Gender Mainstreaming in Teacher Education Policy

A Training Module

UNESCO-IICBA, 2012
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Emebet Mulugeta
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I - Background

The year 2015 set a standard by which countries will be assessed as to their performance in implementing the commitments they have made. These include the Education for All (EFA) Goals, which were formulated in 1990, and the Millennium Development Goals (MDGs) set in 2000. EFA aims to achieve gender equality in education by 2015. The commitment was renewed and affirmed in Dakar, Senegal, in April 2000. Goal 6 of the Dakar Framework for Action is eliminating gender disparities by 2005, and achieving gender equality in education by 2015, and goal 2 gives emphasis to ensuring that by 2015 all children, particularly girls, children in difficult circumstances, and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality. Similarly, the MDGs have the achievement of universal primary education, and elimination of gender disparity in primary and secondary education preferably by 2005, and at all levels of education no later than 2015 as Goal 2.

Although progress has been observed in the enrollment of children, countries still need to take serious and continued actions in order to be able to meet these goals. The EFA global monitoring report 2010 indicates that the current trend of progress will put countries at a risk of leaving some 56 million children out of school in 2015 (UNESCO, 2010). It has further remarked that the gender disparity in elementary level is widest in sub-Saharan Africa. Improvement has been noted in closing the gender gap in school enrollment, especially in elementary education. However, the disparity still exists at all levels, and significantly at secondary and tertiary levels.

Various factors cause this gender disparity in education, one being the unavailability of sufficient number of female teachers, especially at secondary and tertiary levels. In order to rectify this imbalance and thereby increase enrollment and success of female students, intervention has to be made at both policy and practice levels. It is with this in mind that this training module has been developed.
II - Introduction

The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action in 1995. It came as a result of the realization that not much has been achieved in reducing gender disparities in the different sectors and levels, and changing the situation of women despite the efforts made for over several years. Gender mainstreaming is promoted by the knowledge that significant change cannot be achieved by adding women-focused programs at the margins.

According to the UN (1997), mainstreaming a gender perspective is the “process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels”. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. It takes into account gender equality concerns (men’s and women’s) in all policy, programs, projects, and organizational procedures thereby contributing to gender balances/equality.

In the context of teacher education policy development, gender mainstreaming ensures that teacher policies are designed with the knowledge that the society we live in is not gender-balanced, favoring one gender over the other, usually women taking the disadvantageous position, and that all the policy components address these gender equality issues. This module aims to discuss the basic components of a public policy; raise the various gender issues that need to be considered in a policy cycle, as well as explain the steps that need to be taken in order to mainstream gender in teacher education policy.
III - The Module

The module consists of five units: i) The Context of Gender Equality in Teacher Education Policy, ii) The Concept of Public Policy, iii) Making of Public Policy-The Policy Cycle, iv) Gender Based Analysis of Policy with a focus on Teacher Education Policy, and v) Gender Mainstreaming in Teacher Education Policy. Though the discussion focuses on teacher education policy, the module could be used for training on Gender Mainstreaming in Policy in general.

Each unit begins with unit objectives and warming up exercise that will be used as an ice breaker as well as a transition to the discussions. At the end of each unit participants are given exercises; some of them are group work and others discussions at a plenary. The exercises are meant to help participants to internalize the various concepts discussed as well as apply the skills they have acquired during the sessions.

The first unit discusses the legal context under which countries attempt to address gender equality issues, while the second deals with the concept of public policy, the basic components of policy, and the policy process. The third unit devotes itself to the policy cycle, while gender analysis of the policy process is discussed in the fourth unit. The last unit deals with the process of gender mainstreaming in the policy process as well as ensuring that the basic components of a policy take into consideration relevant gender issues.
Unit 1: The Context of Gender Equality in Teacher Education Policy

Unit Objectives

By the end of this unit, participants will:

- Become aware of the various international, regional and national commitments that states have entered to promote gender equality; and
- Explain how these commitments are expressed in the context of teacher policy.

Warming Up Exercise

- What do we mean by international, regional and national commitments countries enter?
- What is the necessity of these commitments?
- Which international and regional gender related instruments are you familiar with?

Countries undertake various measures to enhance gender equality in all spheres within the framework of various international and regional legal instruments they have adopted or ratified. In some countries, these international and regional instruments have become part of the law of the land. Many ministries of gender/women in Africa have also developed their national action plans on gender equality within the framework of these instruments, mostly the Beijing Platform of Action (POA). Therefore, these instruments serve as leverages to persuade states to address gender equality issues in their various policies and also set the context within which we attempt to mainstream gender issues. Some of these legal instruments will be discussed in this unit.
A. International Commitments

CEDAW

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is one of the comprehensive conventions addressing gender/women’s issues. It was adopted in 1979 by the UN General Assembly. The CEDAW recognizes that discrimination against women violates the principles of equality of rights and respect for human dignity, and hinders women’s participation in economic, social, cultural, and political life of their countries, thereby obstructing the development of their countries. In order to eliminate discrimination, the CEDAW obliges countries to incorporate the principles of equality and non-discrimination in their countries’ constitutions and other relevant legislations. It further demands that all legal instruments that perpetuate discrimination be abolished.

Regarding education, Article 10 of the CEDAW lists out a number of measures that states need to take to ensure that women benefit equally and equitably at all levels of education, including the elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education. The reduction of female student drop-out rates and designing programs for girls and women who have left school prematurely are also stipulated. Article 11 further requires the rights to a free choice of employment and profession, promotion, job security, benefits, on-job and advanced trainings.

