SITUATIONAL ANALYSIS OF GENDER ISSUES IN EDUCATION

From Literate Girls to Educated Women

" No race or people can rise half slave, half free. The surest way to keep a people down is to educate the men and neglect the women. If you educate a man you simply educate an individual, but if you educate a women you educate a family." (Dr Aggrey, Ghanaian Educationalist)

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as part of the Education Sector Review (ESR)

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ACRONYMS

CAMFED – Cambridge Foundation for Education and Development

CBOs – Community Based Organisations

CRRD – Curriculum Review and Research Department

CRS – Catholic Relief Services

CRT – Criterion Reference Test

DEOC – District Education Oversight Committee

EFA – Education For All

ESSP – Education Sector Support Programme

FAWE – Foundation for African Women Educationalists

GES – Ghana Education Service

GEU – Girls' Education Unit

GPRS – Ghana Poverty Reduction Strategy

GLSS – Ghana Living Standard Survey

GSS – Ghana Statistical Service

IEC – Information, Education and Communication

JSS – Junior Secondary School

MOE – Ministry of Education

PPMED – Policy Planning, Monitoring and Evaluation Department

SSS – Senior Secondary School

UCC – University of Cape Coast

UCEW – University College of Education Winneba

WSD – Whole School Development

WUSC – World University Service of Canada

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Executive Summary
Gender Issues in Education

KEY GENDER ISSUES IN EDUCATION

- High number of out of school children (50% in Northern Region) majority of whom are girls
- High drop out rate for girls at basic level particularly in Northern Region (25%)
- Poor transition rate of girls from JSS to SSS with awareness of other educational options (vocational and technical)
- Low participation rate of girls in technical and vocational training particularly in non traditional areas and science related
- Poor transition rate of girls from SSS to Tertiary Level Institutions --- particularly for girls from rural SSS into the teacher training colleges
- Low participation of women in teaching profession (25%) and higher management positions (20%) particularly in tertiary level institutions (University of Cape Coast having less than 10% female teaching force)

KEY INTERVENTIONS TAKING PLACE:

- Several activities implemented to improve access and participation of girls at the basic level (e.g. food programming, PTA training and media campaigns etc)
- High level of awareness raised for the need to send girls to school based on: work in STME clinics and with the PRA/PLA activities of the GEU and other NGO's
- Still need to ensure higher quality outputs and performance of girls through introduction of rural education clinics at district level and ensuring schools are girl friendly (particularly by ensuring water and sanitation facilities, channels for complaints of child abuse are identified)
- Lack of guidance and counselling activities for girls particularly at JSS level
- No interventions to address gender issues at the SSS and tertiary levels apart from the STME clinics and scholarship programmes.

KEY RECOMMENDATIONS

- Adopt Framework for Action by GEU at the Basic level and ensure direct financing to GEU from budget
- Increase direct funding to the girls education officers (signs of performance) through the WSD programme
- Develop a gender policy for MOE/GES along the same lines as the NFED gender policy
- Ensure provision of water and sanitation facilities in each rural school (GPRS and MOE policy recommendations) use district and GET Funding
- Increase number of scholarships for needy girls in all districts through the GET FUND and District Assembly Common Fund (at least 50 scholarships for JSS and 50 for SSS students from rural areas).

- Increase financial support to the guidance and counselling division and ensure all school based counsellors are trained
- Gender experts are to be attached to PBME and teacher education division to ensure that gender policy is implemented
- Gender task force or committee should be set up at all tertiary level institutions and Senior Secondary Schools in order to ensure gender targets are reached and act as a sounding board for issues of abuse and discrimination.
- Ensure that gender training in education is introduced at the Teacher training colleges (all teachers should receive training in special needs of girls and women). Courses should relate to improving the self-esteem of girls.
- Introduce access courses for women at SSS level wishing to enter teacher training colleges
- Ensure that all development partners agree on the GEU policy framework and jointly develop a plan of action for financing over the next five years. This will ensure that GEU is able to coordinate activities and minimize duplication in the sub sector.

1.0 Introduction

The Education Sector Review (ESR) aims at assisting the Ministry of Education (MOE) and Ghana Education Service (GES) design a comprehensive programme for improving the state of education based on an up to date analysis of the sector. The ESR will provide MOE/GES with cost-effective strategies and proposals in order to move towards a sector wide approach with all its partners.[1]

This sub report forms part of the outputs for the "General Education, Gender and the Disadvantaged Consultancy" area. The consultant was asked to "analyse the gender issues in education". The report therefore seeks to compile the most up to date analysis on gender issues in the education sector. It also forms part of a process for building a collective vision within and between Ministry staff/officials, and development partners. It also serves as a working document for other ESR consultants in order to assist them mainstream gender issues within their various scopes of work.

