



**INTEGRATING GENDER
INTO
EDUCATION FOR ALL
FAST TRACK INITIATIVE PROCESSES
AND
NATIONAL EDUCATION PLANS**

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EXECUTIVE SUMMARY

Introduction

1. The **Education for All Fast Track Initiative** (FTI) partnership is becoming increasingly key in providing global support for achieving universal primary education (UPE) by 2015. There is growing commitment to work towards the common goal of achieving gender parity in primary and secondary education. With a further 38 countries included in the next wave of the FTI, the effectiveness of FTI support to country-led efforts to address gender inequalities in education will strongly influence the achievement of the education Millennium Development Goals (MDGs).
2. The **challenge** is considerable. This year, 2005, sees the failure to reach the first of the 'time-bound' MDG, for gender parity in primary and secondary education. At current rates of progress, this will not be achieved by 40% of countries by 2015.
3. This **study** was commissioned by UNICEF for the United Nations Girls' Education Initiative (UNGEI) in collaboration with the Education for All Fast Track Initiative (FTI) partnership. It was guided by input from the FTI Secretariat members during the meeting held in Croydon, London, in May 2005. The purpose is:

To assess the gender responsiveness of FTI processes and education sector plans thus far, and formulate recommendations to strengthen processes, tools and partnership mechanisms.

A key question is the extent to which the FTI has *added value* to country led-processes to make progress in addressing gender inequalities and how it can best do this in the future. A related question is how UNGEI can most strategically support this process.

4. The study has sought to draw lessons from the **first twelve countries that have had education sector plans endorsed by the FTI**. These countries comprise Vietnam (adjudged by FTI to have 'Achieved UPC'); Guyana ('On Track'); Gambia, Ghana, Honduras, Mauritania, Mozambique, Nicaragua and Yemen ('Off -Track'); and Burkina Faso, Guinea and Niger ('Seriously Off -Track').
5. The **country-level analysis**¹ was, of necessity, based on existing documents, in particular those that are available on the FTI website. The study is thus retrospective in nature and has not been able to take account of subsequent developments. There was also variation in the quantity and quality of documentation available for each country, and in only a few cases was it possible to gain further insight from representatives of involved FTI Development Partner agencies. Therefore, a fuller understanding has been obtained of some countries than of others, particularly on process issues. Despite these limitations, it has proved possible to identify general achievements and typical gaps and constraints; to draw learning for the future.
6. This study also identifies ways in which **FTI processes and tools** can be further strengthened. The FTI process itself has evolved since its inception. Responsibility for the assessment and endorsement of sector plans has been transferred to country level. The requirement for countries to submit a separate FTI proposal has been dropped and the Assessment and Endorsement Guidelines have been recently revised (January 2005). The new processes present fresh challenges to the FTI partnership, particularly with regard to ensuring best practice at country level and promoting cross-country learning.

¹ See Chapter 1 Part B, Sections 2 and 3 on Methodology

Main Findings

Country- Level Processes²

7. The **wider policy environment for making progress on gender equality** varies between countries. While all countries seeking FTI- support needed to demonstrate commitment to poverty reduction and the MDGs, there is variation in the degree to which this commitment is embedded within a wider process of social and political change, including a framework for achieving gender equality. Related to this, there is great variation in the quality of gender analysis and priority given to addressing gender within **PRSPs**.

8. The *breadth and depth* of **gender analysis in education sector plans** varies considerably. Where there has been stronger *data- and research- base* for a gender analysis, a more wide- ranging set of barriers to equality tends to be identified and explored, with a better consideration of ‘demand- side’ factors. Gender is often not explored in relation to other dimensions of disadvantage/ exclusion (e.g. disability, HIV and AIDS, child labour and ethnicity).

9. In terms of an **overall gender focus**, most countries had specific objectives to improve girls’ enrolments, but only four had a specific strategic objective of achieving *gender equality* in education. Only one country (Ghana) explicitly commits itself to a “**mainstreamed**” approach to gender. Generally the concept does not seem to be well- understood or applied and progress in moving from a “WID” to a “GAD” paradigm in education sector policy and practice appears slow.

10. Country **strategies to address gender inequality** were assessed with reference to shared international learning on “what works”³. Again, wide variation was found in the comprehensiveness and appropriateness of strategies devised. In general, enrolment and access issues are being better addressed than issues of equal opportunities and learning outcomes.

11. Systematic planning for **capacity- building and institutional development** for addressing gender inequality is generally neglected. Very few countries seem to have considered the need to build capacity for ongoing gender analysis, gender mainstreaming or gender- sensitive monitoring and evaluation and this is particularly lacking in the countries that arguably need it most.

12. In terms of **gender considerations in resource allocation**, a number of countries have specific funding earmarked for girls’ education and one has a clear budget that relates to the strategic objectives for the sector, including progress on gender equality. In other countries it is less clear how funds will support gender-related objectives.

13. The FTI has supported the **monitoring** of gender disparities, particularly the measurement of enrolment, grade1 intake and completion rates by gender. Common gaps include the monitoring of learning outcomes by gender and of progress towards wider gender equality in the teaching force. There is also a need for strengthening of monitoring of inputs known to be essential for making progress on gender equality, notably water and sanitation provision.

² See Chapter 2 Parts B and C; Pages 10-24.

³ In particular, Hertz and Sperling (2005) What Works in Girls Education: See Chapter 1 Part B, Section 2; Page 5.

The ‘Added Value’ of FTI⁴

14. Ways in which **Development Partners have supported gender responsiveness** include:

- “Championing” girls’ education where it was not yet on the policy agenda;
- Supporting specific plan- preparation processes, including research into gender issues, gender analysis and gender- sensitive consultation;
- Helping to ensure that relevant learning from previous donor- funded projects was documented and made accessible, to inform sector- wide planning.
- In supporting a move towards a sector- wide focus, using new opportunities for strategic policy dialogue to encourage better attention to gender and a “mainstreamed” approach.
- In supporting improved Development Partner coordination and harmonisation, optimising each Development Partners’ capacity and comparative advantage to support national capacity development for gender mainstreaming and gender budgeting, within and beyond the education sector.

All of the above are consistent with the DAC (2000) recommendations on how Development partners can support gender mainstreaming, as integral to the development of Sector Wide Approaches

15. It was not always possible to ascertain the degree to which the above actions were directly **attributable to FTI**. In a number of cases the possibility of additional funding for education provided a motivation for countries to set more ambitious goals. In others, Development Partners made use of the FTI Assessment and Endorsement process to press for a clearer, more strategic focus on gender issues. However, such actions appear to have depended on the specific composition and capacity of the group of in-country Development Partners in education. Some have been far more proactive than others in taking advantage of the opportunities provided by any particular context. It appears that FTI has not systematically encouraged a proactive stance on gender, or provided support for in-country Development Partners to be more effective

FTI Tools⁵

16. The **FTI Goals and Guiding Principles** do not explicitly mention gender equality. This is a missed opportunity to underscore the importance of addressing gender issues as a central part of “developing sound sector policies” in education.

17. The revised **FTI Guidelines for Assessment and Endorsement** (2005) are designed to make the actual assessment for FTI more manageable. They are briefer and more succinct. In terms of gender, the revised guidelines show some improvements, including a slightly stronger emphasis on gender- disaggregated statistics and greater emphasis on assessing the consultation process for sector planning. However, there seem to be some gaps, including no requirement to summarise overall strategies to achieve full equitable access/ participation/ completion and acceptable (and equitable) quality and learning outcomes and no consideration of capacity (including suitable institutional structures) for ongoing gender analysis, mainstreaming and monitoring.

⁴ See Chapter 3 Part A, Section 2 and Part B Sections 1 and 2; Pages 28-29.

⁵ See Chapter 3 Part C, Sections 1 and 2; Pages 30- 31.

Key Recommendations⁶

The following summarises the key recommendations (made to the FTI Secretariat, the FTI Partnership and to UNGEI, as indicated):

Achieving a Common Gender Strategy for FTI

1. Strengthen UNGEI's own **commitment to a mainstreamed and comprehensive approach to gender** and **capacity** to play a strategic role in supporting gender mainstreaming within the FTI Partnership and national education sector development processes.
2. UNGEI supports the **adaptation of the DAC “Ten Steps to Achieve Gender Equality in Sector- Wide Programmes”**, to make it more specific to the education sector; after which it is **adopted for FTI use** and actively promoted in FTI countries.
3. At country level, **UNGEI partners seek to expand the “championing” role to facilitate and oversee actions** relating to a common stance among Development Partners and progressing on the DAC “Ten Steps”.
4. **UNGEI Secretariat to monitor** who is taking the lead, in each FTI country, in implementation Recommendation 3 (above).

FTI Key Processes and Documents

5. With support from UNGEI Secretariat, **revisit the FTI Goals and Guiding Principles** with a view to including an explicit commitment to the gender equality goals and ensuring that the FTI promotes a consistent, holistic, rights-based approach to gender.
6. With support from UNGEI Secretariat, **strengthen the FTI Assessment and Endorsement Guidelines** as recommended in detail in Annex F.
7. With support from UNGEI Secretariat, improve the gender focus of **Catalytic Fund** and **Education Programme Development Fund**.

Technical Support to the Development of Gender - Sensitive National Education Plans

8. **UNGEI, at global and regional levels, with the support of the Secretariat, undertakes the following:**
 - a. The setting up and ongoing management of a data base of good quality technical experts available to support gender analysis and mainstreaming within education sector planning processes.
 - b. A data base of the best quality “tools” or guidelines for undertaking gender analysis in the education sector, for mainstreaming gender in education and for implementing free primary education including strategies to reduce indirect and lost opportunity costs. (Accessible through the UNGEI and FTI websites).
 - c. Active promotion and dissemination of key documents to support learning on gender and education issues including:
 - Persuasive arguments for a strong focus on gender equality to support “gender champions” working in environments with weak political commitment;
 - Ideas and research evidence on “what works” in the field of gender and education/ promoting girls’ education;

⁶ Recommendations can be found in full in Chapter 4 part B; Pages 33-35.

- Documented experiences and lessons on the implementation of free primary education and the mitigation of indirect and opportunity costs.
- FTI – commissioned gender studies (See Recommendation 10).

Monitoring Progress on Gender Equality in Education

9. Address the gaps in gender- disaggregated and gender- relevant data available to FTI, including data tables and country documentation. Update this information regularly on the FTI website.

International Lesson- Learning on Gender

10. With funding from FTI and oversight/ technical support from UNGEI at global and regional levels, identify, commission, oversee and disseminate **specific studies to deepen understanding of barriers to gender equality and effective practices.**
11. With funding from FTI and technical support from UNGEI, provide **ongoing opportunities for international lesson- learning** on addressing gender inequality in education, especially **South- South learning, regional learning** and **peer review processes.**

1. INTRODUCTION

1A. STUDY BACKGROUND

1). Purpose of Study

This study was commissioned by UNICEF for the United Nations Girls' Education Initiative (UNGEI), in collaboration with the Education for All Fast Track Initiative (FTI) partnership. It was undertaken by two consultants, David Clarke and Amanda Seel, from March- June 2005. Members of the FTI Secretariat gave input into the structure and content of the report at the FTI Meeting in Croydon, London in March 2005. The full Terms of Reference (ToR) are given in *Annex A*.

As defined in the ToR, the purpose of this study is:

To assess the gender responsiveness of FTI processes and education sector plans thus far, and formulate recommendations to strengthen processes, tools and partnership mechanisms.

The study examines the gender-responsiveness of the education sector plans, and planning processes, of the first twelve FTI- endorsed countries⁷, as well as the coverage of gender in the FTI tools themselves. From this exploration, conclusions are drawn about the current contribution of FTI to supporting gender- sensitive education planning and recommendations are made on how these can be strengthened. The study is thus similar in concept to the recent review of the FTI from an HIV and AIDS perspective⁸.

2). International Commitments to Gender Equality in Education

There is international consensus on the importance of gender parity and equality in education. The issues are well documented. Gender equality in education is both a *rights obligation* and of fundamental importance for *sustainable development and poverty reduction*. However, in many countries girls continue to face inequality and discrimination, in terms of enrolling in school, completing even to the end of the primary stage and in terms of the actual learning experience and opportunities provided. Addressing this gap is central to the Millennium Development Goals (MDGs) as well as the goals of Education for All, as detailed below.

Education for All (Dakar) Goals

2. Ensuring that by 2015 all children, *particularly girls*, children in difficult circumstances and those belonging to ethnic minorities, have access to complete, free and compulsory primary education of good quality.

5. Eliminating gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to (and achievement in) basic education of good quality.

Millennium Development Goals

Goal 2. Achieve Universal Primary Education.

Target 3. Ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Goal 3. Promote Gender Equality and Empower Women

Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015.

⁷ Burkina Faso, Ghana, Guinea, Guyana, Honduras, Mauritania, Mozambique, Nicaragua, Niger, Gambia, Vietnam and Yemen.

⁸ The EFA Fast Track Initiative: Responding to the Challenge of HIV and AIDS to the Education Sector. (Clarke and Bundy, 2004).

It should be noted that the MDGs do not simply reiterate the EFA goals but place a slightly different emphasis. The UPE MDG does not specifically stress “quality,” but does focus attention on completion of a full course of primary education (UPC). The Gender MDG reduces the EFA goal to the elimination of numerical **disparity**, rather than the achievement of full **equality**. *“Equality is a more complex notion. Full gender equality in education would imply that girls and boys are offered the same chances to go to school and enjoy teaching methods, curriculum and academic orientation unaffected by gender bias. And more broadly, equal learning achievement and subsequent life opportunities for similar qualifications and experience”* (EFA Global Monitoring Report, 2003).

The international community have committed themselves not only to the time-bound MDGs and EFA goals, but also to the **Beijing Platform for Action**, which implies a commitment by countries to a *mainstreamed approach to addressing gender in all policies and actions*.

3). **The United Nations Girls’ Education Initiative (UNGEI)**

At the World Forum on Education for All in Dakar (2000), in recognition of the failure in the previous decade to make sufficient progress on narrowing the gender gap in education, a new initiative was launched. The **United Nations Girls’ Education Initiative (UNGEI)** was envisioned as *“an expanded and open partnership of the UN system, Governments, Donor Countries, the private sector and communities and families; to demonstrably narrow the gender gap in primary and secondary education...”* (Kofi Annan, at Dakar, 2000).

Since that time, key achievements in the establishment of UNGEI as an effective vehicle for supporting progress on gender equality in education have included:

- Development of a Strategy Paper on *“Accelerating Progress in Girls’ Education”*
- Positioning Girls’ Education on the global agenda for education and development, through action within the UNESCO- coordinated EFA Working Group and involvement in the Fast Track initiative (introduced below).
- Establishing UNGEI focal points and a regional level.
- Organising multi- agency activities at global and regional levels to explore good practices in support of girls’ education.
- Setting up a Global Advisory Committee and UNGEI Secretariat.

So far, the focus has been at global and regional levels, and UNGEI now seeks to find ways to become more effective at country level, by exploring strategic ways of participating in and influencing poverty reduction, education sector development and donor harmonisation processes.

4). **The EFA Fast Track Initiative (FTI)**

2002 saw the launch of another key global initiative in support of education, the **Education for All Fast Track Initiative (FTI)**. The FTI is founded on the commitments made at Dakar and in the Monterrey Consensus (2002) that no country that has made commitments and credible plans for achieving the MDGs should be thwarted by a lack of resources. The FTI is concerned with accelerating progress towards quality primary education, with a particular emphasis on achieving the MDG of *Universal Primary Completion* (UPC).

Its stated **Goals**⁹ are:

- more efficient aid for primary education;
- sustained increases in aid for primary education;
- sound sector policies in education;

⁹ Fast Track Initiative. 2004. Framework.

- adequate and sustainable domestic financing for education;
- increased accountability for sector results; and
- mutual learning on what works.

Its Guiding Principles are:

- country ownership;
- benchmarking
- support linked to performance;
- lower transaction costs; and
- transparency.

Key FTI Documents are:

- The FTI Framework:- the core document outlining the purposes and procedures of FTI.
- The FTI Guidelines for Assessment and Endorsement of National Education Plans (re-written in early 2005).
- The Donor Indicative Framework:- a more recent document developed to catalyse and monitor improved donor harmonisation and meeting of financial commitments.

FTI documents and gender

The FTI has so far laid particular stress on the UPC goal. There is an obvious potential for this emphasis to catalyse a far greater attention to gender disparity at the primary level, especially where the numerical gap in primary enrolments is wide. So far, however, FTI has not explicitly stressed the full gender parity MDG or wider gender equality EFA goal. There is a notable absence of any specific reference to gender in the Goals and Guideline Principles outlined in the opening section of the FTI Framework. The later discussion on the “Review and Endorsement Process” mentions the importance of countries having a sector wide programme for education which includes “*an appropriate strategy for addressing gender equality*”. However, this statement is not included in either the earlier or revised version of the Assessment and Endorsement Guidelines.

5). Progress Since 2000

There has been some hopeful progress in education since 2000. After some years of decline, donor contributions to basic education have begun to rise (EFA Global Monitoring Report 2004). The Fast Track Initiative has approved funding for the first twelve countries, with a further 38 included in the next wave of FTI countries. During the first three years of the FTI, there has been recognition of need to locate the key processes more solidly within countries, with the removal of the requirement for a separate FTI Proposal and subsequent revision of the Assessment Guidelines.

There are, however, significant challenges ahead. The Millennium Project (2005) notes that only twelve countries have actually received funds through FTI and that this is still short of what they require. An expansion of the FTI to all eligible countries (including the 38 already identified) will require significant new resources and more long- term, predictable grant funding. This year, 2005, sees the failure to reach the first of the time- bound MDG, for gender parity in primary and secondary education. At current rates, this will not be achieved by 40% countries by 2015. The Global Governance Initiative 2005 Report highlights this failure as one of the “*world’s biggest failures and missed opportunities*”. The “Beijing Plus Ten” Conference called for renewed efforts to achieve this goal, without which wider progress on gender becomes impossible. The Millennium Project Report (2005) calls for “*transformational approaches*” to address continuing entrenched inequalities.

6). Study Rationale

Anticipation of the failure to reach the gender MDG for 2005, along with the mobilisation efforts of UNGEI, had already begun to catalyse a renewed focus on this goal over the last two years. The 2003 Global Monitoring Report (*The Leap to Equality*) was dedicated to the EFA gender target. 2004-5 saw a major study on “*What Works in Girls Education*” (Herz and Sperling, 2005). A number of bilateral donors have also reviewed and assessed their contribution to this target, for example DFID (2005). This reassessment has been taking place concurrently with ongoing development of the FTI, to seek to create a more effective global mechanism for acceleration of the education MDGs. This presents a strategic opportunity to review FTI’s contribution to progress on the gender goals and to seek to ensure that, in the ongoing strengthening of FTI, opportunity is taken to maximise its contribution to much-needed acceleration of progress on the gender goals. This study has thus been commissioned by UNICEF, on behalf of UNGEI and its FTI partners. The key questions are

- whether current FTI processes and tools are sufficiently robust to support the desired progress towards gender equality in education?
- what needs further to be done to fully realise the potential of FTI for accelerating such progress?; and
- how UNGEI can most strategically support this process?

1B. STUDY OBJECTIVES AND APPROACH

1). Objectives

The detailed objectives for the study were to:

1. **Review the national education sector plans of the twelve countries and analyse their gender strategies**, including:
 - Magnitude of the gender gap;
 - Robustness of analysis utilised to identify the causes of the gap, including supply and demand side constraints;
 - Robustness of the strategies that the national education plans propose to address these constraints;
 - National gender strategy and its reflection in national education plans.
2. **Review country level planning process and existing institutional and partnership arrangements** to support the development strategies to address gender issues within education sector plans, and the factors that have influenced their effectiveness. Within these, explore the role and contribution of international Development Partners and the specific contribution of FTI.
3. **Analyse the FTI tools and procedures** (Framework Document, Assessment and Endorsement Guidelines and Indicative Framework) from a gender perspective, examining their influence on country plans and planning processes to date and assessing their adequacy (a) as a *catalyst* for countries to develop gender sensitive national education plans and (b) as a *means of assessing* the addressing of gender in such plans.
4. On the basis of the above findings, **develop recommendations** on (a) whether country strategies can be enhanced with regard to gender, and how; (b) how to maximise the potential contribution FTI to supporting gender- sensitive planning and (c) strategic roles for UNGEI in supporting systematic attention to gender in FTI processes at country, regional and global levels.

2). Assumptions on What is Known about Gender in Education

The study has proceeded on the assumption that *enough is known* about effective strategies for addressing gender inequalities in education in practice, as well as the wider actions that support effective gender mainstreaming in education, for it to be possible to assess the twelve country plans with some degree of objectivity.

In terms of *addressing gender inequalities in practice*, this study has made particular use of the study ***What Works in Girls' Education? Herz and Sperling, 2005***. This report attempts to “*bring together the best scholarly analysis on what works in girls' education in poor countries*”. Four key strategies are identified as being the most crucial for attaining gender parity and equality in education, as summarised below.

KEY GENDER STRATEGIES IN EDUCATION

1. Make girls' schooling affordable

- Reduce direct costs
- Cover indirect costs and compensate for opportunity costs

2. Build schools with community support and flexible schedules

- Schools close to girls' homes
- Community involvement
- Flexible schedules
- Pre-school and child care programmes

3. Make schools more girl- friendly

- Sufficient private latrines
- Safety and security
- Teaching that discourages gender stereotypes and encourages girls to achieve
- Provide female teachers for girls

4. Focus on the quality of education

- Provide enough teachers
- Improve teacher education and training levels
- Curriculum that “equips children for the 21st century”
- Provide adequate books and supplies

What Works in Girls' Education? Herz and Sperling, 2005.

This framework is in broad agreement with other recent studies of effective strategies for enhancing girls' education. (E.g. UNICEF, DFID). On the “demand” side, all major studies emphasise the urgency of eliminating fees and costs for education, as well as finding ways to compensate for “lost opportunity costs”, as a strategy that will particularly benefit girls and can make dramatic differences to enrolment and completion rates. However, some disagreement exists around the importance of directly addressing socio- cultural attitudes to girls' education. Herz and Sperling, suggest that a focus on lifting the financial barriers can “get around” son -preference in education and once girls are in school, attitudes will change in the next generation.

However, the experience of UNGEI is that in many countries there remains a “hard to reach” core of girls, for whom there needs to be a direct challenging of attitudes, a point that is also made by the Millennium Project Gender Task Force in its call for more “transformative approaches” to gender inequality. This study therefore, while basing the assessment of the gender strategies used in the twelve countries broadly on the Herz and Sperling Framework, also specifically explored the way in which socio-cultural and attitudinal barriers have been analysed and addressed.

The aim of the study was not only to explore actual educational strategies to address gender issues, but also the wider *policies, structures, processes and partnerships in*

education that will enable the above strategies to be implemented effectively. Here, the most comprehensive learning comes from a series of studies undertaken by DAC in 2000. Case studies were undertaken in three sectors, including education. The resulting *Reference Guide on Gender Mainstreaming in Sector Wide Approaches* identifies the following aspects of good practice.