EFA Goals

Another international commitment is achieving the EFA goals, which were formulated on the World Conference on Education for All, Jomtien, Thailand in 1990. The EFA aims to achieve gender equality in education by 2015. This commitment was renewed and affirmed in Dakar, Senegal, in April 2000. The framework adopted in Dakar, called Dakar Framework for Action, comprises six goals:

- Expand early childhood care and education;
- Free and compulsory primary education of good quality by 2015;
- Promote the acquisition of life-skills by adolescents and youth;
- Expand adult literacy by 50% by 2015;
- Eliminate gender disparities by 2005, and achieve gender equality in education by 2015; and
- Enhance educational equality.

ICPD

In 1994, the International Conference on Population and Development (ICPD) was held in Cairo in which 184 countries participated. A Platform of Action (POA) was adopted, which considered women’s rights to health as very important components.

One of the goals under ‘Women’s Empowerment’ is ensuring the enhancement of women’s contributions to sustainable development through their full involvement in policy and decision-making processes at all stages, and participation in all aspects of
production, employment, income-generating activities, education, health, science and technology, sports, culture and population-related activities and other areas, as active decision makers, participants and beneficiaries. It is further stipulated that all women, as well as men, are provided with the education necessary for them to meet their basic human needs and to exercise their human rights.

In relation to the girl child, the ICPD demands that beyond the achievement of the goal of Universal Primary Education (UPE) in all countries before the year 2015, all countries ensure the widest and earliest possible access by girls and women to secondary and higher levels of education, as well as vocational education and technical training, bearing in mind the need to improve the quality and relevance of that education.

Beijing POA

The Fourth World Conference on Women, which was held in Beijing in 1995, adopted the POA that contained 12 critical areas, among which education is one. The POA included measures that countries need to take in order to ensure the equality of women in the area of education at all levels. Regarding tertiary education, under Strategic Objective B, the POA stipulates the elimination of gender disparities in access to all areas of tertiary education by ensuring that women have equal access to career development, training, scholarship, and fellowship. It also calls for a gender-sensitive educational system in order to ensure equal educational and training opportunities and full and equal participation of women in educational administration and policy and decision-making. The elimination of gender stereotypes in curricula and textbooks for all levels of education, including teacher training, is emphasized. In relation to career development of teachers, it is mentioned that actions would be taken to ensure that female teachers and professors have the same opportunities and equal status with male teachers and professors, in view of the importance of having female teachers at all levels and in order to attract and retain girls in school.

MDGs

The MDGs were adopted by world leaders in September 2000. They contain 8 goals set to be achieved by 2015, with the aim of reducing poverty worldwide. The MDGs provide concrete, numerical benchmarks for tackling extreme poverty from many dimensions. Goal 3 of the MDGs focuses on promoting gender equality and the empowerment of women, with Target 3a demanding the elimination of gender disparity in primary and secondary education by 2005, and at all levels by 2015. The ratio of girls to boys in primary, secondary, and tertiary education is the indicator to be used to measure progress.
B. Regional Commitments

Dakar Declaration
At the Fifth Regional Conference on Women in Dakar, 1994, the African Platform for Action was adopted. The Dakar Declaration specifically recognizes some critical areas of concern for African women, ranging from poverty, education, health, legal rights to culture and the family. It notes that women's political empowerment and their involvement in the peace process and environmental protection movements, needs to be upgraded. Participating states declared that equality and development are the basis for their commitment to the principles, objectives and priorities enshrined in the Declaration.

Solemn Declaration on Gender Equality in Africa
In July 2004, heads of states and governments of Member States of the African Union (AU) adopted the Solemn Declaration on Gender Equality in Africa. The declaration covers several gender issues and also reiterates the implementation of earlier commitments that African heads of states have made to address gender in various sectors. Among the issues mentioned are: hastening the implementation of gender specific economic, social, and legal measures aimed at combating the HIV/AIDS pandemic; extending the gender parity principle adopted regarding the Commission of the African Union to all the other organs of the African Union; ensuring the active promotion and protection of all human rights for women and girls; and actively promoting the implementation of legislation to guarantee women's land, property and inheritance rights including their rights to housing. The Declaration reflects a serious concern regarding girls'/women's education. It specifically mentions that states are to take specific measures to ensure the education of girls and literacy of women, especially in the rural areas, to achieve the goal of EFA.

The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa
The Protocol stipulates that State Parties shall combat all forms of discrimination against women through appropriate legislative measures (Art. 2). Article 12 concerns itself with the right of women to education and training. It stipulates the elimination of all forms of discrimination against women and the guarantee of equal opportunity and access in the sphere of education and training. The elimination of all stereotypes in textbooks, syllabuses and the media, that perpetuate such discrimination; the protection of women, especially the girl-child from all forms of abuse, including sexual harassment in schools and other educational institutions and the integration of gender sensitization and human rights education at all levels of education curricula including teacher training are the other provisions included in the Protocol.
SADC Declaration on Gender and Development

The 1997 Declaration by the heads of states of the Southern African Development Community (SADC Declaration) is another regional instrument. The Declaration has clearly indicated that SADC countries reaffirm their commitment to Nairobi Forward Looking Strategies\(^1\), the Africa Platform of Action and the Beijing Declaration and Platform for Action, which all fully address girls’/women’s education. Specifically on education, the commitment to enhance access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and professions is stipulated.

NEPAD

In October 2001, the New Partnership for African Development (NEPAD) was launched in Abuja, Nigeria. NEPAD recognizes the importance of popular participation, and hopes to stimulate the voices of civil society, including those of women’s associations, and it underlines the importance of reduction of poverty among women. The program calls for the promotion of the role of women in ‘social and economic development by reinforcing their capacity in the domains of education and training’; by the development of revenue-generating activities through facilitating access to credit, and by assuring their participation in the political and economic life of African countries (point 49). High priority is given to tackling communicable diseases, including malaria and HIV/AIDS. In addition, the importance of access to Information and Communication Technology (ICT) is underlined.

