Ensuring a Gender Perspective in Education in Emergencies

The following is the education chapter from a forthcoming handbook on gender mainstreaming in humanitarian action developed by the UN Inter-Agency Standing Committee and partner organizations. It is meant to serve as a resource for policy-makers and practitioners on how to ensure that gender concerns are integrated into all protection and assistance programs in humanitarian emergencies.

The term "Education in Emergencies" covers a broad range of crisis and disaster situations, including conflict and natural disasters. It refers to the educational responses appropriate in immediate and sudden emergencies, as well as to education provision during chronic crises and early reconstruction phases. The newly developed Minimum Standards for Education in Emergencies (MSEE)[1] cover all these situations and are relevant through each phase. There are underlying principles that underpin a broad range of education in emergency programs and policies, including formal and non-formal education for children, youth and adults. Particularly, there is focus on protection and on promoting the physical, social and emotional well-being of all learners.

For far too long, refugee and internally displaced children have been deprived of one of their most basic rights — the right to education. This is especially so for girls and young women. On average, displaced children spend eight years in displacement; their education cannot "wait" until they return home or are locally integrated. Providing structure and stability is particularly important for children and youth who are traumatized by displacement, and affording children and youth education during times of displacement provides the essential foundation for successful economic, social and political systems upon returning home.

Education in emergencies provides a channel for conveying health and survival messages and for teaching new skills and values, such as peace, tolerance, conflict resolution, democracy, human rights and environmental conservation. It is vital to reconstruction of the economic basis of family, local and national life and for sustainable development and peace building. Where a "window of opportunity" is seized for emergency education interventions that are oriented toward such ends, deep and long-term change in the education system is also promoted. Community participation is enhanced through ongoing consultation and engagement as well as through capacity-building activities with youth leaders and school management committees. Teacher training and capacity-building support for education officials are also important features of much work, especially in chronic crisis and early reconstruction contexts.

Gender perspectives and gender equality principles are critical to ensuring that all boys and girls are able to benefit equally from education in emergencies and that "windows of opportunity" to promote more gender-responsive and gender-equitable educational systems and structures are exploited. Yet the gender challenges are great; boys and girls, men and women experience shifts in gender roles, relations and identities in emergencies, creating new education needs. Male and female teachers also have different experiences and different priorities that need to be addressed.

Most critically, there are often large gender disparities in both the supply and demand of education, usually to the disadvantage of girls. On the supply side, schools are often at a distance and not easily accessible for girls, especially disabled girls; they are often staffed exclusively by male teachers, with only minimal sanitation facilities. In some instances, being in school, and the journey to and from school, places girls at considerable risk of sexual violence, abuse and exploitation. Going to school may place boys at risk from different dangers, such as forced recruitment. On the demand side, impoverished families may prioritize boys' education and not have the money to pay for girls' school fees, uniforms and other supplies. Girls are also often relied on to do household chores, care for siblings and generate family income. Early marriage and pregnancy are additional barriers to girls taking up or continuing their schooling. Where girls are enrolled in high numbers, drop out rates towards the end of primary school are usually high.

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[1] www.ineesite.org. See resources section for more information.

1. Information required to meet the Minimum Standards and to provide gender-sensitive education in emergencies[2]

1. Nature, cause and manifestation of the emergency on education	• Impacts on the lives of displaced boys and girls (e.g., recruitment, abduction, increased household chores), including access to education • Impacts for displaced men and women (including teachers) • Impacts for men, women, girls and boys of host community, including access to education
2. Demographics	• Number of displaced girls and boys – where are they? In camps or not? How long have they been there? • Numbers of boys and girls in the host communities and their access to education • Breakdown by sex and age and if relevant by ethnic group of each. Also number of girl-mothers
3. Comparison with pre-emergency	• Explain any differences between current and pre-emergency scenario from gender perspectives
4. Levels of education	• Number of boys and girls requiring pre-school education • Number of boys and girls requiring primary education • Number of boys and girls requiring secondary education • Number of out-of-school adolescent girls and boys
5. What languages are used by the children	• Mother tongue? Spoken? Written? • Other languages? Spoken? Written? • Do girls and women have the same proficiency in any "official" language as boys and men?
6. Community maps	• Are there locations to which girls and women in particular go – toilets/sanitation blocks? Clinic? Firewood collection points? Water points?
7. Availability and accessibility of school/classroom structures	• Are the possible locations equally accessible to girls and boys? (e.g., in a mosque?) • What are the direct and indirect costs for girls and boys to attend school?
8. Facilities at possible schools/classrooms	• Are latrines accessible? Separate latrines for girls and boys? • Are the latrines in safe places for girls to go? • Is water available? • Can sanitary pads be made available for girls in school?
9. Distance to classes	• Is the distance to be traveled to proposed locations acceptable by parents for girls? • Is the route safe for girls and boys?
10. Household chores and other work	• What sort of work are boys and girls involved with? • How many hours a day? What time of day? • Where does it take place? (At home? In fields?)
11. Learning materials	• How inclusive of girls are the learning materials available? Do they include pictures of girls and boys? Stories and texts appropriate for both? Do they perpetuate gender stereotypes?
12. Teaching materials are available	• Are teaching materials available to help teachers address specific topics needed by girls and boys? (e.g., reproductive health for girls?)
13. Teachers	• Are there male and female teachers available? At all grade levels? What are their levels of qualification and experience? • Are there para-professionals? Other women in the community who could support girls in school and be involved in teaching and/or mentoring?