PROMISING PRACTICES AND OPPORTUNITIES TO MAKE SWAPS GENDER- FOCUSED:

- **Wider Policy Environment** is conducive to progress within the (education) sector- political commitment, human rights and legal frameworks.
- **Multi- Level Gender Analysis** takes place at the beginning of SWAp development and is also ongoing, as a basis for policy development.
- **Policy and Strategy Development Processes** incorporate gender, including *consultation*, *lesson learning* from previous projects and initiatives, *policy dialogue* on gender and identification of *gender equality as a strategic policy objective* (leading in turn to development of costed strategies to achieve and maintaining gender equality).
- **Management and Implementation Structures** are conducive to mainstreaming gender at **central and decentralised levels**: focus on gender as shared responsibility and interest but with a clearly defined units/ focal points with an overall mainstreaming responsibility, mandate and budget.
- **Capacity** is developed for integrating gender at strategic levels (policy analysis and development/ M&E).
- **Monitoring and Evaluation Frameworks** are designed to monitor progress on gender equality, through use of gender disaggregated and gender- relevant indicators and incorporation of gender analysis and reviews as an integrated part of SWAp monitoring processes.
- **Donor coordination in support of gender equality**, through:
 - Dialogue and consensus- building on gender concepts and approaches
 - Coordination of policy dialogue on gender equality- in pursuit of clear objectives, strategies and indicators and coherence with national policy frameworks and PRSPs.
 - Support with gender analysis and development and use of specific gender- sensitive instruments
 - Coordination of support to national gender capacity building
 - Coordination on sector monitoring and evaluation, including gender aspects
 - Creation of functional structures and staff profiles for mainstreaming gender effectively *within* donor agencies.

DAC Reference Guide on Gender Mainstreaming in Sector Wide Approaches (2001).

To support the last point on donor coordination in support of gender equality, DAC developed a “*Code of Conduct for Gender Equality in Sector-Wide Development Programmes*”, which is included in full in *Annex B*. A key lesson from the DAC study is that the development of sectoral and inter-sectoral coherence and donor harmonisation (as is being promoted through FTI), is vital for the effective mainstreaming of the complex issue of gender and making maximum progress towards gender equality. Long term, trusting relationships between governments and international partners create a favourable environment in which steady and lasting attitudinal and institutional change around the complex and sensitive issue of gender can take place.

The key points summarised above were used to form the basis of an analysis of gender within in- country planning processes, partnerships and institutional relationships.

3). Methodology

The study was undertaken through desk-based research, primarily using documents available on the FTI website. Other key documents used are listed in the *Bibliography*.

The analysis of country documents sought to bring out information and evidence covering the following areas:

<u>Areas explored</u>	<u>Sources</u>	<u>Notes/ Comments</u>
1. The overall gender and education situation in each country	<ul style="list-style-type: none"> ▪ UNGEI and UNDP websites ▪ FTI website ▪ GMR 2003 ▪ Country Education Plans ▪ Country FTI proposals 	This analysis was kept fairly brief- its purpose to give a basic overview of the severity of the gender gap and specific gender issues needing to be addressed in each country. Key statistical data was compiled in tables.
2. The wider policy environment for gender	<ul style="list-style-type: none"> ▪ PRSPs (on FTI website) ▪ Country Education Plans. ▪ In some cases- additional documents on national gender strategies. 	This analysis was necessarily limited by time factors. However, in addition to the PRSPs, some national education plans referred to the existence of national gender policies and strategies.
3. Gender coverage in the actual country education plans, policy documents and FTI proposals.	<ul style="list-style-type: none"> ▪ Country Education Plans (on FTI website). ▪ Country FTI proposals (on FTI website). 	This was the main focus of the analysis. Assessment of strategies based on <i>Herz and Sperling</i> (see above). For convenience, these were combined under only two headings rather than four, covering strategies to achieve parity of access and enrolment and strategies to achieve equality in learning experience and outcomes.
4. Processes, institutional capacity and structures and partnership arrangements influencing the addressing of gender in education.	<ul style="list-style-type: none"> ▪ Country Education Plans. ▪ Country FTI proposals. ▪ In- country or FTI Secretariat Assessment documents. ▪ Documentation on the FTI website on partnership agreements, meetings, seminars etc. ▪ In some cases- additional documents were available to the consultants. ▪ In some cases- e-mail communications with in-country contacts. 	The consultants sought evidence of the processes outlined in the <i>DAC Reference Guide</i> (see above). Where possible, the consultants sought further insights on how partnership processes have evolved over time, from FTI donor contacts in- country.
5. FTI-specific influences on coverage and approach to gender in education plans and processes.	<ul style="list-style-type: none"> ▪ FTI Framework and key documents. ▪ FTI Assessment Guidelines (2003 and revised versions). ▪ Country Education Plans. ▪ Country FTI proposals. ▪ FTI Donor Assessments. ▪ FTI Secretariat Assessments. ▪ Other documentation related to assessment processes. ▪ In some cases- e-mail communications with in-country contacts. 	The impact of FTI to date was assessed through a combination of: (i). Identifying evidence of situations in which the funding promise, partnership arrangements or assessment processes of FTI strengthened the processes analysed in 4. above. (ii). Identifying evidence of how the Assessment Guidelines format (2003 version) has influenced the way in which gender has been articulated in education plans and proposals.

A structured and systematic approach was taken to analysing and assessing the plans (points 2-4). A standardised **data template** was developed for compiling data for each country. A set of **guidance points** was prepared for completing these and for undertaking the subsequent analysis, cross- comparison and synthesis of data. These are given in full in **Annex C**.

4). Methodological Issues and Constraints

The twelve countries in the study were the **pilots for the FTI process**, with assessment and endorsement taking place more than eighteen months ago. The FTI approach has evolved since its inception. A number of tools and procedures have since been adjusted. Most notably, there has now been the removal of the requirement for a separate FTI proposal and substantial revision of the Assessment Guidelines. The responsibility for assessment and endorsement has shifted to country level. It is stressed, therefore, that the purpose of a detailed exploration of plans and processes in the past is not intended as an evaluation, but for the purpose of *better understanding* the needs and challenges that countries typically face in relation to addressing gender.

Because the study was document- based and retrospective, the **analysis was based on what countries have documented** and also what is currently **available on the FTI website**. The quantity and quality of the documentation, as well as level of detail on gender issues, varies considerably between countries, leading to differences in the level of detail of coverage of countries in this study. While the level of coverage of gender in country plans is in itself an indicator of the quality of the planning process and of the priority given to gender; it is also acknowledged that there might be some countries in which good work took place on gender, but was not well-captured in the actual documents available to FTI. It is therefore stressed that the tables presented in Chapter Two, which compile information from across different countries should be seen as *illustrative and illuminative* of the issues, rather than as scientific cross- comparisons.

Furthermore, documents do not always reveal sufficient information about the **processes** by which they came into being. In some cases (Ghana and Vietnam) it was possible to gain some additional information from representatives of donor agencies who have engaged in these processes. The case studies presented in chapter three focus on countries where it was possible to glean information about process and, again, should be seen as illustrative and incomplete.

The FTI sets out to support and strengthen existing sector- wide planning for education, rather than impose additional structures and processes. For this reason, it is problematic to pick out particular actions and developments that are directly attributable to FTI alone. A great many factors, over a long time period, account for the current state of play with regard to gender in education in any one country or indeed community. What has been possible is to explore the **overall effect of FTI on a country's educational planning processes** (rigour, depth, timescales, priorities, targets, capacity support, promise of more finance etc.) and whether and how these in turn have affected the addressing of gender issues.

5). Report Structure

Chapter Two of the report focuses Objective 1 and contains an analysis of gender in the plans and FTI proposals of the twelve countries. *Chapter Three* relates to Objectives 2 and 3. It explores country level planning processes, institutional relationships and partnerships for integrating gender, including the role of international Development Partners, the specific contribution of FTI and the strengths and weaknesses of the FTI tools. *Chapter Four* relates to Objective 4 and contains the overall conclusions and recommendations of the study.

2. GENDER IN THE EDUCATION PLANS OF THE FIRST TWELVE FTI COUNTRIES

2A: KEY GENDER AND EDUCATION ISSUES IN THE TWELVE COUNTRIES

Table 1 overleaf presents statistics that help to illustrate the overall situation in the twelve study countries as discussed above, with regard to poverty, gender and education. It is noted that there are gaps in the data for Burkina Faso, Gambia, Ghana, Guinea, Nicaragua, Niger, Honduras and Vietnam, an issue returned to later in the report.

The 12 FTI-endorsed countries included in this study can be divided into three groups¹⁰.

1). *Higher human development countries*

The three Latin American countries, along with Vietnam, have the highest HDI and GDI scores for the group. Gender inequalities exist in the wider societies of these countries in terms of access to resources and political power, as well as the existence of gender-based violence. In Vietnam, and Nicaragua, certain ethnic minority/ indigenous groups, located in remote, rural and mountains areas, have a higher level of gender inequality that is closely linked to higher overall poverty levels and the consignment of women to the domestic and reproductive spheres.

In terms of education, of the three Latin American countries, **Guyana** is “on track” to achieve UPC, while **Honduras** and **Nicaragua** are “off track”, but doing considerably better than other “off track” countries in terms of gender parity in education. The numbers of boys and girls in school are almost equal overall with the main problem being drop-out before completion, which is in fact slightly higher for boys than for girls. However, the enrolment, completion and achievement rates for girls lag behind in specific indigenous populations and regions, especially in Nicaragua. Guyana has only a small percentage of children remaining out of school, but almost all of these are girls.

Vietnam is defined by FTI as having “achieved UPC”. Certainly, it has made very impressive gains in female enrolment and, in percentage terms, UPC (and by definition gender parity at the primary level) is very near to being achieved. However, the aggregation of data and use of percentages for such a large population, masks considerable disparities and challenges. Vietnam in fact has a greater number of out-of-school children than the three Latin American countries combined (or than the total school aged population of Gambia or Mauritania). 86% of these children are girls and the vast majority are from ethnic minority populations and regions.

2). *The Middle Group of “Off Track” Countries*

The study included five countries that form a “middle group” in terms of HDI and GDI. These are **Ghana**, **Gambia**, **Mozambique**, **Yemen** and **Mauritania**. All of these countries face considerable challenges of poverty and gender inequality. Women have a lower status, with lower social and political representation and participation. Women experience deeper levels of poverty, tending to be confined to domestic and subsistence roles and experiencing heavy and increasing workloads. The impact of HIV and AIDS also shows a gendered dimension, with women disproportionately infected and affected.

In terms of education, Ghana is somewhat ahead of the others in terms of progress towards gender parity in enrolment and completion. Yemen has the starkest gender disparities (among the highest in the world) in terms of enrolment ratios, adult literacy rates

¹⁰ Sources of information for this section are the FTI, UNGEI and UNDP websites, the GMR 2003 and individual Country Education Plans and FTI Proposals (see page 7).

and primary completion rates. Thus, while it is defined as “off track” to achieve UPC, it might be considered as “seriously off track” for achieving in full the targets for gender parity and equality.

3). Three “Low Human Development” and Seriously Off Track Countries

Three Francophone West African countries, **Niger, Burkina Faso** and **Guinea** are the poorest of the countries included in the study. They face the challenge of extremely low human development and pronounced and entrenched gender inequalities. All three have female literacy rates of less than 10%. They face the challenges of low primary school enrolment and completion rates resulting in substantial numbers of children being out of school.

These three countries are defined as being “seriously off track” to achieve UPC. The targets of gender parity beyond the primary stage, as well as full gender equality (beyond access), remain even further out of reach.

2B. THE POLICY ENVIRONMENT FOR PROGRESS ON GENDER EQUALITY

1). Political Commitment to Progress on Gender Equality

An overall political commitment to making progress towards broad gender equality in society sets the stage for addressing gender effectively within each sector. From that perspective, the twelve study countries seemingly did not embark on planning for achievement of the EFA goals or MDGs, from the same starting point. All twelve countries, of course, had to demonstrate commitment to poverty reduction and to the MDGs, in order to qualify for FTI support. However, there was apparent variation in the degree to which such commitment is embedded within a wider commitment to processes of social and political change.

For example, Yemen starts off from a “low base” in terms of human development and gender inequality. However, the government has made a strong commitment to raising the status of women and enshrining education as a legal right, equally for boys and girls. This appears to be providing a basis for an open dialogue on the challenges that are faced and how to address them. In Nicaragua, the government’s commitment to poverty reduction, social and gender equality and respect for diversity is used as the starting point for introducing the strategic objectives of the education sector plan. Ghana, too, has made promises to its people in terms of progress towards poverty reduction, taking the perspective that this demands a concurrent attention to the status of women through a coherent gender strategy.

By contrast, in other countries, it was less clear from the available documentation whether there is a conducive wider policy environment for supporting progress towards gender equality in education. Such commitment was not stated or referred to in the PRSPs or key education documents of the three “seriously off track” countries of Burkina Faso, Guinea and Niger, where, it could be argued, exceptional responses are called for.

2). Gender in Poverty Reduction Strategy Papers (PRSPs)

In theory, the PRSP should provide evidence of national commitment to addressing gender inequalities as fundamental to poverty reduction. However, here again, there was *great variation between countries in the actual quality of the PRSP documents themselves*, the processes by which they were formulated and the degree to which gender is analysed and prioritised. In Nicaragua, Ghana and Vietnam, gender inequalities have been identified as key factors affecting poverty, with national strategies put in place to address these. This

presumably has provided a stronger “starting point” for developing education plans based on a sound gender analysis. Other countries, including Yemen, Mauritania and Mozambique, have PRSPs in which gender is discussed but is less systematically analysed, for example in Yemen there is discussion on “women” subsumed in a section on “population”, but less analysis of the dynamics of gender inequality. In the case of Guyana, the PRSP is almost entirely void of gender analysis and addressing gender issues is not considered a priority for poverty reduction.

It is noteworthy that in some of the “Seriously Off- Track” countries (Niger and Guinea), the PRSPs do not include addressing gender inequalities as a clear overarching priority for poverty reduction. There are weaknesses in data and gaps in analysis. A consistent approach to gender is not mainstreamed across the PRSPs. The sections on education tend to be among the stronger from a gender perspective, but even here there appears to be a weak evidence base. Gender is not mentioned in discussion of the poverty profile in the case of Niger. While it is stated that poverty is highly dependent on gender, there is a lack of evidence to support this. Data in the PRSP are generally not disaggregated by gender. While that for Guinea contains separate gender analysis of poverty, the approach is not mainstreamed and addressing gender inequalities does not emerge as a central priority for poverty reduction.

These findings are consistent with the finding of the Global Monitoring Report (2003) that many PRSPs are too weak in their coverage of gender to provide an adequate impetus for gender- sensitive education planning. This suggests that for FTI, the PRSP, while being necessary for demonstrating country “ownership” of the proposed approach to poverty reduction and the development of the education sector, may not be sufficient to underpin a transformative approach to addressing gender inequality in education.

Table 1: Table of Summary Statistics on Gender and Education in the Twelve Countries¹¹

“SERIOUSLY OFF TRACK TO ACHIEVE UPC”

	HDI rank (out of 177) UNDP	GDI rank (out of 144) and value UNDP	Adult Literacy % rates Age 15+		Primary girls as % of boys	Secondary girls as % of boys	Gross Enrolment Rate GIR		Primary Enrolment in thousands		Primary Completion Rate- PCR		Survival to Grade Five		Out- of- School Children in thousands	
			F	M			Total	Girls	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Niger	176	144 0.278	9	25	0.68	0.66	58	48	761.0	302.6 (39.8%)	22	-	71	68	1249.7	677.2 (54%)
Burkina Faso	175	143 0.291	8	19	0.71	0.65	46	39	927.3	382.8 (41.3%)	29	-	64	-	1383.3	751.7 (54.3%)
Guinea	160	---	--	--	0.78	0.38	72	67	997.6	419.6 (42.1%)	34	24	84	79	498.3	295.2 (59.2%)

“OFF TRACK TO ACHIEVE UPC”

Yemen	149	126 0.436	29	70	0.66	0.46	92	79	2783.4	1079.7 (38.8%)	68	43	77	69	1098.4	827.6 (75.3%)
Mozambique	171	139 0.339	31	62	0.88	0.69	119	112	2555.9	1123.9 (44.0%)	44	44	(48)	(44)	1042.1	567.4 (54.4%)
Mauritania	152	124 0.456	31	52	0.96	0.83	112	110	375.7	183.2 (48.8%)	44	44	50	50	114.6	75.3 (65.7%)

¹¹ Information for these tables comes from the table of statistics on the FTI website, unless otherwise indicated.

“OFF TRACK TO ACHIEVE UPC” (Continued)

	HDI rank (out of 177) UNDP	GDI rank (out of 144) UNDP	Adult Literacy % rates Age 15+		Primary girls as % of boys	Secondary girls as % of boys	Gross Enrolment Rate GIR		Primary Enrolment in thousands		Primary Completion Rate- PCR		Survival to Grade Five		Out- of- School Children in thousands	
			F	M			Total	Girls	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Gambia	155	125 0.446	31	45	0.92	0.75	88	88	160.9	76.6 (47.6%)	69	-	69	63	55.4	30.8 (55.6%)
Ghana	131	104 0.564	66	82	0.96	0.87	85	84	2586.4	1227.3 (47.5%)	59	-	66	65	1264.9	647.8 (51.2%)
Nicaragua	118	97 0.660	77	77	1.01	1.18	138	134	838.4	414.5 (49.4%)	75	-	54	58	150.2	72.5 (48.2%)
Honduras	115	95 0.662	80	80	1.02	--	138	138	1115.6	553.4 (49.6%)	70	-	-	-	132.3	60.8 (46.0%)

“ON TRACK TO ACHIEVE UPC”

Guyana	104	81 0.715	98	99	0.97	1.1	124	121	108.9	52.9 (48.6%)	90	(88.9)	93	94	1.5	1.3 (86.7%)
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“ACHIEVED UPC”

Vietnam	112	87 0.689	87	94	0.94	--	100	97	9336.9	4436.6 (47.5%)	97	-	89	88	428.2*	353.5* (82.6%)
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*OOS figs for 2001. Total increased to 544.4 in 2002 (no girl fig).

2C. GENDER IN THE NATIONAL EDUCATION PLAN, POLICY DOCUMENTS AND FTI PROPOSALS

The compiled information tables for each of the twelve countries are included in **Annex D**. These tables also indicate what documents were available to the consultants, for each particular country.

1). Gender Analysis in Education Plans

All twelve national education sector plans contain an analysis of the educational situation, outlining patterns of access and completion and identifying key problems that need to be addressed. Within these, all twelve included some mention of gender, including the presentation of certain gender- disaggregated statistics.

However, the actual **breadth and depth of analysis** was found to vary very considerably. The table below shows the degree to which the analysis of gender issues in each country was *evidence based* and/ or *comprehensive* in its coverage of the most common *demand- and supply side factors* affecting gendered patterns of access, completion and achievement.

Table 2: Gender Analysis in the National Education Plans/FTI Proposals

	Evidence base		Analysis of Demand –side factors		Analysis of supply- side factors	
	<i>Use of quantitative data to explore patterns of gender disparity or inequality</i>	<i>Use of qualitative research data to explore causes of patterns of gender disparity</i>	<i>Analysis of poverty-related causes of inequality</i>	<i>Analysis of socio-cultural related causes of inequality</i>	<i>Analysis of supply -side factors affecting girls' enrolment</i>	<i>Analysis of supply- side factors affecting retention, completion and learning outcomes</i>
<i>None</i>		Burkina Faso Guyana Honduras Mauritania Mozambique Niger		BurkinaFaso Guyana Honduras Mauritania Mozambique	Guyana Honduras	Guyana Honduras Mozambique
<i>Some</i>	BurkinaFaso Guinea Guyana Honduras Mozambique Mauritania Niger Vietnam	Gambia Ghana Guinea Nicaragua Vietnam Yemen	BurkinaFaso Guinea Honduras Mauritania Mozambique Nicaragua Vietnam Niger	Guinea Nicaragua Niger Vietnam Yemen	BurkinaFaso Guinea Nicaragua Niger Mauritania Mozambique Vietnam	BurkinaFaso Guinea Nicaragua Niger Mauritania Yemen Vietnam
<i>Extensive</i>	Gambia Ghana Nicaragua Yemen		Gambia Ghana Yemen	Gambia Ghana	Gambia Ghana Yemen	Gambia Ghana

Gender analyses were based on **different qualities of evidence-base**. All twelve countries used some *available statistical data* to explore and illustrate gender disparity, particularly with regards to enrolment and completion rates. In some cases, for example Mozambique and Mauritania, the data used as a basis for analysis was limited to a few national indicators such as enrolment and completion rates for girls and boys. This was not backed up with *qualitative research studies*, so the causes of the disparities seen seemed to be based more on assumption than hard evidence. In other countries, for example Gambia, Ghana and Nicaragua, more detailed data was presented, broken down across

different geographic or population groups and backed up with qualitative exploration of the causes of the patterns found. Nicaragua's education sector plan is based on a comprehensive research study, exploring a range of causes of non- attendance and drop-out (but not learning achievement) for girls and boys in five different socio- economic groups, further divided into urban and rural categories, across different regions and ethnic groups.

Two countries, Ghana and Nicaragua, drew particularly effectively on the **gender analysis within the PRSP**. By contrast, Vietnam, whilst sharing with Nicaragua and Ghana the advantage of a strong gender analysis in its PRSP (CRPGS), did not appear to make particular use of this in its analysis of gender issues in the education sector. For some countries, for example the Gambia, gender analysis for educational planning seemed somewhat stronger than for the PRSP.

As could be anticipated, where there has been stronger *data- and research- base* for a gender analysis, a more wide- ranging set of barriers tends to be identified and explored. Yemen, Gambia and Ghana are examples of countries which gave good attention to both **demand- and supply- side factors**. Guinea, Niger and Burkina Faso stood out as countries in which there was limited gender analysis while Guyana and Honduras presented almost no gender analysis of any kind.

Overall, where *demand factors* were explored, the **barriers** related to *poverty and opportunity costs* were given more coverage than *socio- cultural factors*. On the "supply" side, *barriers to physical access* were given rather more coverage than barriers in terms of the *actual experience of girls in the classroom*. Only two countries attempted to present and analyse patterns of gender inequalities in learning *outcomes*.

A further variation in the quality and comprehensiveness of the gender analysis on which national education plans are based, is in the degree to which **relationships between gender and other dimensions of disadvantage and exclusion** are explored. For example, the Ghana analysis makes strong linkages between gender, HIV/AIDS and poverty. By contrast, the Yemen analysis, although it goes into a fair level of detail on gender, does not much articulate the linkages between different issues. In a number of plans, although gender is presented as an important issue, discussions on disability, HIV and AIDS, child labour or ethnicity do not explore the gendered dimensions of these.

2). Gender Focus in Overarching Sector Policy Frameworks and Strategic Objectives

Table 3 below summarises the overall emphasis on gender in each country's Education Sector Policy/ Strategy Framework and its gender- specific strategic sector objectives and targets.