The following three key gender issues in education were considered in providing a framework for analysis and in order to holistically improve the education sector.

- Gender equity issues within the teaching and educational management arena
- Gender equity issues within the non formal education sub sector
- Gender equity issues within the formal education sector (from KG to Tertiary)

The analysis also seeks to explore alternative approaches to education and their success in reaching girls, particularly in deprived rural areas.

Methodology

The gender review involved the following investigation:

- The gender equity scenario from Kindergarten (KG) to Tertiary Level
- The types, experiences and results of interventions and best practice.
- Strategic recommendations for the way forward.
- Costing and capacity issues
- Existing MOE/GES documents on gender policies, evaluations and strategic plans were reviewed.

The Girls' Education Unit (GEU) has developed a draft, National Vision and Framework for Action, which outlines the main interventions for GEU in the coming five years. Several NGO's were also asked to submit evidence based opinion statements and recommendations in order to capture their experience and advice for the education sector review team.

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[1] A sector wide approach is not an aim in itself, but rather an organising co-ordinating principle to enhance effectiveness of aid in which contextual analysis plays a central role. It seeks to shift from projects to an approach, which aims to support a sector as a whole. (Gender Equity in Sector Wide Approaches, 2001)

The main gaps in data appear to be at the SSS and Tertiary Level including information on the status of gender within the polytechnics and the vocational training centres. Some Primary research was carried out to identify problems within these sub sectors and explore issues of transition between JSS and SSS.

A task team on gender issues in education was set up. The task team is expected to review and comment on the situational analysis, provide literature and consult on key recommendations, strategic options and practical next steps.

2.0 Global and Ghanaian Objectives related to Gender Equity in the Education Sector

Over ten years ago, development partners began making pronouncements based on convincing evidence that female education was the single most effective way to improve returns to development investments. Socio-economic research conducted by several agencies including the World Bank, IMF, DFID and USAID along with research institutions provided concrete evidence that when you educate a girl you not only educate a nation --you improve the developmental conditions for sustained "growth" and at the same time arrest the intergenerational poverty process (World Bank/ IMF, 2002;). The evidence was and still is convincing:

The evidence:

- Literate women are more productive, able to improve their opportunities and obtain higher status and better paid jobs than non-literate women (Lloyd and Gage-Brandon 1994; Prah, 2002)
- Literate women and girls follow advice which enhances the health of their children and promotes better environmental protection
- Educated females are more likely to marry older and have fewer children--- fertility rates are lower among literate women bringing about positive change for population growth in the country. (NFED, 2000)
- Investing in female education generates important benefits for society in the form of lower child mortality, higher educational attainment, better nutrition, and slower population growth (Prah, 2001).
- Investing in female education ensures quality and sustainability of economic growth (World Bank, 1998)

The education of women is thought to be one of the most "important elements in the development process" (Prah, 2002; UNICEF, 1993; Floro and Wolff, 1990). Despite the evidence concerning the private and social returns of female education which some have called the **"strategic investment"** --- the evidence has not been enough to shift the development paradigm within major donor circles. Gender equity and women's empowerment remain as additions or at best "mainstreamed" as opposed to being key policy thrusts within poverty reduction programming, and educational policy formulation. Despite the global empirical evidence suggesting that women's education is crucial in order to ensure that a country's development aspirations are achieved, the goals of gender equity are often not achieved and sustained across the education system (UNESCO, 2002).

Experience from countries around the world suggest that Sub Saharan Africa will fall far short in meeting its developmental commitment to gender equity and will not achieve the sustained growth and poverty reduction that it so desperately needs.

> *" Whereas only 32 countries were formerly believed to be at risk of not achieving the EFA goal of universal Primary education on the basis of enrolment rates, use of completion rates raises the number to 88 countries, out of the total 155 for which data were established. Some 35 countries are unlikely to meet the goal of eliminating gender disparities at the Primary level by 2005, even when the goal of simply universal Primary enrolment is used and not universal Primary completion." (IMF/ World Bank, April 2002)*

Ghana alone demonstrates the difficulty in achieving gender equity across the system --- ensuring literate girls become educated women. Today:

