have not received any form of guidance from the Gender Equity Directorate on the development of a framework for parents, educators and learners to understand the meaning of gender in the curriculum. The respondent also mentioned that there are not really any established structures in place to mainstream gender in the curriculum. The respondent said mainstreaming only takes place when they evaluate materials to ensure that pictures used take gender issues into account.



Gender in the Learning Areas

Issues of gender stereotyping, prejudice, gender-based discrimination, and fair and unfair discrimination are well represented in all eight Learning Areas. This is ensured through an assessment process that all materials developed by publishers have to go through. This process may be explained as follows:

- The directorate formed a committee per Learning Area to evaluate and assess material.
- These committees meet when the need arises, because assessment is a once-off process that happens after materials have been received from publishers.
- A checklist is used to evaluate material.
- The leader compiles a report on each item that has been assessed, indicating any corrections that may have to be made.

The study has also established that no research has been done to measure the impact of gender in the curriculum. Educators are trained, but no audit has been done to assess their effectiveness in adhering to a gender-sensitive curriculum.

Training offered by the Gender Equity Directorate

The study has established that there has been no training on gender in the curriculum. Gender is not singled out as an independent concept. The study also revealed that training programmes are normally based on the needs of educators and the capacity of the Curriculum Directorate. The Curriculum Directorate attends to issues raised by educators. Curriculum implementers run the training in-house. Normally, no certificates are issued. Between fifteen and eighteen thousand educators have been trained so far. The content of the course has been helpful for teachers in translating the National Curriculum to be gender-sensitive. Cultural issues, such as that soccer may be played by both boys and girls, have been prominent on such programmes.

Materials development

The respondent reported that materials have been analysed to ensure gender sensitivity. Material is assessed and, if approved, catalogued by the evaluation committee. The schools choose from the catalogued list. The respondent reported on a number of challenges that were experienced while the task was performed.

- Organisational culture-stereotyping;
- Multi-grade teaching, i.e. one educator teaching all Learning Areas in many grades;
- Compliance with the NCS, i.e. educators should be able to plan according to phases; and
- Educators finding it difficult to cope with new assessment practices.



It was reported that a CGE and DoE intervention is needed.

- DoE management should focus on finding the best approach to follow with regard to awareness campaigns.
- The CGE should target schools, educators, senior management, SGBs and learners in order to sensitise them through talk shows, dialogues etc.
- An integrated operational framework should be developed in conjunction with the DoE.

Teacher education

It was established that no form of guidance had been received from the Gender Equity Directorate on the development of a framework to explain to educators, parents and learners the full meaning of gender in the curriculum. In terms of preparing teachers to promote gender equality, the directorate mentioned that women in management positions were also among those teachers accommodated in workshops. Eleven modules are offered, and they prepare women to be leaders and take managerial positions.

Education Management and Governance Development Directorate

The study has revealed that this directorate had received guidance from the Gender Equity Directorate in terms of gender mainstreaming. They attended a number of workshops and short courses which dealt with gender issues. These workshops were outsourced and were not accredited. The programmes included a section on the personal attributes and qualities a manager should have, as well as strategic leadership, management and administration.

The key role-players in this process are the SGBs and the school management teams (SMT). The Women into Management programme is intended not only for school managers, but for other partners as well. However, it was established that the directorate does not have a specific programme directed at parents per se.

The study has revealed that the co-ordination of programmes within the DoE is a challenge. It was mentioned that directorates operate in isolation. There is a gap regarding monitoring and evaluation. The respondent recommended that the gender focal person should play a pivotal role in analysing the extent to which the programmes run by each directorate within the department are gender-sensitive. The department needs its own research unit to look at policies, and monitor and evaluate programmes from a gender perspective.



Gender focal person

The respondent regarded gender as a concept that looks at the person as belonging to the species of males or females, without being influenced by biological considerations. Gender equity was viewed as a means to attain gender equality. It was mentioned that we cannot talk of equality if we do not start addressing the imbalances of the past through our transformation policies and by bringing the women on a par with men. Gender equality refers to equal opportunities and access and enjoying the same benefits. The directorate considers both equity and equality. Girls need to take part in activities and subjects that were previously reserved mostly for boys. They must be given extra support through the curriculum.

In relation to policy on gender, the respondent mentioned that there are national instruments in place that look at strategies for women empowerment and gender equality, and these instruments guide them on how to operate. It was stated that there is empowerment of the girl child and a focus on gender-based violence, and that learners are taught about relationships and sexuality. The Gender Directorate also monitors transgressions such as sexual violence against learners. If such transgressions occur, the learners involved receive assistance. The GFP in the province serves in the National Gender Committee, and the national DoE has conducted an audit in the province. The National Department has not yet released the audit report. Research has not been done to measure the impact of the existing programmes.

Issues of gender stereotyping, prejudice, gender-based discrimination, and fair and unfair discrimination are well represented in all eight Learning Areas. The only challenge that remains might be implementation. Gender focal persons at the circuit levels conduct workshops for educators. This should ensure that all educators are able to analyse gender biases.

In relation to structures for gender mainstreaming, it was mentioned that at regional level the province has gender focal persons as Heads of Transformation. In schools there are different committees to ensure gender mainstreaming. The GFPs at school level serve as gender lenses. They ensure that transformation policies are being implemented.

The directorate has been trained on gender matters. It was also discovered that some staff members are registered for gender programmes with the University of Venda. The National DoE also organises various sessions aimed at capacitating people.

Materials in use have been analysed to ensure they are gender-sensitive. Material is not supposed to be allowed to go through to schools without proper analysis, and although this may not always be the case, the majority of material is indeed analysed.

Emerging issues at provincial level

Communication between the Gender Equity and Curriculum Directorates is weak. This is exacerbated by contradictions regarding structures for gender mainstreaming within the DoE. The Curriculum Directorate reported that they have not received guidance on the development of a framework for learners, teachers and parents that will assist these stakeholders in understanding the full meaning of gender in the curriculum, but the Education Management and Governance Directorate reported that they have indeed received such assistance. From this, it can be deduced that gender mainstreaming is not adequately performed within the DoE. Moreover, provinces need to be made aware of the processes that are taking place at the National DoE.



Gender mainstreaming should be informed by policy or guidelines on how it is envisaged. An explanatory framework for teachers, learners and parents regarding the full meaning of gender in the curriculum is imperative for the realisation of gender equality. The Education Management and Governance Directorate reported that they use their own discretion in formulating such a framework for educators, parents and learners. If this is not done in a uniform manner, problems and confusion will emerge.

There is a lack of consistency and uniformity regarding training within the DoE. If a specific training programme is meant for learners or parents, they should be afforded the opportunity to take the course. There should be links regarding teacher development programmes; at the moment, directorates are operating in isolation. The directorates should be in a position to ensure that their work is compatible. There is a gap regarding monitoring and evaluation. Materials development seems to receive the attention it deserves, though.

UNION RESPONSES (NATU)

Concepts of gender

According to NATU, gender has to do with balancing between females and males, while gender equity has to do with the empowerment of females in terms of leadership. Gender equality is a situation where females are treated equally with males.