**Table 3: Gender Focus in National Education Sector Policy Frameworks
and Strategic Objectives**

	<i>GENDER EMPHASIS IN POLICY FRAMEWORK</i>	<i>STRATEGIC OBJECTIVES AND TARGETS</i>
Niger	Very limited consideration of gender issues. Half of villages in Niger are without schools. Distance to school a major barrier to access. High opportunity costs limit schooling. Traditional values another barrier to schooling for girls. No comprehensive strategy as such for addressing gender inequality in education.	<u>Education Plan</u> Gender parity by 2005 GER to 84% PCR to 85% by 2015 <u>FTI Proposal</u> GER 100% by 2015 PCR to 100% by 2015
Burkina Faso	Government priority is to accelerate growth based on equity. Efforts have been made to promote school attendance by girls by building schools close to villages; providing school lunches and exempting monthly fees for parents of girls.	<u>Education Plan</u> GER for girls 55% in 2004; 65% by 2009 <u>FTI proposal</u> GER 100 by 2010 PCR 100% by 2015
Guinea	Education policies revolve around training of human capital which in turn contributes to economic growth. Lack of comprehensive strategy to address gender inequalities. Range of initiatives to support girls' education including second chance opportunities for girls.	<u>Education Plan</u> 100% access to G1 by 2010 100% access to G2 by 2010 <u>FTI proposal</u> 100% GER 100% PCR (no deadlines)
Mauritania	Girls' education has enjoyed special attention and disparities have been considerably reduced. Government of Mauritania will develop special measures to encourage the education of girls and reduce the handicaps they face.	<u>Education Plan</u> 100% schooling in basic education in 2004 and reduce disparities in access among regions and genders <u>FTI Proposal</u> Universal access to G1 by 2005 GER 100% PCR 100% by 2015

	GENDER EMPHASIS IN POLICY FRAMEWORK	STRATEGIC OBJECTIVES AND TARGETS
Yemen	The “gap between enrolment and acceptance rates in basic education, between males and females and urban/ rural populations” is identified as a “critical strategic issue”. “Girls Education” is one of eight “pivotal strategies”.	<u>BEDS</u> <ul style="list-style-type: none"> ▪ Increase female GER to 65% by 2005. ▪ Raise PCR for girls from 33% to 45% by 2005. ▪ Gender parity in the first grade by 2010. <u>FTI Proposal</u> <ul style="list-style-type: none"> ▪ Increase net Grade 1 intake to 100% by 2010. ▪ Increase GER for girls to 73% (higher than BEDS target) (Revised proposal has 100% targets for male and female NER, Grade 1 intake and Grade six completion rate by 2015)
Mozambique	Expanding access, improving quality and strengthening institutional capacity are defined as key objectives. Recognised importance of “specific strategies to increase girls’ enrolment and completion”.	<u>FTI Proposal</u> <ul style="list-style-type: none"> ▪ Specific target of 100% UPC.
Gambia	Girls and illiterate women are the most highly-ranked priority group in the Revised Education Policy. “Equal education opportunities for all citizens, including girls as well as boys” is defined as one of the “ <i>Guiding Principles and Aims for Education</i> ”. Specific objective in Education Policy and Master Plan under “increasing access and equity in Basic Education” is to improve the participation and retention rates for girls The Master Plan includes a separately funded Girls Education Programme which includes specific initiatives and (to some extent) a mainstreaming of gender.	<u>Master Plan</u> <ul style="list-style-type: none"> ▪ Increase proportion of girls’ enrolment to 50% at the lower basic level and 46% at the upper basic level by 2005. Increase girls’ enrolment ratio by 2005 to 50% in lower basic and 46% at upper basic. <u>FTI proposal</u> <ul style="list-style-type: none"> ▪ Increase gross enrolment to 100% of 7-12 year olds by 2010; 100% PCR by 2015.
Ghana	One of ten overall policy goals in the ESP is “provide girls with equal opportunities to access the <i>full cycle</i> of education”. Two key “areas” of focus: <i>Equitable Access to Education</i> and <i>Quality of Education</i> include mainstreamed gender –specific policy goals.	<u>Master Plan and FTI Proposal</u> <ul style="list-style-type: none"> ▪ 50% female share in primary enrolment by 2005 and in JSS schools by 2008. ▪ GER rises to 100% by 2010. ▪ 100% NER and PCR by 2015. ▪ Retention rates of females and males on a par by 2010.

	GENDER EMPHASIS IN POLICY FRAMEWORK	STRATEGIC OBJECTIVES AND TARGETS
Honduras	No consideration of gender as a determinant factor that is an obstacle to UPC. GER higher for girls than boys. Low levels of school participation among indigenous populations, but no gender analysis.	<u>FTI Proposal</u> 100% PCR by 2015 Gender parity at G1 by 2005.
Guyana	'Access to primary education is not a problem in Guyana' No gender related objectives proposed. No consideration of gender issues; analysis of differences in drop out completion and repetition reveals they are higher for boys than girls. No gender strategy.	<u>FTI Proposal</u> 100% GER by 2005 100% PCR by 2015
Nicaragua	Overall Education Policy includes a set of Key Principles, one of which is <i>Equity and Respect for Diversity</i> , including " <i>diversity of gender</i> ". Addressing equity is linked explicitly to investment in quality- introduction of "Escuela Nueva" model schools which are "safe, equitable, democratic and promote learning". (Addressing gender is implied in this, but given less coverage than inequity across income groups and between rural and urban areas).	<ul style="list-style-type: none"> NER of 95% with gender parity (increased from PRSP).
Vietnam	Provide access to affordable and quality primary education for all children, especially from ethnic minority, disadvantaged groups and for girls. Extend access to affordable and quality secondary education for all children, especially from ethnic minority, disadvantaged groups and for girls. Ensure that all adults, especially women and disadvantaged groups, have access to free and quality literacy programmes, affordable and quality life skills programmes and life long learning opportunities "Disadvantaged Groups Programme", which focuses particularly on ethnic minorities, will operate through the channelling of additional funds to the poorest provinces, districts and schools. It is expected that gender disparities will be addressed at decentralised levels according to local analysis of needs and issues.	<ul style="list-style-type: none"> 100% PCR by 2015

It can be seen that, here again, there is *significant variation* between countries. Most countries have some reference to gender in their overall education sector policy framework and objectives. Ghana, Gambia, Nicaragua and Vietnam aim not only for UPC but for *equal opportunities* for girls and boys. Burkina Faso, Niger, Yemen, Mauritania and Mozambique focus more narrowly on *improving girls' enrolments*. Where there are gender disparities which favour girls as in the case of Guyana and Honduras, no action is proposed. One notable gap is that *no country has a specific target of gender- equitable learning outcomes*.

3). Gender Mainstreaming

Among the countries that do make significant reference to gender in their education plans, there is variation in the degree to which the **concept of gender mainstreaming** is understood and employed.

Of the twelve countries, Ghana stood out as offering an example of a **comprehensive, mainstreamed approach** to gender. Plans for the development and implementation of its sector programme specifically state that “*poverty, alleviation, gender, HIV/AIDS and special education are to be mainstreamed into ALL thematic groups*”. Indeed, this is the only country of the twelve in which mainstreaming is specifically mentioned as a concept. The overall sector plan is very coherent and strategies on gender/ girls education well integrated into sub components of plan as well as operational plans.

In Yemen, there is clear concern about the gender gap, with a range of strategies developed to address what are assessed to be the main barriers and constraints. However, the focus is very much on “**special interventions for girls**” and there is not yet a mainstreaming of gender across all strategies and programmes. In Gambia, the situation is similar, but it is perhaps a little further on the road to mainstreaming. The overall strategy of the “Girls Education Programme” is stated as “*programmes on girls and women's education is transversal to every sector programme*”. The Basic Expansion Programme and Quality Programmes mainstreams gender in a number of strategies (including teacher recruitment, school feeding and text book development).

Nicaragua and Vietnam both have coherent and comprehensive sector plans, in which **gender is implicitly mainstreamed**. In addition, both plans also refer to more detailed plans (not available to the researchers) for specific indigenous/ ethnic populations in which there are more severe gender disparities in enrolment and completion. In Nicaragua, gender mainstreaming is not cited as a specific concept, however, the strong focus on **holistic, school based strategies** to address local issues implies a “mainstreamed” approach in practice. In the case of Vietnam, *explicit* reference to gender in most parts of the plan, which focuses primarily on quality development, is rather limited. The assumption seems to be that these quality strategies will automatically benefit boys and girls equally. This might mean that opportunities are missed to capitalise on the ambitious plans for quality development to concurrently make maximum progress on the wider national targets for gender equality and women's empowerment, which are articulated in Vietnam's PRSP (CPRGS).

Burkina Faso, Guinea and Niger, the three seriously off track countries, are addressing gender inequalities through a range of special interventions. None of these countries has developed a comprehensive strategy to address both demand and supply side issues. Gender does not appear to have been mainstreamed.

Honduras and Guyana stand apart in that gender is not considered to be a policy issue of significant relevance to education sector development.

4). Barriers to Gender Equality Identified in National Education Plans

The earlier section on “Gender Analysis” discussed the extent to which different countries explored supply- side and demand- side factors that create gendered patterns of enrolment, completion, drop-out and achievement; as well as affect the ways in which boys and girls, across different geographic, income and ethnic groups, experience education.

Overall, **poverty** was identified as the most important “demand-side” barrier. This finding is consistent with the findings of Herz and Sperling discussed in the Introduction. In some cases, tuition fees are still charged for primary education (Burkina Faso, Nicaragua, Yemen), but in many countries the main issue was other costs charged to parents, legally and illegally (Gambia, Ghana, Niger, Vietnam,). The lost opportunity costs of education were also seen as very significant (Gambia, Gambia, Nicaragua, Niger, Yemen). Interestingly, in countries where boys drop out more than girls for economic reasons (Guyana, Nicaragua and Honduras), this was not noted as a problem (suggesting that “gender” is taken to mean “girls”).

Socio-cultural attitudes and practices were also seen as important factors. In Yemen, for example, one study found that twice as many girls as boys were out of school because of low valuing of their education by their parents. The Gambia analysis discusses “negative attitudes to girls’ education” in more remote, traditional areas. Female illiteracy was identified in Gambia and Yemen as being a contributory factor in such low valuing of education for girls and another “entry point” for breaking the negative inter- generational cycle. It is highly likely that the barriers identified in Gambia exist also in the other West African countries, although they have not been clearly identified in their education plans. There is a need for further research such as that proposed by the Government of Mauritania on the causes of girls dropping out of school.

On the “supply” side, countries identified a number of **accessibility and acceptability issues**, such as the lack of schools near to girls homes (Ghana, Mozambique), or acceptable boarding facilities (Vietnam); the lack of women teachers (Gambia, Ghana, Mozambique, Yemen); or inadequate toilet and sanitary facilities for girls (Mozambique, Gambia, Ghana, Mauritania, Mozambique). It is noteworthy that the three seriously off track countries (Burkina Faso, Guinea and Niger) made no reference to this issue. In general, supply side constraints were covered more comprehensively than demand side issues.

Rather fewer countries identified **quality issues** that have a gender implication. Yemen, Ghana and Gambia recognised the need for “girl- friendly” schools and identified problems of an irrelevant or stereotyped curriculum and materials, and well as teachers who are not able to support girls, or to provide good role models. Ghana and Gambia were the only countries to specifically explore the issue of the harassment and abuse of girls.

5). Strategies Devised for Achieving Gender Parity and Equality

Table 4 overleaf summarises the strategies adopted in each countries to address the barriers identified and promote gender equality in education. A table indicating in more detail what these strategies are, can be found in **Annex E**.

As would be expected, countries devised strategies according to the issues that were perceived to be important; so the better the analysis of issues the more comprehensive, coherent and appropriate the set of strategies to address them. Gambia, Ghana and Yemen stand out as countries that have devised a comprehensive range of strategies and interventions to address a wider range of barriers and issues.

There were a few examples of the proposing of strategies *which international experience suggests may not be effective*. For example, building more accommodation facilities to attract women teachers to remote, rural areas is noted in the Global Monitoring Report (2003) to have generally had limited success¹². The adoption of strategies that have tended to fail elsewhere might be indicative that some countries have not been able to fully access and make use of international learning on what works.

Table 4: Strategies for Progressing on Gender Equality in Education

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	Removal of fees and direct costs	Addressing of lost opportunity costs	Schools near girls homes	Latrines and Sanitation	Women teachers	Socio-cultural issues and community participation	Curriculum	Gender sensitive teachers plus role models for girls	Gender sensitive Text books and materials	Programmes to ensure girls are protected and respected
Niger	✓		✓			✓				
BurkinaFaso		✓	✓		✓	✓		✓		
Guinea	✓		✓			✓				
Yemen	✓	✓	✓	✓	✓	✓	✓	✓		
Mauritania	✓	✓		✓		✓				
Mozambique			✓	✓	✓					
Gambia	✓	✓	✓	✓	✓	✓	✓	✓		✓
Ghana	✓		✓	✓			✓		✓	✓
Nicaragua		✓		✓		✓	(✓)			
Honduras						✓				
Guyana						✓				
Vietnam	✓	✓	✓			✓				

6). Addressing the Cost Barriers

The importance of free primary education for girls in particular, in the attainment of UPC, is defined in the Dakar Framework, stressed in the findings of Herz and Sperling and has been reiterated strongly in this year's Millennium Report and Global Governance Initiative Report, which both note that in more than three quarters of countries at risk of not achieving gender parity in primary schooling, fees were still charged at the primary level in 2003. Despite the fact that most countries identified cost as one of the key barriers to girls' enrolments, at the time of their FTI endorsement *not all countries appeared to be planning to progress towards fully free primary education*. Some of the strategies devised to

¹² The FTI Secretariat picked up on some of these issues, as is discussed further in the next chapter.

address cost barriers to education involved rather complex schemes for fee exemptions, provision of stipends or free textbooks for targeted children only.

7). Gender in Plans for Capacity Building and Institutional Development

The overall weaknesses in many of the plans in relation to gender analysis and a strategic, comprehensive policy response, suggest gaps in national capacity to support these processes. However, while all countries have included in their education plans or FTI proposals a consideration of human development/ capacity building needs (and related costs), very few countries seem to have considered the need to build capacity for ongoing gender analysis, gender mainstreaming or gender- sensitive monitoring and evaluation.

The only exception appears to be Ghana, which specifies the need for funding for the strengthening of the former “Girls’ Education Unit” as a “Gender in Education Unit”. It is notable that the country that in fact had the strongest approach to gender mainstreaming is the same one that has also identified capacity- building needs in that area. It suggests that once countries have reached a certain level of capacity development, then this will in itself help to ensure that such capacity is maintained and further strengthened. By contrast, the countries that have not yet adopted a gender- sensitive approach to educational planning and monitoring, are less aware of this weakness, and thus have not considered steps to address it.

8). Gender Considerations in Resource Allocation

In theory, funding follows the strategies that have been prioritised, so if gender equality is a strategic objective, then costed funded policies and strategies should be devised to achieve this. However, this also depends on the overall strength of the budgeting process. Ghana, for example, appears to have a clear budget that relates to the strategic objectives for the sector, including progress on gender equality. There are also systems for targeting resources to decentralised levels, according to need and overall poverty levels and educational indicators. There can therefore be some confidence that resources will be used in line with policy intentions.

Yemen provides an example of a country in which there are clear resources allocated for addressing gender issues, but this is through earmarking of resources for the “Girls’ Education Programme”, not yet for a series of mainstreamed strategies.

Honduras and Guyana present examples of plans where there is no specific budget for gender related issues. In most other costed country plans, while there are specific initiatives proposed to address gender inequalities, it is problematic to disaggregate these. It would be helpful if a gender budgeting analysis be made of a sample of the 12 costed plans to see to what extent funds are meeting gender objectives.

9). Gender in Monitoring and Evaluation Frameworks and Indicators

Table 5 below shows some of the gender- related indicators that countries will measure and monitor over the coming years, according to their education plans and FTI proposals. In general, the education plans contained reference to more indicators than are quoted in the FTI proposals and it is noted that this list is unlikely to include all indicators that are being monitored, especially in Vietnam and Nicaragua where more detailed monitoring will take place at decentralised levels.

Table 5: Gender –Related Monitoring Indicators

COUNTRY	INDICATORS TO BE MONITORED
Niger	<ul style="list-style-type: none"> ▪ GER by gender ▪ PCR by gender
Burkina Faso	<ul style="list-style-type: none"> ▪ GER by gender ▪ PCR by gender
Guinea	<ul style="list-style-type: none"> ▪ G1 intake data by gender ▪ PCR by gender
Yemen	<ul style="list-style-type: none"> ▪ NER by gender and grade ▪ GER by gender and grade ▪ G1 intake by gender ▪ Completion rates by gender
Mozambique	<ul style="list-style-type: none"> ▪ GER by gender and grade ▪ NER by gender and grade ▪ PCR by gender
Mauritania	<ul style="list-style-type: none"> ▪ GER by gender ▪ PCR by gender ▪ Access to school canteens by gender
Gambia	<ul style="list-style-type: none"> ▪ NER by gender, by grade and stage ▪ GER by gender, by grade and stage ▪ Grade promotion rates by gender. ▪ Girls as a percentage of enrolments, by grade ▪ Ratio of female teacher trainee entrants as % of total entrants
Ghana	<ul style="list-style-type: none"> ▪ GER by gender at all stages. ▪ Admission rates to P1 by gender. ▪ Completion rates by gender. ▪ Repetition rates by phase and gender. ▪ Literacy gender parity index. ▪ % schools with “adequate” toilet facilities
Nicaragua	<ul style="list-style-type: none"> ▪ NER by gender and grade ▪ GER by gender and grade ▪ PCR by gender
Honduras	<ul style="list-style-type: none"> ▪ GER by gender ▪ PCR by gender
Guyana	<ul style="list-style-type: none"> ▪ G1 intake by gender ▪ PCR by gender
Vietnam	<ul style="list-style-type: none"> ▪ NER by gender ▪ GER by gender ▪ Completion rates by gender ▪ Survival to Grade 5 by gender ▪ Gender parity index ▪ Repetition rates by gender ▪ Pre-school enrolments by gender

The table gives an overall picture of the importance that is being given to measurement of enrolment, G1 intake and completion rates by gender. In some cases, countries have only

just begun to disaggregate their data and it can be expected that the benefits will be reaped in the years to come. Yemen, for example, notes the importance of the “development of EMIS as a *“gender sensitive tool for planning and monitoring equity indicators, so as to ensure that girls’ enrolment rate increases according to plan”*”.

The most obvious gap in the above list of monitoring indicators is in direct measurements of *learning outcomes* by gender. Repetition rates give only a very limited picture of quality of learning (especially in incomplete schools where repetition might represent a sensible alternative to dropping out), and will anyway become meaningless as automatic grade promotion is more widely adopted. It would seem essential for more emphasis to be put on the direct monitoring of girls’ and boys’ learning achievements in key curriculum areas, in a way that allows for any gender inequalities in access to the curriculum and learning achievements (and perhaps learner assessment procedures), to be identified and addressed.

Another gap seems to be in the monitoring of progress towards *wider gender equality in the teaching force and in educational management at all levels*. Only Gambia appears to be monitoring gender parity in the teaching force. Gender parity across all levels of educational management could usefully be monitored, both because of its importance for girls’ education and also as an indicator of wider progress on gender equality and women’s empowerment, in its own right.

Finally, there is seemingly a lack of explicit monitoring of indicators that are not sex - specific, but relate to *outcomes known to be essential in making progress on gender equality*. These include, for example the progress on coverage of schools with sufficient provision of gender- segregated latrines and water, or achievement by schools of certain standards of “girl friendliness”. Only Nicaragua seems to have a system for monitoring progress towards very specifically- defined quality standards. (These are categorised as *fundamental, satisfactory* and *superior* levels, with hygienic latrines for girls and boys identified as a fundamental- level requirement).

There is wide variation in the addressing of gender in the national education plans of the first round of FTI –endorsed countries. Typical challenges include good gender analysis, mainstreaming gender across an entire policy framework, setting targets, developing a coherent and appropriate set of costed strategies and identifying indicators. Particular weaknesses seem to exist in going “beyond access” to explore “equity in quality” and ensuring that girls and boys have equal learning opportunities. All of these are indicative of considerable human and institutional capacity challenges.

3. PROCESSES AND PARTNERSHIPS AT COUNTRY LEVEL AND THE “ADDED VALUE” OF FTI

The previous chapter reviewed the addressing of gender in the national education plans of the twelve FTI-endorsed countries. This chapter seeks to explore the processes that lie behind these plans, influencing the ways in which gender has been prioritised, conceptualised and addressed. This includes the particular role and contribution of international Development Partners, both generally and as a direct result of FTI. Finally it is discussed how gender is covered in the FTI documents themselves, and explored how this has affected planning processes.

3A PROCESSES, PARTNERSHIPS AND INSTITUTIONAL ARRANGEMENTS TO SUPPORT GENDER INTEGRATION IN EDUCATION PLANNING

1). *Gender in Education Planning Processes in Selected Countries*

As noted in the Introduction, information on processes, by its very nature, was less accessible to the study researchers than information on the actual plans themselves, and was not available for all countries. However, for a number of countries, it was possible to obtain a picture of some of the key processes that took place and how these affected the integration of gender in educational planning. Case studies of these countries are presented in the boxes below.

ADDRESSING GENDER IN EDUCATION PLANNING PROCESSES

Yemen

Yemen offers an interesting example of what can be achieved in terms of integrating gender, where there is **government commitment and donor support**, even where the context is a challenging one and “SWAp” development is in an early stage.

UNICEF the lead donor, seems to have catalysed the strong focus on girls’ education. Together with its UNGEI partners, UNICEF supported the undertaking of **training** of education personnel, **studies** for assessing the situation with regards to girls’ education and **capacity building** for proposing strategies for improving girls’ enrolment.

There was also good attention to **consultation processes** that took account of gender. A detailed description of the consultation process is given in the *National Strategy for Education* document. Women’s associations, “Fathers and Mothers Councils” and male and female teachers are specifically mentioned as being consulted. The process sought to obtain 50% female participation in “fieldwork” groups wherever possible. (Participation is noted as strong point in the Yemen FTI Joint Assessment).

Development Partners in Yemen were seemingly at a fairly early stage of coordination at the time the FTI proposal was prepared. Although some (positive) comment was made on the addressing of gender issues, feedback on the FTI proposal was collated, rather than jointly developed to express a common voice. It would seem likely that progress towards a more harmonised way of working would help to support a gradual move towards a more mainstreamed approach to gender. However, given the very large disparities that exist in Yemen, it is encouraging to note what it has been possible to achieve in a short time period, in terms of improved awareness and understanding of gender issues and technical capacity for implementation of strategies.

Gambia

The Gambia education plan claims to be “*based on comprehensive, grassroots consultation*”. It is specifically noted that programme development was “**based on earlier experiences and evaluations of what works**” and it seems that UNICEF (the lead donor), along with other Development Partners were supportive of this process with regards to the development of strategies for improving girls’ enrolment. The range of barriers identified and strategies to address these is very comprehensive. The budget showed clear allocations included for Girls Education Programme, which included not only specific strategies but also the beginnings of mainstreaming in the “addressing of girls education” across all programmes”. Clearly, some **capacity had been developed** to understand and address gender disparities and there is clear commitment to doing this.

Although the Gambia education plan is comprehensive, it is less strong conceptually and structurally. It does not clearly link objectives for education to the PRSP. Many of the “strategies” proposed are articulated simply as the “scale up” of existing projects to more schools. The FTI Secretariat feedback noted that the plans and budget read more like a “project proposal” than a strategic document and budget. Monitoring and evaluation was planned to take place on a project- by project basis.

It seems that, as in Yemen, donor coordination in Gambia was at a fairly early stage at the time of the submission of the proposal for FTI inclusion. Development Partners were supporting education through a series of discrete but linked projects. Therefore, while the Development Partners, led by UNICEF, were able to offer considerable technical support to capacity- building for the development of Girls Education strategies, it seems that they were not, at that time, in the position to support the government in the shift of thinking from “project planning” to the development of a coherent set of policy priorities aligned with the PRSP. DFID and IDA, in their joint feedback on the FTI proposal, specifically emphasised the **need for government and Development Partners to take the opportunity of FTI to progress towards as SWAp for Education, set more firmly within wider PRSP implementation and monitoring**. It might be anticipated that, as this process develops, there will be opportunities to build on the existing commitment to, and capacity for, addressing gender disparities, while developing a more coherent approach to sector wide development in which gender is more fully mainstreamed.