- 75% of girls access the formal Primary education system --- less than 50% in several districts in the Northern Regions and deprived rural areas of the country (GSS, 2000)
- Less than 60% of girls complete Primary school level with far fewer in the Northern and upper regions of the country
- Only 30% of these girls complete JSS
- Only 20% of these girls complete SSS and far fewer access the university system (18% average over the last 10 years).
- One out of every eight women have completed 6 years of Primary schooling according to the Core Welfare Indicator Study (GSS, 1998)
- Over 50% of the Ghanaian adult population are illiterate and 75% of these are women (NFED, 1996)

Most disheartening is not that so few girls complete six years of schooling but far fewer are able to read, write and remain literate into adulthood. International studies suggest that children need at least six years of Primary school of "reasonable quality" to become literate. Evidence from around the world also suggests that -- literacy in the mother tongue is an essential building block and substantially facilitates literacy in the second language (Goody and Bennett, 2001; Olson and Torrance, 2001).

Prah (2002) argues that there are serious gender inequalities in Ghanaian education "the nature of women's education, often is more oriented towards teaching women to be better housewives and mothers than equipping them with the skills and training they need to enable them to hold their own beside men in a rapidly changing world". There are several socio-cultural barriers to women and girls' education but there are also significant barriers within the education system, which restrict girls' achievement and constrain their full potential.

2.1 The socio-economic rational for women and girls' education

Despite studies attesting to the fact that education is the most important process for improving opportunities and conditions for Ghanaian women and children-- socio-cultural attitudes and poor income levels remain key impediments to achieving this goal. Evidence from around sub Saharan Africa and within Ghana attest to the fact

that gender equity goals within the workforce, professional and educational fields continues to remain far from reach. Table 1.0 describes some of the key indicators of women's status within the workforce and educational system.

Table 1.0: Women's Status in the Workforce and Education System

Sector	Evidence
Economic marginalisation of women	➢ Poverty studies in Ghana suggest that women make up a larger proportion of those under the poverty line (GSS, 2000; Casely-Hayford, 2001). ➢ Women have been more affected by the impact of structural adjustment programmes (North/South Institute, 1995) and government retrenchment programmes (KPMG, 2002). ➢ Number of female headed households in rural areas rose from 40% in 1984 to 47% in 1995 (Svanikier, 1997)
Workforce	➢ Women make up less than 15% of the proportion engaged in formal employment including large and medium scale enterprises in Ghana (Nikoi, 1993). ➢ The vast majority of women in Ghana are engaged in subsistence rural agriculture (over 76%). Increasing evidence suggests that these women bear the burden of educating their children (GLSS, 2000). ➢ According to GOG only 10% of leadership positions are occupied by women: less than 8% of district assembly members, 8% of parliamentarians are women (Acheampong, 2000; Prah 2002)
Educational Management and Administration	➢ Very few women are found in administrative or managerial positions in Ghana and Sub Saharan Africa. ILO estimates that less than 4.9% of women in Ghana occupy management and administrative positions (Nikoi, 1993). ➢ Data from the MOE suggest that 22.6 % of women occupy educational administration and management positions in GES (MOE/GES, 2002) ➢ Female teachers make up only 30% of the teaching force at Basic level in Ghana. The vast majority of these women work in urban and semi-urban settings (Casely-Hayford with Wilson, 2001).
Literacy	➢ 58% of the male population is literate with only 36% of female population over 15 years of age are literate in Sub Saharan Africa (Svanikier, 1997). ➢ Only 50% of adults in Ghana are literate in English or a local language with substantial differences according to sex and region. For instance 6 out of every 10 men are literate while only 4 out of every 10 women are literate (GLSS 4, 2000). Literacy rates also vary in rural and urban areas. ➢ Over 55% of women in urban areas are literate compared to only 37% in rural areas-- 26% in rural coastal, 36% in rural forested areas and only 13% of women are literate in the rural Savannah (GSS, 2000) See table 1.0 in annex 3 for the breakdown).
Formal Education Sector	➢ School enrolment rate for girls in Sub Saharan Africa was 42% at basic level, the secondary school level was 14% and the tertiary level 2% (UNDP, HDR, 1993) ➢ Female participation rates in Ghana is 47.2% at Primary level, 45.3% at junior secondary level[2], 43.5% at secondary level and between 15 to 40.7% at tertiary level (2000/01). ➢ Gender parity has improved slightly over the last 10 years at the Primary Level with some increase at the Junior Secondary and Senior Secondary Level.

[2] Source of data for Primary and JSS see Annex 9.

