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PRACTICAL GUIDANCE NOTE 8

GENDER EQUALITY IN EDUCATION

1. Topic overview

Gender equality in education is the right for girls and women, boys and men to equally access, participate in, deliver and receive the benefits of education. A number of international treaties assure this: the UNESCO Convention against Discrimination in Education (1960), the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW, 1981), the Convention on the Rights of the Child (CRC, 1989), the Sustainable Development Goals (SDGs) 4 and 5 (2015), and the 'Leave No One Behind' approach promoted by the EU in the New European Consensus on Development (2017).

Not just education: Efforts are strengthened to place gender and empowerment of girls and women in the heart of all EU external actions, in accordance with the *EU Gender Action Plan 2016-20* (GAP II)[i]. All EU programmes must do gender mainstreaming, which includes conducting systematic gender analyses and developing gender-sensitive action plans according to the guidance in the GAP II. Programming must strengthen physical and psychological integrity, socio- economic-rights and empowerment, voice and participation for women and girls, as well as the institutional culture to deliver these EU gender commitments.

Not just girls: Gender equality in education puts a strong focus on girls' education, empowering them to compete in the formal job market and participate in socio-economic decisions that affect them. However, in some contexts, gender equality may also be about boys' education. Boys' underperformance, dropout rates, boy-to-boy school-related gender-based violence, lack of positive role models at school, and pressures from home to join the workforce early, are also part of gender inequality in education. Boys and men are also part of the solution.

Summary

This guidance note provides information and programming advice about achieving gender equality in education, to ensure all boys and girls receive – and men and women deliver – quality primary, secondary and tertiary educational services equally, free from gender bias and discrimination.

- Gender equality is often measured in terms of gender parity in enrolment, retention, and completion rates. Gender parity decreases more after primary level and the lack of girls in secondary education has a negative impact on socio-economic development.
- Gender mainstreaming in education is the integration of gender equality into all phases of the programming. It is based on a gender analysis which informs planning, resourcing, implementation, and M&E of any education policy, programme or project, regardless of its thematic area.
- Targeted gender interventions in education are specific initiatives that strengthen specific aspects of girls' and boys' education at any level of the system. At government level, they ensure national and international commitments to gender equality and human rights inform curriculum, assessment, teacher education and school management. At teacher training, education authority, and school level, they focus on gender-sensitive institutional transformation through gender equal human resource management. At infrastructure level, they include safe transport and single-sex toilets. At curriculum/textbook level, they ensure the eradication of harmful stereotypes. At community level, they promote equal participation of parents and guardians of both sexes on school boards.
- One of the best places to promote gender equality is in the classroom. Much of the literature ignores the crucial centrality of gender- equal, inclusive teaching and learning. Gender inclusion should be taught by example through participatory methodology, while core skills content should equip students to access socio-economic development equally.
- Stopping School related Gender-Based Violence (SRGBV), which includes corporal punishment, child exploitation, physical, psychological and on-line bullying, and sexual harassment in or around school, is a specific aspect of gender equality in education and is covered in a separate Practical Guidance Note.

i European Commission, *Joint Staff Working Document on Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020*, 2015 https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf

Not just children: Gender equality in education needs to focus not only on boys and girls as learners in schools but also on men and women as educators, school leaders, teacher trainers and trainees, and employees in local, sub-national and national education authorities.

Not just gender exclusion: Gender inequality in education is exacerbated by *intersectionality* – when girls or boys are discriminated against because of their gender plus other vulnerabilities: gender in combination with poverty, disability, ethnicity, race, displacement, language, religion or belief, and family background.

Not just gender mainstreaming: Gender mainstreaming in education means examining all education policy, planning and reform through a gender-sensitive lens to ensure gender equality and inclusion. This is the default minimum for the Gender Action Plan and is specifically outlined in Objectives 13 (Equal access for girls and women to all levels of quality education and vocational education and training free from discrimination) and 19 (challenged and changed discriminatory social norms and gender stereotypes). However, gender equality in education should also focus on targeted interventions with explicit outcomes for girls' or boys' equality and empowerment. A two-pronged approach combining gender mainstreaming with targeted interventions strengthens impact.

Not just analysis of gender policy: The analysis of gender inequality in education should not only investigate the need for gender-sensitive programming but also how education policy in general impacts differently on boys and girls, women and men in the system. Policies about school meals, curricula, scholarships, timetabling or physical facilities may have unintended disadvantages for girls or boys.

Understanding gender inequality in education: The challenge

Regions most at risk to gender inequality in education are South Asia, Western Asia, North Africa and Sub Saharan Africa. Adult female illiteracy in the lowest income countries has remained around at 61%.[ii] However, gender disparities in school attendance and completion differ by country and level. For example, in North Africa and Western Asia, respectively 7.9 % and 14.8 % of adolescent boys and 12,5 % and 19.9 % of adolescent girls are out of school[iii] while in East and South East Asia, Latin America and the Caribbean, more poor girls than poor boys complete secondary education[iv].

Gender inequality in education leads to increasing dropout of girls from secondary and tertiary education. A study across 33 countries shows that girls do more domestic work than boys of same age, and are responsible of other chores, such as care of younger siblings.[v] The lack of girls' and women's literacy, employability skills and self-confidence reinforces women's occupational segregation and underemployment in the formal job market. Unequal access to health, safety, pay, and status means lower value is placed on women's skills, and industries capitalise on women accepting any job, for longer hours, greater risk, and less money, security, parental leave or childcare. As a result, women have more trouble than men securing loans, credit, training, and promotion, especially to executive positions and decision-making roles.[vi] Large gender gaps exist in information and communication technologies (ICT) access and use, with a growing digital divide between women and men and the deepening of broader gender inequality as girls and women are left out of important spaces for knowledge creation, innovation and entrepreneurship.