Mozambique

Mozambique provides an interesting contrast to Gambia. It seems that **capacity to analyse gender issues in education was rather weaker**. The gender analysis in the education plan is limited and based on assumption rather than extensive data or research. Only a limited range of strategies are proposed to address the significant disparities that exist. It seems that, unlike in Yemen or Gambia, there was **no particular “championing” of gender** during the phases of plan preparation.

However, there were concurrent developments in the move towards a SWAp in education and the formation of a coherent donor group. Perhaps because of a concern to ensure government “ownership”, it seems that Development Partners chose to wait for the FTI proposal to be ready, and then **make use of the FTI assessment and endorsement process to press the government more strongly for the preparation of a gender strategy and action plan**, as a part of the joint feedback process. Support was offered for this process and, as a result, a consultant was funded to support the preparation of the strategy. In Mozambique’s case, therefore, it is likely that the actual plan now being implemented already mainstreams gender far more effectively than is evident from the FTI proposal as it was originally developed.

Ghana

Ghana's success in developing coherent education plans that mainstream gender effectively has already been noted. The following "process factors" appear to have been at work in enabling the development of gender -responsive plans.

- There was **already a strong base of gender analysis** in Ghana, through the National Council for Women and Development and its network of members. This was reflected in the Education Sector by the Girls' Education Unit and the District Girls Education Officers fully integrated into each District Education office.
- Ghana is concerned with its international profile and tends to be enthusiastic in "signing up" for international initiatives such as FTI. **Ghana was quick to prepare a PRSP and already developing a SWAp in education in the late 90's.** Development Partners came in to support Ghana in accessing additional resources and used the opportunity of FTI to actively encourage acceleration on progress on sector coherence, including the mainstreaming of gender and other "cross cutting" issues, as well as linkages between educational development and wider poverty reduction strategies. There is now a shared vision for the sector and clear understanding of what are the priorities. Time does not need to be spent in "arguing a case" for gender.
- The Government and Development Partners have specifically committed to **joint sector wide reviews** and no separate review processes outside of these. The focus of the reviews will be on progress on strategic objectives, guaranteeing a review of progress on gender parity, in turn necessitating attention to the monitoring of relevant indicators of this.
- **Development Partners have been active in supporting a range of plan preparation activities and institutional capacity building, maximising on their "comparative advantage".** For example, one donor supported a consultant in the Ministry of Finance who supported the introduction of "gender budgeting", in collaboration with the Girls' Education Unit (GEU). Development Partners also gave specific support to the strengthening the GEU and its move into a more strategic policy and monitoring role.

Vietnam

In Vietnam, Development Partners are committed to coherent way of working within the education sector and more widely, and a number are giving budget support. **Extensive consultation** was undertaken for the CPRGS (Vietnam's PRSP), which included national women's organisations and equal participation of women and men from the sample poor communities. Strong donor support was given to consultation processes for CPRGS and EFA Action Plan, including funding the participation of national and international NGOs as research facilitators.

The addressing of gender issues in Vietnam is explored in more depth in specific programmes, than in the EFA Action Plan as a whole. Most notable is the "Disadvantaged Groups Programme", which focuses particularly on ethnic minorities, for which gender disparities in education are significantly larger than for the Khin majority. During the development of this programme, the government and Development Partners held **seminars to document learning from existing projects** on addressing gender disparities and other social development issues.

A number of countries provide examples of giving attention to gender issues at certain stages of the planning process, for example in consultation, the application of lessons from previous experience, training and capacity-building activities or in the FTI assessment process itself. However, only Ghana seems to have systematically undertaken a gender-sensitive educational planning process and arrived at the point of an education plan that fully mainstreams gender.

2). Development Partners' Support to Increasing Attention to Gender

From the case studies presented above, examples of particular ways in which FTI Development Partners have supported attention to gender include:

- **“Championing” girls’ education**, in contexts where it is not yet “on the agenda” or understood as a crucial development issue- a role which has been successfully taken up by UNICEF/ UNGEI in a number of countries. (E.g. Yemen, Gambia).
- Supporting specific **plan- preparation processes**, including **research into gender issues, gender analysis** and **gender- sensitive consultation**. (E.g. Vietnam, Yemen, Ghana).
- Helping to ensure that the **learning is documented** from previous donor- funded projects and interventions, on addressing gender issues or girls’ education; and is available to governments in a form that can help to inform strategic planning for progress on gender equality. (E.g. Vietnam, Nicaragua, Gambia).
- In supporting a move towards a sector- wide focus, **using new opportunities for strategic policy dialogue** to encourage a stronger attention to the mainstreaming of gender and other key “cross-cutting” issues (e.g. Mozambique, Ghana).
- In supporting improved donor coordination and harmonisation, **maximising on each Development Partner’s capacity and comparative advantage to support national capacity development** for gender mainstreaming and gender budgeting within and beyond the education sector. (E.g. Ghana, Vietnam).

Although each FTI country had a different pre-existing situation with regards to the level of commitment to gender equality and understanding of the issues, it has been possible for Development Partners to support actions that can help to strengthen commitment and to build capacity for understanding and addressing gender in educational planning. What seems to have been important here is a proactive stance. In some cases, this has been through a UNICEF/UNGEI lead on the issues. In others, a group of Development Partners seeking to move towards a harmonised SWAp have come to an agreed stance on gender and use members’ “comparative advantage” to support a range of integrated actions within and beyond the education sector.

3B. THE “ADDED VALUE” OF FTI

As was noted in the Introduction, it is not easy to pinpoint exactly which actions of Development Partners have been *directly* attributable to the existence of FTI. However, there is some evidence of ways in which FTI has “added value” in terms of better attention to and addressing of gender, which is presented below.

1). Accelerated Progress Towards SWAps and Harmonisation

Referring to the list above, it can be seen that many of the actions that Development Partners have taken to strengthen attention to gender, have been in relation to the progress towards sector-wide, harmonised approaches, which have doubtless been accelerated by FTI. This is to be expected, given the findings from the DAC on the importance and potential of SWAps for creating a conducive environment for mainstreaming gender and other complex, cross- cutting issues.

However, this process was seemingly not automatic, but has occurred where Development Partners were **proactive** in taking the opportunity of FTI to strengthen attention to gender as an integrated part of overall strengthening of sector planning, capacity building and

institutional development. Of the twelve countries, Ghana seems to have gone the furthest in this direction, with Development Partners taking advantage in their own multi- sectoral involvements and comparative advantage to support a coherent approach to gender, both within and beyond the education sector. Gambia is making progress towards a SWAp and this seems set to support increasing mainstreaming of the existing strong work on gender issues. In some countries, for example Burkina Faso, despite the progress towards a SWAp, less appears to have been done to take advantage of this for addressing gender issues through a more comprehensive, coherent and mainstreamed approach.

2). The Assessment and Endorsement Process

In some countries, there are examples of the actual FTI processes of proposal development, assessment and endorsement directly resulting in actions related to an improved focus on gender. The most striking example of this is Mozambique, where Development Partners **used the appraisal process to press for the development of a gender strategy and action plan**, as well as to offer additional capacity support for achieving this. In Vietnam it was noted that “Dakar Goal Five seems to have been overlooked”. This resulted in a clarification from the Government on its understanding of gender as a “common thread” running through the EFA plan, but it is not clear if it led to attempts to make more explicit references to gender equality.

The degree to which the **FTI Secretariat** has focused on gender issues appears to have varied quite substantially between countries. In both Ghana and Yemen, the Secretariat gave specific feedback on the strategies developed for girls’ education, with concrete suggestions. In both of these cases, international experience on the effectiveness of certain strategies was discussed. In Mozambique, the lack of attention to demand factors in addressing the gender gap was pinpointed.

In a number of countries (e.g. Gambia, Ghana, Yemen, Nicaragua), the FTI proposal process also appeared to have resulted in the **setting of rather more ambitious milestones and target dates for achieving UPC**, which has positive implications for addressing gender disparities. In the case of Vietnam, the in -country Development Partners and Secretariat directly stipulated a bringing forward of the target for UPC from 2015 to 2010.

Overall, there are a number of examples of how the FTI assessment and endorsement process has positively influenced the addressing of gender in education planning. However, as yet, it cannot be concluded that the process *consistently* and *systematically* encourages, or effectively reviews, the integration of gender into national education planning. It appears that **in-country Development Partners need further support** and incentive to achieve a shared understanding and commitment to gender equality and, as a group, to contribute effectively to the development of gender- sensitive plans and to capacity- building and institutional development for the ongoing analysis, mainstreaming, addressing and monitoring of gender issues. Furthermore, as far as gender is concerned, FTI is not yet playing a significant role in supporting international learning on effective approaches.

3C. COMMENTS ON FTI TOOLS

1). FTI Framework

It is noted in the Introduction that there is no specific reference to gender in the Goals and *Guideline Principles* outlined in the FTI Framework. There is a subsequent reference that FTI countries should have an “appropriate strategy for addressing gender equality in education”, but this is not elaborated on or linked to other parts of the document. An explicit reference to the gender MDG and EFA goal, as well as the UPC goals, would help to ensure the necessary focus on gender for countries to be successful in achieving full gender equality in, as well as universal completion of, primary education.

It has also been noted that there are gaps in the gender- disaggregated data for a number of countries (Burkina Faso, Gambia, Ghana, Guinea, Nicaragua, Niger, Honduras and Vietnam). It ought to be a concern that primary completion rates for girls are seemingly not available for seven of these FTI endorsed countries.

2). Guidelines on Endorsement and Assessment

The table below compares the earlier (2003) and revised (2005) versions of the Guidelines, including coverage of gender.

Gender Coverage in the Assessment and Endorsement Guidelines

(2003)	(Jan 2005)
A. Evidence of country ownership- including policy targets and stakeholder consultation.	Step One: Document identification.
B. Credibility and adequacy of strategies to address key issues. <ul style="list-style-type: none">- Access and coverage- Gender parity- Internal efficiency- Quality- Student Achievement- Equity- HIV/AIDS Trends in education Innovation.	Step Two: Distil basic education indicators.
C. Policy commitments and annual targets for the indicative framework Domestic and external finances Financial simulation.	Step Three: Evaluate the proposed Long-Term Strategic Direction for Sector Development (This is mainly focused on cost and finance simulation model).
D. Unit cost estimates and their consistency with long term sustainability.	Step Four: Assess the 3-5 year Action Plan and identify capacity constraints.
E. Physical implementation, risks and capacity.	Step Five: Assess the Consultation Process
F. Monitoring and Evaluation.	Step Six: Consolidate and summarise.

In the 2003 Guidelines (used for the countries in this study), there is a specific section (Section B) in which there is the requirement to list gender- related barriers to access and to identify strategies for “gender parity” and “equity”. In most (but not all) cases, these tables were completed, so there was at least some reflection on gender issues. However, it seems that the tables were not particularly useful for accurately summarising a country’s

gender situation and strategy, perhaps because they encouraged a separate, rather than mainstreamed, consideration of gender. It was also noted that many countries had more comprehensive gender-disaggregated indicators in their country plans and monitoring frameworks than is reflected in the FTI Assessment, perhaps because of the rather restrictive format of the Assessment Guidelines.

The revised (2005) Guidelines are designed to make the actual assessment for FTI more manageable and to avoid repetition of what has already been done, by assessing actual plans not specially prepared FTI proposals. They are briefer and more succinct. The monitoring of learning outcomes is better integrated than before (as explained in the Nov 2004 FTI Status Report).

In terms of gender, the revised guidelines show some improvements, including:

- a slightly greater emphasis on gender- disaggregated statistics (however, the table on indicators for disadvantaged groups could usefully be gender- disaggregated throughout);
- greater emphasis on assessing the consultation process for sector planning- including a mention of Girls Education Networks as an example of a relevant CSO;

However, it is noted that the removal of the previous Section B has not been replaced by a better mainstreaming of gender across all the “six steps” of the new guidelines. There appears to be no requirement even to summarise briefly the overall strategic policy framework and key strategies prioritised, in order to achieve full equitable access/ participation/ completion and acceptable (and equitable) quality and learning outcomes. The new Guidelines, like the old, have quite a detailed tool for assessing capacity needs and constraints. However, mention of assessment of capacity (including suitable institutional structures) for ongoing gender analysis and mainstreaming, plus monitoring remains a gap, which could result in non- costing and hence under- funding of this crucial element.

In conclusion, the FTI framework, key documents and data compilation processes, as they stand, do not sufficiently prioritise and mainstream gender to act as a robust instrument for catalysing stronger actions in pursuit of gender equality within the national education plans of countries seeking FTI support.

4. CONCLUSIONS AND RECOMMENDATIONS

4A. CONCLUSIONS

1). *Gender in National Education Plans*

The FTI, in its first round, exhibits **wide variation in the addressing of gender in education country plans**. Typical challenges include supporting good quality, comprehensive gender analysis; mainstreaming gender across an entire policy framework; setting targets; developing a coherent and appropriate set of costed strategies and identifying indicators. Particular weaknesses seem to exist in going “beyond access” to explore “equity in quality” and ensuring that girls and boys have equal learning opportunities.

These challenges often relate, in turn, to overall gaps in **political commitment** to gender equality and/or a weak **policy or institutional environment** for making progress on address gender inequalities, including insufficient **capacity**. This is often reflected in **PRSPs** that do not adequately analyse or address gender issues. Also significant, and related to the above, are weaknesses in incorporating gender fully into the **processes** by which education plans are devised, agreed and budgeted for. These include consultation mechanisms, education sector research and analysis, forums for drawing on previous lessons learned, structures and mechanisms for policy dialogue, multi-sectoral participation, budgeting processes and arrangements for sector monitoring and review.

The challenge for FTI, as it expands, is to set parameters that provide greater **incentives** to countries to afford gender equality in education equal priority with achieving UPC, and integral to it; as well as to support **capacity and institutional development** for addressing gender equality in national education planning, including timely access to quality **expertise** and **effective tools**.

2). *Development Partner Support to Addressing Gender in National Education Planning*

Development Partner groups in FTI countries also exhibited **wide variation** in their overall support to gender as well as the degree to which they took a common approach. There are a number of examples of “good practice” in support to particular processes. However, only Ghana presented an example of how in-country Development Partners, integral to supporting the move towards a SWAp and preparation for inclusion in FTI, worked strategically and according to their “comparative advantage” to support a comprehensive range of activities and interventions within and beyond the education sector, to ensure a fully gender- sensitive and mainstreamed education plan. At the other end of the spectrum, in some countries that have very significant gender gaps (e.g. Niger, Burkina Faso) there was no documented evidence that Development Partners have been giving systematic support to the integration of gender into education plans and planning processes.

It seems clear that, while the moves towards SWAp and greater harmonisation, strongly encouraged by FTI, is *conducive* to better mainstreaming and addressing of gender; this will not be an automatic result. It is essential that Development Partners in the FTI partnership are **proactive** in taking advantage of the opportunities provided by any particular context to make progress on gender equality. Some progress can be made where there are one or two “champions” for gender/ girls education, particularly in implementing targeted strategies to address obvious disparities in enrolment and completion. However, for achieving full gender equality, in “quality” as well as in “access”, in- country Development Partners need to come to an **agreed stance on gender** and to **use members’ “comparative advantage”** to support a **range of integrated actions**

within and beyond the education sector. Where possible, this needs to be linked to wider support to an overall national framework for progressing on gender equality.

Documented knowledge already exists, most specifically the DAC (2000) Gender Mainstreaming Studies and Reference Guide, on how Development Partners can support gender mainstreaming within education SWAps. All the points raised by this study on the processes that need strengthening at country level are already discussed by DAC and covered in its **ten- step “Code of Conduct for Gender Equality in Sector- Wide Development Programmes”**.

The challenge now is to ensure **adequate technical and financial support is available to Development Partner groups in all FTI countries**, to ensure that each country is supported by partners that share a common understanding and commitment to gender equality and have the capacity to put the “ten steps” into practice, maximising on each partner’s “comparative advantage”.

3). FTI Framework, Processes, Documents and International Structures

The FTI Framework and Guidelines for Assessment and Endorsement in their current form have **not been sufficient to guarantee a coherent and comprehensive approach to gender in national education plans**. There are some examples of improved addressing of gender as a result of the assessment process, as well as FTI catalysing the setting of more ambitious targets for achieving gender parity. However this seems to depend overly on pre-existing in- country capacity and commitment, rather than being systematically promoted by FTI. Likewise, the degree of gender focus in the feedback given by the FTI Secretariat appears to have depended on the specific composition of the team in any one case. The facilitation of inter-country learning, on gender issues or otherwise, is a largely unfulfilled promise of the FTI to date.

Strengthened leadership and support from FTI is required. An **upfront commitment** to gender equality in the FTI Framework is essential to set the stage. A more mainstreamed and consistent attention to gender within the **Assessment and Endorsement Guidelines** would enable a more systematic approach to gender at country level, as well as more consistency between countries.

There is a need to **address the gaps in gender- disaggregated data** collated on the FTI website and to **strengthen support to international learning** on “sound policy” in terms of achieving gender equality in education.

4B. RECOMMENDATIONS

The following recommendations are made to the FTI Secretariat, the FTI Partnership and to UNGEI, as indicated.

Achieving a Common Gender Strategy for FTI

1. Strengthen UNGEI’s own **commitment to a mainstreamed and comprehensive approach to gender** and **capacity** to play a strategic role in supporting gender mainstreaming within the FTI Partnership and national education sector development processes.
2. UNGEI supports the **adaptation of the DAC “Ten Steps to Achieve Gender Equality in Sector- Wide Programmes”**, to make it more specific to the education sector; after which it is **adopted for FTI use** and actively promoted in FTI countries.

3. At country level, **UNGEI partners seek to expand the “championing” role to facilitate and oversee the following actions:**
 - a. Development Partner group **moves towards a common commitment** to achieving gender equality in education, as inseparable from achieving quality UPC; along with a **shared understanding** of key gender concepts, including the advantage of a **mainstreaming approach**.
 - b. Review progress on the “**Ten Steps to Gender Equality in SWAps**” (See Recommendation 2) and identify areas where action is required.
(For example, this might be the undertaking of research studies or documentation of learning from previous gender- focused interventions, to support rigorous analysis and effective planning; actions to support national “gender champions” to press for greater political commitment; capacity- building activities at the technical or strategic levels or the development of more conducive institutional structures for addressing and monitoring gender issues).
 - c. **Identify the group’s total resources** (financial and technical) and “comparative advantage” for offering coherent support for implementation of the actions identified.
(For example, this could include providing access to timely and high quality technical assistance (and tools) to support gender-sensitive planning; or using new opportunities for policy dialogue to strengthen attention to gender).
4. **UNGEI Secretariat monitor** who is taking the lead, in each FTI country, in implementation Recommendation 3 (above).

FTI key processes and documents

5. With support from UNGEI Secretariat, **revisit the FTI Goals and Guiding Principles** with a view to including an explicit commitment to the gender equality goals and ensuring that the FTI promotes a consistent, holistic, rights-based approach to gender.
6. With support from UNGEI Secretariat, **strengthen the FTI Assessment and Endorsement Guidelines** as recommended in detail in Annex F.
 - a. Changes are suggested to mainstream gender across the six steps, ensure gender- disaggregation of all relevant indicators and to include a clearer presentation of overall strategic policy objectives and main strategies for achieving these).
 - b. In addition to the standard requirement to check with the PRSP, an assessment of country “readiness” to progress towards gender equality could include a review of country responses to the Beijing Platform for Action, action taken with regard to CEDAW, HIV and AIDS National Plans etc.
7. With support from UNGEI Secretariat, improve the gender focus of **Catalytic Fund** and **Education Programme Development Fund**.

Technical Support to the Development of Gender - Sensitive National Education Plans

8. **UNGEI, at global and regional levels, with the support of the Secretariat, undertakes the following:**
 - a. The setting up and ongoing management of a data base of good quality technical experts available to support gender analysis and mainstreaming within education sector planning processes.
 - b. A data base of the best quality “tools” or guidelines for undertaking gender analysis in the education sector, for mainstreaming gender in education and for implementing free primary education and strategies to reduce indirect and lost opportunity costs. (Accessible through the UNGEI and FTI websites).
 - c. Active promotion and dissemination of key documents to support learning on gender and education issues including:
 - Persuasive arguments for a strong focus on gender equality to support “gender champions” working in environments with weak political commitment;
 - Ideas and research on “what works” in the field of gender and education/ promoting girls’ education;
 - Documented experiences and lessons on the implementation of free primary education and the mitigation of indirect and opportunity costs.
 - FTI – commissioned gender studies (See Recommendation 10).

Monitoring Progress on Gender Equality in Education

9. Address the gaps in gender- disaggregated and gender- relevant data available to FTI, including data tables and country documentation. Update this information regularly on the FTI website.

International Lesson- Learning on Gender

10. With funding from FTI and oversight/ technical support from UNGEI at global and regional levels, identify, commission, oversee and disseminate **specific studies to deepen understanding of barriers to gender equality and effective practices**. The findings from this study suggest that these might include:
 - a. More in- depth case studies on gender in ‘best practice’ FTI countries such as Ghana or Yemen;
 - b. A study on gender budgeting in a sample of the twelve FTI endorsed countries;
 - c. “Gap” areas such as socio-cultural demand-side factors and the actual classroom experience of girls.
11. With funding from FTI and technical support from UNGEI, provide **ongoing opportunities for international lesson- learning on addressing gender inequality in education**, especially **South- South learning, regional learning and peer review processes**.

ANNEX A: TOR FOR EDUCATION CONSULTANT AND GENDER CONSULTANT

PROPOSED TERMS OF REFERENCE

UNGEI AND EFA-FTI STUDY ON INTEGRATING GENDER INTO FTI PROCESS AND NATIONAL EDUCATION PLANS

Education Consultant

EDUCATION FOR ALL – FAST TRACK INITIATIVE PARTNERSHIP

1. Background and purpose

All low income countries are eligible for FTI support so long as they have full PRSPs and credible national education sector plans. According to the EFA-FTI “Guiding Principles”, national education plans should include strategies for addressing gender. This reflects the FTI Partners’ recognition that EFA cannot be achieved at national or global level unless gender is addressed explicitly within the policies and plans of Ministries of Education.

The United Nations Girls’ Education Initiative (UNGEI) in collaboration with the FTI Partnership proposes to implement a study on integrating gender into the FTI process and national education plans. The purpose of the study is to assess the gender responsiveness of FTI processes and education sector plans thus far, and formulate recommendations to strengthen processes, tools, and partnership mechanisms.

2. Scope of Work

A two person consultants team (an education specialist, and a gender specialist) will work with the FTI Secretariat, UNICEF and partners over a period of 5 weeks to undertake the review. This will include an initial briefing by phone and e-mail with the FTI Secretariat and UNGEI and a debriefing session prior to finalizing the review. The team will:

1. Review the national education sector plans endorsed by the FTI Partners and analyse their gender strategies. The review will cover the 12 countries that have in 2004 been the subject of a similar FTI HIV/AIDS study. This would cover an analysis of the magnitude of the gender gap, and the robustness of the analysis utilized to identify the causes of the gap (including supply and demand side constraints) and the robustness of the strategies that the national education plans propose to address these constraints.
2. Assess if the country's gender strategy, as it concerns the education sector (including social protection programs outside the education sector), is adequately reflected in the education sector programs of the FTI countries and whether these strategies are appropriate and adequate for the response required in that country.