2.2 Women's and Girls Vulnerability

Apart from their status in the workforce and educational system, girls between 14-18 are extremely vulnerable to HIV/AIDS and proving to be the most effective targets for arresting the scourge of HIV/AIDS in sub-Saharan Africa. Women make up a higher proportion of HIV/AIDS infections than men at 55% (UNAIDS, 2000). Women are more vulnerable to HIV/AIDS due to the biological mode of transmission and for socio-economic reasons. Gender differences in access to economic and educational opportunities reinforced by cultural practices and attitudes promote the transmission of HIV/AIDS (NACP 2001, cited in Casely-Hayford 2001[a]: 12) According to Casely-Hayford 2001[b] this is particularly the case for women and young girls in Ghana where increasing levels of poverty make them more vulnerable and susceptible to HIV transmission. This situation often compels girls to engage in "transactional sex" to assist them finance their studies and get through the education system. Women are the first educators of the child, the Primary care givers and often the key moral role models-- best placed to guide their daughters to abstain from sexual intercourse before marriage (Casely-Hayford/UNAIDS, 2001[b]).

2.3 International Goals and Experience (EFA goals)

> *"The UN convention on the Elimination of All forms of Discrimination against Women… is the single most comprehensive legal document that deals with the rights of women in all fields. Ghana ratified this convention in 1986" (Svanikier,1997)*

Under Article 10 of the convention on "the Elimination of All forms of Discrimination Against Women" countries are required to ensure equal access to education, eliminate gender stereotyping in and through the education system and close the gender gap at all levels of education. Several UN declarations provide a framework for the gender equity goals within the education sector. The following table reviews some of these international goals:

Table 2:0 International Gender Goals in Education

International Declarations	Gender Goals in Education
Beijing Platform for Action (1995)	To ensure that the achievement of gender equality is established across the UN System as an explicit responsibility in all programmatic and substantive areas. UNICEF has developed three strategic areas to ensure gender equity, which focus on: girls' education, health of girls and adolescents, and women's rights and girls rights.
Education for All (1991 and 2000) Declarations	Gender equity in Education by the year 2015 Goal 2: Ensuring that by 2015 all children, particularly girls…have access to, and complete, free and compulsory education of good quality. Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015, especially for women Goal 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.

(UNESCO, 2002)
The Ghana Education system has made tremendous strides in creating awareness of the need to "send the girl child to school" but this alone is not enough to ensure that girls grow into educated women. Girls' education strategies are reaching higher levels of impact but need quality and an increased equity focus on assisting the girl's progress from JSS to higher educational levels and options (e.g. SSS, vocational, technical training or informal apprenticeship programmes). Much more research is needed to assess the types of options available for girls and boys after JSS in order that they can obtain a profession or viable trade. Although JSS is formally the completion of basic education more public awareness is needed to ensure that they are guided and supported to become productive and independent adults[3]. This is the only way that they will not slip into the poverty cycle. The next section explores the policy environment for gender equity and equality within the sector.

2.4 Gender Targets within the MOE/GES Policy Framework

The Government of Ghana has focused most of its gender equity efforts at the basic level of education in order to improve the access and participation rate of girls at Primary and JSS levels. The 1987 reform ensured that girls and boys receive the same curriculum and access to the same subjects.

In September 2001 the GOG developed a policy document called "Policies and Strategic Plans for the Education Sector 2001". This document outlines all the major policies, strategic plans and programmes for the MOE/GES for the next five years. Unfortunately none of the key strategic objectives in this document directly address gender equity concerns. Gender equity concerns are, however, addressed within the various strategic objectives of the MOE/GES.

The fCUBE policy framework considers gender as one of its key areas of concern. Table 3.0 outlines the gender targets for the Ministry of Education's "Policies and Strategic Plans for the Education Sector" and some of the areas, which will have a positive impact on improving upon gender equity within the education system.

Table 3:0 Ministry of Education Gender Equity Goals in Education

Key Strategic Policy Objectives	Gender concerns where policy could directly improve gender equity
Access to compulsory education (Basic Level)	➢ All children aged between 6 and 14 are required to attend basic schools; ➢ "Emphasis will be put on removing the barriers to the compulsory system, which are currently experienced by certain population groups including girls, the very poor, and children with special needs." ➢ Alternative routes to formal education are provided in response to specific local needs. In general alternative education provision is seen as a means for children and non-literate adults to gain the knowledge, skills, confidence and maturity to reach the formal system.
Access to non compulsory education (SSS etc)	➢ Emphasis will be put on removing the barriers to the compulsory system, which are currently experienced by certain population groups including girls, the very poor, and children with special needs.

[3] Since less than 40% of children will obtain access to SSS after completing basic education, over 60% will be available to learn other skills and trades. Vocational and technical training options therefore become a major priority for GOG to ensure a productive society.