The longer girls stay in school, the more communities and societies benefit. It is estimated that universal secondary education will have a positive economic impact on low income countries, significantly reducing birth rates and under-five child mortality, increasing HIV/AIDS protection, ensuring better child nutrition, and counteracting the current loss of human capital due to women's low earnings and the negative welfare demands of population growth.[vii]

The causes

The causes of gender inequality in education are well documented and extend to every section of society, involving individuals, families, schools, communities and society. Solutions too must therefore be holistic.[viii] The causes of gender inequality in education can be summarised as follows:

Lack of gender equality in family and social traditions: Gender inequality in the family often creates boy-child preference. Boys' education is prioritised as a better investment for income generation while girls are given extra domestic duties

ii UIS Statistics, Illiterate population, 25-64 years, female percentage (data last updated in September 2019) http://data.uis.unesco.org/index.aspx?queryid=167

iii UIS Statistics, Out-of-school rate for adolescents of lower secondary school age. (data last updated in September 2019) http://data.uis.unesco.org/index.aspx?queryid=124

iv GEM Report, *Gender Review: Meeting Our Commitments to Gender Equality in Education*, 2018, p. 15 https://unesdoc.unesco.org/ark:/48223/pf0000261593

v UN Women, *Why Gender Equality Matters Across All SDGs: An Excerpt of Turning Promises Into Action – Gender Equality In The 2030 Agenda For Sustainable Development*, p. 26. http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/sdg-report-chapter-3-why-gender-equality-matters-across-all-sdgs-2018-en.pdf?la=en&vs=5447

vi GPE, UNGEI & UNICEF, *Guidance for Developing Gender-Responsive Education Sector Plans*, 2017. http://www.ungei.org/GPE_Guidance_for_Gender-Responsive_ESPs_Final.pdf

vii Wodon, Q. T.; Montenegro, C. E.; Nguyen, H. & Adenike Opeoluwa, O., *Missed Opportunities: The High Cost of Not Educating Girls.* World Bank Group: Washington, D.C., 2018. https://www.globalpartnership.org/content/missed-opportunities-high-cost-not-educating-girls

viii UNESCO & UN Women, *Global guidance on addressing school-related gender-based violence,* 2016. https://unesdoc.unesco.org/ark:/48223/pf0000246651

which can prevent them from attending school full time. Harmful practices perpetrated by families, such as early marriage and Female Genital Mutilation/ Cutting (FGM/C), make girls drop out of school in adolescence. For boys, extreme notions of masculinity – equating studiousness with weakness – can pressurise them into underperforming at school or dropping out early to join the workforce. Even where girls achieve higher levels of education, entrenched gender norms, roles and attitudes may hinder women's access to the labour market and may have an impact on demand for education.

Lack of gender equality in school facilities and resources: Where and how schools are built and run, especially in rural and remote areas, has a strong impact on gender equality in education. Lack of water, separate toilets, and sanitary pads prevent girls from attending school during menstruation, and monthly absence can accumulate into permanent dropout. Safety is an issue on long, unmonitored journeys to and from school, in unsupervised school yards, classrooms and toilets, and on the internet. Inflexibility to accommodate returning dropouts preclude girls who are pregnant or have family duties to juggle, and boys who give up school early to go to work or have been recruited by armed groups.

Lack of gender equality in education organisational culture: Gender bias within educational institutions often compounds teacher, student and parent gender bias and reinforces harmful gender stereotypes throughout the education system. Gender-sensitive institutional transformation is needed across education establishments, including ministries and departments of education, sub-national and local education authorities, teacher training colleges and schools and school management within the community. In all these institutions, gender bias and disparity in resource allocation, decision making, pay, roles and responsibilities, curricula, materials, and assessment, are manifest. The lack of female role models for girls is a result of the scarcity of women teachers in South Asia and Sub-Saharan Africa, and a world-wide shortage of women school leaders. In Malawi, primary school teachers put the lack of female role models ahead of early marriage and pregnancy as one of the top reasons for girls' poor performance.[ix] Women's school leadership decreases the higher up the system. In Rwanda 30% of primary school principals were women but only 19% of secondary school principals.[x]

Lack of technical capacity and political will to ensure gender equal teaching and learning: Teaching practice and pedagogy may not be gender-sensitive, for example in how boys and girls are encouraged to participate and work in class and the tasks that are assigned to them. National curricula, textbooks, and methodology often promote harmful gender stereotypes with visual and textual portrayals of girls and women in traditional domestic roles and men and boys in problem solving, risk-taking or career-oriented roles. In Pakistan, the National Textbook and Learning Materials Policy and Plan of Action has not been revised for more than a decade and does not mention any gender criteria for textbook commissioning or review.[xi]

A missed opportunity around the world is the cross-curricula teaching of 'core' skills: critical thinking, problem solving, creativity, citizenship skills, equality, diversity and inclusion. This failure to mainstream a rights-based approach in education publications exacerbates gender exclusion, discrimination and bias. As a result of the HIV/AIDS epidemic, more Sub-Saharan African countries than South Asian or MENA countries have included comprehensive sexuality education and life skills in their national curricula, but teaching sexual and reproductive health and rights is still controversial.[xii]

Worldwide, more women than men graduate, but far fewer women graduate in Science, Technology, Engineering and Maths (STEM). In countries as diverse as Chile, Ghana and Switzerland, there were fewer than 25% female STEM graduates in 2018.[xiii] Under-representation of girls and women in STEM education contributes to possible future gender gaps in the related industries and risks leaving future opportunities out of girls' and women's reach. Technical and vocational education and training curricula are often biased towards adolescent boys taking up manual and semi-skilled labour.