3. Review existing institutional and partnership arrangements at the country level to support the development of national strategies to address gender issues within national education sector plans.
4. Based on these findings, develop recommendations on whether country strategies can be enhanced, and how, and what could be the potential role of the FTI and UNGEI partnerships in addressing the gaps or adding value to boost support where needed. The recommendations should not only focus on what can be implemented within the education sector, but also on any linkages with the social protection, health, HIV/AIDS and other relevant areas.
5. Assess FTI processes and tools (e.g. assessment framework, Indicative Framework) with respect to their adequacy to serve as (a) a catalyst for countries to develop gender sensitive national education plans, and (b) as a means of assessing the gender responsiveness of national education plans (e.g. does the country have a strategy, plan and budget), and provide recommendations.

3. Methodology

This study will be desk review of relevant documentation. The World Bank (FTI Secretariat) will help provide the required documentation, and the consultants will have access to the public as well as the restricted-access web-site for FTI. The team of consultants will also contact if required key partners for consultation, clarification and feedback. Documentation to be reviewed will include but not be limited to:

- national education sector plans endorsed by the FTI Partners
- national policy and strategy documents related to gender
- donor assessments reports
- supporting documents related to institutional and partnership arrangements
- FTI tools (e.g. assessment framework, Indicative Framework)

4. Implementation modalities

The education specialist will be the team leader. The two consultants will agree on a division of tasks and modes of collaboration by e-mail and telephone. While all tasks will be shared as appropriate between the two consultants, the teamleader will have particular responsibility for the overall organisation of the assessment, including the methodology, identifying documentation to be reviewed, report structure, undertaking an overall analysis, and the writing and finalisation of the report. The gender consultant will have particular responsibility for the gender analysis.

The consultants will report to a small UNGEI Task Force overseeing the study, coordinated by the UNGEI Secretariat in the UNICEF Education Section. The UNGEI Task Force for the study will organise a review and feedback process, amongst UNGEI Task Force members, as well as with the wider UNGEI partnership.

5. Output and utilization of results

A. A brief interim discussion paper (maximum 2-3 pages) for presentation at the FTI Steering Group meeting to be held from 17-19 March in London. This discussion paper will point to issues identified in the initial analysis related to gender responsiveness of the FTI processes and tools.

B. A full report for consideration for the FTI and UNGEI partners, including specific recommendations on:

- Strategies to strengthen the gender responsiveness of national education plans and the potential roles of UNGEI and the FTI in that process
- Strengthening the UNGEI and FTI processes and tools to more effectively catalyse reflection on the integration of gender issues in national education plans at the country level and improve the responsiveness of national education plans to gender issues
- How UNGEI and the FTI may more efficiently and effectively combine efforts to support the development and adoption of gender responsive policies and strategies at the country level where this may add value.

The paper would be a maximum of 25-30 pages of text, including executive summary, and excluding annexes. Annexes should include a list of references (original sources and technical literature), and for example analytical matrices, recommendations/guidelines for future assessments, and reference to other methodological tools.

6. Time period for assignment

The exercise is scheduled to take place over a period of 5 weeks (1-31 March 2005), with the gender consultant providing 16 days of input, and the education consultant 11 days. A trip to London to attend the FTI Technical meeting for the agenda item on gender and FTI (scheduled for 18 March) and present the discussion paper for both consultants is foreseen.

7. Qualifications (education specialist)

- Strong research background in education and development
- Extensive knowledge of the literature on education planning, including knowledge of macro and education system issues
- Experience with policy and strategy assessment and analysis
- Experience related to the EFA-FTI at country or global level an asset
- Excellent written and analytical skills, and ability to synthesize large quantities of information
- Knowledge of English and French (several FTI countries are francophone)

PROPOSED TERMS OF REFERENCE UNGEI AND EFA-FTI STUDY ON INTEGRATING GENDER INTO FTI PROCESS AND NATIONAL EDUCATION PLANS

EDUCATION FOR ALL – FAST TRACK INITIATIVE PARTNERSHIP

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1. Review the national education sector plans endorsed by the FTI Partners and analyse their gender strategies. The review will cover the 12 countries that have in 2004 been the subject of a similar FTI HIV/AIDS study. This would cover an analysis of the magnitude of the gender gap, and the robustness of the analysis utilized to identify the causes of the gap (including supply and demand side constraints) and the robustness of the strategies that the national education plans propose to address these constraints.
2. Assess if the country's gender strategy, as it concerns the education sector (including social protection programs outside the education sector), is adequately reflected in the education sector programs of the FTI countries and whether these strategies are appropriate and adequate for the response required in that country.
3. Review existing institutional and partnership arrangements at the country level to support the development of national strategies to address gender issues within national education sector plans.
4. Based on these findings, develop recommendations on whether country strategies can be enhanced, and how, and what could be the potential role of the FTI and UNGEI partnerships in addressing the gaps or adding value to boost support where needed. The recommendations should not only focus on what can

be implemented within the education sector, but also on any linkages with the social protection, health, HIV/AIDS and other relevant areas.

6. Assess FTI processes and tools (e.g. assessment framework, Indicative Framework) with respect to their adequacy to serve as (a) a catalyst for countries to develop gender sensitive national education plans, and (b) as a means of assessing the gender responsiveness of national education plans (e.g. does the country have a strategy, plan and budget), and provide recommendations.

3. Methodology

This study will be desk review of relevant documentation. The World Bank (FTI Secretariat) will help provide the required documentation, and the consultants will have access to the public as well as the restricted-access web-site for FTI. The team of consultants will also contact if required key partners for consultation, clarification and feedback. Documentation to be reviewed will include but not be limited to:

- national education sector plans endorsed by the FTI Partners
- national policy and strategy documents related to gender
- donor assessments reports
- supporting documents related to institutional and partnership arrangements
- FTI tools (e.g. assessment framework, Indicative Framework)

4. Implementation modalities

The education specialist will be the team leader. The two consultants will agree on a division of tasks and modes of collaboration by e-mail and telephone. While all tasks will be shared as appropriate between the two consultants, the team leader will have particular responsibility for the overall organisation of the assessment, including the methodology, identifying documentation to be reviewed, report structure, undertaking an overall analysis, and the writing and finalisation of the report. The gender consultant will have particular responsibility for the gender analysis.

The consultants will report to a small UNGEI Task Force overseeing the study, coordinated by the UNGEI Secretariat in the UNICEF Education Section. The UNGEI Task Force for the study will organise a review and feedback process, amongst UNGEI Task Force members, as well as with the wider UNGEI partnership.

5. Output and utilization of results

A. A brief interim discussion paper (maximum 2-3 pages) for presentation at the FTI Steering Group meeting to be held from 17-19 March in London. This discussion paper will point to issues identified in the initial analysis related to gender responsiveness of the FTI processes and tools.

B. A full report for consideration for the FTI and UNGEI partners, including specific recommendations on:

- Strategies to strengthen the gender responsiveness of national education plans and the potential roles of UNGEI and the FTI in that process
- Strengthening the UNGEI and FTI processes and tools to more effectively catalyse reflection on the integration of gender issues in national education plans at the country level and improve the responsiveness of national education plans to gender issues
- How UNGEI and the FTI may more efficiently and effectively combine efforts to support the development and adoption of gender responsive policies and strategies at the country level where this may add value.

The paper would be a maximum of 25-30 pages of text, including executive summary, and excluding annexes. Annexes should include a list of references (original sources and technical literature), and for example analytical matrices, recommendations/guidelines for future assessments, and reference to other methodological tools.

6. Time period for assignment

The exercise is scheduled to take place over a period of 5 weeks (1-31 March 2005), with the gender consultant providing 15 days of input, and the education consultant 10 days. A trip to London to attend the agenda item on gender and FTI (scheduled for 18 March) and present the discussion paper for both consultants is foreseen.

7. Qualifications (gender specialist)

- Strong research background in gender and development, including education
- Extensive knowledge of the literature on gender and education, including knowledge of macro and education system issues
- Experience with policy and strategy assessment and analysis
- Excellent written and analytical skills, and ability to synthesize large quantities of information
- Knowledge of English and French (several FTI countries are francophone)

ANNEX B: CODE OF CONDUCT FOR GENDER EQUALITY IN SECTOR-WIDE DEVELOPMENT PROGRAMMES. DAC WORKING PARTY ON GENDER: REFERENCE GUIDE ON SECTOR WIDE APPROACHES.

This Code of Conduct should be seen as a set of minimum requirements needed to make progress towards more equality between the sexes in participation and benefits from sector- wide development. Clearly, rules and procedures can never guarantee that men and women get equal rights and changes, but in the processes of sector –wide programming the following ten steps are vital to help realise this goal.

Ten Steps to Promote Gender Equality in SWApS:

1. **Gender analysis** of the sector: at different locations, and at micro, meso and macro level, with stakeholder participation and using participatory methods, early in the SWAp process.
2. **Capacity building strategies** for reducing gender inequalities (awareness- raising, knowledge building, instruments, training, piloting) of major stakeholders at all levels, including national level offices of concerned donor agencies.
3. **Consensus among donors** about gender equality concepts, objectives and strategies for support to the sector and clear communication and dialogue with partner governments.
4. **Coherence** between national policy frameworks (PRSP, national gender policy) and sector policy on gender equality, and **clearly voiced support** for both by national leadership.
5. **Clear objectives and strategies** for reducing gender inequalities in the sector programme, including targets and performance indicators.
6. **Budgets follow strategy for reducing gender equalities**, ensuring adequate resources for gender equality measures in major budget items.
7. **Management and implementation structures** adapted to requirements of reducing gender inequalities.
8. **Gender structures equipped with clear mandate and resources**, and supported in analytical, institutional and skills development, to act from an informed position within the administration and integrated into the SWAp steering structures.
9. **Management information and monitoring systems** in support of bottom- up programming and micro- meso- and macro- linkages and to ensure timely and adequate information on performance in moving towards gender equality in practice.
10. **Review and evaluation missions** pay full attention to progress towards gender equality in the sector, involving gender expertise in all teams.

From DAC Reference Guide on Gender Equality in Sector-wide Approaches (SWApS), DAC Working Party on Gender, 2000.

ANNEX C: TEMPLATE AND GUIDANCE POINTS FOR COMPILATION AND ANALYSIS OF COUNTRY DATA

1) TEMPLATE FOR COUNTRY DATA COMPILATION

Country name	THE GENDER AND EDUCATION SITUATION	
	General Gender Issues	
	NAME	<ul style="list-style-type: none"> ▪ ▪ ▪
ON- OR OFF TRACK?	<u>Gender and Education Issues</u> <ul style="list-style-type: none"> ▪ ▪ ▪ 	
WIDER POLICY ENVIRONMENT		
❖ Note PRSP/ other documents used		
<ul style="list-style-type: none"> ▪ ▪ ▪ 		
ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:		
❖ Note name and Date of Education Sector Plan, FTI Proposal and other documents used		
<u>Gender Analysis</u>		
<ul style="list-style-type: none"> ▪ ▪ 		
<u>Gender in Overarching Policy Framework</u>		
<ul style="list-style-type: none"> ▪ ▪ ▪ 		
<u>Strategic Objectives related to Gender Parity or Equality</u>		
<ul style="list-style-type: none"> ▪ ▪ ▪ 		
Strategies to achieve gender parity in access and completion	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes	
<ul style="list-style-type: none"> ▪ ▪ ▪ 	<ul style="list-style-type: none"> ▪ ▪ ▪ 	
(Add strategies that address both access and quality)		
<ul style="list-style-type: none"> ▪ ▪ 		

Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> ▪ ▪ ▪ 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> ▪ ▪ ▪ 	Monitoring indicators for gender equality in learning experience and outcomes <ul style="list-style-type: none"> ▪ ▪ ▪
Consultation <ul style="list-style-type: none"> ▪ ▪ ▪ 	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> ▪ ▪ ▪
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> ▪ ▪ ▪ 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) <ul style="list-style-type: none"> ▪ ▪ ▪
INPUT OF FTI DONOR PARTNERS AND SECRETARIAT <ul style="list-style-type: none"> ❖ Note if separate proposal- with date ❖ Development Partner Appraisal - date ❖ Secretariat Assessment Report -date ❖ Other documents used ▪ ▪ ▪ ▪ ▪ 	
ADDITIONAL POINTS AND OBSERVATIONS <ul style="list-style-type: none"> ▪ ▪ ▪ ▪ ▪ ▪ 	

2) GUIDANCE FOR COUNTRY DOCUMENT ANALYSIS

The Gender and Education Situation

Statistics to compile in table

- Gender- disaggregated Adult Literacy Rates
- Country rank position on the Gender Development Index (GDI)
- Gender disaggregated statistics for current numbers and percentages of Out of School Children, NER and PCR.
- Other relevant available statistics.

Qualitative information on the gender and education situation

- Brief qualitative information on key gender dynamics- economic, socio-cultural and political.
- Brief qualitative information on key gender issues in education.

The Wider Policy Environment for Addressing Gender in Education

- Evidence of political commitment to progress on gender equality (for example specific statements in the plans or in “ownership” section of FTI Assessment).
- Statements on human rights frameworks/ legal frameworks being used to promote gender equality in education
- A specific analysis of Gender in the PRSP. General and education- specific gender equity goals in PRSP.
- The Existence of National Gender Strategies and specific coverage of education.

Gender Analysis

- Is there explicit reference to gender analysis in the PRSP and/ or a National Gender Strategy and, if so, is the educational analysis linked to these wider analyses?
- Is there analysis of “demand factors” that lead to gender disparities- including *economic/ poverty and/or socio-cultural* factors?
- What is the analysis of “supply factors” that lead to gender disparities- including *acceptability, accessibility and/or quality* issues?
- What is the analysis of “supply” factors that lead to inequalities of opportunity, learning experience or learning outcomes?
- Is there a breakdown of gender analysis by different population groups (for example ethnic or geographic groups)?
- To what extent is the analysis evidence -based, drawing on quantitative data and/ or rigorous qualitative evidence?
- Is there any disaggregation of gender within discussions on other dimensions of inequality/ exclusion (e.g. disability, HIV/AIDS)? Are the multiple linkages between many factors explored?

By asking all of the above questions, it can be possible to make overall judgements about the ***overall quality of analysis*** in terms of whether a systematic process, of sufficient breadth and depth.

Expression of Gender in Overarching Policy Framework and Strategic Objectives

- Are there specific expressions of commitment to gender parity and/ or gender equality by senior education officials and leaders?
- What is the overall approach to/understanding of gender? Is mainstreaming specifically mentioned as a concept?
- Is there an agreed Strategic Policy Framework that includes key objectives/ targets for the sector? If so, does it include overall gender- equality objectives?
- Is there a set of mainstreamed (but visible/ explicit) strategies across the components of the plan for achieving gender equality objectives?
- Are there specific girl - targeted initiatives and how do these fit into the education plan as a whole?
- Are there gender- disaggregated sector goals and targets for Access? Retention? Attendance? Achievement? Repetition? Transition to post- primary opportunities? Other?

Strategies Devised for Achieving Gender Parity in Access and Completion

- What strategies are proposed to make schooling affordable, particularly for girls, including *reducing/ eliminating direct costs? Covering indirect costs? Compensating for/ alleviating opportunity costs* (e.g. health, nutrition and child care programmes).
- What strategies are proposed to make schooling equally accessible and acceptable for girls as for boys?
 - Schools close to girls' homes?
 - Community involvement?
 - Flexible schedules?
 - Private latrines- and enough of them?
 - Safety and security in school and between home and school?

Strategies for Progressing Towards Gender Equality in Educational Experience, Opportunities and / Learning Outcomes

- What strategies are proposed to make schools more girl- friendly and to provide quality education for girls?
 - Teaching and teacher education that discourages gender stereotypes and encourages girls to achieve?
 - Providing enough teachers overall and enough female teachers?
 - Access to all subjects across a broad and relevant, non biased curriculum?
 - Adequate books, which promote equal opportunities?

Gender in Monitoring and Evaluation Frameworks and Indicators

- What key gender- disaggregated or gender- relevant indicators will be monitored at sector level? At decentralised levels?
- What are plans in relation to sector review processes? Any specific mention of ongoing gender analysis and review? What role have FTI donors played?

Consultation

- What has been the inclusiveness of consultation process in reaching poor men and women, boys and girls?
- Use of any special measures to give voice to most marginalised?
- Inclusion of women's organisations and/ or civil society organisations with a particular gender focus?
- Donor roles in supporting consultation processes?

Policy Analysis and Policy Dialogue

- Dialogue on gender concepts and approaches over time;
- Coordination of policy dialogue on gender equality over time;
- Development of, or coordination on use of, gender- sensitive instruments;
- Forums for lesson learning from previous experience in girls education (perhaps with NGO and CSO involvement).
- Cross- sectoral involvement in planning.
- Specific use of FTI tools and processes to make progress on gender.

Gender Considerations in Resource Allocation/ Budgeting

- How are gender –related policies, objectives and programmes reflected in financial resource allocations?
- Does there appear to be congruence between gender objectives and the way that resources are allocated?

Institutional Capacity and Structures for Addressing Gender

- Is there mention of specific processes and structures for policy dialogue on gender? For gender mainstreaming? Do these link to wider structures and processes? Are there decentralised structures and processes?
- In plans and FTI proposals, is there recognition of capacity needs and gaps relating to gender issues? Are there specific gender units/ focal points? At what levels? What is their status, budget and mandate?
- Are there plans for gender parity in staffing at different levels? Positive policies to promote women into senior positions within the sector?
- Is there reference to arrangements for inter-sectoral working on gender issues?
- Evidence of donor coordination of support to national gender capacity -building and institutional development?

ANNEX D: COUNTRY SUMMARIES

Niger

Burkina Faso

Guinea

Yemen

Mauritania

Mozambique

Gambia

Ghana

Nicaragua

Honduras

Guyana

Vietnam

Country name	THE GENDER AND EDUCATION SITUATION
<p>NIGER</p> <p>SERIOUSLY OFF TRACK</p>	<p>General Gender Issues</p>
	<ul style="list-style-type: none"> ▪ Women's health a major concern attributed by their limited access to health services; ▪ Women more vulnerable than men on account of their lack of education and resources; ▪ Women's literacy is 10.6% (30.4% for men). ▪ Women are marginalised in the distribution of resources and benefits of development; ▪ Discrimination occurs with respect to employment of women relative to men; income disparities (low income for women); excessive workloads; inferior legal status. Discrimination against women is 'near pervasive'
	<p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> ▪ Significant gender disparities in primary enrolment; ▪ Low primary enrolment rates for girls
<p>WIDER POLICY ENVIRONMENT</p> <p>❖ PRSP (January 2002)</p> <ul style="list-style-type: none"> ▪ Gender is not discussed as a factor in the discussion of the poverty profile in Niger, neither is analysis of gender mainstreamed across the poverty analysis. It is stated that poverty is highly dependent on gender, but there is a lack of evidence to support this. There is a lack of gender disaggregated data in principal data. ▪ Girls account for only 40% of primary school enrolments. The enrolment rate for girls is only 27% compared with 34% for boys. There are sharp disparities between regions and between rural and urban areas. Standard of living seems to influence the enrolment of girls, but poorest boys are twice as likely to go to school as the poorest girls. Low education levels of girls attributed to substantial amount of work done in the home; persistent cultural factors such as forced marriages and confinement of women. ▪ PRSP priorities: creation of a stable macro-economic framework as prerequisite for sustainable growth. ▪ Education objectives include: primary GER 84% in 2015; gender parity by 2005; adult literacy to 44% by 2015; PCR to 85% in 2015; increasing secondary enrolments to 49% by 2015; 	

<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <ul style="list-style-type: none"> ❖ PDDE Programme Decennal de Developpement de l'Education; ❖ FTI Proposal. <p><u>Gender Analysis</u></p> <ul style="list-style-type: none"> ▪ Half of Niger's villages are without schools. Distance to school a factor which limits schooling, especially of girls. High opportunity costs of schooling particularly affects girls. Traditional values a barrier to schooling for girls. ▪ Sexist stereotypes operate in schools with teachers and textbooks; <p><u>Gender in Overarching Policy Framework</u></p> <ul style="list-style-type: none"> ▪ Very limited consideration of gender issues. <p><u>Strategic Objectives related to Gender Parity or Equality</u></p> <ul style="list-style-type: none"> ▪ (PDDE) Increasing student teacher ratio from 37 to 42 by 2005; ▪ Reducing repeater ratio in G6 from 37% to 10% by 2015; ▪ Changing teacher recruitment policies to allow more contractual staff; ▪ Shifting to use of cheaper building materials to lower the unit cost of new classrooms; ▪ Reorganising teaching to increase number of multi-grade classes in rural areas where demand is low and double shifts where demand is high ▪ (FTI) to increase GER for girls from 29.6% (2001) to 57% by 2005 and 100% by 2015; ▪ PCR from 23.7% in 2001 to 38% by 2005 and 100% by 2015; 	
<p>Strategies to achieve gender parity in access and completion</p> <ul style="list-style-type: none"> ▪ recruit 9, 213 additional teachers; ▪ construct 8,774 new classrooms; ▪ refurbish 3,500 classrooms; ▪ enhancement of pedagogical inputs – textbooks, classroom supplies, INSET,etc ▪ strengthen systems' steering capacities. ▪ ECD ▪ dropping of community driven user fees ▪ (FTI) development and implementation of local action plans on the education of girls; ▪ training supervisors and teachers on the gender approach; ▪ implementing activities to support girl students experiencing problems at school 	<p>Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes</p> <ul style="list-style-type: none"> ▪ no strategies proposed.
<p>▪ (Add strategies that address both access and quality)</p>	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> ▪ Gender disaggregated data in national statistical surveys; ▪ Current EMIS has shortcomings and an operational structure is planned for each region. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> ▪ 100% GER by 2015 ▪ 100% PCR by 2015 	<p>Monitoring indicators for gender equality in learning experience and outcomes</p> <ul style="list-style-type: none"> ▪ No specific indicators.

Consultation <ul style="list-style-type: none"> ▪ Limited information. Some key stakeholder groups had not been consulted e.g. teachers, administrators, parents etc. ▪ 	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> ▪ Not clear which is the lead donor agency from available documentation. ▪ CIDA provided technical assistance in field of gender resulting in specific initiatives for attracting girls to school.
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> ▪ Specific initiatives for girls education. 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) <ul style="list-style-type: none"> ▪ Nothing specific is proposed.
<p><i>INPUT OF FTI DONOR PARTNERS AND SECRETARIAT</i></p> <ul style="list-style-type: none"> ❖ Development Partner Appraisal –November 15, 2002. ❖ Secretariat Assessment Report –October 24 2002. <ul style="list-style-type: none"> ▪ Concern raised about lack of specificity about issues such as gender, but these should in no case prompt a reconsideration of the quality and credibility of the proposal. ▪ Limited discussion of gender. Nothing in section on overall comments. Section on addressing Girls Education states that government will stimulate demand by dropping community-driven user fees and by supporting local innovations designed to retain girls in school. ECD centres will be supported to reduce opportunity cost for girls education. 	
<p style="text-align: center;">ADDITIONAL POINTS AND OBSERVATIONS</p> <ul style="list-style-type: none"> ▪ FTI has brought about the setting of more ambitious targets for GER and PCR and some adjustments were made in terms of the strategy (in PDDE) on how to achieve these more ambitious targets. 	