Key Strategic Policy Objectives	Gender concerns where policy could directly improve gender equity
Improve Quality	➢ Strengthen the guidance and counselling services in schools and colleges Improve Curriculum ➢ Organise STME at national, regional and district levels Teacher Preparation and motivation ➢ Organise remedial courses for pupil teachers to gain admission to TTC's. ➢ Increase female entry into TTC's and Universities
Upgrade and extend technical and vocational training	Reduce the barriers to access to disabled and disadvantaged groups and girls
Promote good health in schools and communities	Provide water and sanitation facilities for all schools

(Based on the MOE, 2001)

Many of the existing policy recommendations and lines of action if implemented would considerably improve the conditions for and reduce the barriers to female education. For instance female education can be improved through:

- The provision of water and sanitation facilities in all schools particularly those in the Northern Region
- Improved guidance and counselling in schools
- The introduction of remedial courses for pupil teachers to gain admission to Teacher Training Colleges (TTCs). This will enhance women's access to the teaching field and provide more role models for girls.

Ghana's track record at ensuring gender equity within the teaching field is varied. Very few of the MOE/GES documents identify action for achieving gender equity at this level. There is neither gender policy within the Ministry of Education nor policies articulated within the MOE, 2000 policy document that directly ensures equal opportunities for women in the teaching field apart from the introduction of access courses, which may improve the numbers of women applying to TTC's. Global experience suggests that where women have a history of unequal access to education they should be given special support and representation at higher management levels through affirmative action policies (NFED, 1996; Prah, 2002). There is a need to consider a gender policy for the education sector to guide, track and monitor programming from a gender point of view.

Even though the Government's White paper on Tertiary Education Reform (1991) states that the target for admission and retention is 50% male and 50% female, very few strategies have been put in place to ensure this objective is achieved (National Council for Tertiary Education, 1998).

2.5 Gender Targets' for the Girls Education Unit

The following gender targets in table 4.0 were developed by the Girls' Education Unit (GEU); they are to be achieved by year 2005 as part of the fCUBE programme (base year 1997).

Table 4.0 Gender Targets Set by the Girls' Education Unit for the MOE/GES

	Goals	Status in achieving goals
1	Increase national enrolment of girls in Primary schools to equal that of boys	The gender gap has been closing at the Primary level but the drop out rates and poor transition rates of girls at upper Primary and JSS persists.
2	Develop and maintain strategies aimed at ensuring the continuation of girls into Junior Secondary School	The GEU is exploring ways of achieving this target through increasing the counselling services, reducing the distance to school and providing water and sanitation facilities at Primary and JSS level.
3	Reduce the drop out rate for girls in Primary from 30 to 20 %	PLA activities/ Sensitisation of Schools. Similar strategies are being used to reduce drop out.
4	Reduce drop out rate in Junior Secondary School from 21 to 15 %	Sponsorship programmes, STME Clinics and community awareness creation programmes.
5	Increase the transition rate of girls from Junior to Senior Secondary School by 10%	Sponsorship for girls is proving to be an effective approach for increasing transition. Guidance and counselling for girls.
6	Increase participation of girls in Science, Technology and Mathematics (STM) Subjects by improving the quality of teaching and enhancing the perception of these subjects (GES, 1999)	STME clinics are helping girls pursue science related subjects (200 students in each STME clinic per district).

(A National Vision for Girls' Education in Ghana, 2001)

There are several promising interventions and programmes, which promote and ensure gender equity at the Primary and JSS level but far fewer at the SSS and none at the Tertiary level (The Development and Women's Studies Programme, 1995). Another gap for consideration appears to be in the linkage between formal and non-formal education systems so that girls remain literate and continue a process of life long learning. This will ensure that the benefits of education are passed on to their families through the improved quality of life.

2.6 Gender targets for Non Formal Education Division

The Non Formal Education Division (NFED) also has a clear set of gender goals, objectives, and strategies guiding their work in improving gender equity and equality within Ghana. The NFED gender policy document outlines the following key gender targets:

Table 5.0: Gender Targets for Non Formal Education Division

	Main Policy Goals
Goal1	➢ Ensure the reduction of the Adult female illiterate population by 60% of 2.4 million females by the year 2011. Currently adult female illiteracy rates are at 76%
Goal2	➢ 76% of those to be reached should be women since females make up 76% of the adult illiterate population
Policy Objectives	➢ Ensure conscious targeting and recruitment of female learners (at least 60%) particularly in the reproductive age group (15-35 years of age) for the next 15 years. ➢ Decentralise authority to enhance gender sensitive programme delivery and management. ➢ Provide gender-disaggregated data information at the district and regional levels to aid planning and evaluation. ➢ Develop a gender orientation in the medium of instruction, primers, post literacy materials and radio programming. ➢ Enhance collaboration and networking with agencies working for the advancement of women ➢ Formulate measures to address the demands for instruction in English by female learners (especially for retention of female learners ➢ Ensure conscious recruitment and appointment of more women into key positions in the organisation.