Lack of legal and political safeguards for gender equality in education: There is a correlation between women in parliament or sub-national government and the prioritisation of girls' education. In 2017, 103 countries worldwide that had a compulsory quota for women in their legislature spent 3.4% more on social welfare, including education.[xiv] Legislation has been strengthened in the 21st century to keep boys

ix GEM Report, *Gender Review: Meeting Our Commitments to Gender Equality in Education*, 2018, p. 23 https://unesdoc.unesco.org/ark:/48223/pf0000261593

x USAID, Gender Analysis for USAID/Rwanda Learning Enhanced Across Rwanda Now! (LEARN) Project, 2014, p. 3 https://www.usaid.gov/sites/default/files/documents/1860/GA%20-%20LEARN%20project%20-%20FINAL%20Sept%2018%202014%20-%20Public%20Version.pdf

xi Government of Pakistan Ministry of Education Curriculum Wing, *National Textbook and Learning Materials Policy and Plan of Action*, 2007 http://www.itacec.org/document/nep09/Textbook_and_Learning_Materials_Policy_and_Plan_of_Action280607.pdf

xii In the New European Consensus on Development, point 34: The EU remains committed to the promotion, protection and fulfilment of all human rights and to the full and effective implementation of the Beijing Platform for Action and the Programme of Action of the International Conference on Population and Development (ICPD) and the outcomes of their review conferences and remains committed to sexual and reproductive health and rights (SRHR), in this context

xiii GEM Report, *Gender Review: Meeting Our Commitments to Gender Equality in Education*, 2018, p. 15 https://unesdoc.unesco.org/ark:/48223/pf0000261593

xiv GEM Report, *Gender Review: Meeting Our Commitments to Gender Equality in Education*, 2018, p. 21 https://unesdoc.unesco.org/ark:/48223/pf0000261593

and girls in school longer but it is still insufficient in many lower income countries. According to World Bank statistics, over 20 countries, including Burundi, Somalia, Samoa, Bhutan, Cambodia and the Maldives do not have constitutional guarantees on compulsory years of schooling.[xv]

Legislation exists to prevent child marriage but is not enforced in many countries, including Bangladesh, Indonesia and Yemen. As early marriage and adolescent pregnancy are key drivers to girls' dropout and exclusion, education policy that enables their return to school is crucial. However, even where re-admission policies exist, take up is slow because of negative attitudes amongst peers and teachers. In South Africa for example, legislation forbids pregnant girl exclusion from school but only one in three return after childbirth.[xvi] Targeted attacks on girls, girls' schools and women teachers continue, as well as child soldier recruitment of boys and girls which rule of law fails to prevent. Apart from the better known violent persecution of girls' education in Northern Nigeria by Boko Haram, 17 other countries including Afghanistan, Colombia, DRC, Egypt, India, Pakistan, the Philippines, and Syria have undergone severe, violent, gender-based school and university attacks.[xvii]

2. Key Issues: strategies for gender equality in education

From this overview of the challenges, a number of strategies can be adopted for gender equality in education, including within EU programming and policy dialogue.

Inclusive solutions to exclusion

Ensure inclusive approaches to exclusion in education by working on gender equality in education with **boys and men as well as women and girls.** Address the root causes of gender inequality in a holistic way at individual, family, school, community, institutional, and social levels.[xviii]

In Morocco, 90% of illiterate youth targeted by the EU *Programme d'appui à la stratégie nationale d'alphabétisation au Maroc – 3ème phase (ALPHA III)* are girls, so special attention is paid to ensure Do No Harm with the 10% of illiterate boys. In the *EU-Anguilla 11th EDF Education and Training Sector Policy Support Programme (SPSP)* the gender focus is on underperforming boys.

xv World Bank Compulsory Education, duration (years) data (accessed in January 2019) https://data.worldbank.org/indicator/se.com.durs

xvi UNESCO, *EFA Global Monitoring Report 2015 Gender Summary: Gender and EFA 2000-2015 Achievements and Challenges*, 2015, p. 28 https://unesdoc.unesco.org/ark:/48223/pf0000234809

xvii Global Coalition to Protect Education from Attack, *Education Under Attack*, 2018 http://www.protectingeducation.org/sites/default/files/documents/eua_2018_full.pdf

xviii See the useful diagram in UN Women's A Framework to Underpin Action to Prevent Violence Against Women, 2015, p.23. http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/prevention_framework_unwomen_nov2015.pdf?la=en&vs=5223

Policy dialogue

Identify entry points in existing policy and national systems to strengthen national capacity for gender equality in education from within. Engage **gender stakeholders** – change agents and sources of resistance – in government and civil society who have influence on family, community and the education system. These include religious, media, and civil society leaders at local and national level as well as women in parliament and local government.

Galvanise political will for gender equality through a **gender-responsive rights based approach**, drawing on international legal conventions such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC) as well as national laws on child protection and Violence Against Women and Girls (VAWG). EU guidelines encourage engagement with partners to ensure education systems promote respect for diversity and mutual understanding between religions and beliefs, recognising the risk that where this is not the case, specific groups may suffer discrimination, including limiting access to education for girls and women.[xix]

Link gender equality to Education for All, localising the international SDG4 and SDG 5 agendas, compulsory school attendance, comprehensive sexuality education in the national curriculum[xx], prohibition of adolescent mother exclusion from school, and stopping **school related gender-based violence** (SRGBV).