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**End of Session Exercise**

- Please discuss the international, regional and national commitments your specific country has entered.
- What measures have been taken in order to implement these commitments?
- How do these commitments and the measures taken relate to teacher education issues?

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\(^1\) After the formation of the United Nations, the pressure to address women’s/gender equality issue was felt from different direction. Accordingly, the United Nations Development Fund for Women, currently known as UN Women was established within the UN and various international conferences were held. The period from 1976 to 1986 was also called United Nations Decade for Women, in which commitment was made to take various initiatives to eliminate obstacles to the improvement of the status of women at the national, regional and international levels. The Forward-looking Strategies for the Advancement of Women during the Period from 1986 to the Year 2000 provide concrete measures to overcome the obstacles to the achieving the gender equality goals and objectives set for the period between 1975 and. They reaffirm the international concern regarding the status of women and provide a framework for renewed commitment by the international community to the advancement of women and the elimination of gender-based discrimination.
Unit 2: The Concept of Public Policy

Unit Objectives

By the end of this unit, participants will:

- Define the concept of public policy;
- Explain the multidimensional nature of problems that policy deals with;
- Elaborate on the importance of public policy in solving public problems;
- Explain the different components of a policy and how they relate to one another; and
- Discuss the characteristics of public policy.

Warming Up Exercise

- What do you think a policy is?
- What are the major components of a policy?
- How is policy translated into practice?

A. What is a Public Policy?

Policy is a guideline or a framework chosen by public authorities to address a certain problem or interrelated set of problems. Social problems may come in sets, not always as a single problem. An example could be the issue of unemployment, which is linked to the type of curriculum offered at educational institutions and other economic and social matters.

This definition is based on a classical rational problem solving model which assumes that:

- Problems can be clearly defined. This is a problematic assumption since problems can have multiple dimensions, interactions with many other social and economic issues, and the extent, dimensions, and their impacts may differ from one group to the other. For example, HIV & AIDS has health, economic, social and ethical dimensions, and the extent of the problem vary depending on age, educational level, socio-economic status, and residence of individuals impacted by the virus.
- Social values can be determined. This is another problematic assumption since values differ from place to place, and from communities to communities based on several factors. For example, an issue valued by the elderly may not be valued by the young generation.
• Alternatives will be identified and addressed. Since social problems have
different dimensions and one issue can interact with others, it would be
challenging to come up with most favorable alternatives that can easily be
implemented.
• Optimal alternatives will be implemented. In social and public life, all options
have some unanticipated or negative repercussions. Therefore, it is not
always easy to come up with optimal alternatives.

As a result of these arguments, the impression that policies are guidelines that could
easily be developed and implemented to solve social problems need to be taken
cautiously. Policy development and implementation could be challenging and murky.

A policy is important for many reasons:
• It gives direction for actions that need to be taken in order to solve a problem
or to benefit from opportunities;
• It gives a common understanding among the various sectors as to how to
approach problems;
• It shows government’s commitment to address social issues;
• It has a legal status that enforces implementation; and
• It enables follow up of implementation in the endeavor to solve problems.

The importance of policy, more specifically education policy, has been summarized
in the following manner. “It can help to guide future decisions and actions in
educational development, including those by international cooperation agencies,
in a coherent way. It also represents the government’s public commitment to the

Despite the importance of public policy, not everything that governments do is
based on policy. Unanticipated problems as well as opportunities may compel
governments to take measures without formulating a policy.

B. Basic Components of a Policy

A policy has at least three basic components: problem definition, goals, and
instruments through which the goals are to be attained.

First, problems have to be identified and defined. The identification and definition
of problems might take a long time and could be the outcome of discussion at
different levels. However, the actual policy does not include all these details.
Problems usually come in sets and as a result the definitions consider different
dimensions, for example, the issues of environment.

The next component, goals, is related to problem definitions. Goals are the desired
state of situation that requires policy intervention through solving the identified
problems. Goals are usually classified into general goals and specific goals. General
goals are statements that are agreed upon by all. Specific goals are related to the
general goal, and contribute to the achievement of the general goal.
The third component is the policy instrument or the means by which the problems are addressed in order to solve the defined problem, thereby to achieve the goals. Policy instruments answer the question, ‘how’. Some policies call them strategies. Example, HIV & AIDS policy may include education, care for people living with the virus, VCT, etc. as instruments. Choice of instruments is influenced by perception of legitimacy. For example, use of abortion as a family planning method could be very controversial in certain settings.

Policy is like a research project in that it should have internal consistency among the three major elements: problem definition, goals and instruments. In other words, the objectives should be derived from the identified problems and the instruments should be appropriate for achieving the goals. It is also expected that a policy is vertically and horizontally consistent (what governments do in one sector does not contradict what they do in another). Policy statements are normally fairly abstract and general. They must be actualized through an implementation process that elaborates programs and activities to give the policy effect.

The definition given to policy implies that policy by itself is not an end; it is a means, a means of solving certain problems or a means of utilizing a certain opportunity. Therefore, policy mostly plays an instrumental role.

Policy is usually issued by individuals who have legitimate authority to enforce guideline for actions. Once the policy is issued, other individuals in the sector articulate, refine, and implement the policy through various programs that they design.

**Exercise**

There are 12 statements in the following table. Each statement is either a problem that a policy deals with, or a goal, or an instrument/strategy. Please indicate what each statement is in the space given in the third column.