(Based on NFED Gender Policy, 1996)

The NFED Gender policy is an excellent example of how gender issues are given prominence in an institutional and policy setting. The document covers all levels of gender equity issues from management, recruitment to learners and the operational issues of providing a gender sensitive programme.

Several international declarations, of which Ghana is a signatory, have stated the need to ensure women's literacy (i.e. Education for All Declarations of Jomtien (1990) and Senegal (2000), and World Literacy Summit (2001). Recent analysis from the EFA secretariat, urges governments to ensure the linkage between female literacy, women's empowerment and girls education is integrated in all their EFA Strategic Plans to ensure gender equity is achieved (UNESCO, 2002) The goals for promoting literacy among women and teachers are particularly needed in Ghana's educational policy documents (i.e. MOE Policy and Programmes).

2.7 Gender Targets within the Ghana Poverty Reduction Strategy (GPRS)

> *" The strategy places a renewed emphasis on developing basic education, given that half of the population of Ghana is not able to write a simple letter. Early childhood development and alternative education will support access to basic education for children out of school, with emphasis on the hard to reach areas of Northern Ghana, remote rural areas and urban slums. (GPRS, 2002 p. 75)*

The Ghana Poverty Reduction Strategy does set some targets for promoting gender equity at basic education level. Unfortunately the document fails to include any mention of non-formal education for women. Table 6.0 highlights the main goals related to education.

Table 6.0: GPRS Participation Targets

Gender specific targets	**2000**	**2004**
Gross Primary School enrolment rate total	76%	78%
Gross Primary school enrolment rate for girls	72%	75%
Primary school Drop out rate for girls	30%	20%
Primary school drop out rate for boys	20%	10%
Participation indicators (Based on Orivel, 2002)	**2001**	**2004**
Gross Primary school enrolment ratio	77.6%	82%
Girls Primary enrolment rate	71%	80%
Gross Junior Secondary School enrolment rate	61%	65%
Gross Secondary School Enrolment rate	17%	25%

(Based on GPRS 2002; and Orivel 2002)

There are no goals for improving the participation and retention of girls at the SSS or Tertiary level. More analysis between non-formal and formal approaches to education should be made in order to enhance the strategies in the Ghana Poverty Reduction Strategy and ensure educational targets are achieved particularly for girls in the Northern Region. The GPRS provides some specific strategies for strengthening the rights protection agencies for women and children but does not mention the critical issues of female literacy. Female literacy is one of the most effective means for reducing poverty and sustaining the gains over the next generation. The GPRS is a weak document from a gender point of view and will most likely not mobilise the people so key to its implementation and success--- women.

Orivel (2002) provides analysis on the costing of the education components of GPRS. He suggests that many of these strategies will have significant cost implications for Ghana. Firstly, he suggests that based on demographic indicators and the recent population data "the generations which will enter Primary schools in five years will be smaller than today"--- the present school age population is at its peak. Orivel also suggests that in 2000-2001 the gap between boys and girls participation across the education system is quite large at 8%. GPRS proposes to reduce this gap to 2% by 2004 and zero soon after. Quality indicators are also considered in Table 7.0.

Table 7.0: Education Targets Set by GPRS

Education Components of GPRS	**2001**	**2004**
Primary school drop out rate decreased ➢ -Girls ➢ -Boys	 30% 20%	 20% 10%
P6 Pass rates for Criterion Referenced Tests at Mastery level for public schools: ➢ English ➢ Math	 8.7% 4.0%	 11.0% 6.4%
Transition rate from P6 to JSS1	96%	98%
Transition rate from JSS to SSS	35%	40%

(Based on GPRS, 2002)

2.8 Conclusions

Several targets have been established to guide educational planning and programming in Ghana. Achieving these various targets will not be easy particularly due to the many stakeholders involved in the education sector. One set of

comprehensive targets, which pay particularly attention to female education, is necessary for Ghana.[4]

Several educational sub sectors and development planning schemes (i.e. GPRS) attempt to identify gender equity targets in their plans. These have been mainly focussed at the basic level with far less emphasis on second cycle and Tertiary Level institutions. Much more work is needed to ensure that the GPRS is gender focussed and addresses the crucial educational issues for girls and women (i.e. literacy). The most progressive and comprehensive gender targets, were set by the Non formal Education Division within the Ministry of Education. The gender policy document is an excellent blueprint for other sub sectors to emulate.