Strategies

The union reported that they have a policy on gender and a Gender Desk. Their annual programme consists of activities intended to conscientise educators, members of school governing bodies and communities. In schools, the union has a trained gender representative. The union uses circulars to raise the awareness of principals and gender conveners about issues of gender. Due to the lack of resources, this activity is not done regularly.

Structures

With regard to structures, the gender convener looks at the mainstreaming of gender in the curriculum. It was reported that the union engages with the DoE to formulate task teams on curriculum development. The union has a helpline dedicated to gender mainstreaming.

The study has revealed that the DoE provides a minimal level of support to the union. No support is received from other stakeholders. The respondent reported that stakeholders only attend conferences when invited. The DoE also gives training to educators in schools.



Staff training

In terms of staff training, the respondent reported that staff had attended a workshop offered by the gender convener. It was also established that the workshop had been useful, to the extent that the respondent now understands how to treat learners. With regard to gender realisation in schools, the respondent suggested that the unions, the DoE and the CGE need to collaborate. It was also stated that monitoring and evaluation should happen in conjunction with this.

SADTU

Concepts of gender

SADTU viewed gender as a category that is man-made, as compared to sex, which is natural. Gender equity has to do with the mainstreaming of participation and involvement in society by males and females. Both can occupy leadership positions, and they must not be viewed differently. Gender equality is basically the manner in which both sexes are presented in society. The union focuses on gender equity. The union believes that a female can do what a male can do.

Strategies

The union stated that they have a policy on gender. They further said that gender is not mainstreamed in the curriculum and is silent about gender issues. The learner-teacher support material (LTSM) shows there is a gap in gender programming. Issues of gender are not communicated to the level of the learner. The union has gender programmes in place. The union has a monitoring and evaluation tool. Protocol is followed.

Structures

There is no gender mainstreaming in the union. Men believe that women want to take over, overlooking the fact that women were previously marginalised.

Staff training

The study has revealed that the transformation unit within the Department of Education has offered the union training on gender. The training has been useful for the gender convener. The respondent further indicated that constant training is vital for the effective execution of tasks.



CONCLUSION

The study has revealed that there are contradictions regarding concept clarification. It is necessary for the Department of Education to ensure that concepts are clearly defined and understood so that the manner in which the work is carried out is similar. Provinces need to be aware of the processes unfolding at national level. At provincial level there are a number of contradictions regarding training in all the directorates. Training needs to be consistent and uniform within. The provincial office suggested that the CGE should engage with the DoE to interrogate and determine whether the curriculum is gender-sensitive or not.

The unions have policies on gender. With regard to activities, the unions mentioned a lack of compatibility. In relation to mainstreaming, there are differences in terms of what the unions are doing. The DoE needs to support the unions equally. Training has been taking place for both unions. Further training was also regarded as being very important for both unions. The unions suggested that there should be cooperation between them and the CGE and DoE on issues of mutual interest.

RECOMMENDATIONS

The following recommendations are based on the evaluation of responses to this study:

- Communication between the department and regional offices of the department needs to be strengthened.
- Training on gender for the various units needs to be assessed by the Gender Focal Unit, with the assistance of the Commission for Gender Equality.
- The Department of Education has a major role to play in gender transformation processes.
- The DoE needs to ensure that boys and girls enjoy equal access to educational facilities.
- It should also be taken into account that parents, educators and learners need to be empowered in respect of gender issues to the point where they consider these issues as part and parcel of their daily lives.
- The DoE needs to identify who the key role-players are in the achievement of effective, gender-sensitive curriculum delivery.

8.7 NORTHERN CAPE PROVINCE

Education

The Northern Cape is divided into five districts, namely Frances Baard, Pixley ka-Seme, Siyanda, Namaqua and Kgalagadi. The province has three hundred and ninety six (396) schools. This includes five (5) independent and nine (9) special schools.

The school nutrition programme has been extended to include secondary school learners. This programme aims to strengthen nutrition education in the school curriculum, amongst parents and in the community.



Concept clarification

The Provincial Head of Department and the GFP have a basic understanding of gender concepts. The knowledge they have of the concepts is based on their individual perspectives.

Department structures

All of the units are working in isolation, and there are no guidelines or strategies that inform the department. There is no policy on gender either. The Curriculum Unit does not work with the Gender Unit, because they believe that the Gender Unit is responsible for gender issues.

Staff training

No formal training was conducted, although in-house training did take place. According to the HoD, the Gender Unit did not discuss urgent matters with him. The HoD stated that the Gender Unit did not do what was expected of it, such as evaluating Learning Programmes, examination questions and textbooks. The staff at the Curriculum Unit had not been trained; therefore their knowledge of gender was not sufficient to conduct an assessment of the gender sensitivity of textbooks. The Curriculum Unit was using the rights-based framework to argue for human rights, values and inclusivity in the curriculum. Gender was not necessarily treated as an independent issue.

Training was being done for the sake of training; no needs assessment was done prior to the training in order to ensure that it was effective. No impact assessment studies had been done to assess the impact of the programmes on the lives of both educators and learners. There was a general assumption that educators knew about gender issues; hence, they were not given the necessary training.

Materials development

According to the Curriculum Directorate, they had never received any guidelines from the Gender Equity Directorate on how to ensure that the curriculum was gender-sensitive, as suggested in the Gender Equity Task Team Report. The Head of Department mentioned that "the Gender Unit is not doing anything to check the sensitivity in the Curriculum and there is no specific assessment to look at insensitive use of language in terms of race."

Challenges

This question was purposely put to participants in order to reflect on their practices. The following challenges were cited as being key to departmental officials:

- There is a need to work closely with other stakeholders, e.g. the CGE and OSW.
- Educators at school level complain that we are bringing too much change into the curriculum, and that the curriculum keeps on changing.
- The gender budget needs to be increased in order to carry out other programmes.
- Most of the people within the organisation, especially men, see the Gender Unit as a tool to empower women only.
- More effort needs to be invested in training people on gender matters.



TEACHERS' UNIONS

Explaining concepts

All the union gender focal persons defined gender on the basis of sexual differentiation, i.e. males and females. Nothing was said about social construction. It was not clear whether they could differentiate between gender equality and gender equity, because they all mentioned equal treatment.

Gender policy

At the time of the interviewing process, neither Naptosa nor PEU had developed a policy on gender yet. Only SADTU had a draft gender policy. Unions had no reported strategies to inform gender programming, although they did have schedules for communicating with schools.

Structures

No mechanisms were in place to ensure that gender was mainstreamed in the curriculum. Decision-making was being centrally controlled. GFPs could not make any decisions on their own. In terms of support from outside the organisations, Naptosa, PEU and SAOU all stated that, "At the moment there is no support that we are getting from other stakeholders, but we are looking forward to working with the CGE/ OSW."

Challenges

1. Most of the people within unions were not interested in gender-related matters.
2. Little money had been budgeted for gender programmes.