<table>
<thead>
<tr>
<th>No</th>
<th>Statements</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Promoting awareness of the importance of teacher welfare.</td>
</tr>
<tr>
<td>2</td>
<td>Appointing gender focal persons in teacher education divisions.</td>
</tr>
<tr>
<td>3</td>
<td>School distance deters female children from attending.</td>
</tr>
<tr>
<td>4</td>
<td>Quality of education is deteriorating.</td>
</tr>
<tr>
<td>5</td>
<td>Establishing girls’ clubs.</td>
</tr>
<tr>
<td>6</td>
<td>Fostering the notion of teaching as a life-long career.</td>
</tr>
<tr>
<td>7</td>
<td>Ensuring that the teacher-pupil ratio doesn’t exceed 1:40.</td>
</tr>
<tr>
<td>8</td>
<td>Improving quality of Technical and Vocational Education.</td>
</tr>
<tr>
<td>9</td>
<td>Increasing the proportion of women in decision making positions.</td>
</tr>
<tr>
<td>10</td>
<td>Women make up only 13% of the teachers at secondary level.</td>
</tr>
<tr>
<td>11</td>
<td>Creating a budget line for activities related to girls’ education.</td>
</tr>
<tr>
<td>12</td>
<td>Streamlining curriculum, examination as well as the administration and financing of education to provide for uniformity.</td>
</tr>
<tr>
<td>13</td>
<td>Creating access to secondary education to be able to meet the MDGs.</td>
</tr>
<tr>
<td>14</td>
<td>Female teachers are not willing to be deployed in rural areas because of various socio-cultural factors.</td>
</tr>
<tr>
<td>15</td>
<td>Promoting Kiswahili as a national language by making Kiswahili and English media of instruction in schools.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Answer</th>
<th></th>
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<td></td>
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</tbody>
</table>
C. Characteristics of Policy

Policy:

- denotes belongingness: policy has ownership; it is owned by a certain country and a specific sector.
- signifies commitment: policy not merely a proposal; it is a visibly stated intention;
- has a status, or claimed to have a certain status, possibly bestowed to it by a prior event of some kind;
- possesses the attribute of specificity: a policy must have a certain degree of specificity in order to be distinguished from other policies in other sectors.

Policy formation takes place in a context. Every country has its history, economic, social, and cultural background, some of which create the need for a specific policy, some elements of which interfere with the issues promoted by the policy, while others may interfere with or constrain the policy issues.

Among the important issues in relation to context are values. All individuals have value systems that are shaped by their background – upbringing, knowledge, information sources, culture and life experiences, which influence the way they look at policy issues and the approach they take. The values, bureaucratic and political processes, and the system of the organization in which they work also influence their values. These in turn shape, and are shaped by the overall values in the society. Gender sensitive policies may sometimes conflict with the dominant value system in the society. Those responsible for policy development and analysis must be aware of these conflicting and competing values and take appropriate measures for the policy implementation to take place (Status of Women in Canada, 1996).

Exercise – Brainstorm

How do gender issues fit in our specific socio-cultural context?

End of Session Exercise

- Please look at the copy of the policy that you brought with you
- Identify the different components of the policy.
  - What are the major problems identified in the policy?
  - What are two of the goals?
  - What instruments are put in place to address the identified problems?
Unit 3: Making of Public Policy-The Policy Cycle

Unit Objectives

By the end of this unit, participants will be able to:

• Explain the different phases in a policy cycle and the challenges in each phase;
• Discuss the gender issues that arise at each stage of the policy cycle; and
• Elaborate on the requirements needed for government and other stakeholders to implement policy.

Warming Up Exercise

• How is a policy developed?
• Does it follow a specific procedure?
• How does the shape of policy process look like?

A. The Policy Cycle

Stages of Policy Process

Different literatures come up with various, yet similar, stages of policy analysis. For example, Haddad (1995:25) presents the stages as follows:

1. Analysis of the existing situation;
2. The generation of policy options;
3. Evaluation of policy options;
4. Making the policy decision;
5. Planning of policy implementation;
6. Policy impact assessment; and
7. Subsequent policy cycles (p. 22).

On the other hand, Pal (2002) identifies five stages of a policy cycle. In this module, deliberation would be made on these five stages: Problem Definition and Agenda Setting; Policy Formulation; Policy Legitimation; Implementation, and Evaluation (Pal, 2002). However, it should be noted that in reality the policy process doesn’t follow a neatly arranged stages; some may come before the others, or two or three stages may happen concurrently (ADEA, 1995). Despite this, looking at the policy cycle in stages is useful for understanding the process and discussing the various activities that are taken up at the different stages.
I. Problem Definition and Agenda Setting: This stage of the policy process is about becoming aware of the problem and giving the issue a priority. Problem definition attempts to respond to the following questions:

- What is the current problem?
- Why is it a problem?
- Whose problem is it? (Definition is based on one’s own perspective).
- Who’s involved?

An issue becomes a problem that requires policy definition when it is felt that it cannot be dealt with using another means such as direct intervention by communities, the private sector or by NGOs. Problem definition is usually difficult since a problem is seen differently by different groups of individuals, for example, rural vs. urban residents, the educated vs. the uneducated population.

Policy Agenda is a list of issues or problems to which people inside and outside government are paying serious attention to at any given time.

Agenda Setting: Agenda setting could be of two types:

- Government agenda: government agenda are those problems that are considered to be issues and problems that policymakers are addressing at a certain time. For instance, gender mainstreaming could be taken as a government agenda based on the international commitments it has entered in the area of gender. Gender mainstreaming is a political and human rights decision. Governments also plan on formulating a policy when the existing situation of the sector and its context is problematic (Haddae, 1995).

- Systemic agenda: systemic agenda are those raised by the public or any other concerned body. Usually these do not get acted upon immediately. It takes time to move the issues up from systemic to government agenda, which is a set of items that are given serious consideration by decision makers. The delay in taking system agenda to government agenda is created since the rate at which problems, issues, and demands arrive at the gate of the political system exceed the capacity of the political system to deal with them effectively.

**Exercise – Brainstorm**

**What issues would you consider to be on the government agenda currently?**

Explanations for Agenda Setting: There are different explanations for agenda setting. These are: Problems, Politics, and Participants.