The Girls' Education (Draft) Strategic Framework is a good beginning for outlining the key strategies to assist girls at basic level; more targets and strategies for ensuring equity within the teaching and management field should be developed as part of a comprehensive gender policy for the MOE/GES. A more progressive gender policy is needed to ensure equity and equality within all educational institutions particularly at the secondary and tertiary levels. Gender equity goals in teaching and educational management are long overdue and must be considered in any comprehensive education policy plans.

The literature review revealed that several educational plans have focussed on improving girls' participation but do not adequately address quality issues. More emphasis should be placed on targeting the barriers inside the classroom and establishing a supportive environment in order to provide a child friendly and girl friendly learning environment particularly in rural areas of Ghana. This would involve targets with more emphasis on ensuring female teachers access and remain in the system. Women should be able to reach higher levels of education in order to act as role models for younger girls. Plans laid out in several policy documents must move into implementation through identifying appropriate mechanisms to ensure gender goals are achieved. Data collection and analysis at local, circuit, district and regional levels and advocacy at community levels key lines of action needed to ensure these goals are achieved.

The linkage between access to education, female empowerment, and societal transformation is widely accepted (UNESCO, 2002). The GES/MOE should begin to liase with other governmental and non-governmental agencies to set up mechanisms, which ensure gender equality in education from a management, quality and literacy perspective. More work is needed to help move the debate from access and participation, to ensure quality, retention and opportunity for all is achieved.[5]

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[4] The education sector in Ghana has several agency programmes, which identify with different sets of targets and goals. For instance the Education Sector Support Programme (ESSP) set the following targets in 1997 for achieving gender equity. "Female participation should increase from 46% to 48% at Primary level and 43% to 45% at the JSS level by 2001".

[5] Massiah presents a model of gender relations which moves gender issues from level 1 "conceptual or subjective visibility, to level 2--theoretical and statistical visibility (where the issues become information data) to level 3 where gender issues finally become socio-economically and politically visible as well as domestically visible. Gender issues in education in Ghana are somewhere between level 1 and level 2 in visibility.

The next section considers the current situation in education from a gender perspective highlighting key barriers to their achievement. Section 4 will analyse action taken to achieve the goals, and mechanisms used to ensure their realisation at national and district level.

3.0 Situational Analysis: Key gender concerns in education

This section is still under development since the analysis will be updated once the most recent data is provided by EMIS. The section simply highlights some of the data requirements, which are needed in the report.

There are three key issues, which will be discussed in this section:

- The persistence of gender inequity across the education sector (access, completion and quality issues). Gender inequity particularly at SSS and tertiary levels and within rural areas and some regions of the country.
- The persistent female illiteracy and empowerment issues.
- Challenges women face in access and promotion in the teaching and educational management field.

There is a considerable amount of information available related to girls' education, drop out and reasons for failure to complete Primary and Junior Secondary School (JSS). Much less information is available at the Senior Secondary and University Level and from an educational management point of view.

Increasingly the quality of education, girls' low self esteem, lack of parental support and linkages within the system are key impediments for using education as a vehicle for human development. Recent studies by Action AID and this researcher suggest that parents and youth are disillusioned with the outcomes of education and are often unsure that their educational investment is worthwhile when basic literacy is not achieved nor opportunities for higher learning (Casely-Hayford, 2000; Action Aid, 2002). Studies also suggest that poor quality of education can further deter progress within poverty stricken families (GSS, 2000; Casely-Hayford 2000; Pryor, 2002). The following section reviews the key indicators for education across the sector from a gender point of view.

3.1 Participation and Performance Rates by gender across the Education Sector

Gender parity at basic level is improving gradually but remains far more difficult at secondary levels of education. Primary enrolment figures in Ghana improved only slightly from (46.3%) in 1996/97 to (47.2%) in 2000/2001. The gender gap improved slightly at the Primary Level but remains wide and deep particularly when analysis takes into account regional and rural disparities. For instance girls' enrolment in the Northern Region starts at 44% in P1 and drops to 36% in P6.

In 1999/2000 the following enrolment figures were recorded across the sector.

- Primary level: Girls (46.9%) Boys (53.10%);
- **JSS**: Girls (44.9%) and Boys (55.10%)
- **SSS:** Girls (40.7%) and Boys (59.30%)
- University level: Girls (27.08%) and Boys (73%).