Country name	THE GENDER AND EDUCATION SITUATION	
BURKINA FASO SERIOUSLY OFF TRACK	General Gender Issues	
	<ul style="list-style-type: none">▪ Low participation of women in modern economy: 5% of personnel in private sector.▪ Few women in Parliament or Government;▪ Women's health characterised by high morbidity and mortality rates.▪ 12.9% literacy rate for women (24.8% for men)	
	<u>Gender and Education Issues</u> <ul style="list-style-type: none">▪ Significant disparities at primary and secondary levels of education.	
WIDER POLICY ENVIRONMENT		
<ul style="list-style-type: none">❖ PRSP (May 2000)<ul style="list-style-type: none">▪ Characteristics of poverty in Burkina Faso: Gender analysis not mainstreamed across sections. Separate section on women and poverty.▪ Priorities: accelerate growth based on equity; guarantee poor have access to basic social services; expand the opportunities for employment and income generating activities for the poor; promote good governance.▪ Education: efforts have been made to promote school attendance by girls, by building schools close to villages; support has been given to mother's associations for income generating activities; school lunch programmes have been implemented. Exemption of monthly school fees for parents of girl students; provision of free textbooks;		
ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:		
<ul style="list-style-type: none">❖ Plan Decennal de Developpement de l'Education de Base. 2000-2010.❖ FTI Proposal		
<u>Gender Analysis</u> <ul style="list-style-type: none">▪ No separate gender analysis in PDDE.▪ Only supply side constraints to the education system are explored in PDDE.▪ Gender disparities highlighted in FTI proposal..		
<u>Gender in Overarching Policy Framework</u> <ul style="list-style-type: none">▪ Targets set for enrolment of girls (44% in 2002; 52.06% in 2005 and 65% by 2009. No specific strategy for promoting girls education.		
<u>Strategic Objectives related to Gender Parity or Equality</u> <ul style="list-style-type: none">▪ Expansion of basic education: classroom construction, recruitment of new teachers, support for satellite schools, promotion of private education etc▪ Reduction of disparities through research, information and awareness raising on girls schooling; incentives for enrolling girls and ensuring their completion through positive discrimination- scholarships, free textbooks etc)		
Strategies to achieve gender parity in access and completion <ul style="list-style-type: none">▪ regular studies on girls' education;▪ mitigation of school fees through scholarships;▪ awareness campaigns;▪ quotas for enrolments of students (at least 50% girls);▪ social mobilisation though mothers associations;▪ allocation of female teachers to rural areas:	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes <ul style="list-style-type: none">▪ No indicator proposed.	

<ul style="list-style-type: none"> ▪ creation of a pressure group for girls education; ▪ national advocacy for political decision makers; ▪ training for teachers on girls' education; ▪ elimination of sexual stereotypes in curriculum; ▪ literacy programmes for the mothers associations; ▪ Incentives such as prizes for the best girl students; ▪ Financing of micro-projects to support girls education; ▪ School canteens in provinces with low enrolment rates for girls. 	
<ul style="list-style-type: none"> ▪ (Add strategies that address both access and quality) 	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> ▪ Not sufficiently clear from documentation. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> ▪ 100% of age group enrolled- GER (41% in 2001) by 2010; ▪ PCR : 100 by 2015.(reaching G6). 	<p>Monitoring indicators for gender equality in learning experience and outcomes</p> <ul style="list-style-type: none"> ▪ No indicator proposed.
<p>Consultation</p> <ul style="list-style-type: none"> ▪ Limited information. Key ministers, development aptrtners and civil society participated in different consultations. 	<p>Policy Dialogue and Development (including donor roles)</p> <ul style="list-style-type: none"> ▪ CIDA lead donor.
<p>Gender in Resource Allocation/ Budgeting</p> <ul style="list-style-type: none"> ▪ Not possible to disaggregate. Special initiatives for girls' education. 	<p>Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised)</p> <ul style="list-style-type: none"> ▪ No information.
<p>INPUT OF FTI DONOR PARTNERS AND SECRETARIAT</p> <ul style="list-style-type: none"> ❖ Development Partner Appraisal –November 26. 2002. ❖ Secretariat Assessment Report - <ul style="list-style-type: none"> ▪ Strategy for girls' education is satisfactory based on the consideration of the principal constraints to be faced; ▪ ▪ No discussion of gender issues in Secretariat Assessment report ▪ 	
<p>ADDITIONAL POINTS AND OBSERVATIONS</p> <ul style="list-style-type: none"> ▪ Some value from FTI process in terms of more comprehensive set of initiatives for girls' education. 	

Country name	THE GENDER AND EDUCATION SITUATION
GUINEA SERIOUSLY OFF TRACK	General Gender Issues
	<ul style="list-style-type: none">Gender analysis of poverty shows major disparities; women disadvantaged in employment, income, working conditions and distribution of responsibilities;Opportunities for social advancement limited for women;Maintaining the family makes considerable demands upon women;Women under-represented in politics- less than 10% of MPs;Adult literacy is 15% for women; 37% for men.
	<u>Gender and Education Issues</u> <ul style="list-style-type: none">Large gender gap in gross primary enrolmentVery low female literacy rates in rural areas;Strong male bias in secondary education.
WIDER POLICY ENVIRONMENT	
<ul style="list-style-type: none">❖ PRSP (January 2002)<ul style="list-style-type: none">Gender analysis of poverty in separate sub-section;Gender not mainstreamed through PRSP;3 priorities identified: boosting economic growth; developing basic services and improving governance and human capacity building;Strongest gender analysis in section on education.Specific education policies are: 100% school enrolment by 2012; promotion of pre-school education; greater access to technical and vocational education; gender equity and equity between Guinea's regions.	
ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:	
<ul style="list-style-type: none">❖ Draft request for the Education for All Fast Track Initiative	
<u>Gender Analysis</u> <ul style="list-style-type: none">No separate section on gender; no discussion of gender issues in discussion of education as a tool in Guinea's development strategy;	
<u>Gender in Overarching Policy Framework</u> <ul style="list-style-type: none">Takes the position that education policy objectives revolve around training of human capital which in turn contributes to economic growth. Issues of equity are not discussed in relation to this.Discussion of gender equity in relation to results to date and programmes underway; disparities are still very large in primary gross enrolment and completion ratios;Gender analysis is not mainstreamed in other sections of the plan.	
<u>Strategic Objectives related to Gender Parity or Equality</u> <ul style="list-style-type: none">100% access to year one of primary education by 2010;100% access to year two of the cycle by 2010.	
Strategies to achieve gender parity in access and completion <ul style="list-style-type: none">construction of neighbourhood schools and additional classrooms;stimulation of demand for education by raising the awareness of parents and providing assistance to families in disadvantaged communities with	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes <ul style="list-style-type: none">encouragement of girls to take an interest in the scientific and technical disciplines through positive discrimination measures

<p>particular emphasis on the education of girls;</p> <ul style="list-style-type: none"> streamlined management of teachers; abolition of fees in primary education. Strengthening and extension of welcoming structures offering second chance for girls who have never attended or dropped out of school; Creation of excellence centres intended to stimulate demand and the rate of girls' enrolment in the first year. 	<ul style="list-style-type: none">
<p>(Add strategies that address both access and quality)</p>	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> a monitoring and appraisal system will be established using the performance indicators already defined in the original EFA programme; 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> G 1 enrolment data; Completion rates; 	<p>Monitoring indicators for gender equality in learning experience and outcomes</p> <ul style="list-style-type: none"> No specific indicators
<p>Consultation</p> <ul style="list-style-type: none"> No information on consultation process in FTI request 	<p>Policy Dialogue and Development (including donor roles)</p> <ul style="list-style-type: none"> Very limited policy dialogue.
<p>Gender in Resource Allocation/ Budgeting</p> <ul style="list-style-type: none"> No specific gender-related budget lines 	<p>Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised)</p> <ul style="list-style-type: none"> No specific proposal.
<p>INPUT OF FTI DONOR PARTNERS AND SECRETARIAT</p> <ul style="list-style-type: none"> ❖ In country review assessment by donors. November 26. 2002 ❖ Secretariat assessment. November 24. 2002 ❖ In country review included very limited coverage of gender issues. It listed the measures proposed to stimulate demand for girls' education but recognised that as the measures were discussed in comparative terms it was difficult to gauge the relative scope envisaged for each action. There was an acknowledged absence of details of the resources to be allocated to each measure. No action was proposed. There was no mention of gender issues in the FTI Secretariat assessment. 	
<p>ADDITIONAL POINTS AND OBSERVATIONS</p> <ul style="list-style-type: none"> The PRSP is more detailed on proposed measures to achieve gender equity in education than the EFA-FTI proposal. The approach to achieving UPC is premised on a strong emphasis on system expansion and concurrently improving internal efficiency. Gender issues appear to be a 'bolt on' component; There is no discussion about how primary school fee abolition might be achieved. No added value from the EFA-FTI as far as gender is concerned. 	

Country name	THE GENDER AND EDUCATION SITUATION
<p>YEMEN</p> <p>OFF TRACK</p>	<p>General Gender Issues</p> <ul style="list-style-type: none"> ▪ Adult illiteracy 46%, but 76% for women. ▪ Very high rate of early marriage and large family sizes, high maternal and infant mortality. ▪ Low status of women, high workloads, poor opportunities for paid work. ▪ High level of child labour, especially for girls. <p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> ▪ Huge gender gap in education- one of highest in world. ▪ Low net primary enrolment of girls (41%), rural girls only 30%.
<p>WIDER POLICY ENVIRONMENT</p> <p>❖ PRSP (August 2002)</p> <ul style="list-style-type: none"> ▪ Improvement of gender situation in last decade (since reunification). Government has made strong commitment to development and to making progress on MDGs, including raising the status of women. Education enshrined as a legal right for all Yemenis. 	
<p>PRSP</p> <ul style="list-style-type: none"> ▪ Some gender discussion subsumed into section on “population”. ▪ Some discussion of gender under “human poverty” - notes under- representation of women in education, paid employment and government. ▪ Focus on low education rates of women as a barrier to participation and “productive capacity”, but less analysis of power dynamics. ▪ Brief section on basic education includes policies on promoting enrolment, new schools (girls only and co-ed with single- sex classrooms in higher grades) nearer to communities, latrines, school fences, competent female teachers (especially in higher grades), wavering fees and “in - kind” assistance to poor girls. 	
<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <p>❖ BEDS (Basic Education Development Strategy) 2003-2015 (within EFA Plan) (2002)</p> <p>❖ FTI Proposal/ Investment Plan (2003)</p> <p><u>Gender Analysis</u></p> <p>Language used throughout BEDS is gender- aware.</p> <p>In BEDS, 6 of the 9 identified “most important challenges” facing education relate directly to gender (including both demand and supply factors):</p> <ul style="list-style-type: none"> low income/ costs of education- intensifies boy preference high population growth female illiteracy large family sizes and dependence on girl's domestic labour within households Negative attitudes to girl's education/ perceived irrelevance – one study showed 53% of non enrolled- girls and 24% non- enrolled boys were out of school because families did not desire their education. Single teacher schools- might be unsuitable/ not attractive to girls (only 20% female teachers- concentrated in urban areas). <ul style="list-style-type: none"> ▪ Recognition in BEDS that previous “Girl's Education Strategy “remained as a document and was not implemented”. ▪ Overall, a fairly comprehensive analysis, based on research evidence and showing understanding of supply and demand factors. However, links between the different challenges, and how they relate to other issues, are perhaps less fully explored. 	

<p><u>Gender in Overarching Policy Framework</u></p> <p>Gender gap in enrolment “up front” in BEDS introduction and strongly emphasised throughout.</p> <ul style="list-style-type: none"> ▪ “Gap between enrolment and acceptance rates in basic education, between males and females and urban/ rural populations” is identified as a “critical strategic issue”. ▪ “Girls Education” is one of eight “pivotal strategies” in BEDS. (Seems a “WID” approach- girls’ needs and disadvantages are very much recognised but there is limited attention to mainstreaming gender across all strategies, particularly in those related to quality improvement). <p><u>Strategic Objectives related to Gender Parity or Equality</u></p> <p><u>BEDS</u></p> <ul style="list-style-type: none"> ▪ Increase female GER to 65% by 2005. ▪ Raise PCR for girls from 33% to 45% by 2005. ▪ Gender parity in the first grade by 2010. <p>(BEDS targets considerably more ambitious than PRSP).</p> <p><u>FTI Proposal</u></p> <ul style="list-style-type: none"> ▪ Increase net Grade 1 intake to 100% by 2010. ▪ Increase GER for girls to 73% (higher than BEDS target) <p>(Revised proposal seems to have 100% targets for male and female NER, Grade 1 intake and Grade six completion rate by 2015)</p> <p>No gender- specific targets related to quality or learning outcomes.</p>	
<p>Strategies to achieve gender parity in access and completion</p> <p>More multigrade schools (and grade 1-3 satellites) in remote areas so that girls can study to grade 6 near to their homes.</p> <p>Fencing of schools and provision of latrines.</p> <p>Construction of 200 girls’ schools.</p> <p>World Food Programme support to school feeding programmes.</p> <p>Reducing the direct and indirect costs of education – e.g. exemptions from book charges and tuition fees (but not budgeted for). Plan approved for “progressive realisation” of free education.</p> <p>Increase awareness of the importance of girls’ education- using religious leaders to spread messages.</p>	<p>Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes</p> <p>Stated in BEDS analysis that curriculum should be “more responsive to local needs and priorities, especially those of girls”.</p>
<p>Female teachers – through provision of teacher housing.</p> <p>School facilities improvements to attract girls (including latrines and water).</p>	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> ▪ Development of EMIS as a “<i>gender sensitive tool for planning and monitoring equity indicators so as to ensure that girls’ enrolment rate increases according to plan</i>”. ▪ Overall approach still project- based- no joint sector review process yet. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> ▪ NER by gender and grade ▪ GER by gender and grade ▪ G1 intake by gender ▪ Completion rates by gender 	<p>Monitoring indicators for gender equality in learning experience and outcomes.</p> <ul style="list-style-type: none"> ▪ No specific indicators.

<p>Consultation Detailed description of <i>consultation process</i> in National Strategy document. Sought to obtain 50% female participation in “fieldwork” groups wherever possible. (Participation noted as strong point in Joint Assessment). Women’s associations, “Fathers and Mothers Councils, male and female teachers specifically mentioned as being involved in consultation process. Not clear about whether these is a government body with overall responsibility for gender, and if so whether/ how involved.</p>	<p>Policy Dialogue and Development (including donor roles).</p> <ul style="list-style-type: none"> ▪ UNICEF the lead donor- seems to have catalysed strong focus on girls’ education. ▪ Donors seemingly in fairly early stage of coordination- feedback collated rather than jointly developed- some contradictions within it.
<p>Gender in Resource Allocation/ Budgeting</p> <ul style="list-style-type: none"> ▪ Funding allocated for specific strategies for enhancing girls’ enrolment. 	<p>Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised)</p> <ul style="list-style-type: none"> ▪ Specifically- stated intention to develop EMIS as a gender-sensitive tool for planning. ▪ Despite strong recognition of the problems and need to close gender gap, there is little information on institutional set-up or capacity for implementing target programmes or mainstreaming gender issues.

INPUT OF FTI DONOR PARTNERS AND SECRETARIAT

- ❖ **Joint Assessment Report (2003).**
- ❖ **Secretariat Assessment of Proposal for Coverage and Treatment of Girl's Education (2003)**
- ❖ **Individual Donor Comments (2003)**

Joint Assessment noted the following gender issues:

Need for piloting of new ideas such as using religious leaders to encourage girls education and providing accommodation to women teachers in rural areas

Need for more consistent and realistic targets, consistently disaggregated by gender and with clearer targets for learning outcomes.

Relevance of curriculum needs further exploration.

Interaction between gender, poverty and rural residence could be further unpacked

Notable that Secretariat made specific assessment of gender: This noted strengths, and also suggested:

Need to have gendered targets for reduction in drop out rates

Needs specific targets for rural girls (and boys) PCRs.

Could aim higher than parity in first grade only, by 2010.

Could further analyse links between issues.

Need to think further through reducing direct and indirect costs of education to the poorest (or awareness campaigns will have limited impact). Need to offset lost opportunity costs more directly- e.g. through food programmes.

Rethink on housing for female teachers- has not worked elsewhere – could be more effective to recruit local women as teachers or to assist with monitoring schools to ensure local “acceptability”.

Lack of focus on ensuring gender equity in the classroom and retention of girls (e.g. gender sensitisation of teachers, the curriculum and instructional materials etc.)

ADDITIONAL POINTS AND OBSERVATIONS

Relatively strong analysis, but *strategies do not fully respond to all the issues identified.*

Possible indication of lack of expertise or ineffective structures for gender mainstreaming?

FTI has apparently led to much more ambitious targets for gender parity and UPC than devised in PRSP.

Separate analysis/ feed back on coverage of girls education by secretariat seems useful- but need to know more on whether/ how this was taken on board.

<p>difficulties in schooling;</p> <ul style="list-style-type: none"> ▪ Providing prizes for national examination success ▪ Organisation of awareness campaigns ▪ Free primary education; ▪ Opening of school canteens in disadvantaged areas; ▪ Construction of separate latrines and drinking posts. 	<p>learning outcomes</p> <ul style="list-style-type: none"> ▪ No strategies proposed.
<p>▪ (Add strategies that address both access and quality)</p>	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> ▪ No concrete proposal. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> ▪ Universal access to G1 by 2005; ▪ GER of 100% by 2015; ▪ Enrolment parity by 2015 ▪ Parity at G6 (PCR) by 2015 ▪ Access to school canteens by gender; 	<p>Monitoring indicators for gender equality in learning experience and outcomes</p> <ul style="list-style-type: none"> ▪ No indicators proposed.
<p>Consultation</p> <ul style="list-style-type: none"> ▪ Inter-ministerial Committee chaired by Prime Minister; ▪ Stakeholders consulted during annual sector review. ▪ Limited information on consultation process. 	<p>Policy Dialogue and Development (including donor roles)</p> <ul style="list-style-type: none"> ▪ World Bank in key donor role.

<p>Country name</p> <p>MOZAMBIQUE</p> <p>OFF TRACK</p>	<p>THE GENDER AND EDUCATION SITUATION</p> <p>General Gender Issues</p> <ul style="list-style-type: none"> Impact of previous period of conflict. HIV/AIDS burden falls disproportionately on women. <p>Gender and Education Issues</p> <ul style="list-style-type: none"> Grade 1-5 (EP1 stage) –44% female enrolment. Parity almost achieved in G1, but girls drop out more. Only 24% girls (40% boys) complete to G5.
<p>WIDER POLICY ENVIRONMENT</p> <ul style="list-style-type: none"> ❖ PRSP- Called Plan of Action for the Reduction of Absolute Poverty (2003) <ul style="list-style-type: none"> Seeming lack of in –depth analysis of gender relations? Potential of education for achieving greater social and gender equity is emphasised. Plan to develop and adopt a strategic plan for the <i>Ministry of Women and Social Policy Coordination</i>. 	
<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <ul style="list-style-type: none"> ❖ EFA – FTI Proposal ❖ Need to see Education Sector Strategic Plan (ESSP) and the National Plan of Education For All! <p><u>Gender Analysis</u></p> <ul style="list-style-type: none"> Analysis of enrolment, completion etc. systematically looks at gendered patterns. Noted that repetition rates are slightly higher for girls as well. However, there is very limited analysis of the causes of the gendered patterns noted, particularly not of poverty -related and socio- cultural factors. Very supply – focused response. Reasons for “disproportionate drop out of girls” is cited as being “most likely related t” long distances in school, the existence of “incomplete schools” and the low number of female teachers to act as role models. It is not clear that this assessment is based on quantitative or qualitative evidence. Discussion in FTI proposal of other key issues (quality, HIV/AIDS etc.) does not take a gendered perspective- however, this might be done in more depth in actual ESSP and NPA. <p><u>Gender in Overarching Policy Framework</u></p> <ul style="list-style-type: none"> Expanding access, improving quality and strengthening institutional capacity are defined as key objectives. Recognised importance of “specific strategies to “increase girls’ enrolment and completion”. <p><u>Strategic Objectives related to Gender Parity or Equality</u></p> <p><u>PRSP</u></p> <ul style="list-style-type: none"> Principle actions for primary education include: UPE by 2004 (49% in first grade should be girls), 2% per annum increase in number of female primary teachers. <p><u>FTI Proposal</u></p> <ul style="list-style-type: none"> Specific target of 100% UPC. 	

Strategies to achieve gender parity in access and completion Locate schools closer to homes of students Eliminate incomplete schools.	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes None specified
Significantly increase the number of female teachers- including strategies to attract women teachers to rural areas. Water and sanitation facilities for all new schools.	
Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> No specific information. 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> GER by gender and grade NER by gender and grade PCR by gender 	Monitoring indicators for gender equality in learning experience and outcomes. <ul style="list-style-type: none"> None specified
Consultation Appraisal document suggests consultation limited to a public forum? No information on involvement of government bodies responsible for gender, or of civil society organisations particularly concerned with gender or women.	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> Donors moving towards a SWAp.
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> No specific information 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) Not clear from FTI proposal.
INPUT OF FTI DONOR PARTNERS AND SECRETARIAT <ul style="list-style-type: none"> In- country Cooperating Partners Assessments of the Proposal from Mozambique, Nov 2002 and March 2003 Secretarial Assessment following second review, April 2003. In country partner assessment gave feedback in Nov 2002, with some further follow up in March 2003. In Nov 2002, a particular point made was the need for an action plan for addressing regional gender disparity- including additional targeted programmes in rural areas to the North and central regions. In March 2003, concern was expressed that this had not yet been done, but a consultant had been appointed to begin work on this. Donors reiterated their readiness to offer further assistance. Secretariat (before gender strategy completed) noted lack of attention to demand factors and social cultural/ poverty constraints, as well as insufficient targets for gender parity. No discussion on gender issues "beyond access".	
ADDITIONAL POINTS AND OBSERVATIONS Interesting example of how FTI process used to push for development of an action plan for girls education. However, interesting that donors did not pick up on weaknesses in gender analysis and need for mainstreaming as well as girl- targeted strategies.	

Country name	THE GENDER AND EDUCATION SITUATION
<p>GAMBIA</p> <p>OFF TRACK</p>	<p>General Gender Issues</p>
	<ul style="list-style-type: none"> ▪ Low status of women and discriminatory cultural practices. ▪ High domestic and agricultural workloads.
	<p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> ▪ Gender gap in enrolment and completion- slowly improving at Primary level but remains very wide at higher levels. ▪ GMR indicates a slightly higher repetition rate for boys
<p>WIDER POLICY ENVIRONMENT</p> <ul style="list-style-type: none"> ❖ PRSP (2003) <ul style="list-style-type: none"> ▪ Includes analysis of girls and women's disadvantage, poverty and lower educational access. ▪ Poverty concentrated in rural, more isolated communities, along with low status of women and high work burdens. ▪ Proposes trust fund for girls, increasing women's intake to Gambia college, more NFE. 	
<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <ul style="list-style-type: none"> ❖ Revised Education Policy, 1988- 2003. (Revised in 1998). ❖ Education Master Plan 1998-2005 (also referred to as 1997-2006, prepared alongside Revised Policy). ❖ Extracts from Education Public Expenditure Review, October 2001. ❖ EFA- FTI Proposal (2003). <p><u>Gender Analysis</u></p> <ul style="list-style-type: none"> ▪ Revised Education Policy does presents enrolment gaps at all levels, but does not present analysis of causes of disparity. ▪ Master Plan presents analysis of causes, quoting specific research studies. Studies suggest that poverty is the most important single cause of non enrolment of girls- opportunity costs of schooling increase with older girls. Cultural taboos and religious persuasions work against girls enrolment in more isolated rural areas. Social concerns about pregnancy also affect completion/ transition rates. The school environment is also an influence- harassment and abuse, sanitation, lack of role models, teachers and curriculum not gender- sensitive. ▪ Public Expenditure Review adds comment on lower academic performance of girls. ▪ Overall- supply and demand factors are well analysed. There is less exploration of the interaction between gender and other dimensions of disadvantage for example disability (which is covered separately to some extent and HIV/ AIDS (which is given very scant attention). <p><u>Gender in Overarching Policy Framework</u></p> <ul style="list-style-type: none"> ▪ Girls and illiterate women are the most highly-ranked priority group in the Revised Education Policy. "Equal education opportunities for all citizens, including girls as well as boys" is defined as one of the "Guiding Principles and Aims for Education". However, the policy does not specifically mention gender in the setting out of its broad strategies for expanding access or quality improvement. ▪ The Master Plan has a Basic Education Expansion Programme, a <i>separate</i> Girls Education Programme and an "Improving Quality and Relevance of Basic Education" Programme. The overall strategy of the "Girls Education Programme is that "programmes on girls and women's' education is transversal to every sector programme". The Basic Expansion Programme and Quality Programmes appear to mainstream gender in <i>some</i> strategies (including teacher recruitment, school feeding and text book development). ▪ Many strategies identified for addressing gender are the "scaling- up" of successful projects (e.g. Girl Friendly Schools), with seemingly less attention to a long –term ongoing approach of mainstreaming gender (e.g. no indication of systematic integration of gender into all teacher training/ school development processes). 	