Emphasise the socio-economic benefits to individuals, families and communities when girls and women complete basic education and gain employability skills, presenting the long-term costs of exclusion.

Guiding questions for policy dialogue

- Are there constitutional guarantees to uphold girls' as well as boys' universal rights to education and are they implemented?
- Is there an adequate minimum school leaving age that keeps girls and boys in secondary education longer?
- How much do economic projections depend on women in formal paid work?
- s sex-disaggregated data used to guide education policy, gender-responsive planning and budgeting?
- Does education policy address gender equality in formal, non-formal and informal education?

xix Council of the European Union, EU Guidelines on the Promotion and Protection of Freedom of Religion or Belief, 24 June 2013 https://eeas.europa.eu/sites/eeas/files/137585.pdf

xx Op. cit. (see footnote 12)

- To what extent are physical, structural and attitudinal gender barriers addressed in education policies?
- Is there a policy for improving gender-sensitive institutional transformation beyond school level, including for curriculum and exam departments, teacher training colleges and local education authority offices?
- Which stakeholders have the greatest potential in terms of capacity to champion gender equality in education and which stakeholders have the greatest veto power?
- Does the law encourage young mothers to return to school to complete their education?
- Do Voluntary National Reviews for SDGs 4 and 5 report on gender equality in education?
- Are there specific policies to recruit, promote and retain women decision makers in education, particularly at central ministry and local education authority director level?
- Are employers and trade unions involved in the education and training policy cycle and its related economic impact on women's participation in the labour market?

Examples of policy-level indicators for M&E

- Number of years' compulsory education
- Percentage of women in key decision-making posts that influence education policy and legislation
- Number of education institutes other than schools which champion equal pay, women's promotion to higher management positions, gender-sensitive water and sanitation facilities, gender-sensitive working hours and terms of employment

Gender analysis

Conduct the EUD mandatory **gender analysis** of the education sector as follows and refer to *Terms of reference for a Gender Analysis,* EC Annex 1 of the Guidance note on the EU Gender Action Plan 2016 – 2020[xxi], for more details.

1. Assess the extent of gender inequality and bias in the **political economy** and how this affects education inclusion and quality. This should include an analysis of the causes of gender inequality in:
   - family and social conditions
   - school facilities and resources
   - parent and community involvement in school management
   - education organisational culture
   - teacher training, curricula and methodology
   - the legal framework
   - safety and security

2. Assess gender inequality and bias amongst **stakeholders and beneficiaries** in the programme, in terms of good governance:
   - key stakeholders' participation in decisions that affect them
   - control over and access to resources
   - transparency and accountability

3. Use **sex-disaggregated data** from national or sub national E**ducation Management Information Systems** (EMIS) to determine:
   - gender parity for gross and net enrolment and transition rates at primary and secondary level, with specific reference to literacy and numeracy, STEM, vocational subjects and employability
   - physical access and facilities for boys and girls
   - safety and school-related, gender-based violence
   - intersectionality: gender combined with other factors of exclusion

4. Use **other national and international gender data sources** to support the findings of the gender analysis: national census and household survey data, OECD's Social Institutions and Gender Index (SIGI), UNESCO's World Inequality Database on Education (WIDE) and UNDP's Gender Inequality Index. In addition, refer to PISA, PIRLS, TIMSS, PASEC and SACMEQ to analyse educational achievement through a gender lens. Qualitative data can play a critical role in understanding the barriers faced by and specific experiences of girls and boys.

The EU's *Quality Education Support Programme* I to Tajikistan uses gender-sensitive EMIS data to improve equitable resource allocation to schools for per capita financing, prioritising girls and learners with special educational needs and disabilities. In Namibia, EU *Support to Vocational Education and Training (VET)* is working on raising awareness amongst school managers and trainers about intersectionality needs in vocational education with regard to gender, HIV/AIDS, and disability.

In South Africa intersectionality is being addressed through the EU's *Teaching and Learning Development Sector Reform Contract* by awarding 75% of scholarships for educational research to young black and/or women scholars. Gender and displacement is addressed through the EU's *Education for vulnerable and displaced children in Syria* which awards scholarships to forcibly displaced girls to support their formal, remedial or vocational education and the *Somalia Education Sector Support Programme* which supports girls who are IDPs or returnees to reduce gender and economic/ geographical inequalities.

5. Use the analysis to **determine areas of greatest need** for:
   - policy dialogue during Education Sector Plan preparation
   - resource planning for gender mainstreaming and/ or gender-targeted interventions in education programmes

xxi European Commission, *Guidance note on the EU Gender Action Plan 2016 – 2020*, 2016 https://europa.eu/capacity4dev/file/30852/download?token=flwdbsmc

Guiding questions for gender analyses

- Has an EMIS been set up and is it used to disaggregate data by sex and age for enrolment, attendance, retention, transition, completion, repetition, re-entry and achievement?
- What is the gender parity index for net and gross enrolment at primary, secondary and tertiary levels?
- What is the transition rate for girls at secondary level? Are there significant transition rate disparities at secondary level?
- At secondary level, do national exam results show gender inequality in achievement by subject? Are there significant achievement disparities for literacy, numeracy, and STEM subjects?
- How do the gender statistics compare with similar countries?
- Do the reasons for boys and girls out of school differ, and if so, why?
- Is data collected on physical access and school facilities and how these impact on boys' and girls' attendance?
- What is the extent of, and what are the reasons for, SRGBV?
- Is sex-disaggregated data collected on teachers, education managers and administrators and analysed?
- Which aspects of general education policy – e.g. school fees and timetabling – have potential to impact adversely on girls and/or boys?
- Is data available on gender intersectionality with disability, displacement, ethnicity, socio-economic status, rural/urban location?
- Which aspects of gender intersectionality increase marginalisation, gender-based violence, exclusion and dropout?