Training

None of the unions had had formal training on gender. SADTU mentioned that they had had training on gender, but this consisted merely of sensitisation or in-house workshops conducted by the Department of Education.

CONCLUSION

From the above it is clear that very little work had been done on gender. The responses of the Head of Department were indicative of the fact that he knew about and understood gender mainstreaming in the curriculum. However, this knowledge was not being filtered down to the gender focal persons. Officials worked in isolation. People at the lower levels did not seem to get much support from their supervisors.

The unions seemed weak, and it could be reasonably assumed that they did not play a significant role in supporting their school-based constituencies in terms of achieving gender equity.



8.8 NORTH WEST PROVINCE

Clarification of concepts

There was some understanding of the key concepts, but not much commonality in people's views. The clarifications given by the respondents are given below.

Gender

Gender refers to the different roles and identities that we are given, depending on whether we are males or females (SADTU, NWP, 2007).

Gender is a social construct based on the biological structure of an individual (CDev, NWP, 2007).

Gender equality

Gender equality is the ultimate goal of equity (SADTU, NWP, 2007).

Gender equality refers to the fair and equal treatment of men and women (CDev, NWP, 2007).

Gender equity

Gender equity is an instrument that is used to move towards equality (SADTU, NWP, 2007).

Gender equity is the process of redressing gender imbalances (CDev, NWP, 2007).

Interactions between GFP, directorates and other stakeholders

There seemed to be a gap in communication in the North West Department of Education.

The following statement by a respondent from one of the directorates illustrated this: "We have never received any form of guidance in terms on gender from The Gender Equity Directorate." (EMGD, NWP, 2007) The responses from the directorates clearly demonstrated a poor communication system.

Gender mainstreaming and capacity development

According to the directorates, no formal processes and programmes were in place to serve as guidelines in ensuring that all school policies are gender-sensitive (EMGD, NWP, 2007). Furthermore, human resource capacity was dedicated to gender mainstreaming or the training of the teachers and officials. The department had no relationship with tertiary institutions in the province with regard to educational programmes for teachers (TDev, NWP, 2007).



Gender infusion and textbooks

According to the respondent representing the Curriculum Development Directorate, gender studies had to be included as part of the curriculum, and proper training had to be given to all teachers to enable them to teach this correctly (CDev, NWP, 2007). Study materials or textbooks needed to be analysed. They (textbooks) avoided gender stereotyping, but they did not promote gender (CDev, NWP, 2007). Another official reiterated the view expressed by the curriculum development respondent by saying, "Gender equality should be infused in the curriculum, and new textbooks should be developed to cover gender issues." (EMGD, NWP, 2007)

Key challenges

A large number of challenges have been identified by this study:

- There was a strong belief that the Department of Education thought men were more capable and competent than women. This was borne out by the following statement by a respondent from the Curriculum Directorate: "In our department we only have two female Chief Directors out of 10." (CDev, NWP, 2007)
- There was no guidance in terms of processes that needed to be followed for gender mainstreaming (EMGD, NWP, 2007).
- The poor communication between directorates in the department resulted in poor implementation.
- No resources were dedicated to gender mainstreaming.
- There was a lack of support from male counterparts (SADTU, NWP, 2007).

Recommendations by the Department of Education

The department came up with the following recommendations:

- There should be formalised, structured procedures and mechanisms to enforce gender sensitivity.
- Guidelines should be developed for all structures and levels so that gender issues become a central item.
- There should be monitoring of all practices and policies, including the curriculum, for compliance.
- Gender should be infused in the curriculum for teachers at universities and in the school curriculum.

Conclusions

This exploratory research on the infusion of gender in the curriculum in the North West Province clearly revealed that South Africa faced a continuing challenge with regard to human rights, and gender balance in particular. The education system in our country does not have appropriate mechanisms to redress the gender imbalances of the past.

Further, the North West Province did not have any policies or programmes for guiding gender mainstreaming in the department and in a classroom situation. There was a serious lack of human and capital resources, allocated to gender mainstreaming.



Recommendations

CGE TO CONDUCT GENDER AUDIT

The study gave an indication of a lack of commitment on the part of the department to mainstream gender. A gender audit would assist the CGE in compiling a comprehensive report on gender mainstreaming in the department and recommending mechanisms to guide and assist the department. As the department does not have a gender policy or programme, a gender audit would be an important tool to provide the DoE with guidance in this regard.

CGE AND DEPARTMENT OF EDUCATION

The CGE should engage in discussions with the DoE around the issue of gender mainstreaming in the department and gender infusion in the curriculum. The discussion should be initiated at the national office and rolled out to provincial offices later on.

GENDER TASK TEAM

The DoE should establish a gender task team to assist it in formulating a gender structure.

8.9 WESTERN CAPE PROVINCE

Education

The provincial DoE offices are located in the capital of the province, Cape Town. According to the 2006 *School Realities Information* publication, at the time there were 1 454 public and 127 independent schools in the province. This was supplemented by four tertiary institutions. In both independent and public schools, the number of female learners was higher than that of male learners. This was in line with the national population statistics, which showed a higher percentage of females (51%) as compared to males. The Department of Education statistics showed that there were 978 826 learners in the province in 2006: 497 063 females and 481 763 males. The number of educators in public schools was 30 499, with a learner-to-educator ratio of 31.1, as compared to 2 343 in independent schools, with a learner-to-educator ratio of 12.7.

Methodology

The study was conducted through qualitative research. The overall sampling was done with the assistance of the provincial gender focal person (GFP) in the Department of Education. In sampling districts, consideration was given to including one rural and one urban district for participation in the study. GFPs from both the provincial and district offices assisted in identifying suitable participants for the study and arranging for data collection. Participants included officials at provincial and district level. Interview guides were used to conduct in-depth and focus group in-depth interviews. The GFPs of two prominent teachers' unions in the province, the South African Democratic Teachers Union (SADTU) and the National Professional Teachers Organisation of South Africa (NAPTOSA), were also interviewed. On average, each interview was an hour long.

Secondary research in the form of desktop research was also done.



PRESENTATION AND ANALYSIS OF THE FINDINGS

Concept clarification

For the purposes of this study, gender, gender equity and gender equality were defined as follows:

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Gender is relational and refers not simply to women or men but to the relationship between them.

Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices.

Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. (<http://www.ifad.org/gender/glossary.htm>)

Generally, the response from the Curriculum Directorate in the provincial office showed less understanding of the concepts; though it showed that the respondents had some knowledge on the matter, there could have been a more satisfactory response. On its understanding of gender equity, the directorate had this to say:


Gender equity is about equal rights allocated to males and females. For example, professional tennis players should earn the same, irrespective of being a man or a woman. It also applies to the appointment of people in top positions. Most of the time, women are not in top positions in work environments. Gender equity would then mean equal appointments.

They echoed that the department was informed by the South African Constitution's provisions in respect of equity, and was concentrating on redressing the male/female ratio imbalance in the workplace.