- Problems: sometimes the nature of the problems determines the speed at which the issues become a policy agenda.
  - Mandated issues: mandated problems, those that the government considers fall within its own mandate become government agenda. These include, for example, various economic policies.
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- **Magnitude of problem**: the magnitude of the problem also influences the agenda setting. Such problems as increasing rate of violence against women (VAW) whose magnitude and effect are very serious can catch the government’s attention fast.
- **Focusing events**: there are also events that suddenly appear and are strong enough to become a policy agenda. We call these focusing events. Examples include war and conflict, as well as the unanticipated appearance of opportunity such as the discovery of resources.
- **Absence of private means**: another explanation for agenda setting is the absence of private or other means such as NGOs to deal with the problem.
- **Spillover impacts**: The spillover impacts of some problems like HIV & AIDS are very high. It is a health, social, and economic issue. Its expansion affects many areas and negatively impacts development. Therefore, the attention it gets from the government and its opportunity to become a government agenda is high.
- **Analogy to other problems**: In many cases, social issues are interrelated. The degree to which the problem relates to other areas and sectors is another explanation for agenda setting.

- **Politics**: policy agenda is also determined by politics. Political change, such as change in administration, definitely influences the items on policy agenda.
- **Visible participants**: in making an issue or problem a policy agenda is also influenced by who the participants are. For example, the president of a country and his/her staff have determining role in setting a policy agenda. The media and interest groups can also push for a policy agenda through awareness creation and advocacy.

2. **Policy Formulation** has two basic stages. These are determining the policy options and selecting the preferred option. This process involves debate over alternative policy choices, which takes into account both the benefits and costs of each policy option. The policy alternatives are derived from a research process that investigates the problem in an in-depth manner using either primary or secondary or both sources of data. This stage may also entail policy analysis of existing policies. Based on the information gathered, preferred policy options are provided, and those options that enable the government to attain the policy objective effectively and efficiently will be chosen. Various groups such as the bureaucracy, legislature/staff and other interest groups are involved at the stage of the policy development.

3. **Policy legitimation**: policy legitimation is a process of making the policy an approved legal instrument. At this stage, attempt is made to justify how the policy option would be an appropriate intervention for the problems at hand and how it can attain the objectives. It is an important process, since it is only after legitimation that the policy could be enforced for implementation. It is also at this stage that the process of policy legitimation is hammered out. The policy needs to be approved by concerned bodies at all levels. This process is also very important for gathering support.
4. Policy implementation: this relates to actual practical activities carried out to attain the policy objectives. Implementation is mostly done by the identified responsible partners. There are a number of steps that governments need to take in order to implement a policy. The first is to take a legislative measure, to prepare rules and regulations for implementing the policy. Implementation of a policy also requires allocating budget for the activities to be carried out. Organizational restructuring can also be done. For example, national policies for women/gender are usually followed by structural reorganizations such as the creation of departments or units, or appointment of gender focal persons. This necessitates making appointments to fill the new structure.

Policies are usually followed by sectoral plans that translate the policy objectives into specific activities to facilitate the achievement of policy goals. For example, a five year implementation plan containing baseline, targets, and indicators is usually prepared to implement the education sector policy. The sectoral plan can also mention the various responsible bodies as well as a guideline for monitoring.

5. Evaluation is monitoring and assessing the process and impact of an intervention. It assesses the different types of policy impact: direct vs. indirect, and short-term vs. long-term impacts. Policy evaluation is a step often disregarded in the policy process, may be because of its challenging nature. It is usually a demanding activity since it is difficult to identify the goals of a program and assess to see if they were achieved. The policy evaluation process links to the first step of the policy process since in principle the outcome of the evaluation feeds information for revision of the policy.

Participation

The issue of participation is gaining attention. Participation requires awareness. People who participate in policy processes need to be aware of what social policies are and the issues that will be tackled in social policies. It is unlikely that many people will want to get involved in an area of policy which they know little about, do not relate to themselves, and have negative attitudes towards. An example could be tackling gender equality issues. One of the measures to raise knowledge and awareness could be ensuring that understanding of these important social issues are thought from an early age. One entry point is including these components in national curriculum.

End of Session Exercise

- Participants will break in groups to discuss the various stages in policy cycle that they have experience on.
  - What is the policy process followed in formulating the policies?
  - What was the kind and level of participation in the policy process?
Unit 4: Gender Based Analysis of Policy

Unit Objectives

By the end of this unit, participants will be able to:

• Understand the basic concepts frequently used in gender literature and practice;

• Explain the importance of a gender perspective in policy formulation;

• Discuss the various gender issues that need to be addressed at the various stages of policy formulation.

Warming Up Exercise

• What do we mean by gender issues?

• How are they relevant to education?

• How are they relevant to teacher education policy?

A. Basic Concepts in Gender

Below are some concepts that are used in the discussion as well as the implementation of programs for gender equality.

• Sex is a natural and biological attribute that we use to differentiate men and women.

• Gender is a socially constructed attribute that prescribes different roles, responsibilities, expectations, norms and modes of behavior to men and women. It affects the access men and women have to various opportunities and the obstacles they encounter in realizing their potential. In many African contexts, the gender relationship works in favor of men.

• Gender roles are the expected duties and responsibilities, rights, and privileges of men and women that are dictated by cultural factors. They
  o are reflected in the different activities, attitudes, and behavior of men and women.
  o are shaped by society; influenced by religion, economy, cultural norms and values and the political system.
  o are learnt through a process of socialization.
  o vary from culture to culture.
  o vary within each society according to age, social class, and ethnicity.
  o are dynamic and change over time.
  o can be influenced to a certain degree by individuals.
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• Gender Equality is equality between men and women with regard to rights, obligations, roles and opportunities. It refers to the absence of discrimination based on sex. Unless both men and women start from equal status, the principle of gender equality does not ensure the elimination of gender gaps as existing inequality is perpetuated or worsened.