Gender-responsive planning

In the *Youth Rising – EU Support to Technical and Vocational Education and Training for Young People in Liberia* gender-sensitive indicators are used to maximise female enrolment.

Use the gender analysis to identify areas of greatest need and to support **gender-responsive education planning**, including gender-sensitive activities, outcomes and indicators. Mobilise, use and account for **gender-responsive budgeting**: ensure the budget indicates how resources and funding are equitably distributed amongst girls and women, boys and men. Promote **gender finance quotas**, specific budget lines for targeted gender interventions, and gender audits of expenditure. Refer to the well organised modules in *Guidance for developing gender-responsive education sector plans*[xxii] systematic support in gender-responsive planning. Take a two-pronged approach and combine **gender mainstreaming** with specific **gender-targeted interventions**. Coordinate with other gender equality programmes to capitalise on synergies and avoid duplication and gaps. Ensure gender-targeted interventions include measures to stop school related gender-based violence. Ensure ministry of education gender focal points and units, as well as project implementers and civil society organisations, have gender expertise and practice what they preach within their own organisational set-up.

Use **gender-sensitive M&E** based on indicators that are disaggregated by sex and age to assess and account for quality, relevance, effectiveness and impact of interventions on gender equality and support Education Sector Plans. Promote success stories. Make reforms sustainable. Scale up interventions and approaches which work well.

EU4Skills: Better Skills for Modern Ukraine takes a two-pronged approach. It carries out gender mainstreaming through gender-sensitive competency-based to *Technical and Vocational Education and Training* (TVET) curriculum standards across formal, non-formal and informal vocational education; gender-responsive budgeting; and gender-responsive teaching, learning and assessment materials. At the same time, it has introduced gender-targeted interventions such as specific accommodation and sanitation facilities for girls at vocational colleges, as well as specific gender-responsive career guidance capacity development to overcome gender-segregated employment opportunities in the labour market.

Guiding questions for gender-responsive planning or policy dialogue to encourage gender-responsive planning

- Has a specific education sector gender analysis been carried out?
- Does gender-sensitive education planning apply to all levels from Early Childhood Education to tertiary education?
- Does the education plan combine gender-targeted and gender-mainstreamed strategies?
- Can socio-economic and gender needs be prioritised for planning/resource distribution through EMIS?
- Is there adequate budget and capacity to deal with the gender needs raised by the analysis and/or is government willing to mobilise further resources?
- Are cost estimates for implementing the gender-sensitive education plan realistic? Do they cover recurrent spending on gender equality in education?
- Can revenue allocation for gender equality in education be linked to that of other factors (e.g. disability, language), to address intersectionality?
- Is information regarding priorities and budgets communicated to the public via accessible channels?
- Can relevant stakeholders influence policies in education and skills development? To what extent can they take part in decision-making, planning, and monitoring?

Refer to Module 10, pages 117 – 123 *Guidance for developing gender-responsive education sector plans* for more guidance on this.

xxii GPE, UNGEI & UNICEF, Guidance for Developing Gender-Responsive Education Sector Plans, 2017 http://www.ungei.org/GPE_Guidance_for_Gender-Responsive_ESPs_Final.pdf

Examples of gender-responsive planning indicators for M&E

- Percentage of gender parity increase for enrolment, transition, literacy, numeracy etc. in the richest and poorest quintiles, and in urban, rural and remote areas
- Number of girls transitioning from primary to lower secondary and lower to upper secondary
- Number of girls readmitted to education after giving birth/early marriage
- Percentage of education budget spent on (a) gender mainstreaming and (b) targeted interventions

Teaching and learning

Develop **technical capacity** based on the gender analysis, a human rights analysis and a capacity needs assessment for the design and delivery of gender equal curricula, materials, textbooks, assessment, pre-service and in-service teacher and school manager training. Involve gender specialists who have specific expertise in, and tried and tested formats for, gender-equal methodology for teacher training, gender equality textbook evaluation and development, gender-transformative school leadership training for organisational development, and so on. Do not delegate technical capacity development to ministry or programme 'gender focal points' if they lack the technical skills, resources or mandate to affect these changes. There is a risk that the use of gender focal points can become another way of marginalising gender if it underestimates the scale of the task and avoids a holistic, systemic approach across levels and institutions.

In Malawi, the EU *Skills and Technical Education Program (STEP)* works on ways to improve relevance for girls and women in male-dominated trades.

Guiding questions for teaching and learning

- Are there national guidelines for gender equality in curriculum standards, textbook development, publishing, and test items?
- Is the formal assessment system gender sensitive?
- Are women artists as well as men employed to illustrate textbooks?
- Are girls and women and their issues equally represented in curricula/materials?
- Have traditional TVET programmes become more inclusive of professional pathways for girls?
- Have career guidance teachers been trained in promoting employment opportunities for girls/women and do they draw on women's professional networks?
- Are there specific policies to recruit and retain more women teachers/more girl students for STEM subjects?
- In pre and in-service teacher training are specific courses taught on gender equality and human rights?
- Are gender-sensitive criteria included in lesson planning and classroom practice observation and assessment tools, as well as supervisor training?
- Do classroom methodology and critical thinking tasks incorporate participatory, inclusive approaches through group work and pair work, peer and differentiated learning at all levels of schooling? Are these skills transferred to teachers in a practical way on teacher training courses?
- Are human rights, fundamental freedoms, gender equality, respect for diversity, tolerance and inclusion taught as content in core skills/life skills/citizenship skills courses at upper primary and secondary level?
- What laws or traditions support or prevent comprehensive sexuality education in the school curriculum?
- Have gender/SRGBV guidance counsellors been appointed and trained?
- What is known about the aspirations of girls and boys for their own education and employment?