The GFP defined gender equity as follows:

Gender equity is basically trying to equalise the playing field and get rid of the barriers that exist, those within the workplace but also socially. Barriers have prevented women from entering the workplace - like a glass ceiling. As to stereotyping and discrimination in the workplace, we have to get men to understand why we need to equal the playing field, and also men have to understand their role in equality in gender and also in gender mainstreaming. So it is quite complex in a way.

The GFP in the provincial office was located in the Human Resources Directorate. Her main focus was employee health and wellness. She was also responsible for human rights, which embrace disability and gender. Her strategic position seemed to hinder her in performing her duties to the full, as gender matters were regarded as a mere add-on to her other core functions.



The level of understanding of gender concepts amongst officials revealed a need for gender training. Those who were well conversant with the terms had either done gender studies or had a passion for gender matters.

Gender mainstreaming in the curriculum

As far as guidance from or knowledge of the Gender Equity Directorates was concerned, the Curriculum Directorate indicated that they knew nothing about that and no structures had been established in the department to mainstream gender in the curriculum. From all eight Learning Areas, the Curriculum Directorate mentioned only that gender was addressed in Life Orientation. One respondent had this to say:

Life Orientation addresses this issue. It is an assessment tool. When you look at the Learning Outcomes, you will realise that this is well covered. (CD provincial office)

It was clear that when one talked about gender matters in the curriculum, the only Learning Area that reflected this was Life Orientation. None of the other seven Learning Areas seemed to be taking it into account.

The GFPs were resistant in their responses regarding gender mainstreaming in the curriculum, as they did not deal with that directly. One mentioned that though there was gender in the curriculum, it was not satisfactory. It was clear that the fact that they did not deal directly with the curriculum left them with less knowledge on whether gender had been infused well in all Learning Areas. This response was linked to the level at which the GFPs were placed: it disadvantaged them in that they were not part of policy discussions, debates and programmes. NCS is a policy issue. The South African National Policy Framework for Women's Empowerment and Gender Equality recommends that the GFPs be placed at director level.

Training

No specific training had taken place up to that point. The Curriculum Directorate in the provincial office indicated that training would be organised by the DoE in May, which would focus on the DoE manual, 'Opening Your Eyes', a manual on gender-based violence in schools.

GFPs in both the provincial office and the districts had not received accredited training. The provincial GFP indicated that she had been trained by the Department of the Premier, and that the training was not accredited. Lack of (accredited) training in the province is unacceptable, as there are three tertiary institutions with teacher training: the Universities of Stellenbosch, the Western Cape (UWC) and Cape Town (UCT). Two of them, UCT and UWC, also have gender studies in their programmes. The Department of Education could enlist these institutions in training educators.

Materials development

According to the Curriculum Directorate, a committee that screened learning materials checked issues of gender, culture, religion, etc., and then forwarded the materials to the National Department of Education, where a panel, with a set of criteria, made the final decision. The GFPs were not clear on how learning materials were developed. Again this could be ascribed to the fact that they did not deal with materials selection.



Strengthening linkages with the CGE

When asked what the Department of Education and the CGE could do to ensure that gender equality was realised in schools, one of the Curriculum Directorates had this to say:

If the institutions of higher education can develop a module/Learning Area around gender issues and infuse it into the curriculum, it would be wonderful. The CGE could help in this process.

It was apparent that the directorate was advocating for an independent Learning Area in gender. It would be fruitful for the CGE to engage with the Department of Education on such matters. The directorate also echoed its concern regarding the invisibility of the CGE in school programmes. The CGE could help facilitate programmes that will lead to the realisation of gender equality in schools.

The GFPs echoed the support they needed from the CGE through monitoring and evaluation. One had this to say:

I think sufficient managing, evaluation and monitoring is needed, and also getting rid of the current barriers that exist at school level and things like victimization, and I think a lot of work still needs to be done around empowerment, empowerment of educators to talk about issues and maybe we need to do focus groups at schools to thrash out issues at a particular school. One school's issues are not the same as those of the next school. If it is not in the province's budget, then you can't do anything. I would like to see the CGE looking at the budgets... Training needs to be done with the guys in budgeting; they have no clue how to look at the budget and make it gender-sensitive and they can't see the need to do so... and they can't see the link between their work and other things that are done, that need to be done.

Teacher development

The official for teacher development in the provincial DoE office indicated that he was not familiar with the Gender Equity Task Team Report and had no guidance as such from the Gender Equity Directorate.

There was a general feeling for a need for advocacy on gender matters. The CGE was referred to as being invisible.

TEACHERS' UNIONS

Two teachers' unions were interviewed: SADTU and NAPTOSA. The GFP for NAPTOSA indicated that it was a newly established organisation and as such did not have much information in response to the questions. Both defined the gender concepts in a satisfactory way.

The SADTU GFP indicated that, being an educator herself, she saw Life Orientation as the Learning Area that covered gender, rather than the other seven. Training was provided within the union. SADTU had a draft gender policy.



Challenges

Curriculum Directorate

- Not all the teachers were sensitised to choice of textbooks.
- There was no directorate on gender matters.
- No evaluation was being done.

Gender focal persons

- The biggest challenge was budget constraints; there was no funding from top management.
- Gender was an add-on to the existing agenda, even though policies clearly prescribe that it should not be an add-on.
- Lack of time due to dual/multiple responsibilities, with gender being an add-on.

Conclusion

This study revealed that the recommendations of the Gender Equity Task Team had not been implemented. The Department of Education was working more on gender equity than on gender equality. There was uncertainty and mixed feelings on whether gender had been infused into the curriculum. Training which officials had undergone was generally not accredited. Though the department had good policies, implementation seemed to be a problem.

Recommendations

- The Department of Education should form partnerships with tertiary institutions for accredited training of its officials/educators.
- GFPs should be placed at levels that strategically allow them maximum potential in their work. Gender should not be an add-on to other core duties.
- Policy implementation should be monitored for efficiency.
- The department should evaluate its programmes for efficiency.
- In-service and pre-service training of educators should cater for gender training.



9. CONCLUSIONS AND RECOMMENDATIONS


The conclusions and recommendations presented here cut across all nine provinces as well as the National DoE. This study concludes that, at the time of the study, the DoE was not taking its constitutional mandate to end sexism in education seriously. Further, it was failing to infuse gender equity into the curriculum. Despite its gender-friendly environment, the DoE did not have an official policy on gender. There were three draft gender equality policies, none of which was ever elevated to the status of a gender policy. It was not clear which, if any, of the three drafts developed by the National Department of Education was being followed by the provinces. Consequently, there was no uniformity with regard to the implementation of gender equity. The lack of a universally accepted gender equality policy had resulted in the various Departments of Education devising different strategies for accommodating gender. This confirmed what the literature review revealed. Chisholm (2003: 2) observed that "... policy for the achievement of gender equity is not supported by authority or resources...at the level of policy, gender appears as mainly symbolic: there are no regulations or procedures with legislative force to achieve gender equity".