• Gender Equity refers to fairness in distribution of resources and benefits. Since it is not rights-based, equity is negotiable. Achieving equity could be one means of achieving equality. A very popular measure in this regard is affirmative action.

• Gender Analysis is analysis that shows how gender issues are related to the development process. The outcome from gender analysis assists to provide opportunities for both men and women to participate equally according to their needs and potentials. Using the various analytical frameworks, gender analysis reveals access to and control over resources that men and women have, and the different roles they undertake, and how these interact with their respective empowerments. In the context of teacher education, it could look into the type of opportunities women and men have to training, employment, decision making positions, payment, etc.

B. Why is a Gender Perspective Important in Public Policy Making

As indicated earlier, gender is a social construct that determines the roles, responsibilities, expectations, behaviors, rewards and benefits men and women acquire in a society. Because of the different roles and responsibilities men and women assume, they occupy different positions in a society. It is women who mostly engage in care giving activities, which scholars call reproductive activities. Though they play significant roles in productive activities such as farming, due to their lack of access to and control over resources, the benefit they receive is not proportional to their labor inputs, and the power of decision making over the fruit of their labor is limited or even non-existent.

Due to the unfair gender relationship as well as the stereotypes prevailing in society, there is a gender disparity in education. This is especially serious in Sub-Saharan Africa. For example, UNESCO (2010) has noted that in 2007 the average Gender Parity Index (GPI) for developing countries was 0.90. Twenty-eight countries had GPls of less than 0.90; of these, eighteen are in Sub-Saharan Africa. These countries have not yet achieved the goal of gender parity in primary schooling set for 2005 (p. 64). A similar disparity is observed among teachers. In 2007, the percentage of female teachers in Sub-Saharan Africa was 44, with a majority of the female teachers concentrated at primary level. In the context of this disparity, formulating policies that are gender neutral perpetuates and widens the existing disparity. Therefore, in order for government to implement the international, regional, and national commitments for gender equality and gender mainstreaming, it would be mandatory to analyze policies from the perspective of gender and take necessary actions to mainstream gender.
Exercise

Discuss how gender issues manifest themselves in teacher education, training, and career development. How do these issues affect male and female teachers differently?

C. Policy Analysis

Policy analysis is a multidimensional inquiry designed to critically assess a policy and acquire information that is beneficial to understand policies, their implications, their impact on the different groups and improve them. A large part of policy analysis deals with the output in terms of problem definition, goals and instruments (Pal, 2002). How does the output impact the people is an issue that needs to be considered.

D. Gender Based Analysis of Policy

Gender-based analysis is a process that assesses the differential impact of proposed or existing policies, programs and legislation on women and men (Status of Women Canada, 1996, p. 4). It aims to integrate a gender perspective at each stage of the policy development process. It enables policy makers to appreciate gender differences, the nature of relationships between women and men, and of their different social realities, economic and social circumstances. Gender based analysis recognizes the fact that men and women are affected differently by policies and programs because of the gender relationship that most often disadvantages women.

In gender based analysis of policy, we interrogate each stage for its integration or mainstreaming of gender. According to the Status of Women Canada (1996), this could be done in a more detailed view of policy process, which involves eight stages:

1. Identifying the Issue
2. Defining Goals
3. Defining Inputs
4. Research
5. Developing Options
6. Recommending Decisions
7. Communicating Policy
8. Assessing the Quality of Analysis

1. Identifying the Issue

Policy analysis usually begins with identifying a problem, or an opportunity that requires a policy intervention. This explains the nature, scope, and significance of the issue within the context of the current policy environment (international, regional, and national legal and policy commitments). Some of the questions we can raise include:

- What is the issue?
- Whose issue is it?
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- Why has it become an issue?
- What are the root causes?
- What are the factors that influence the issue?
- Does the issue require policy analysis?

In this process the different positions, needs, and experiences of women and men, and how the issue affects men and women differently are taken into account. It is also important that both women and men are involved in identifying the issue. Other relevant stakeholders, in the case of teacher education, organizations such as teacher unions and women’s associations need also to get their voices heard. Sex disaggregated data need to be used to show the existing gender disparity.

2. Defining Outcomes

At this stage, desired goals and anticipated outcomes of policy are elaborated. What are the situations that the government and other relevant stakeholders want to see after the implementation of the policy is the guide to the activities carried out at the stage of policy analysis. Outcome indicators, monitoring processes, partners in defining outcomes and accountability for achieving outcomes are usually considered in the elaboration of goals.

Some questions that could be asked at this stage include:
- What outcomes does government want to achieve with this policy?
- What outcomes do other stakeholders expect?
- For what specific outcomes should the policy be defined?
- Could any of these outcomes be achieved with other means than a revised or new policy?
- How do these outcomes relate to other government policies and strategic documents?
- What outcome indicators should be stipulated?
- What factors hinder or contribute to these outcomes?

Policy goals need to state gender concerns specifically and visibly. We also have to be aware that different measures may be required in order for women and men to benefit from the outcomes equitably. For example, in the context of education affirmative action, the provision of sanitary items and child care facilities may be a need that needs to be fulfilled for women but not men. We have to ensure that both men and women are at “level playing field” to ensure equitable benefits from the policy intervention. Conscious efforts need to be made for outcomes to eliminate economic, social, and cultural barriers that prohibit the equitable situation of men and women. If there are different outcomes for both women and men, these should be given equal consideration; outcomes for women should not be an add-on to a ‘mainstream’ policy (Status of Women, 1996, p. 16). Situations that need different outcome indicators in order to capture the different realities of women and men need to be given attention. Specific monitoring and accountability for outcomes of both women and men should be stipulated in the policy outline since the traditional approach is built on the male norm, and overlooks women.
3. Defining Inputs

Inputs are all information and knowledge that enable one to proceed with policy development. The questions of what knowledge is needed, and what sources could be used are raised at this stage. All available and relevant data sources and partners useful for data collection and analysis will be identified.