Strategic Objectives related to Gender Parity or Equality <ul style="list-style-type: none"> ▪ Specific objective in Education Policy and Master Plan under “increasing access and equity in Basic Education” to improve the participation and retention rates for girls. ▪ Master Plan- Increase proportion of girls’ enrolment to 50% at the lower basic level and 46% at the upper basic level by 2005. Increase girls’ enrolment ratio by 2005 to 50% in lower basic and 46% at upper basic. ▪ FTI proposal, increase gross enrolment to 100% of 7-12 year olds by 2010; 100% PCR by 2015. ▪ No quality targets are gender- specific. 	
Strategies to achieve gender parity in access and completion No tuition or book fees in lower basic stage. (1-5). Scholarship fund for poor, rural girls- for upper basic and secondary- later expanded to all girls? “Innovative” strategy involving payments to Muslim elders (“Marabouts) who provide traditional education – (this strategy questioned by Secretariat, because of links to child labour and substandard education- suggested that piloting incorporating Marabouts into formal education might be more appropriate). ECCD centres attached to poorest schools in rural areas- to improve enrolment rates. Use of local women’s organisations for school gardens/ school feeding “school agriculture and food management programme”. “Sensitisation campaigns”. Development of adult NFE focused on women- with assumption that this will improve girls’ (and boys’) enrolments in school.	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes Implementation of “sexual harassment policy” in schools and guidance and counselling services. “Continual review” of curriculum to improve girls’ performance is indicated, but not explained in detail.
Increasing number of female teachers including quota system for women enrolling at Gambia college. Increasing number of “Girl- Friendly” schools from 50 to 425. Mothers clubs for effective community participation in “Girl- Friendly” School initiatives Separate -sex latrine facilities and sanitary provisions for menstruation. <i>Overall- strategies proposed are comprehensive and address affordability, accessibility, acceptability and quality issues.</i>	

Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> No specific information on Sector Review Processes- seemingly a project- by –project approach at the time of FTI proposal. 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> NER by gender, by grade and stage GER by gender, by grade and stage Grade promotion rates by gender. Girls as a percentage of enrolments, by grade Ratio of female teacher trainee entrants as % of total entrants 	Monitoring indicators for gender equality in learning experience and outcomes. <ul style="list-style-type: none"> None specific
Consultation Education Policy was “based on extensive grassroots consultations”. FTI proposal reportedly drew on consultations on EFA National Plan of Action. No detail available on extent to which these consultations prioritised gender issues and/ or took steps to ensure inclusion of poor women and girls.	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> UNICEF took lead role- seemingly encouraging the strong, comprehensive focus on Girls’ Education. Programme development based on earlier experiences and evaluations of what works. Secretariat feedback that FTI proposal “read like a project proposal”, suggesting a project-based approach at that time- possibly limited a fully mainstreamed approach. DFID/ IDA additional feedback emphasises need to take opportunity of FTI to progress towards as SWAp for Education, within wider PRSP implementation and monitoring.
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> Allocations included for Girls Education Programme, which includes a role of addressing “girls education” across all programmes. No evidence of specific “gender budgeting” methodologies. FTI secretariat comments suggest that sector budgeting contained some weaknesses because conceived as a project budget. 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) This is not explored. Documents suggest that there is some capacity to analyse key issue, but that there are not robust structures for linking analysis to systematic mainstreaming. (However, this may also be indicative of the early stage of “SWAp” development. Plans for increasing proportion of women teachers, but not clear whether there are intentions to improve female representation at other levels of education management.
INPUT OF FTI DONOR PARTNERS AND SECRETARIAT <ul style="list-style-type: none"> ❖ Evaluation of FTI Proposal (led by UNICEF) ❖ Addendum giving additional feedback from DFID and IDA. ❖ Secretariat Assessment Donor assessments appear to accept/ endorse/ defend the analysis and strategies in the proposal (both generally and in relation to gender/ girls education), encouraging but perhaps a little uncritical? Separate feedback by some donors is possibly indicative of an early stage of donor coordination at the time the assessment took place.	
ADDITIONAL POINTS AND OBSERVATIONS Education Policy and Master Plan were developed pre- Dakar and pre- FTI.	

Country name	THE GENDER AND EDUCATION SITUATION
<p>GHANA</p> <p>OFF- TRACK</p>	<p>General Gender Issues</p>
	<ul style="list-style-type: none"> ▪ Women have greater work burdens, lower access to resources, lower literacy, lower legal rights and protection. ▪ Inequitable food distribution within households. ▪ Gender- based violence. ▪ HIV/AIDS burden falls disproportionately on women.
	<p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> ▪ Lower enrolment and higher drop- out of girls at every level- but increasing at each level
<p>WIDER POLICY ENVIRONMENT</p>	
<p>❖ PRSP (2003)</p> <p>❖ Ghana Case Study from DAC Study on Gender Mainstreaming in SWAps in Education (2000)</p> <p>❖ FTI donor informant</p> <ul style="list-style-type: none"> ▪ National Council for Women and Development has an overall responsibility for gender. Task Force on Girls Education was established as a Girls Education Unit in 1997- with District Girls Education Officers appointed in every district. Girls' Education Unit now renamed as "Gender Education Unit"- reflecting adoption of a mainstreaming approach. ▪ In PRSP- overall gender disparities and lower status of women is explored, along with comprehensive analysis of "<i>Who are the Vulnerable and Excluded?</i>"- expressed intention of mainstreaming gender (and other key issues) in all sector strategies and also addressing through additional targeted strategies. ▪ PRSP emphasises gender gaps in education, inter-related with rural poverty and regional disparities. Stats are gender- disaggregated. Analysis of the causes of high drop out in lowest "poverty quintile" does not look systematically at gender differences, but does cite pregnancy, traditional practice of "Kayaye" and early marriage as significant causes of gender gap. Child labour (within and outside of home) identified as a " growing national problem" – ties in first place as a cause of non- enrolment and drop-out, along with more direct cost issues. <p><u>PRSP Targets</u></p> <ul style="list-style-type: none"> ▪ GER from 77.6 (Girls 71%) in 2000 to 82% (Girls 80%) by 2005. ▪ Drop out rates: Girls from 30% to 20% by 2005, boys from 20% by 10% to 2005 (does not actually constitute a narrowing of the gap). 	

ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:

- ❖ Ghana Education Sector Plan 2003-2015 (ESP), May 2003.
- ❖ Ghana FTI Proposal (Jan 2004)
- ❖ Ghana Case Study from DAC Study on Gender Mainstreaming in SWApS in Education (2000).

Gender Analysis

- Analysis of gender issues in Sector Plan and Proposal is fairly consistent with PRSP.
- Identification of broad range of supply and demand factors.
- Analysis based clearly on quantitative data and qualitative studies.
- Good linking of gender with other issues- e.g. sexual harassment in the classroom and HIV/AIDS.

Gender in Overarching Policy Framework

- One of ten overall policy goals in the ESP is “provide girls with equal opportunities to access the *full cycle* of education”.
- Equitable access to education is one of four key “Areas of Focus”. Policy Objectives include: *Provide equitable education opportunities, promote gender equity in enrolment and retention, prioritise female education at all levels (including technical and vocation education), promote the recruitment of female teachers and strengthen the Girls Education Unit including the Region/ District Girls Education Teams.*
- Quality of Education is the second “Area of Focus”. Only gender- specific quality objective is to *improve recruitment and deployment of female teachers.*
- Overall sector plan is very coherent.
- Strategies on gender/ girls education well integrated into sub components of plan as well as operational plans.
- Plans for ESP development and implementation specifically state that “*poverty, alleviation, gender, HIV/AIDS and Special Education are to be mainstreamed into ALL thematic groups*”.

Strategic Objectives related to Gender Parity or Equality

Master Plan and FTI Proposal

- 50% female share in primary enrolment by 2005 and in JSS schools by 2008.
- GER rises to 100% by 2010.
- 100% NER and PCR by 2015.
- Retention rates of females and males on a par by 2010.

Strategies to achieve gender parity in access and completion

Scholarship programmes for poor girls.
Double capitation grants to rural schools for girls (as compared with boys)- giving incentive to enrol girls as well as reducing demands on poor families.
Schools nearer to girls’ homes (including multigrade and shepherd schools).

Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes

Elimination of gender stereotyping in educational materials/ gender sensitisation of textbooks
Elimination of gender bias in the curriculum.

Separate sanitation facilities

Recruitment and deployment of female teachers as role models

Systems for girls’ security while at school.

Guidance and counselling in schools to reduce sexual harassment and bullying of girls by male peers and teachers.

Overall- strategies proposed are comprehensive and address affordability, accessibility, acceptability and quality issues.

<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> ▪ ESP specifically commits to a sector- wide approach with Joint Sector Wide Reviews and <u>no</u> separate review processes. Focus of review is progress on strategic objectives. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> ▪ GER by gender at all stages. ▪ Admission rates to P1 by gender. ▪ Completion rates by gender. ▪ Repetition rates by phase and gender. ▪ Literacy gender parity index. ▪ % schools with “adequate” toilet facilities <p>(These are in ESP- in some cases the gender-disaggregation disappears in FTI proposal- perhaps due to restrictive format?)</p>	<p>Monitoring indicators for gender equality in learning experience and outcomes.</p> <p>Targets for improved Maths and English pass rates appear to be monitored by gender and grade – though only stats for both subject over all grades are presented in disaggregated form in Proposal.</p>
<p>Consultation</p> <p>Apparently quite comprehensive participation for PRSP and ESP.</p> <p>Existence of GEU and DGEOs assisted differentiated local level consultation and analysis.</p>	<p>Policy Dialogue and Development (including donor roles)</p> <ul style="list-style-type: none"> ▪ SWAp development since 2000- reportedly a positive process. ▪ Donors gave specific support to strengthening of Girls’ Education Unit and its move into a more strategic role. ▪ Concurrent support by donors to wider gender policy environment, including Ministry of Finance. ▪ Donors took advantage of government enthusiasm for accessing additional resources through FTI for accelerating progress on sector coherence, including mainstreaming of gender and other “cross cutting” issues.
<p>Gender in Resource Allocation/ Budgeting</p> <p>Gender- budgeting tools reportedly used with Ministry of Finance, with GEU involvement.</p>	<p>Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised)</p> <p>DAC report notes strong base of gender analysis in Ghana, through National Council for Women and Development and its network of members.</p> <p>DAC report notes that DGEOs have had PLA training- “possibly permitting a more sophisticated analysis of gender issues at decentralised levels and “bottom up” localised responses”. However, this may also have led to assumption that gender issues are being “dealt with” by the GEU and DGEOs, rather than a shared responsibility.</p> <p>Transition from Girls Education Unit to Gender Education Unit with a more</p>

	<p>strategic policy and monitoring role. FTI proposal includes plan to strengthen management and operation of the Gender Education Unit- for managing girls' scholarship programme and in collecting/ reporting gender –disaggregated data.</p>
<p>INPUT OF FTI DONOR PARTNERS AND SECRETARIAT</p> <ul style="list-style-type: none"> ❖ Development Partner Appraisal of the EFA/FTI Proposal (Nov 2003) ❖ Ghana Secretariat Assessment Report/ Comments ❖ Assessment of EFA Fast Track Initiative Proposal for Coverage and Treatment of Girl's Education <p><u>Development Partner Appraisal</u> very positive and notes cogent coverage of gender issues. Suggests need for further attention to <i>alternative learning systems</i>, especially for girls. Even with expanded school access, these are likely to be necessary to help to raise demand, “bridge” children into school and meet needs of older non- enrolled or dropped-out girls. Notes need to look beyond teacher qualification to actual skills and competences.</p> <p><u>General Secretariat feedback</u> notes that plans are coherent, comprehensive but possibly over- ambitious, especially with regard to concurrent expansion of pre-school sector and junior secondary. (Need to keep monitoring impacts and possible trade-offs).</p> <p><u>Feedback on Coverage of Girls Education</u> is very positive- noting comprehensive, mainstreamed approach. Good coverage of supply and demand side factors and recognition of cast as key issue. Mainstreamed approach is commended as a particular strength.</p> <p>Concerns expressed include:</p> <ul style="list-style-type: none"> -Financial incentives and housing have not been successful elsewhere in encouraging women teachers to move to rural areas (same point made to Yemen). -Need to question whether Gender Education Unit will have sufficient authority/ influence to justify building its capacity- notes risk of such units becoming marginalised. Might be ill-equipped to manage scholarship programme- these are difficult to design and implement. (However, these comments do not include advice on alternative approaches). 	
<p style="text-align: center;">ADDITIONAL POINTS AND OBSERVATIONS</p> <p>Separate FTI analysis of coverage of girls education seems to have been useful (as in Yemen).</p> <p>FTI process appears to have encouraged more ambitious targets for achieving gender parity.</p>	

Country name	THE GENDER AND EDUCATION SITUATION
<p>NICARAGUA</p> <p>OFF- TRACK</p>	<p>General Gender Issues</p> <ul style="list-style-type: none"> Overall gender disparities in political and economic participation, especially for indigenous groups. Slightly lower female literacy rates in “extra poor” category, but higher overall. <p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> Speedy UPE progress over last decade. General gender parity in enrolments, or very slight imbalances in favour of girls. (NER: f83%, m82%). Considerable gap in <i>average years of schooling</i>, in favour of girls: f5.3, m4.5- seems linked to boys dropping out to work. Gender patterns different for certain indigenous communities- remoter areas of Atlantic Region have lower enrolment and completion rates for girls (but figures for boys also lag behind national picture).
<p>WIDER POLICY ENVIRONMENT</p> <p>❖ PRSP</p> <ul style="list-style-type: none"> Political commitment to poverty reduction, social and gender equality and respect for diversity. Recognition of overall gender disparities in political and economic participation, especially for indigenous groups. Sets target NER of 90% for 2015. 	
<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <p>❖ Education Sector Plan.</p> <p>❖ FTI Proposal (2002)</p> <p><u>Gender Analysis</u></p> <ul style="list-style-type: none"> Education Sector Plan includes a detailed analysis of boys’ and girls’ reasons for non-enrolment and drop out, across different income and geographic groups. Based on detailed survey research. Both girls and boys identified economic reasons (78% extra-poor boys and 76% extra poor- girls cited this). However, 14% girls in rural areas cited personal security as the key issue, which was not an issue for boys. Rural indigenous areas of Atlantic Region– lower girls enrolment linked to language issues – <i>possibly</i> implying girls start school with less knowledge of Spanish due to their more limited mobility? <p><u>Gender in Overarching Policy Framework</u></p> <ul style="list-style-type: none"> Overall Education Policy includes a set of Key Principles, one of which is Equity and Respect for Diversity, including “diversity of gender”. Gender mainstreaming is not cited as a specific concept, however, the strong focus on holistic, school based strategies to address local issues implies a “mainstreamed” approach in practice. Addressing equity is linked explicitly to investment in quality- introduction of “Escuela Novela” model schools which are “safe, equitable, democratic and promote learning”. (Addressing gender is implied in this, but given less coverage than inequity across income groups and between rural and urban areas). <p><u>Strategic Objectives related to Gender Parity or Equality</u></p> <p>NER of 95% with gender parity (increased from PRSP).</p>	

<p>Strategies to achieve gender parity in access and completion</p> <p>FTI proposal of scholarships for <i>all</i> out of school children, to offset “lost opportunity costs. This proposal was linked explicitly to the identification in the analysis that economic barriers are the key issue for girls and boys.</p> <p>Additional funding to Atlantic Region to address issues specific to the remote indigenous communities, including language of instruction</p>	<p>Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes</p> <p>Whole strategy for quality integrated into a single model of decentralised, autonomous schools- an “Equitable Road to Quality Improvement”.</p> <p>Student assessment and tracking</p>
<p>Model includes School Development Planning with strong community participation. “Levels of Schooling Improvement” are defined, with a “fundamental”, standard and desirable level. Within these, separate, hygienic latrines for girls and boys, and security fences, are identified as “fundamental” level requirements.</p>	
<p>Gender in Monitoring and Evaluation Frameworks and Sector Review Processes</p> <ul style="list-style-type: none"> Strong focus on local and school- based systems for monitoring of enrolments and completion would seem to allow for identifying and responding to any gender- specific issues. 	
<p>Monitoring indicators for gender parity</p> <ul style="list-style-type: none"> NER by gender and grade GER by gender and grade PCR by gender 	<p>Monitoring indicators for gender equality in learning experience and outcomes.</p> <ul style="list-style-type: none"> National system for student assessment and tracking, will include gender information.
<p>Consultation</p> <p>Plan based on participatory consultation process- but details not available.</p>	<p>Policy Dialogue and Development (including donor roles).</p> <ul style="list-style-type: none"> Donors seemingly work in a coordinated way but through project support. No information on specific roles take by donors. USAID played key role in support to “model school” idea- now adapted as key EFA strategy.
<p>Gender in Resource Allocation/ Budgeting</p> <p>No specific information.</p>	<p>Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised)</p> <p>Quality of gender analysis suggests good capacity exists in country.</p> <p>Successful ongoing analysis and mainstreaming will depend mainly on school –level capacity within increasingly autonomous schools, as well as strength of civil society participation/ influence.</p>

INPUT OF FTI DONOR PARTNERS AND SECRETARIAT

❖ **Development Partner Appraisal of the EFA/FTI Proposal**

❖ **Aide Memoire**

❖ **Secretariat Feedback**

Local donors did not give any specific comments on gender issues- say it is “not an issue overall”.

Secretariat agreed that “equity in quality” is the most significant issue to address, and endorses the general comprehensive approach.

Secretariat note that scholarships for all out- of -school children will present many problems in practice in terms of identification of the right children, transparency and so on. Suggests community – based livelihoods interventions as alternative approach. Not clear why complete lifting of costs is not encouraged?

ADDITIONAL POINTS AND OBSERVATIONS

Interesting approach to quality development – specific attention to gender issues might well be better- integrated in practice than is made explicit in the overall plans. (The quality of gender- disaggregated analysis suggests this).

Country name	THE GENDER AND EDUCATION SITUATION
HONDURAS OFF TRACK	General Gender Issues <ul style="list-style-type: none">▪ Poverty affects women proportionally more than men▪ Women-headed household tend to have higher percentage of poverty;▪ Gender disparities are greater in rural areas▪ Women's representation in politics is low;▪ High birth rate contributes to increased vulnerability among poor women;▪ Maternity in adolescence linked to women headed households;▪ Women have worse social conditions than men; tend to have lower quality jobs, lower income and have to take care of daily household chores.
	<u>Gender and Education Issues</u> <ul style="list-style-type: none">▪ No significant differences in educational opportunity;▪ Female enrolment is slightly higher for women than men at all levels;
	WIDER POLICY ENVIRONMENT <ul style="list-style-type: none">❖ PRSP<ul style="list-style-type: none">▪ No gender analysis of gender is characteristics of poverty, causes and effects of poverty. Gender is not mainstreamed in the PRSP.▪ PRSP priorities: accelerate equitable and sustainable economic growth; reduction of poverty in rural areas; reduction of urban poverty; investment in human capital strengthen social protection for specific groups.▪ Socio-demographic profile of poverty includes ethnic groups and women;
ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS: <ul style="list-style-type: none">❖ Fast Track Initiative. Education for All. Honduras. 2003-2015.	
<u>Gender Analysis</u> <ul style="list-style-type: none">▪ Covered in section on social inequalities. Access not a problem at the national level. GER at G1 at parity in urban areas, higher for girls than boys in rural areas. At G6, disparities favour girls in urban settings (77% for boys : 85% for girls) and are roughly equal in rural schools (1999 data). Girls perform better than boys.	
<u>Gender in Overarching Policy Framework</u> <ul style="list-style-type: none">▪ No discussion of gender issues in section on determinant factors that are obstacles to universal primary completion. Data on poverty and low demand for education are not gender disaggregated. Child labour a factor which reduces school participation in boys more than girls in urban areas; the effects are similar for boys and girls in rural areas.▪ Low levels of school participation among indigenous populations of Honduras. No gender analysis.	
<u>Strategic Objectives related to Gender Parity or Equality</u> <ul style="list-style-type: none">▪ No specific gender related objectives.	
Strategies to achieve gender parity in access and completion <ul style="list-style-type: none">▪ Increase efficiency of basic education;▪ Improve quality and efficiency of teaching stock;▪ Strengthen pre-basic education▪ Improve equitable access to intercultural	Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes <ul style="list-style-type: none">▪ No strategies proposed.

<ul style="list-style-type: none"> bilingual basic education; Develop rural education networks; (Add strategies that address both access and quality) 	
Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> Equal opportunities will be assured under gender access by and completion of girls at school; access of both boys and girls with special education needs will be guaranteed. 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> Gender parity in G1 enrolment by 2005 100% PCR by 2015 	Monitoring indicators for gender equality in learning experience and outcomes <ul style="list-style-type: none"> No indicators proposed
Consultation <ul style="list-style-type: none"> Limited consultation focusing on education sector stakeholders.. 	Policy Dialogue and Development (including donor roles)
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> No specific gender allocations. 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) <ul style="list-style-type: none"> Nothing specific is proposed
INPUT OF FTI DONOR PARTNERS AND SECRETARIAT <ul style="list-style-type: none"> ❖ Development Partner Appraisal - date ❖ Secretariat Assessment Report –October 2002 Donors comment that targets in the sector plan expose ‘the need to ensure gender parity in all aspects of education. The appraisal states that access for primary education is not a gender problem. No discussion under coverage, completion, drop out and completion rates. There are few significant constraints in gender equity in Honduran primary schools, but there are some gender issues in the curriculum. Gender parity not an issue nationally. Girls have higher completion rate and achievement. No specific gender strategy because it is ‘not an issue’. 	
ADDITIONAL POINTS AND OBSERVATIONS <ul style="list-style-type: none"> FTI focuses on access in terms of gender. Gender is not mainstreamed as an issue. Gender disparities which favour girls over boys are not viewed as problematic; FTI adds little or no value to policy dialogue on gender. 	