Examples of capacity development indicators for M&E

- Percentage of gender parity in national exam results for literacy, numeracy and STEM
- Percentage of gender stereotyped images and text in textbooks
- Percentage of classroom time spent in gender inclusive participatory learning arrangements
- Proportion of time teachers spend monitoring learner centred activities disaggregated by gender
- Number of learning hours in the curriculum dedicated to human rights and gender equality core skills
- Changes in girls' aspirations about education and employment, and the reasons for changes
- Changes in boys' views about girls' education and employment, and the reasons for changes

See also guiding questions and indicators for M&E in the PGN on SRGBV.

Organisational development

Strategy in Nicaragua (PROSEN II) aims to introduce gender equality training for school teachers and school managers to combat harmful gender stereotypes, introduce critical thinking for a rights-based approach to education and redress job segregation within Nicaraguan education institutions where women are mostly primary school teachers and men mostly upper secondary school teachers and school principals.

Promote **gender equal organisational** change in ministry of education line agencies, provincial and regional education departments, local education authorities, teacher training colleges, universities of education and research institutes, as well as in schools. Work on **gender-sensitive institutional transformation** by eliminating gender bias and creating equal opportunities through human resource management (e.g. recruitment, pay, promotion and deployment), leadership roles, decision-making processes, codes of conduct, gender-sensitive timetabling, safeguarding systems, safe and functioning single-sex toilets, and safe transport.

Bear in mind that in most countries, schools are microcosms of social patriarchal power and control, where the majority of teachers are women while the majority of school leaders are men. In some cases, religious institutions and leaders play an important influencing role. Factor in the time and resources for the major undertaking of gender-sensitive institutional transformation in schools.

Engage with the ministries or departments who control human resource management of teachers and education service staff and use knowledge of how the civil service is structured to support organisational development interventions that involve women teacher recruitment and deployment and equal opportunities for promotion and pay. Where possible, support can also be provided to ensure data collection is sex-disaggregated and there is capacity for analysis. It is also important to map the involvement of other partners and examples of good practices and even global initiatives, to foster partnerships that will drive the change needed towards gender equality.

Guiding questions for organisational development

- Is there capacity in data collection systems to gather and analyse sex-disaggregated data?
- Is there gender equality in teacher training, education research and curriculum development departments and institutes? Is there a plan for implementing gender-sensitive institutional transformation?
- Can key stakeholders in these institutions participate in organisational change regarding gender equality in a meaningful way?
- Do established educational institutions nurture change agents or sources of resistance for gender equality?
- If human resource management for these institutions is the responsibility of different ministries or line agencies, does the programme have sufficient leverage to work with them?
- Have there been recruitment drives to attract more women teachers for STEM?
- Are there incentives (scholarships, accommodation, salary) for women teachers to remain in remote areas?

The *Basic Education Support Programme in Lao PDR* has introduced scholarships for women pre-service teacher trainees, with a special focus on women trainees from remote areas and ethnic minorities.

- What transport and /or school building and boarding plans exist to help girl students and women teachers in remote areas get to school and to assist girls and boys with disabilities?
- Are school leaders trained in strategies for gender-sensitive and rights-based management respecting principles of participation, non-discrimination, accountability and transparency?
- Is there leadership training for women teachers?
- Are school staff and leaders trained in harnessing the support of boys and men as well as girls and women for gender equality in schools?
- Have the benefits of girls' education been promoted with fathers, brothers, and male community leaders?
- How are parents selected and expected to participate on school-community management boards and parent teacher associations? Have parents of children in vulnerable and marginalised situations been included?

The EU's *Support to the Education Sector in Sierra Leone* has introduced codes of conduct as part of pre-service teacher training.

- Have youth culture, youth role models, and / or child-to-parent messages been utilised to engage the community in gender equality in schools?
- Are teacher codes of conduct implemented in schools?
- What are the legal repercussions for staff transgressing school codes of conduct?
- Has the gender analysis and subsequent 'Do No Harm' M&E identified adverse repercussions for bursaries and other financial arrangements for girls only?
- Do school uniforms impede or facilitate girls' participation in sport?
- Is it possible to introduce gender-sensitive timetabling, for example learner autonomy periods in school time to eliminate homework; mobile education services or distance education for remote areas?

The EU's *Quality Education Support Programme I to Tajikistan* is experimenting with gender-sensitive instruction delivery alternatives in TVET to ensure greater inclusion of women teachers and girl students in vocational education: women teachers are seconded to areas where there are none, distance education and ICT are used to deliver sessions, workplace and peer observations are built around local resources.