Similarly, teachers' unions did not have a gender policy to direct their activities. During the fieldwork, SADTU, NAPTOSA and PEU were in the process of developing gender policies. SADTU in the Eastern Cape did not see monitoring of the inclusion of gender in the curriculum as one of its functions, though. They were of the opinion that this function fell in the realm of the government. The unions saw their role as being that of protecting union members against unfair labour practices. As a result, their focus fell more on protecting union members than on ensuring that schools provided quality education for all.

There was no common understanding of the gender concept. Some respondents defined it, as a quick definition, as 'relations between males and females'. Otherwise most failed to provide the broad understanding that these relationships and differences were constructed and learned through the socialisation process. Instead, gender equality and gender equity tended to be taken to be synonymous. Yet, an understanding of these concepts is crucial, as it is through the understanding of these concepts that one can understand state commitment towards gender equity in the curriculum.

This study revealed that the DoE did not follow the recommendations of the GETT report, which required that a position paper be developed for each Learning Area so as to guide teachers in developing Learning Outcomes for gender equity. The recommendation went so far as to advise on topics that could be included in this Learning Area. Yet gender is still not included in the Learning Areas, nor in the curriculum either. Instead, only one Learning Area in the curriculum, Life Orientation, includes gender.

The infusion of gender equality into the learner-teacher support materials seemed to be getting a lot of attention from the DoE. All the provinces and the National DoE reported that standards had been set for publishers to adhere to when developing LTSM. These standards reportedly emphasised the pictures more than the content, though. Publishers who failed to meet the set standards did not get to qualify as preferred suppliers.



There was a severe lack of in-service training or continued professional development (CPTD) of teachers and DoE officials on the topic of gender. Both the DoE and the unions were failing dismally in this regard. Even officials at an authority level agreed that they were only being trained on curriculum, without necessarily looking at the issue of gender in the curriculum. In cases where the unions or the DoE provided training, for example in Mpumalanga, there were no certificates to show for the training. Moreover, the training institutions did not have accredited training packages. This complicated compliance with the requirements of the curriculum.

The Gender Equity Directorate was failing to influence the pre-service training or the initial professional education and training (IPET) of teachers to include gender, as this function fell within higher education. The directorates responsible for teacher education and gender equity did not seem to be making serious efforts to communicate with the Higher Education Directorate or to influence institutions of higher education to change their curricula to be gender-sensitive, or better still, to make gender a compulsory module for teacher trainees.

There was weak commitment to gender equity programmes at the various provincial Departments of Education as well as at the National DoE. The National Gender Equity Directorate had instituted five programmes, namely the Women in Management, Girls Empowerment, Boys Empowerment, Addressing Teenage Pregnancy and Sexual Harassment Programmes. However, not all the provinces reported that they were implementing the programmes. Moreover, the National DoE was not monitoring the implementation of these programmes. This situation was not conducive to serious gender mainstreaming. Understandably, some provinces lacked the capacity, as they did not have the necessary personnel to carry out the work, and that situation needed to be corrected.

The Eastern Cape and the Free State were examples of provinces without a Gender Equity Directorate or gender focal persons. These two provinces reported that they did not have structures to support the implementation of gender equity. In the case of the Eastern Cape, there was a forum, but one with no teeth. Gender mainstreaming implies putting gender in the center of the social, political and cultural life of the learners, and it cannot be implemented in part. For example, when LTSM is being evaluated for gender equality, the focus should be on all aspects of the materials, and not on pictures, as some of the respondents were saying.

In Gauteng, the research discovered that the Gender Equity Directorate was a one-person show. In addition, the functions performed by this person, which were related to the position the person held in the Gender Equity Directorate, were an add-on function to the other functions the person performed. This effort was a weakened version of the GETT recommendation, which recommended that GFPs be employed and given the space necessary to carry out their jobs. This could be seen as another manifestation of the government's failure to show a strong commitment to the attainment of gender equity, despite the enabling environment it had created. Unions were not taking advantage of this gender-friendly environment either. Few of them had GFPs. They complained that they did not have the budget to employ fulltime GFPs and had to rely on the services of practising teachers.