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[2] Based on, and to be used with, checklist from MSEE, p33.

14. Teacher trainers and support	• Are there female teacher trainers and support staff? • Are there other women in the community to support the teachers (especially women)?
15. Accompanied/ Separated children	• How many (what percentage of) girls and boys are separated from their family? Accompanied by only 1 parent (mother/father?) Accompanied only by siblings? By other family members? By other community volunteers?
16. Household heads	• Who is the head of their households? How many (what percentage of) girls and boys are heading their households?
17. Economic backgrounds	• Economic situation of families and how this affects girls and boys
18. Special gender-sensitive messages to be conveyed related to specific vulnerabilities and protection needs?	• E.g., HIV/AIDS and STI infection? Child and baby care? Healthy menstruation management? Gender-based violence (GBV) and domestic violence? Information on reporting mechanisms and follow up for harassment and GBV?

2. Actions to ensure gender mainstreaming in education in emergencies

Category and Standards[3]	Actions
Community Participation *1: Participation* *Emergency-affected community members actively participate in assessing, planning, implementing, monitoring and evaluating the education programme.* *2: Resources* *Local community resources are identified, mobilised and used to implement education programmes and other learning activities.*	• Sensitize communities of the importance of girls' education • Develop strategies to ensure that women and girls as well as men and boys actively participate in education meetings and in trainings (e.g., pay attention to appropriate meeting timings, locations, provide childcare facilities, consider single-sex meetings) • Include women and men on community education committees and provide gender training if necessary to ensure their voices are heard and taken seriously • Engage women and men in school-related activities such as school feeding, arranging escorts to school, parents' mobilization • Engage local community, especially women and girls, in the design and location of school sanitation facilities
Analysis *1: Initial assessment* *A timely education assessment of the emergency situation is conducted in a holistic and participatory manner.* *2: Response strategy* *A framework for an education response is developed, including a clear description of the problem and a documented strategy for action.* *3: Monitoring* *All relevant stakeholders regularly monitor the activities of the education response and the evolving education needs of the affected population.* *4: Evaluation* *There is a systematic and impartial evaluation of the education response in order*	• Include gender as an important dimension of the initial assessment and ongoing monitoring and evaluation • Develop project indicators to reflect progress towards gender equality • Design initial assessment, and monitoring and evaluation tools to gain gender-related insights • Consult regularly with women and girls, men and boys as part of monitoring and evaluation activities

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[3] Categories taken from MSEE.