Examples of organisational development indicators for M&E

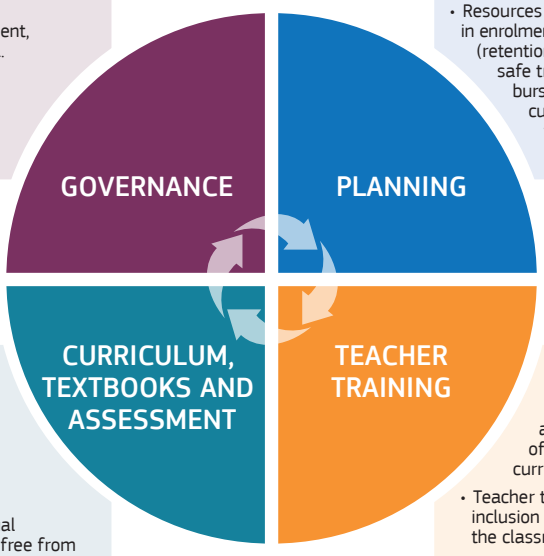
- Number of women STEM and TVET teachers
- Number of female school principals, education supervisors and directors of education authorities
- Number of high-profile school tasks (public representation of the school, flag raising…) performed by girls, boys, women and men, disaggregated by disability and other relevant vulnerability factors.
- Comparison of recruitment standards, pay scales, deployment patterns and promotion of men and women in schools and education authorities
- Percentage of schools that have implemented strategies to eliminate gender bias in school systems and procedures
- Percentage of mothers in decision-making positions on school management boards / parent teacher associations
- Percentage of schools with single sex functioning toilets and water and sanitation programmes for girls
- Percentage of girls who report they feel safe in and around school, disaggregated by disability and other relevant vulnerability factors.

3. Theory of change for gender equality in education

1. At national level

- International laws and agreements (CEDAW, CRC, SDG 4&5, VNRs) and national laws (compulsory school attendance, minimum school leaving age) provide the legal framework for inclusive, gender equal education.
- Women in parliament and local government, and other leaders create the political will.
- Education ministries are empowered to reform schools, teacher training institutes and local education authorities.

- Gender sensitive planning is based on sex disaggregated data collected from EMIS; as a result resource allocation targets gender mainstreaming and specific gender interventions.
- Resources are made available for gender parity in enrolment and achievement; girls' education (retention, return after teenage pregnancy, safe transport and school locality, bursaries...); and reform of assessment, curricula, textbooks and teacher training.



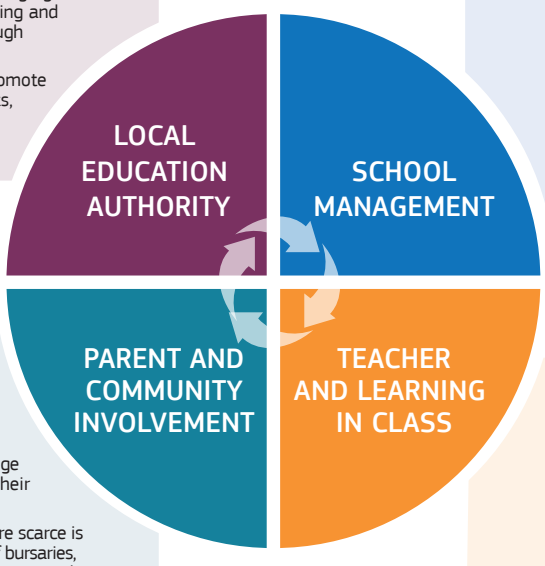
- Girls and boys have gender equal access to, and attainment of literacy and numeracy, STEM, employability/ core/life skills, sexuality education, TVET.
- TVET curricula become more gender sensitive.
- Textbooks promote inclusive, gender equal images, text, role models, and examples free from harmful gender stereotypes.
- Assessment systems are not gender biased in formats, scheduling, or marking.

- Teacher training institutes are models of gender equal environments and gender good governance in terms of facilities, management, staffing, curricula content and course delivery.
- Teacher training curricula include specific courses on inclusion and gender equality in the classroom and in society.
- Teacher training methodology strongly promotes inclusive, participatory practices in the classroom, supporting differentiation for gender equity.

2. At local level

- Education managers and administrators at local level implement gender responsive planning.
- Education supervisors undergo gender equality in education training and ensure it takes place through classroom assessments.
- Local education offices promote gender equal environments, facilities, staffing and management practice.

- Women school managers are supported and promoted.
- Schools exercise gender sensitive codes of conduct, traditions, and activities which deter harmful gender bias and stereotypes.
- Guidance counsellors, safe school environments, and awareness raising amongst staff, students and parents stop school related gender based violence (SRGBV).
- Teachers and students empower girls and boys to become positive gender role models.
- School careers guidance staff empower girls' employability including through women's work networks.
- Schools practice flexible service delivery – mobile services, distance education, gender sensitive timetables, catch up classes...
- Adequate school water and sanitation facilities prevent absenteeism because of menstruation.



- Mothers and fathers participate equally in parent-teacher associations and on school-community management boards.
- Parents support a wide range of learning outcomes for their daughters and sons.
- Son-bias when resources are scarce is diminished by availability of bursaries, meals, school uniforms, transport and boarding accommodation for girls.
- Local community leaders promote and support girls' education.

- Teachers use task based, participatory, learner centred methodology which ensures inclusion, effective communication, critical thinking, citizenship skills, peer learning and equality between boys and girls.
- Teachers' and learners' behaviour and skills stop harmful gender norms and SRGBV inside and outside class.
- Teachers designate high and low profile tasks, privileges, and praise equally amongst boys and girls and discipline is gender sensitive.
- Teachers emphasise positive gender messages in curricula, textbooks, examples and other media in class.