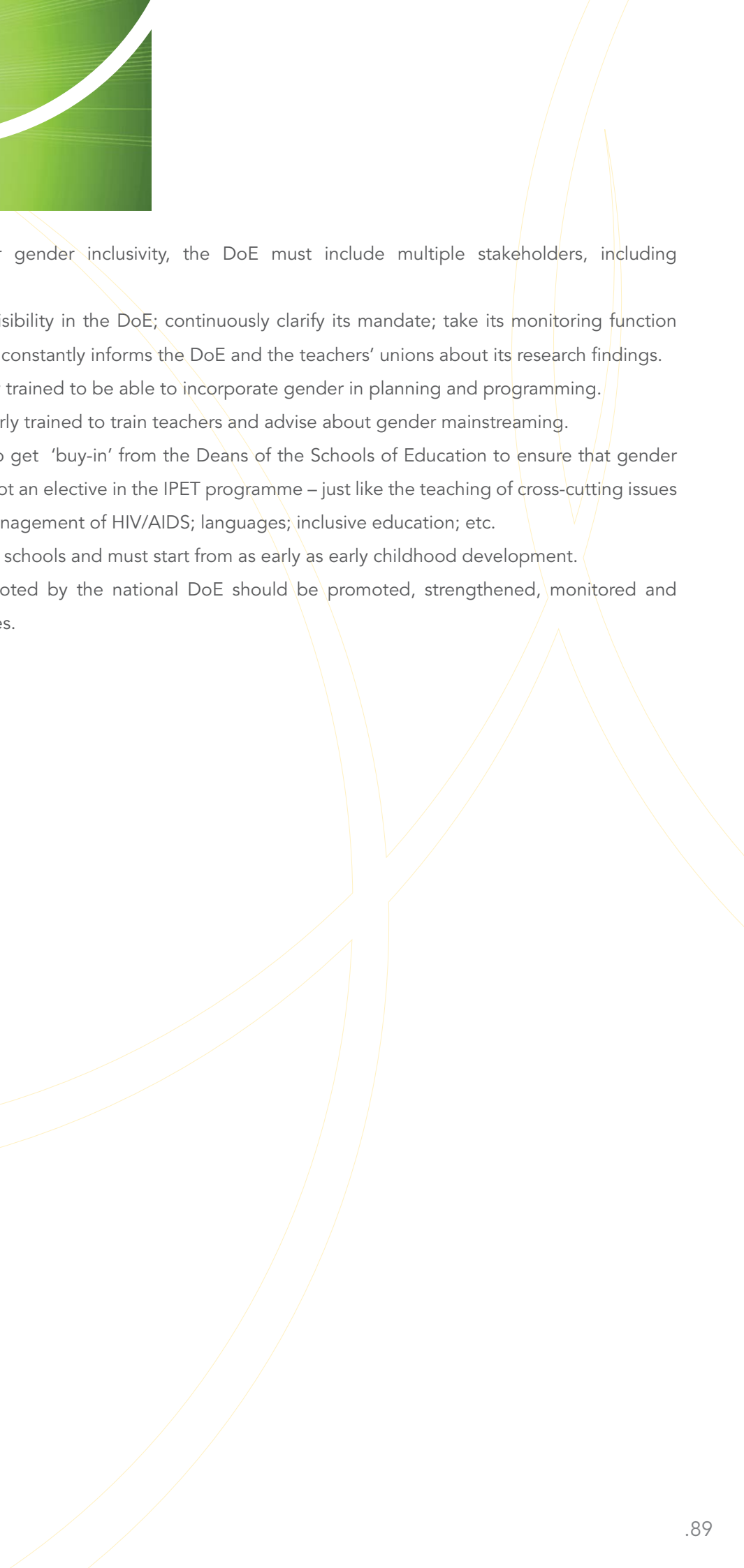


There was a very strong gender machinery in place. But the DoE was not maximising its use. For example, the four DoE directorates involved in the study, the CGE, the teachers' unions and the OSW are all structures that could collaborate within the limitations of the roles these structures play, as well as the human and financial resources at their disposal, so as to ensure that gender equity is a reality. It is the responsibility of each of these institutions to clarify their own mandate to their constituencies. There are, for instance, misconceptions on the ground that the CGE should assist in offering training on gender. The CGE is not a training organisation and does not have an accreditation status as such either. The Department of Education should rather partner with institutions of higher education, who offer gender training, to do the training. The function of building capacity on gender mainstreaming for gender focal persons is located in the Office of the Status of Women (OSW).

It is understandable that some offices or organisations do not have the capacity to make a noticeable change or contribution, but they must make themselves available. For example, unions in provinces such as Limpopo complained about a lack of provincial DoE support.

This study has various recommendations, which can serve as potential directions for the incorporation and implementation of gender discourse in the curriculum. These recommendations are as follows:

- Gender mainstreaming assumes a change of lifestyle and transformation of the society. That cannot happen without some government authority. The Department of Education should develop a gender policy so that gender equality can be taken seriously and stop being treated in an ad hoc fashion.
- The provincial reports have revealed many contradictions on various aspects, hence it is recommended that the DoE should rather conduct its own internal audit to establish the 'health and status' of the promotion of gender equity in the department.
- The recommendations of the GETT report need to be taken seriously. For example, the implementation of gender equity must be supported by the establishment of supportive structures throughout the various Departments of Education, as recommended by the report.
- Relationships and communication among stakeholders, especially the DoE directorates, should be strengthened. There should be a strong linkage between the DoE, the CGE and other structures promoting gender equity. The DoE can implement programmes that promote gender equality in education – for example, take the recommendations of the GETT report that were never acted on – and encourage universities to include a module on gender in the curriculum that is meant for the training of teachers, provide gender equality workshops to teachers who are in the employ of the government, and encourage harsh punishment for people violating these guidelines. On the other hand, the CGE must constantly monitor the implementation of all the approved programmes. These suggested linkages must be based on the value that each of the players can add to the process. Each player must focus on the area of expertise it possesses. In addition, cooperation between these structures can only be strengthened if there is strict control and coordination of planning as well as any other related activities.

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- When assessing LTSM for gender inclusivity, the DoE must include multiple stakeholders, including teachers' unions.
 - The CGE must ensure its visibility in the DoE; continuously clarify its mandate; take its monitoring function seriously; and ensure that it constantly informs the DoE and the teachers' unions about its research findings.
 - Teachers should be formally trained to be able to incorporate gender in planning and programming.
 - DoE officials must be properly trained to train teachers and advise about gender mainstreaming.
 - The DoE must find a way to get 'buy-in' from the Deans of the Schools of Education to ensure that gender becomes compulsory and not an elective in the IPET programme – just like the teaching of cross-cutting issues in education such as the management of HIV/AIDS; languages; inclusive education; etc.
 - Gender should be taught in schools and must start from as early as early childhood development.
 - Gender programmes promoted by the national DoE should be promoted, strengthened, monitored and evaluated in all the provinces.
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Commission for Gender Equality

RESEARCH PROJECT: GENDER IN CURRICULUM

INSTRUMENT No. 01



Commission for Gender Equality
A society free from gender oppression and inequality

GENDER FOCAL PERSON (GFP)

Introduction: Who you are (as CGE researchers; clarify CGE's role; and the purpose of the interview)

NB: All words in bold italics serve as guidance to the researcher to probe as much as possible in each identified question.

a) Concept of gender:

1. What is your understanding of gender?
2. What is your understanding of gender equity?
3. What is your understanding of gender equality?

NB: *Establish which one of the two informs the DoE's thrust and why?*

b) Strategies:

The Gender Equity Task Team Report (GET) had recommended that the Gender Equity Directorate should develop a position paper on Gender Equity in Curriculum 2005 to provide a comprehensive framework for teachers, parents and learners to understand the full meaning of gender equity in the curriculum (GETT Report, 1997, p 14):

4. Has this been done? If not, why not? If yes, please provide a copy/evidence.
5. Does the DoE have a policy on gender; if not, what framework or strategies are being used to mainstream gender?
6. Specify the actual gender programmes that the DoE (national, province or district) is offering.
7. What informs the choice of these programmes and projects?
(Probe: Has an audit been done to ensure that there is capacity to deliver on that particular programme; is the choice backed by research or are they reactive to immediate needs?)



8. Has any research been done to measure the impact of the existing programmes?
9. Is there a specific programme that addresses gender-based violence (GBV) in schools?

c) Gender in Learning Areas:

- 10) In your opinion, would you say issues of **gender stereotyping and prejudice**; gender-based discrimination; and fair and unfair discrimination are well represented in all eight Learning Areas?
(Probe: If the discussion revolves around the Life Orientation Learning Area, probe how educators of the Social Sciences Learning Area, for example, are being guided to deal with social and environmental issues; power relations; gender discrimination; making personal judgments; etc.)

d) Gender implementation structures:

- 11) Are there any structures in the department that have been established to **mainstream gender**?
(Probe: Who constitutes them? How do they function? What is their mandate? How often do their meetings take place?)
- 12) Are there any structures in place to ensure that gender is mainstreamed in **the curriculum**?
- 13) How does the directorate ensure that **teacher development programmes** prepare teachers to promote gender equality?

e) Staff training:

- 14) Have you and your directorate been trained on gender?
- 15) Who offered the training?
(Probe: In-house or outsourced? Who was the service provider? Is it accredited?)
- 16) Has this training been offered to the gender focal persons/curriculum delivery professionals in the provinces/districts/schools?
- 17) What is the impact of this training in the delivery of the curriculum?
(Probe the level of support that the directorate is giving to the province/district/schools)
- 18) Has this training been linked to any of the SAQA standard-generating body processes?
(for national interview only)



f) Materials development:

- 19) Have any of the materials in use (national/provincial/school) been analysed to ensure their gender sensitivity?
- 20) What processes were followed for this review/analysis?

Closure:

- 21) What challenges do you experience when performing your tasks? (NB: Not more than five challenges, otherwise this will change the focus of the research process.)
- 22) Are there any questions/recommendations that you feel have not been addressed that would strengthen the discussion on gender in the curriculum?
- 23) In your opinion, what can be done by the Department of Education and the Commission on Gender Equality to ensure that gender equality is realised in schools?