to improve practice and enhance accountability.	
Access and Learning Environment *1: Equal access* *All individuals have access to quality and relevant education opportunities.* *2: Protection and well-being* *Learning environments are secure, and promote the protection and mental and emotional well-being of learners.* *3: Facilities* *Education facilities are conducive to the physical well-being of learners.*	• In refugee and IDP contexts, provide, to the extent possible, access to education for girls and boys • Create access for all to quality and relevant education opportunities; pay particular attention to marginalized girls, for example, adolescent girls, girl mothers and provide flexibility and "open" programs, with early childhood education (ECE) programs if needed • Set the hours for classes at convenient times for those children involved with household and field work and chores • Ensure that learning environments are secure and promote the protection, physical, mental and emotional well-being of learners. Pay particular attention to disproportionate impacts of insecurity on girls and women and vulnerability to GBV, e.g., provide escorts to and from school for girls, employ classroom assistants, provide girls with reporting guidelines and follow-up procedures, establish codes of conduct for teachers • Monitor sexual harassment, provide confidential complaint reporting mechanisms and follow-up with clear procedures • Provide training to teachers to enable them to create gender-sensitive learning environments • Where single-sex classes are preferred, provide separate classrooms/locations or timings for girls and boys • Provide separate male and female latrines – in safe places • Provide appropriate clothing and sanitary provision for girls to attend school and fully participate
Teaching and Learning *1: Curricula* *Culturally, socially and linguistically relevant curricula are used to provide formal and nonformal education, appropriate to the particular emergency situation.* *2: Training* *Teachers and other education personnel receive periodic, relevant and structured training according to need and circumstances.* *3: Instruction* *Instruction is learner-centred, participatory and inclusive.* *4: Assessment* *Appropriate methods are used to evaluate and validate learning achievements.*	• Promote learner-centered, participatory and inclusive instruction, reaching out to and engaging girls actively in class • Develop gender-sensitive curricula addressing the specific needs, perspectives and experiences of girls and boys, including reproductive health and HIV/AIDS content • Include gender equality and gender sensitive teaching strategies in teacher training courses • Establish ethical assessment and examination processes, which protect girls and women (e.g., ensure teachers cannot use grade allocation to exploit girls)
Teachers and Other Education Personnel *1: Recruitment and selection* *A sufficient number of appropriately qualified teachers and other education personnel is recruited through a participatory and transparent process based on selection criteria that reflect diversity and equity.*	• Develop (with community) and implement a code of conduct for teachers that addresses sexual harassment, abuse and exploitation. Ensure that it is consistently applied • Use creative strategies to proactively recruit and to retain women teachers (e.g., entry through classroom assistant program, part-time positions) • Where possible ensure that women teachers are placed in high status positions – i.e., not only early years classes and "soft" subjects • Include gender equality and girl-friendly teaching strategies in the criteria for teacher supervision

2: Conditions of work *Teachers and other education personnel have clearly defined conditions of work, follow a code of conduct and are appropriately compensated.* *3: Support and supervision* *Supervision and support mechanisms are established for teachers and other education personnel, and are used on a regular basis.*	• Ensure that women teachers are equally able to participate in school meetings and professional development (e.g., select timing carefully, provide childcare, meet with husbands)
Education Policy and Coordination *1: Policy formulation and enactment* *Education authorities prioritise free access to schooling for all, and enact flexible policies to promote inclusion and education quality, given the emergency context.* *2: Planning and implementation* *Emergency education activities take into account national and international educational policies and standards and the learning needs of affected populations.* *3: Coordination* *There is a transparent coordination mechanism for emergency education activities, including effective information sharing between stakeholders.*	• Make policy decisions to reduce the cost of schooling for girls' families (e.g., feeding programs, take home rations and items) • Consider how resources can be coordinated (inter-agency, inter-organization) to expand programming to include hard to reach girls (e.g., internally displaced people (IDPs), young mothers, urban refugees) • Include specific commitment to gender equality in coordination statements/agreements between partners (e.g., UNHCR, NGOs and governments) • Explicitly locate emergency education within Convention on the Rights of the Child (CRC), Education for All (EFA), Millennium Development Goals (MDG) frameworks • Support and promote education policies and laws that protect against gender discrimination in education

3. Indicators[4] to assess gender mainstreaming in education in emergencies

Categories	Possible Gender Indicators (Qualitative and Quantitative)
Community Participation	Number of women involved in community education committees on a regular basis Extent of women's input to community education plans Extent to which education plans reflect gender equality issues % of women trained in community capacity building % of girls involved in child/youth participation activities Number of community members provided with gender training
Analysis	Amount of sex- and age-segregated data collected Extent to which gender issues are included in the analyses Number of women & girls consulted in assessment, monitoring and evaluation processes
Access and Learning Environment	Net Enrollment Ratio of girls and boys % of girl mothers enrolled % of disabled, refugee, IDP and other marginalized girls enrolled Sex-desegregated enrollment rates by grade level Sex-desegregated school attendance rates Sex- and grade level-desegregated drop out rates Number of reported incidents of sexual abuse and exploitation Existence of a "safe school" policy with clear implementation actions
Teaching and	Extent and quality of teachers' attempts to create girl-friendly classroom environments and to

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[4] These are specific gender equality indicators and should not be confused with the broader, 'indicators' of the MSEE.

Learning	use teaching strategies to engage girls
	Extent to which girls and women are actively portrayed in textbooks and learning materials
	Extent of curriculum adaptation to meet specific girls and boys needs
	Sex-desegregated achievement measures (e.g., exam results)
	Number of women and men teachers involved in in-service training
	Number of teachers provided with gender training
Teachers and Other Education Personnel	% of women teachers
	% of women teacher trainers
	Positions occupied by women in school
	Attitudes of male teachers, community members and students towards women teachers
	Number of women involved in teacher-entry programs
	Number of teachers (male and female) who are trained on and have signed a code of conduct
Education Policy and Coordination	Extent to which gender issues are addressed in coordination meetings
	Extent to which gender concerns are reflected in coordination statements/agreements

The ***Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction*** are the result of two years of consultative work facilitated by the Inter-Agency Network for Education in Emergencies (INEE) Working Group on Minimum Standards, involving over 2,250 individuals from more than 50 countries. The standards, indicators and guidance notes articulate the minimum level of educational access and service to be attained in emergencies through to early reconstruction. The standards represent a universal tool to define a minimum level of educational quality and help ensure the right to education for people affected by crisis.