<p>Country name</p> <p>GUYANA</p> <p>ON TRACK</p>	<p>THE GENDER AND EDUCATION SITUATION</p> <p>General Gender Issues</p> <ul style="list-style-type: none"> Poverty analysis does not include gender analysis <p><u>Gender and Education Issues</u></p> <ul style="list-style-type: none"> Analysis of education issues does not include gender.
<p>WIDER POLICY ENVIRONMENT</p> <p>❖ PRSP</p> <ul style="list-style-type: none"> PRSP priorities are: economic policies to stimulate growth; good government and the business environment; investment in human capacity which includes education sector development; infrastructure to support services; safety nets; infrastructure to support growth; special intervention strategies; Quantitative goals for PRSP do not include any gender disaggregation apart from HIV cases among women; Recommendations on education made during PRSP consultations do not include any related to gender issues; Education policy includes targeted subsidies including textbooks and vouchers for textbooks, exam costs and other education related costs. There is no consideration of gender issues in the policy and performance matrix of the PRSP 2002-2005. 	
<p>ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:</p> <p>❖ Education for All-Fast Track Initiative Country Proposal/Credible Plan. September 30. 2002.</p> <p><u>Gender Analysis</u></p> <ul style="list-style-type: none"> Lack of gender analysis in discussion of current primary education situation; Discussion of repetition and drop out rates reveals that rates are generally higher for boys than girls; Lack of gender disaggregation of data; <p>Gender in Overarching Policy Framework</p> <ul style="list-style-type: none"> No gender issues included in the proposed initiatives under the FTI.; No gender disaggregation of data; <p><u>Strategic Objectives related to Gender Parity or Equality</u></p> <ul style="list-style-type: none"> No specific objectives related to gender parity or equity. 	
<p>Strategies to achieve gender parity in access and completion</p> <ul style="list-style-type: none"> Improving the quality of the teaching force in the hinterland; Enhancing the teaching/learning environment; 'child friendly schools'. Strengthening the school/community partnership 	<p>Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes</p> <ul style="list-style-type: none"> No strategy proposed.
<p>▪ (Add strategies that address both access and quality)</p>	

Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> No gender disaggregation of objectives, outcomes or indicators for any of the three policy initiatives. 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> Gender parity in G1 intake by 2005 (100%); Primary completion rate 90% by 2005; 100% by 2015 	Monitoring indicators for gender equality in learning experience and outcomes <ul style="list-style-type: none"> No indicators proposed
Consultation <ul style="list-style-type: none"> 'Good' but seemingly limited consultation with government, civil society and NGOs and education sector stakeholders; Donors consulted through donor co-ordination thematic group. 	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> Difficult to determine. Seemingly very limited dialogue about gender.
Gender in Resource Allocation/ Budgeting <p>Not included.</p>	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) <ul style="list-style-type: none"> Not included.
INPUT OF FTI DONOR PARTNERS AND SECRETARIAT <ul style="list-style-type: none"> ❖ Development Partner Appraisal -29 October 2002 ❖ Secretariat Assessment Report -25 November 2002 <ul style="list-style-type: none"> No consideration of gender issues apart from the comment that differences in access, retention, completion and student achievement are not generally a problem in the education system and that there is a slight lag for boys in comparison with girls but no specific initiative are put forward other than those which target both boys and girls. Gender indicators are 'not applicable'. Secretariat assessment report incorporates the comments of donors above. States that 'gender inequality is not an issue' as either a constraint or an issue. Results framework specifies gender parity in G1 intake in 2005 and 100% PCR by 2015 as key outcomes. Also improved coverage of especially of girls, disadvantage and at risk children. Gender is not discussed under strengths, concerns and the proposal is endorsed. 	
ADDITIONAL POINTS AND OBSERVATIONS <ul style="list-style-type: none"> PRSP extremely weak on gender analysis. Education data base seems incomplete on gender; no evidence of education research from a gender perspective; Gender disparities weighted against boys. This is not a concern for either Government of Guyana or the FTI. FTI strengthened indicator framework by inclusion of gender parity in G1 intake by 2005. FTI has not moved 'beyond access' access not seen as a gender problem in Guyana; gender analysis is very partial and somewhat tokenistic. 	

Country name	THE GENDER AND EDUCATION SITUATION
VIETNAM “ACHIEVED UPC”	General Gender Issues
	<ul style="list-style-type: none"> ▪ Persistent gender inequalities in society- power relations, earnings, political participation, domestic burdens, domestic violence.
	<u>Gender and Education Issues</u> <ul style="list-style-type: none"> ▪ Near gender parity in primary enrolments. ▪ However, higher disparities among (some) ethnic minority groups, who represent the vast majority of those remaining under-served by education. (“Last 10% is numerically significant in 90 million population country). This are even wider at post primary levels.
WIDER POLICY ENVIRONMENT <ul style="list-style-type: none"> ❖ Comprehensive Poverty Reduction and Growth Strategy (CPRGS) 2003. ❖ Poverty Task Force- Providing Quality Basic Education For All: Localising MDGs for Poverty Reduction in Vietnam. ❖ Vietnam: Local Consultations on the Draft Comprehensive Poverty Reduction and Growth Strategy 2002 (3 volumes). <ul style="list-style-type: none"> ▪ Overall- a conducive policy environment for progress on gender, with government commitment. Improvement in Gender Development Index set as an indicator. ▪ Recognition in <u>CRPGS</u> that gender inequality deepens poverty- “<i>gender inequality creates negative impacts on the lives of women and children</i>”. ▪ CRPGS contains a comprehensive gender analysis and notes link between lower education/ empowerment levels of women and women’s “less defensibility” in sexual relations, affecting birth rates and HIV infection levels. ▪ Wider strategies on “gender equality and empowering women” include women’s political and economic participation, legal control of household assets, alleviation of domestic work burdens and reduction in domestic violence. Targets set for increasing female representation in Party Central Committee, National Assembly, Ministries, People’s Committees and entrepreneurship. ▪ Education target to move towards <i>universal primary education with gender equality</i>, and <i>universal lower secondary education</i> by 2010. ▪ <u>Poverty Task Force</u> noted specific issues of Hmong, Bana, Xo-dang and Dao ethnic minority groups. Unequal power relations, limited mobility, confinement to domestic and subsistence spheres. ▪ Identifies need for mainstreaming: “<i>Gender equality for all can only be achieved by the conscious integration of gender issues within all policies, strategies and practices focused on addressing educational disadvantage</i>”. ▪ Notes widespread charging of “additional” fees for education as a key barrier for poor people. 	

ANALYSIS OF GENDER IN EDUCATION SECTOR PLANS AND FTI PROPOSALS:

- ❖ [The National Education For All \(EFA\) Action Plan \(2003-2015\)](#)
- ❖ [The Education Development Strategic Plan for 2001-2010.](#)
- ❖ [\(No separate FTI Proposal/ Investment Plan\).](#)

Gender Analysis

- Unlike the CRPGS, the EDSP has rather limited gender analysis. There is no reference to the gender issues explored in CRPGS, or analysis of how education could help to address these and support the achievement of the national targets for gender empowerment. The EFA Plan states that gender equality at primary level is already broadly achieved, but that inequalities remain in certain populations. Poverty, ethnicity and geographic location are the main constraints to access identified (not gender). Containing user costs for education is seen as the main requirement, though it is also recognised that “more complex approaches” will be required in mountainous, ethnic minority areas. There is no analysis of any gender dimensions to the quality of the learning experience or educational outcomes.

Gender in Overarching Policy Framework

- Clear targets for universal primary and lower secondary education are set, implying gender parity.
- Specific targeting of poor, mountainous, ethnic minority areas, in which the majority of out- of school girls live.
- No systematic mainstreaming of gender across policy areas.

Strategic Objectives and targets related to Gender Parity or Equality

Provide access to affordable and quality primary education for all children, especially from ethnic minority, disadvantaged groups and for girls.

100% PCR by 2015

- Extend access to affordable and quality lower secondary education to all children, especially from ethnic minority, disadvantaged groups and for girls. Objectives on improving gender parity in lower secondary education and improving access of female rural youth and adults to NFE and literacy. *Ensure that all adults, especially women and disadvantaged groups, have access to free and quality literacy programmes., affordable and quality life skills programmes and life long learning opportunities.*

Strategies to achieve gender parity in access and completion

- Consideration of gender gap within “Primary Education for Disadvantaged Groups programme”- focused on ethnic minority areas, disabled children and other disadvantaged groups such as street and working children.
- Plans to “*eliminate user costs for disadvantaged children*” and develop “*affordable cost sharing arrangements*”.

Strategies for progressing towards gender equality in the education experience, opportunities and learning outcomes

No specific mainstreamed strategies mentioned.

- Strategies for ethnic minority areas include boarding facilities and better provision for ethnic minority languages.

Gender in Monitoring and Evaluation Frameworks and Sector Review Processes <ul style="list-style-type: none"> No specific information –sector review processes were still under negotiation 	
Monitoring indicators for gender parity <ul style="list-style-type: none"> NER by gender GER by gender Completion rates by gender Survival to Grade 5 by gender Gender parity index Repetition rates by gender Pre-school enrolments by gender 	Monitoring indicators for gender equality in learning experience and outcomes. <ul style="list-style-type: none"> None specified
Consultation Extensive consultation was undertaken for CPRGS and EFA Action Plan, which included national women's organisations and equal participation of women and men from sample poor communities.	Policy Dialogue and Development (including donor roles) <ul style="list-style-type: none"> Strong donor support to consultation processes for CPRGS and EFA Action Plan. As part of development of "Disadvantaged Groups Programme" (WB/DFID), development partners facilitated seminar for learning from existing projects on addressing gender disparities and other issues of disadvantage/ disparity. Donors working towards SWAp and committed to coherent way of working.
Gender in Resource Allocation/ Budgeting <ul style="list-style-type: none"> Specific budgeting for "Disadvantaged groups" programme- channelling additional funds to poorest provinces, districts and schools- expected that gender disparities will be addressed at decentralised levels according to local analysis of needs and issues. Specific budget line for "women's empowerment programmes under NFE". 	Capacity and institutional structures for ongoing gender analysis and mainstreaming/ implementation of targeted initiatives (central/ decentralised) <ul style="list-style-type: none"> No indication of what capacity or structures exist for gender analysis or monitoring.

INPUT OF FTI DONOR PARTNERS AND SECRETARIAT

- ❖ **Joint Government- Donor Review of National EFA Plan: Meeting Report and Summary of Donor Comments/ MOET Responses (2003)**
- ❖ **FTI Assessment (2003)**

In EFA plan assessment, donors raised point that Dakar Goal Five is overlooked. MOET replied that this is a “thread running through the whole plan” and that there is detailed separate data on girls and boys. MOET also notes that specific programmes for disadvantaged groups will help to ensure gender parity within these groups.

In FTI Secretariat assessment, nothing is entered under the “gender parity” section- left blank. No specific gender issues are raised. It is noted in the section of “Sectoral Causes, Issues and Strategies” that there is “little gender- disaggregated information”.

FTI assessment urges a more ambitious target for UPC, *before* 2015. MOET agreed that this is possible.

ADDITIONAL POINTS AND OBSERVATIONS

Comprehensive strategies to target ethnic minority areas should help to reduce gender gap and ensure full UPC is achieved, prior to 2015.

However, the rather narrow perspective taken (gender only a quantitative issue) might lead to insufficient ongoing monitoring of gendered patterns of educational experience and achievement and thus limit awareness of (and thus capacity to respond to) any gendered patterns and processes that might *occur or change over time*.

Opportunities might also be missed to take advantage of the high level of enrolment and plans for improving educational quality, creativity and “modern outlook”, for education to make a maximum contribution to wider gender equality goals of the CRPGS (e.g. gender attitudes and stereotypes, empowerment of girls and women to be more confident to negotiate sexual relationships, higher levels of transition of girls into higher levels of education, technical/ vocational opportunities and positions of authority/ political power).

ANNEX E: STRATEGIES DEvised TO ADDRESS GENDER ISSUES IN THE TWELVE COUNTRIES

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	<i>Removal of fees and direct costs</i>	<i>Addressing of lost opportunity costs</i>	<i>Schools near girls homes</i>	<i>Latrines and Sanitation</i>	<i>Women teachers</i>	<i>Socio- cultural issues and community participation</i>	<i>Curriculum</i>	<i>Gender sensitive teachers plus role models for girls</i>	<i>Gender sensitive Text books and materials</i>	<i>Programmes to ensure girls are protected and respected</i>
NIGER	Dropping community driven user fees	Early childhood development centres to reduce opportunity costs for girls.				Local interventions to support girls' education		Training teachers on the gender approach		
BURKINA FASO	Mitigation of school fees through scholarships	School canteens in provinces with low enrolment rates for girls.			Allocation of female teachers to rural areas	Awareness campaigns		Training for teachers on girls' education.		
GUINEA	Abolition of fees		Construction of neighbourhood schools			Stimulation of demand by parental awareness raising				
YEMEN	Plan approved for "progressive realisation" of free education. Exemption of poorest from book charges and tuition.	School feeding programmes	More multigrade schools (and grade 1-3 satellites) in remote areas so that girls can study to grade 6 near to their homes.	Fencing of schools and provision of latrines and water.	Construction of 200 girls' schools. Female teachers through provision of teacher housing.	Sensitisation to increase awareness of the importance of girls' education- using religious leaders to spread messages	Revise curriculum to be "more responsive to local needs and priorities, especially those of girls".	More female teachers to act as role models		

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	<i>Removal of fees and direct costs</i>	<i>Addressing of lost opportunity costs</i>	<i>Schools near girls' homes</i>	<i>Latrines and Sanitation</i>	<i>Women teachers</i>	<i>Socio-cultural issues and community participation</i>	<i>Curriculum</i>	<i>Gender sensitive teachers plus role models for girls</i>	<i>Gender sensitive Text books and materials</i>	<i>Programmes to ensure girls are protected and respected</i>
MAURITANIA	Free primary education.	Opening of school canteens in disadvantaged areas.		Construction of separate latrines and drinking posts		Organise awareness campaigns				
MOZAMBIQUE			Locate schools closer to homes of students; Eliminate incomplete schools.	Water and sanitation facilities for all new schools	Attract women teachers to rural areas					
GAMBIA	No tuition or book fees in 1-5. Scholarship fund for all girls at upper basic and secondary level.	School feeding	ECCD centres attached to poorest schools in rural areas- to improve enrolment rates. Development of adult NFE focused on women	Separate - sex latrine facilities and sanitary provisions for menstruation .	Increasing number of female teachers including quota system for women enrolling at Gambia college.	"Sensitisation campaigns Ideas for incorporating Muslim elders into education system. Mothers clubs for effective community participation in "Girl- Friendly" School initiatives.	"Continual review" of curriculum to improve girls' performance	Increasing number of "Girl- Friendly" schools from 50 to 425.		Increasing number of "Girl- Friendly" schools from 50 to 425. Implementation of "sexual harassment policy" in schools and guidance and counselling services

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	<i>Removal of fees and direct costs</i>	<i>Addressing of lost opportunity costs</i>	<i>Schools near girls' homes</i>	<i>Latrines and Sanitation</i>	<i>Women teachers</i>	<i>Socio-cultural issues and community participation</i>	<i>Curriculum</i>	<i>Gender sensitive teachers plus role models for girls</i>	<i>Gender sensitive Text books and materials</i>	<i>Programmes to ensure girls are protected and respected</i>
GHANA	Free basic education. Scholarship programmes for poor girls Double capitation grants to rural schools for girls (as compared with boys)- giving incentive to enrol girls as well as reducing demands on poor families		Schools nearer to girls' homes (including multigrade and shepherd schools).	Separate sanitation facilities			Elimination of gender bias in the curriculum	Recruitment and deployment of female teachers as role models	Elimination of gender stereotyping in textbooks and educational materials	Systems for girls' security while at school. Guidance and counselling in schools to reduce sexual harassment and bullying of girls by male peers and teachers

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	<i>Removal of fees and direct costs</i>	<i>Addressing of lost opportunity costs</i>	<i>Schools near girls' homes</i>	<i>Latrines and Sanitation</i>	<i>Women teachers</i>	<i>Socio-cultural issues and community participation</i>	<i>Curriculum</i>	<i>Gender sensitive teachers plus role models for girls</i>	<i>Gender sensitive Text books and materials</i>	<i>Programmes to ensure girls are protected and respected</i>
NICARAGUA		Scholarships for <i>all</i> out of school children, to offset "lost opportunity costs"		Separate, hygienic latrines for girls and boys, and security fences, as "fundamental" level requirements		Additional funding to Atlantic Region to address issues specific to the remote indigenous communities, including language of instruction School Development Planning with strong community participation.	Whole strategy for quality integrated into a single model of decentralised, autonomous schools- an "Equitable Road to Quality Improvement". Student assessment and tracking (by gender).			
HONDURAS										

	AFFORDABILITY		ACCESSIBILITY	ACCEPTABILITY			EQUITY IN QUALITY			
	<i>Removal of fees and direct costs</i>	<i>Addressing of lost opportunity costs</i>	<i>Schools near girls' homes</i>	<i>Latrines and Sanitation</i>	<i>Women teachers</i>	<i>Socio-cultural issues and community participation</i>	<i>Curriculum</i>	<i>Gender sensitive teachers plus role models for girls</i>	<i>Gender sensitive Text books and materials</i>	<i>Programmes to ensure girls are protected and respected</i>
GUYANA						Strengthening school-community partnership				
VIETNAM	Plans to “eliminate user costs for disadvantaged children” and develop “affordable cost sharing arrangements”.	Schemes for ethnic minority areas.	Boarding facilities in ethnic minority areas.			Community participation in ethnic minority areas, increased use of local languages, pre-school year for all ethnic minority children to assist with transition to school.				

ANNEX F: GUIDELINES FOR ASSESSMENT AND ENDORSEMENT OF THE PRIMARY EDUCATION COMPONENT OF AN EDUCATION SECTOR PLAN

Introduction

1. This annex makes recommendations for strengthening from a gender perspective the FTI guidelines (26 January 2005 version) taking into account the findings of the Seel and Clarke report.

Background

2. The FTI guidelines for assessment and endorsement have a **twofold purpose**:
To provide evidence that a positive environment exists for productive investments in the education sector; and
To guide the donors in coordinating their support and providing their endorsement that a country's plan is credible and sustainable.

3. These guidelines are a **key tool** for the FTI process which are intended to be used to develop a succinct document that takes stock of a country's development plan, reflects on its quality and evaluates experience to date. Recommendations for donor action are expected in four areas:

- The estimated volume of external resources required over the next 3 years;
- The monitoring process;
- Critical gaps in knowledge or data;
- Capacity development issues.

4. A **six step approach** is suggested for taking the assessment and endorsement process forward. These are:

1. Listing the main documents available for the assessment;
2. Distilling baseline education indicators from the available documents;
3. Evaluate the proposed long term strategic direction for sector development
4. Assess the 3-5 year Action Plan and Identify capacity constraints
5. Assess the consultation process; and
6. Consolidate and summarise the assessment results.

These steps will be used to frame the proposed measures to strengthen the Guidelines from a gender perspective.

Step 1. Listing the main documents available for the assessment

6. This step involves the completion of a matrix to catalogue the available documentation. A major objective of this exercise is to permit an assessment of the knowledge base, whether it is up to date and has sufficient government ownership.

The matrix (table 1) as currently proposed is gender blind. It is recommended that the minimum requirement would be for there to be a gender analysis of the sector listed under the sub-section for *relevant education sector analyses*. Encouragement should be given for countries to build up their research base on gender and education with a focus on addressing inequalities.

7. It is further recommended that Table 1, when completed, be included on the FTI website in the interests of transparency, lesson learning and accountability.

Step 2. Distilling baseline education indicators from the available documents

8. Step 2 involves the summarising of essential background data '**disaggregated by gender**' in two tables (2A and 2B). The tables as currently formatted give insufficiently comprehensive guidance on which data should be disaggregated by gender. It is

recommended that the following should be explicitly disaggregated in **Table A** (Population and Education Indicators) in addition to those already signposted in this regard:

- HIV prevalence among adults;
- Gross enrolment rates;
- All indicators in the domain of *Primary education enrolments and student flow*;
- Absolute numbers of boys and girls out of school.

9. **Table 2B** is to be used for assessing country situation data in relation to education indicators for disadvantaged groups. It is recommended that gender disaggregation be used in relation to data on all education indicators relating to:

- a) disabled children
- b) indigenous groups;
- c) urban/rural populations; and
- d) best/worst performing regions.

Step 3. Evaluate the proposed long term strategic direction for sector development

Currently, there is no requirement to summarise overall sector objectives, policies and key strategies. It is recommended that there is a requirement, at the beginning of Step 3, to briefly summarise in a table overall sector priority objectives and strategies for achieving gender- equitable UPC.

10. Three fundamental questions are asked in this step:

1. What trade-offs are envisaged to reach the stated goal that is fiscally realistic and that accommodates other claims of public resources, including claims by other sub-sectors of the education system;
2. what structural policies are being adopted to ensure that student learning continues to improve in a context of rapid expansion; and
3. what policies are being adopted to meet the challenges to the system such as HIV and AIDS and the effects of conflict?

It is recommended that a fourth question be asked:

4. what specific policies are being adopted to meet the challenges of gender inequality in relation to enrolment, retention, completion and learning outcomes in a context of rapid expansion?

11. It is recommended that gender disaggregated data be sought for the following in **Table 3** for this step additional to those already required for *student flow indicators* in section a):

- Existing teachers (section b: *service delivery indicators*)
- New teachers (section b: *service delivery indicators*)

12. It is recommended that the section on costs of water and sanitation include a note that separate sanitation be provided for boys and girls.

13. It is further recommended that an additional section be added on the ***additional specific costs of addressing gender inequality*** such as:

- Demand side interventions: e.g. advocacy and community awareness raising; double capitation grants to schools for girls;
- Supply side interventions: e.g. in-service teacher training in gender and education issues; 'second chance' opportunities; developing 'girl friendly schools'; implementation of sexual harassment policies in schools; elimination of gender bias and stereotyping in textbooks.

Step 4. Assess the 3-5 Year Action Plan and Identify Capacity Constraints

14. Step 4 involves a focus on the implementation plan in terms of the following:
- a) Overview of budget;
 - b) Readiness for implementation;
 - c) Capacity development;
 - d) Preparation for longer term reform
15. Guidance on (d) specifies that if the strategy requires dealing with important gender parity issues, initiatives and incentives should be designed with a specific focus on promoting girls education including for the removal of cultural barriers to schooling. It is recommended that that this be reworded as follows:
- if the long term strategy requires dealing with significant gender inequality issues, interventions designed at addressing these through promoting girls' education should be sufficiently comprehensive in scope, coherent and well sequenced, addressing the key supply and demand side barriers to equality.*
16. **Table 4A** provides the opportunity to set out selected qualitative targets in the 3-5 Year Action Plan. This already has provision for gender disaggregation of students and numbers of new teachers. It is recommended that the table be slightly expanded to promote a more strategic approach to addressing gender inequalities by including the following:
- Number of new latrines (for boys and girls): (box for classroom construction);
 - Number of teachers and head teachers trained in gender issues; (box for gender strategy);
 - Textbooks revised from a gender perspective e.g. to remove gender stereotyping; (box for gender strategy);
 - Number of awareness campaigns for girls' education. (box for gender strategy).
17. **Table 4C** addresses **Capacity Constraints**. This usefully already includes gender disaggregation of data for teacher training and recruitment. It is recommended that the following be added to strengthen the gender responsiveness:
- Under **Data for better management**: systems for gender- disaggregated data collection and analysis
 - Under **Administration and Management**: capacity and structures for mainstreaming gender;
 - Under **Legal/Institutional Framework**: Enactment of laws on discrimination and equal opportunities (gender, HIV etc)

Step 5. Assess the consultation process

18. This needs to be strengthened from a gender perspective and it is recommended that **Table 5** include the following:
- Under **Government**: Ministry of Gender/Women's Affairs;
 - Under **Civil Society**: Key women's organisations/networks;

Step 6. Consolidate and summarise the assessment results

19. In guidance given for step 6 in paragraph 12, it is recommended that a sentence be added as a reminder that the assessment needs to include a gender perspective in all four areas.