Ask for any relevant documentation that would consolidate the discussions on the project.

THE COMMISSION ON GENDER EQUALITY THANKS YOU FOR YOUR PARTICIPATION IN THIS RESEARCH PROJECT!

Commission for Gender Equality

RESEARCH PROJECT: GENDER IN CURRICULUM

INSTRUMENT No. 02



Commission for Gender Equality

A society free from gender oppression and inequality

CURRICULUM DIRECTORATE: National and Provincial Offices

NB: *All words in italics serve as guidance to the researcher to probe as much as possible in each identified question.*

Introduce yourself: *(Who you are as CGE representative; CGE's role; and the purpose of the interview)*

a) Concept of gender:

- 1) What is your understanding of gender?
- 2) What is your understanding of gender equity?
- 3) What is your understanding of gender equality?

NB: Establish which one of the two informs the department's thrust and why?


b) Structures:

The Gender Equity Task Team Report (GET) recommended that the Gender Equity Directorate should develop a position paper on Gender Equity in Curriculum 2005 to provide a comprehensive framework for teachers, parents and learners to understand the full meaning of gender equity in the curriculum (GETT Report, 1997, p 14):

- 4) Have you received any form of guidance from the Gender Equity Directorate in the development of this?
- 5) Are there **any structures** in the department that have been established to mainstream gender in the curriculum?
(Probe: Does this have a gender lens? Who constitutes them? Where are they placed in the system? How do they function? What is their mandate? How often do their meetings take place?)

c) Gender in Learning Areas:

- 6) In your opinion, would you say issues of **gender stereotyping and prejudice**; gender-based discrimination; and fair and unfair discrimination are well represented in all eight Learning Areas?
(Probe: If the discussion revolves around the Life Orientation Learning Area, probe how educators of the Social Sciences Learning Area, for example, are being guided to deal with social and environmental issues; power relations; gender discrimination; making personal judgments; etc.)

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- 7) Has any **research/monitoring and evaluation** been done to measure the **impact** of mainstreaming gender in the curriculum? (Ask for the reports.) **Who conducted the study? (National)**

c) Training offered by the unit :

- 8) Has there been any training on gender in the curriculum? (If so, ask for evidence: copies of the report or materials.)
- 9) What informs the choice of the training programmes?
- 10) Who offered the training? (**Probe: In-house or outsourced? Please provide their details. If outsourced, were the providers accredited? Was the budget sufficient?**)
- 11) How many educators have been trained on gender (in the curriculum?) (**Ask for statistics, if available.**)
- 12) How helpful and empowering has the content of this course been to you so as to assist the teachers to translate the National Curriculum Statements to become gender sensitive?

f) Materials development:

- 13) Have any of the materials in use (national/provincial/school) been analysed to ensure their gender sensitivity? (**If any, ask for a report.**)
- 14) What processes were followed for the review to take place?

g) Closure:

- 15) What challenges do you experience when performing your tasks? (**NB: Not more than five challenges, otherwise this will change the focus of the research process.**)
- 16) Are there any questions that you feel have not been addressed that would strengthen the discussion on gender in the curriculum?
- 17) In your opinion, what can be done by the Department of Education and the Commission on Gender Equality to ensure that gender equality is realised in schools?

Ask for any relevant documentation that would consolidate the discussions on the project.

THE COMMISSION ON GENDER EQUALITY THANKS YOU FOR YOUR PARTICIPATION IN THIS RESEARCH PROJECT!

Commission for Gender Equality

RESEARCH PROJECT: GENDER IN CURRICULUM

INSTRUMENT No. 03



Commission for Gender Equality
A society free from gender oppression and inequality

TEACHER EDUCATION

(For university, change directorate questions to: Faculty)

The Gender Equity Task Team Report (GETT) recommended that the Gender Equity Directorate should develop a position paper on Gender Equity in Curriculum 2005 to provide a comprehensive framework for teachers, parents and learners to understand the full meaning of gender equity in the curriculum (GETT Report, 1997, p 14):

- 1) Have you received any form of guidance from the Gender Equity Directorate in the development of a framework or guideline?
- 2) How does your directorate ensure that teacher development programmes prepare teachers to promote gender equality?
- 3) **Preset:** Is gender studies currently a fundamental or an elective module?
- 4) **In-service** training on gender:
 - **Frequency:** How often does this take place?
 - What **selection criteria** are used for identifying participants?
 - Content: How helpful and empowering is the **content** of the training for teachers to be able to translate the National Curriculum Statements to become gender sensitive?
 - How does the directorate link with the universities in terms of ensuring that all teacher training programmes are gender sensitive? (**Advanced Certificate in Education (ACE), Post-Graduate Certificate in Education (PGCE), Bachelor in Education (BED) and National Professional Diploma in Education (NPDE)**).
- 5) What **role** does the unit play in terms of the development of the SAQA GEWE unit standards? (GEWE – Gender Equality & Women Empowerment)

(QUESTION MIGHT NOT BE RELEVANT TO SOME PROVINCES)



Closure:

- 6) What challenges do you experience in performing your work? (NB: Not more than five, otherwise the focus of the research might change.)
- 7) Are there any questions/ recommendations that you feel have not been addressed that would strengthen the discussion on gender in the curriculum?
- 8) In your opinion, what can be done by the Department of Education and the Commission on Gender Equality to ensure that gender equality is realised in schools?

Ask for any relevant documentation that would consolidate the discussions on the project.

THE COMMISSION ON GENDER EQUALITY THANKS YOU FOR YOUR PARTICIPATION IN THIS RESEARCH PROJECT!

Commission for Gender Equality

RESEARCH PROJECT: GENDER IN CURRICULUM

INSTRUMENT No. 04



Commission for Gender Equality
A society free from gender oppression and inequality

EDUCATOR UNIONS

Introduction: *Who you are* (as CGE representative; CGE's role; and the purpose of the interview)

A) Concepts of gender:

1. What is your understanding of gender?
2. What is your understanding of gender equity?
3. What is your understanding of gender equality?

NB: Establish which one of the two informs the union's focus, and why.

B) Strategies:

4. Does your union have a policy on gender? (**Ask for a copy.**) If not, what framework or strategies are being used to mainstream gender?
5. What strategies/guidelines inform gender programming and choice of projects in schools? (e.g. audit and research)
6. Has any research/monitoring and evaluation been done to measure the impact of the existing programmes of gender?
7. **How** and **when** do you communicate with schools? (These are two questions.)



C) Structures:

8. How do you ensure that gender is mainstreamed in the curriculum?
9. What challenges do you experience with regard to gender programming?
10. What level of support do you receive from other stakeholders?(e.g. DoE/CGE/OSW)
11. List the NGO's which support you, and explain their level of support.

D) Staff training:

12. Have you been trained on gender?
13. Who offered the training? (Probe: was the provider accredited?)
14. How useful has this training been to you in order for you to perform your tasks?