Gender is a theme that cuts across all the categories of the Minimum Standards. Because of their grounding in the CRC and Education for All commitments, meeting any of the standards necessarily implies doing so for *all* affected children and adults. There are also standards which have especially positive impacts for girls, such as Teaching and Learning Standard 3: "Ensure that instruction is learner-centered, participatory and inclusive." Gender concerns are made more explicit in other standards. Access is clearly a priority issue (Access Standard 1), but attention to women's participation in community consultation and education support (Community Participation, Standards 1 & 2), to the facilities (Access Standard 3), the content of the curriculum (Teaching and Learning Standards 1 & 3) and the recruitment and support of women teachers (Teachers and Other Education Personnel, Standard 1) also convey the need for gender to be considered in all components and in all dimensions of education provision.

From the onset of an emergency, an in-depth gender-based analysis of the situation is required.

4. Resources:

Bensalah, Kacem, ed. Guidelines for Education in Situations of Emergency and Crisis: EFA strategic planning. UNESCO, Paris, 2003. http://www2.unesco.org/wef/en-leadup/findings_emergency%20summary.shtm

Howgego, Mugisha, C. (2004). Gender Imbalance in Secondary Schools. *Forced Migration Review 22*, January 2005 (http://www.fmreview.org/FMRpdfs/FMR22/FMR2216.pdf)

Inter Agency Network on Education in Emergencies (INEE). www.ineesite.org

INEE. Good Practice Guide: Towards gender equality/girls and women's education. http://www.ineesite.org/inclusion/gender.asp

INEE. Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction. December 2004. http://www.ineesite.org/standards/MSEE_report.pdf

International Institute for Educational Planning (forthcoming). The Guidebook for Planning Education in Emergencies and Reconstruction (Chapter on Gender). Will be available at:
http://www.unesco.org/iiep/eng/focus/emergency/emergency_1.htm/

Kirk, Jackie. Teachers Creating Change: Working for Girls' Education and Gender Equity in South Sudan. Equals, Beyond Access: Gender, Education and Development, November/December 2004.
http://k1.ioe.ac.uk/schools/efps/GenderEducDev/IOE%20EQUALS%20NO.9.pdf

Kirk, Jackie. Promoting a Gender-Just Peace: the Roles of Women Teachers in Peacebuilding and Reconstruction. Gender and Development, November 2004.
http://www.oxfam.org.uk/what_we_do/resources/downloads/gender_peacebuilding_and_reconstruction_kirk.pdf)

Kirk, Jackie. EFA Monitoring Report: Women in contexts of crisis: Gender and Conflict.
http://portal.unesco.org/education/en/ev.php-URL_ID=25755&URL_DO=DO_TOPIC&URL_SECTION=201.html

Sinclair, Margaret. Planning Education In and After Emergencies. 2002.
Available for purchase from http://www.unesco.org/iiep/eng/publications/pubs.htm

Sommers, Marc. Coordinating Education during Emergencies and Reconstruction: Challenges and Responsibilities. 2004. http://www.ineesite.org/core/default.asp

UNHCR. Learning for a Future: Refugee Education in Developing Countries. January 2002.
http://www.unhcr.ch/pubs/epau/learningfuture/learningtoc.htm

Women's Commission for Refugee Women and Children. Don't Forget Us: The Education and Gender-Based Violence Protection Needs of Adolescent Girls from Darfur in Chad. July 2005.
http://www.womenscommission.org/pdf/Td_ed2.pdf

Women's Commission for Refugee Women and Children. Global Survey on Education in Emergencies. February 2004. http://www.womenscommission.org/pdf/Ed_Emerg.pdf

Women's Commission for Refugee Women and Children. Youth Speak Out: New Voices on the Protection and Participation of Young People Affected by Armed Conflict. January 2005.
http://www.womenscommission.org/pdf/cap_ysofinal_rev.pdf

For more information, please visit
Inter Agency Network on Education in Emergencies www.ineesite.org;
International Rescue Committee www.theIRC.org; and
Women's Commission for Refugee Women and Children www.womenscommission.org.