4. Case study

Balochistan Basic Education Program (BBEP) Pakistan

Source	Palwasha Badar Jalalzai, Education Specialist UNICEF Pakistan, Sehrish Nagi, Education Officer, UNICEF Pakistan, Ellen van Kalmthout, Chief of Education, UNICEF Pakistan; Nicole Malpas, First Secretary Education and Culture, European Union Delegation to Pakistan
Programme	**Balochistan Basic Education Program (BBEP) Pakistan,** funded by the EU and implemented by UNICEF Pakistan, works through the provincial government to enhance governance and provide quality, gender-sensitive education in 1200 schools in 11 districts in Balochistan. As well as working on standardised primary and lower secondary exams, teacher training, head teacher school management and strengthening local education authorities, the programme ensures gender mainstreaming in three key areas. At the provincial level, it strengthens education management information systems for gender-sensitive educational planning. At the institutional level, it helps build capacity for primary schools for girls and boys, run by women and men teachers. At the school level, it supports inclusive school development plans and Menstrual Hygiene Management that benefit women teachers and girl students.
Context and challenges	Balochistan is the largest and least populated province in Pakistan with constrained human or financial resources for education. Patronage politics and corruption has contributed to non-functioning schools and teacher absenteeism. School children and teachers must deal with difficult terrain, long distances, poor roads and dilapidated schools. Difficult school access combined with gender unequal employment, inheritance and marriage prospects mean that parents invest more in boys' education. Girls only attend school if there is one close to home. Less than a third of primary schools and less than half of middle schools are for girls. A lack of water and sanitation contributes to girls' school dropout in puberty, and in absence of specific measures to ensure safe education environments school related gender based violence is reported. As a result, 78% of girls are out of school. Girls' literacy in Urdu is 23% (boys' is 34%) and numeracy is 19% (boys' is 29%) [xxiii] These figures also impact on recruiting women with enough literacy and numeracy skills to become teachers.
Action taken	**Gender mainstreaming through gender-disaggregated data** An education management information system (EMIS) collects sex-disaggregated data from all schools in Balochistan. Data quantifies functioning schools, water, sanitation, other infrastructure, and teacher and student numbers. Results identify which boys' and girls' schools need physical upgrades to create safe learning environments as well as non-functioning schools which have been re-opened through advocacy at district level. An android-based Real Time School Monitoring System monitors teacher presence, children's attendance, availability of school textbooks, and school expenditure. As well as improving quality in basic education for both boys and girls, and accountability for their parents, the two data collection systems demonstrate gender mainstreaming in practice. The sex-disaggregated data on teachers, students and school facilities supports gender-responsive planning and budgeting in a context where there are strong gender inequalities. For example, the provincial EMIS 2016-17 data shows that only 35% of the entire teaching staff are women, and only one in four primary schools are for girls. On the other hand, in the girls' schools that do exist, physical facilities are at least one-third better provided for than in boys' schools. Education authorities can use this information to determine the need for new schools, and because of a recent provincial directive for primary level single-teacher, 'gender neutral' schools run by women, the need for women teacher recruitment and training in multi-grade teaching, school management, and early childhood education. **Gender mainstreaming through School Development Plans** Parent Teacher School Management Committees conduct participatory school assessments and draw up School Development Plans that are funded by small grants from the programme. Gender-sensitive initiatives improve the learning environment by banning corporal punishment, and establishing morning assemblies and children's clubs. They improve the physical environment by providing toilets, drinking water and boundary walls which in girls' schools meet parent expectations for a safe learning space free from exposure to unknown boys and men. **Gender-targeted measures through Menstrual Hygiene Management** Menstrual Hygiene Management training in 11 school districts supports adolescent girls in Grades 6 to 10 as well as their teachers and mothers. Schools are provided with Menstrual Hygiene Management kits, and girls learn how to make their own cotton sanitary pads and manage personal hygiene and diet so that they can attend school full time.
Impact	400 girls schools supported by the programme have successfully implemented School Development Plans that support more gender equal, safe school environments and impact positively on almost 140,000 children, 40% of whom are girls. More women teachers and girl students attend and participate in teaching and learning. Girls' enrolment has increased by 27% while girls' participation in the new Grade 8 exam has increased by 25% since 2016. The Menstrual Hygiene Management programme has reached over 18,000 girls, 2,340 teachers and nearly 3,000 mothers. Teachers involved in the initiative report that the attendance rate of adolescent girls in Grades 6 to 8 has increased by 55%.
Lessons learned	The empirical data collected through the EMIS and the Real Time School Monitoring System provides compelling evidence for government about the unequal provision of educational services for girls. This has the potential to create a new culture of evidence-based planning for a more equitable distribution of resources. Although there is still a long way to go, the data has helped persuade the Provincial Government to change the way it works, evidenced by its new policy on mixed primary schools for boys and girls run by women teachers, and the establishment of women teacher recruitment targets.

xxiii Academy of Educational Planning and Management (AEPAM, 2016) quoted in UNICEF's Balochistan basic Education Programme Factsheet

Lessons learned *continued*	Parent and community involvement in school management is a powerful force for change. Despite political influence in the appointment of teachers and a Teachers' Union that lobbies for absentee teachers, overall, 15,000 untraceable teachers have been financially penalised, while more and more traceable absentee teachers are resigning. These achievements demonstrate that change is possible at the level of girls, families, women teachers and communities.They work together to make school environments safer and more conducive for girls while training for women teachers empowers them as professionals and helps them become much-needed role models. Girls become keen to learn and better able to manage their menstrual cycle. As a result more parents send their girls to school and girl student retention improves. The time allocated to deliver the programme – even with an extension – amounts to less than five years. This is not enough to deal with the complex framework conditions of Balochistan, institutionalising reform, or scaling up from 11 to 31 districts. Sustainable, gender-responsive education reform under such conditions requires a long-term vision and trajectory. In order to increase sustainability, gender mainstreaming should also include the teacher training system: more women education officers should be recruited, and ways to ensure they visit schools should be explored.
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