Some questions that can be raised include:

- What do we need to know about the issues and the underlying problem? The magnitude or extent; whether the impact of the problems affects different groups of people differently, for example, urban vs. rural residents, men vs. women; if the problem can be dealt with other bodies such as the private sector or NGOs, without the need for policy, and other similar inquiries can be made.

- What information is required to ensure that important perspectives are taken into account? Information that enables to explain the problem; statistics that show the extent and distribution of the problem; real life situation that visibly demonstrate the problem and others may be needed.

- What information sources are available? The different sources including statistical documents; various studies carried out on the issue, and experiences of other countries in dealing with the problem or the policies they have developed to address the problem could be identified as sources.

- Do we need to generate primary data? There are times when primary data may be needed, especially in the absence of secondary data sources mentioned above. The primary data may include surveys, interviews from relevant individuals, cases studies, Focus Groups Discussions (FGDs).

- What data sources need to be used to know about gender disparities at various levels? At all stages of the policy process or analysis, gender issues should be kept as a central issue. The data regarding different groups should be disaggregated. The gender disparities prevalent in the various sectors could only be highlighted through the use of sex disaggregated data. If sex disaggregated data is not available, one might be obliged to conduct a brief study or use case experience and administrative data.

Data should be gathered from women’s groups and experts on various sensitive issues. UN organizations and other NGOs could be good sources of input for information/data that may not be available through traditional data sources such as literature review as well as interviews.

4. Research

At this stage, the type of research to be carried out, the type of approach one uses, and the various kinds of analysis to be done are determined. Do we use only secondary sources such as statistics, various studies conducted on the issues, relevant policies and other legal provisions or do we need to collect primary data?
Some questions at this stage include:
- What is the objective of the analysis? Is it cost/benefit, social impact, effect on government priorities and policies?
- Who determines the research question?
- What are the research questions?
- Who will be involved in the research design?
- Are the nature and the scope of research appropriate for the policy issue?
- What methodologies will be used?
- What type of analysis will be appropriate?

In this process, it has to be ensured that the gender dimension is sufficiently addressed. In order to make the research process gender sensitive, the following have to be considered:
- Ensuring that the research questions make specific reference to both women and men;
- Ensuring that the research design include gender as an analytical framework for understanding social processes;
- Giving attention to a research design that enables one to collect sex-disaggregated data, in other words, taking sex as one of the variables in the research design and instruments of data collection;
- Including both women and men as data sources, as well as organizations working on women/gender issues; and
- Ensuring that data regarding the needs of different groups of women are represented (women with disability, female headed households, rural women, pastoralists, etc.).

5. Developing Options

The research process ends with the formulation of policy options that would be thoroughly interrogated. At this stage the policy options are deliberated on and refined. The implications of the options in terms of efficiency, effectiveness, risks and unanticipated outcomes and their impact on the different groups of people are explored and analyzed. The relations of the options to existing policies, programs, and legal frameworks are also studied. Some of the questions that need to be raised include:
- What are the options that came out from the data/study?
- How closely are the options related to the desired outcomes? Do they enable us to achieve our desired outcomes?
- How do the value systems of policy developers and the society at large limit the implementation of the options developed?
- How do the options support or hinder existing policies?
- What are the positive and negative factors that impact the implementation of the options?
- Who would be responsible to implement each option?
- How do we ensure accountability?
In this process, we have to ensure that:
- The inputs of both women and men are considered in developing the options and assessing their costs, benefits, acceptability and practicality;
- The options benefit both men and women;
- The options support gender equity and avoid discrimination;
- Awareness of the implications of adopting a gender sensitive option for women exist; and
- Include gender sensitive measures in each option.

6. Recommending Decisions

Based on the analysis of the various options that show the favorable and unfavorable impacts and implications, recommendations are made. Recommendation of options is usually made based on public input and consultation carried out at various levels.

Some questions to be considered include:
- Who will be involved in selecting options to be recommended?
- On what basis will recommendations be made?
- What kind of documentation is needed to support the recommendations?
- Is the recommended option free from unanticipated outcomes and/or constraints?
- What aspects of the policy environment negatively affect the recommended options?
- What socio-cultural factors can hamper policy implementation?

In order to ensure a gender perspective in deciding policy options, we have to consider the following:
- Gender equity as a significant element in weighing and recommending options;
- Ensuring that no part of the recommended option contains legal, economic and cultural constraints to gender equitable participation in the proposed measures;
- Outlining procedures to ensure that the policy is implemented in a gender sensitive manner; and
- Explaining the consequences of the recommended option in light of the government’s commitment to gender equity, and if and how the recommendations contribute to realizing these commitments.

7. Communicating Policy

The way the chosen option is communicated plays a significant role in its acceptance and implementation. Timing, choice of media, language, and public involvement are important to ensure that the government’s intent and the impacts of the policy, program and legislation are understood.
Some questions to be considered include:
- What message do we want to communicate?
- Who is the intended audience?
- How will the policy be communicated?
- What information will be given to whom and how?

Some of the issues that we need to consider in order to ensure a gender perspective in communicating policy should include the following:
- The message addresses both women and men;
- Designing communication strategies that reach both women and men;
- Highlighting the gender implications of the policy;
- The participation and contribution of both women and men in the policy development and analysis process acknowledged and communicated; and
- Examples and symbols used in communication and in general language are gender and diversity sensitive (Gender Based Analysis, 1996).

8. Assessing the Quality of Analysis

The final stage involves reviewing the analysis process. This involves establishing a set of criteria to measure quality. In addition, we need to identify a body responsible for following up and ensuring quality as well as put in place accountability system with a center to which the follow up and result of the quality of analysis report will be reported to.