Closure:

15. What challenges do you experience when performing your tasks? (NB: Not more than five challenges otherwise this will change the focus of the research process.)
16. Are there any questions/ recommendations that you feel have not been addressed that would strengthen the discussion on gender in the curriculum?
17. In your opinion, what can be done by the Unions, the Department of Education and the Commission on Gender Equality to ensure that gender equality is realised in schools?

Ask for any relevant documentation that would consolidate the discussions on the project.

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EDUCATION MANAGEMENT AND GOVERNANCE DEVELOPMENT

The Gender Equity Task Team Report (GET) recommended that the Gender Equity Directorate should develop a position paper on Gender Equity in Curriculum 2005 to provide a comprehensive framework for teachers, parents and learners to understand the full meaning of gender equity in the curriculum (GETT Report, 1997, p 14):

1. Have you received any form of guidance from the Gender Equity Directorate in terms of gender mainstreaming?
2. What measures are taken by your directorate to ensure that all policies that are developed at school level and within your directorate are gender sensitive?
3. What processes are followed in the development of such policies, and who are the key role-players?
4. Have parents, especially the school governing bodies, been informed about gender in schools; especially on how it is integrated in the National Curriculum Statement; and its impact on learners' lives?

Closure:

5. What challenges do you experience when performing your tasks? **(NB: Not more than five challenges, otherwise this will change the focus of the research process.)**
6. Are there any questions/recommendations that you feel have not been addressed that would strengthen the discussion on gender in the curriculum?
7. In your opinion, what can be done by the Department of Education and the Commission on Gender Equality to ensure that gender equality is realised in schools?

Ask for any relevant documentation that would consolidate the discussions on the project.

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Annexure B: Example Of How Data Were Analysed – Matrix For Gender In Education Report

	GFP	Curriculum	EMGD	T. dev.	Analysis
Concepts	Use GETT definitions (social construction). DoE focuses on gender equity and not equality.	Difficult to understand their gender conceptualisation. Use an activist perspective. "Gender defines who you are" –identity.	Q. NOT ASKED	INSTRUMENT NOT USED Q. NOT ASKED	Concepts clearly articulated by departmental staff but fairly blurred from the union perspective. Official documents (GETT) acknowledge the difficulty in differentiating between the two concepts as well, but adopted gender equity, i.e. equal opp. for men and women in their personal, social, cultural and economic agendas.

	GFP	Curriculum	EMGD	T. dev.	Analysis
Mainstreaming gender	Take this as their responsibility; but there is no framework document guiding the department; and never mainstreamed gender in the curriculum. GFPs sit in at curriculum meetings at provincial level. Directorate has no links with the teacher ed. since this falls within the scope of the Higher Ed. Division	Responsibility of the Gender Equity Directorate. Received no guidelines from the Gender Equity Directorate. Position paper might have been shared with the Directorate prior to the respondents' appointment (in 2005).	Received no guidelines from the Gender Equity Directorate. Discussions held informally in terms of the conceptualisation of programmes, e.g. "Women in and into Management"	When policy is formulated this is widely disseminated within the Dept., but no inputs, formal or informal, were received from Equity Directorate.	In the absence of a guiding document, gender becomes everybody's business; and at the same time without a specific focus. No mainstreaming is taking place.



	GFP	Curriculum	EMGD	T. dev.	Analysis
Gender in Learning Areas	Acknowledges that LO covers gender-related aspects of the curriculum; but questioned the effectiveness of the Life Skills programme due to the high levels of crime in schools and teenage pregnancy.	Life Orientation (LO) is the mother body of all gender Learning Outcomes. LO is supported by a Life Skills programme which covers all discrimination issues (HIV/AIDS, violence, sexual orientation, etc.)	Not responsibility of this Directorate	INSTRUMENT NOT USED Q. NOT ASKED	Contradictions emerging in that the effectiveness of the Life Skills programme is validly critiqued by the Equity Directorate.

	GFP	Curriculum	EMGD	T. dev.	Analysis
Training on gender	WIM; GEM; Boys Empowerment Programme; Addressing Teenage Pregnancy, Sexual Harassment and Social Violence project; and piloting a manual on "Opening your Eyes" in provinces. Explained the rationale around their conceptualisations. Directorate assists in the conceptualisation of programmes, but plays a minimal role in implementation (plays a supportive role).	N/A. Responsibility of the Equity Directorate.	ACE for school principals which has a gender component and a component on the management of schools.	N/A. Responsibility of the Equity Directorate.	In the absence of a guiding document, gender becomes everybody's business; and at the same time without a specific focus. No mainstreaming is taking place.



	GFP	Curriculum	EMGD	T. dev.	Analysis
Staff training	<p>Three staff members. Various levels on staff training. (UNICEF; Univ. of PTA; in-house training).</p> <p>Directorate plays no role in SAQA processes.</p> <p>NO IMPACT STUDIES DONE</p>	<p>Offers in-house curriculum-directed training programmes.</p> <p>Use cascading model.</p> <p>NO IMPACT STUDIES DONE</p>	NO IMPACT STUDIES DONE	NO IMPACT STUDIES DONE	<p>Non-participation of GE</p> <p>Directorate in SAQA processes raises questions on the validity of choice of service providers and the training package itself.</p> <p>No linkages with SAQA unit standard processes. Esp. GEWE.</p> <p>Cascading model seems to be the norm in curriculum training programmes, yet this was critiqued in 2000 during the inception of the Cur. 2005 Training. Patchy implementation of policies and programmes to implement gender equality.</p>

	GFP	Curriculum	EMGD	T. dev.	Analysis
ELSM	Uses FAWE instrument.	Reliant on the provinces to ensure that the materials have been analysed prior to approval using departmental guidelines.			



	GFP	Curriculum	EMGD	T. dev. instrument not used	Analysis
Challenges/ Problems	Contradictory messages about the effectiveness of the LO programme.	Contradictory messages about the effectiveness of the LO programme.	Images in Gauteng textbooks in the mid 1990s indicated that materials are still gender-insensitive. Access of boys and girls to schools is still problematic.	Proposed that gender be infused in IPET and INSET programmes. Have strong links with SACE on TD Credit system. SACE to ensure that private providers offering gender programmes are accredited.	Previous studies reveal that it is important to have an understanding of gender in IPET and INSET teacher programmes.

	GFP	Curriculum	EMGD	T. dev.	Analysis
Strengthening dept. linkages	CGE should be seen as playing a more vigilant role as a watchdog to the department. DoE takes it for granted, unlike the Human Rights Commission.	CGE study is critical instead of being more informative and giving guidance to the Directorate on how to infuse gender. Requires feedback on the study.	Images in Gauteng textbooks in the mid 1990s indicated that materials are still gender-insensitive. Access of boys and girls to schools is still problematic.	Proposed that gender be infused in IPET and INSET programmes. Have strong links with SACE on TD Credit system. SACE to ensure that private providers offering gender programmes are accredited.	Previous studies reveal that it is important to have an understanding of gender in IPET and INSET teacher programmes.



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