In order to ensure a gender perspective in assessing the quality of analysis, we need to consider the following:
- Including questions concerning gender throughout the analysis;
- Clarifying gender implications within the context of the policy;
- Clearly presenting the gender implications for each option, and how the recommended option will support gender equity, and promote women’s interests;
- Substantiating these claims with sex-disaggregated data and other reliable information; and
- Presenting recommendations concerning the policy that support gender equity and demonstrating how gender equity considerations are balanced and congruent with other government priorities.

End of Session Exercise

- Participants will break in groups to undertake a gender based analysis of policy in the following areas:
  - Technical Vocational Education and Training;
  - Teacher Education and Training;
  - Higher Education; and
  - ICT in Education.
Unit 5: Gender Mainstreaming in Teacher Education Policy

Unit Objectives

By the end of this unit, participants will be able to:

• Articulate the different steps that are taken in gender mainstreaming;
• Discuss the gender issues that need to be addressed in the different components of policy; and
• Acquire the skills needed to mainstream gender in all basic components of teacher education policy.

Warming Up Exercise

• Participants will break in groups to brainstorm on the:
  o Concept of gender mainstreaming;
  o Advantages of gender mainstreaming; and
  o Their experience of gender mainstreaming.

A. Gender Mainstreaming

The concept of “mainstreaming” came about in the early 1980s when activists and practitioners realized that undertaking small women-specific projects has not brought about the desired change in the direction of gender equality. Structures laid down to work on women such as women units in the different organizations and national gender machineries were usually understaffed and marginalized from real decision-making and policy formulation. “The women who witnessed these trends began to look for alternative strategies to move women’s issues out of the periphery and into the “mainstream” of development decision-making” (UNESCO, 2003, p.6). This has initiated the movement towards gender mainstreaming.

Gender mainstreaming was further elaborated and highlighted in the early 1990’s, and came into widespread use with the adoption of the Beijing Platform for Action in 1995. It refers to efforts to examine and change processes of policy formulation and implementation across all areas and at all levels from a gender perspective to address and rectify persistent and emerging disparities between men and women. The term is conceived as a strategy to re-invent the process of policy design, implementation and evaluation by taking into consideration the gender-specific and often diverse interests and values of differently situated men and women (True, 2003). It starts from the recognition that gender differences shape policy processes and outcomes.
Every policy need to be evaluated from the perspective of whether or not it reduces or increases gender inequalities. It is assumed that unfair and unequal gender outcomes can be redressed by this gender-sensitive policy process. Within this context the present unit discusses gender issues that need to be integrated in the three major components of a policy.

2. Mainstreaming in Problems Identification or Background of the Policy

The problem identification or background section of the policy needs to clearly articulate the issue or problem that is/are to be dealt with by the policy. The economic and socio-cultural context that relate to gender relationships or that may benefit one sex over the other need to be elaborated. This needs to be supported with sex/gender disaggregated data and/or case studies that visibly present the gender disparity in the sector. For example, in teacher education questions that may need to be raised could be:

- What is the percentage of male and female teachers at various levels?
- At which level is the gender disparity magnified?
- What are the reasons for this different proportion of male and female teachers?
- What is the situation of gender disparity in leadership positions in the school system?
- If there is disparity, what are the reasons for it?
- What is the social and cultural context that makes disparity to exist and sustained?

Studies clearly demonstrate that the availability of female teachers highly contributes to the enrollment and success of female students. Therefore, in addition to the problems commonly shared by both male and female teachers, these types of gender issues need to be incorporated in order to encourage states to implement the international and regional commitments they have made.

The various stakeholders and partners in implementation need to be involved in the identification of the problems and appreciating them, especially the gender dimensions since addressing gender issues usually invite resistance from some groups who may not have awareness about gender issues. Identifying interest groups could prove challenging, especially in developing countries where strong national gender machinery and organized groups may not be available. But in education those that stand out include teachers, parents, students, teachers training colleges, employers, teacher associations, etc (Haddad, 1995). In addition to getting the various perspectives, involving interest groups would make implementation manageable.
3. Mainstreaming in Policy Goals

Policy goals elaborate on the objectives that need to be outlined in order to solve the problems identified in the background section. This component of the policy need to reflect the goals that have to be attained in order to address the gender related problems and they need to include goals that will minimize or eliminate gender disparities in the sector. In the context of teacher education, in addition to the other goals related to access and quality, increasing the number of female or male teachers, as the case may be, at secondary level and ensuring women’s representation in educational leadership could be the gender related goals.

4. Mainstreaming in Policy Instrument

Policy instruments respond to the question ‘How’. How are the identified problems to be solved? Some policies state this component as ‘strategy’. What kind of means does the government need to use to ensure that the goals of the policy are achieved in a gender sensitive manner? These might include attitudinal changes, allocation of budget to certain items that have never been budgeted, laying down structures that make goals achievable, introduction of affirmative action, facilitation of pre-service and in-service training, ensuring that housing arrangements are accessible and safe, and introducing various types of incentives. Therefore, in the case of teacher education, we may need to mention the integration of gender issues in teacher education curriculum; allocating budget for gender related issues; opening or strengthening the already opened gender offices in Ministries of Education and teacher training colleges, and taking measures to create a safe environment for female teacher trainees.

End of Session Exercise

• Break into four groups to critically look at the different teacher policies and report to the plenary for discussion:
  o Can you discern the various policy components?
  o Do the different components address gender issues?
  o If no what would you suggest to ensure gender mainstreaming?

2 Countries have now started to allocate an extra budget for gender related activities in the education sector. In this regard Nigeria and Ethiopia that have allocated 2% of the entire education budget for gender related activities are two examples.
References