Only 27% of the entire tertiary population is made up of women. This is far too low if we want to ensure gender equity within the society and within the teaching

profession. There has been some increase in the growth of women attending tertiary level institutions. The data reveals that growth in female enrolment moved from 18.3% to 27.08% in the five universities over nine academic years between– 1989/90 to 1993/94 and then from 1996/97 to 1999/00 (Sutherland-Addy, 2001:30).

Out of school phenomena

A significant proportion of children especially girls in Ghana remain out of school. The majority of these children are girls who are mainly found in the Northern Regions of the country where the female participation rates are far lower than other regions. The problem of out of school children is a growing phenomenon in Ghana due to the high fertility rate, population growth rate and increasing costs of education (CWIQ 1998; GSS 2000). In 1999/00 academic year:

- Approximately 30% of girls at Primary level compared to 19% of boys at Primary level were not in school. (MOE in Sutherland Addy, 2002)
- Approximately 45% of girls at JSS compared to 36% of boys are not in JSS (based on 1997/98 GES Data)

Recent studies in Ga Rural District suggest that girls are more likely to be working in the market for their mothers and caring for children in order to sustain the family and help support themselves through school (Member of Parliament Dadekotopon Constituency, 2001).

Transition rates and Completion Rates

The MOE/GES targets set in the MOE Strategic Plan (2001) for transition rates among children to be improved by 2.5%. Data reveals that transition rates improved between 1996/97 from 92.1 % to 96.3% in 1999/2000 (MOE/PPMED, 2001).

Table 8.0: Completion and Transition Rates in Basic Education

Year	Completion rate for P6 (%)	Completion rate for JSS3 (%)	Completion rate for 9-year Basic Education (%)	Transition (pass) rate from Primary to JSS	Transition (pass) rate for JSS graduates to SSS
1991	70.0	82.8	50.5	96.8	35.3
1992	70.1	82.8	51	93.9	33.8
1993	72.1	82.6	54.3	95.0	34.8
1994	75.4	82.4	56.8	94.5	(N/A.)
1998	71.1 (girls)	79.1(girls)	----	97.0 (girls)	33.7 (girls)
1999	73.2 (girls)	73.3 (girls)	-----	97.0 (girls)	32.8 (girls)
2000	68.5 (girls)	N/A	----	89.6 (girls)	----

Source MOE (1995) in Staff Report: Basic Education Sector Improvement Programme, 1996, World Bank. MOE (2002) for data from 1998 onwards.

Although the transition rates appears moderate according to Sub Saharan Africa standards, the completion rate is low. Completion rates for P6 leavers are at 75.4% (1994 data) which means one in every four children fail to complete the Primary cycle (see Table 8.0). Gender disaggregated data suggests that the completion rate remains lower for girls due to high levels of drop out recorded across the country

particularly in deprived areas such as the North. Other data provided by EMIS revealed that only 76% of P1 girls were able to continue through to P5 between (1993/94 to 1997/98). Approximately 79% of P2 boys were able to continue through to P5 in the same years.

EFA Ghana Country assessment (2000) suggests that a high priority should be placed on ensuring higher retention rates of girls and boys at Primary Level and at JSS. This problem is particularly acute within the Northern Regions of Ghana where high levels of poverty and traditional attitudes towards girls persist. Field investigation and interviews with children and teachers during the ESSP review revealed that the burden of financing education is being transferred to children in areas where there are high levels of poverty and parental migration (GOG/DFID, 2001).

Research conducted under the Girls Education Unit also suggests that the highest drop out rates occur in P4 and P5 in the Northern Region and between P6 and JSS1 in the Southern regions of the country (Casely-Hayford, 2001)[6]. Several NGOs working in the Northern sector are targeting interventions at this stage of the child's education (i.e. CRS and CAMFED). Recent research in Ghana also suggests that self-esteem is a key factor in girls' progression through basic education. Role models, mentoring, guidance and counselling, awareness creation drama's and making schools more girl friendly are all proven techniques for improving retention rates of girls (MacKinnon, 2000). More work is needed to mainstream these findings at district level possibly through the Whole School Development (WSD) and QUIPS programmes.

These findings support the need for continued and increased levels of support for the Girls Education Unit, Basic Education Division, and the continued integration of interventions to promote gender equity within the WSD Programme and other district based programmes. Closer collaboration is needed with the School Health Education programme, and HIV/AIDS awareness campaigns. Child friendly approaches to school improvement should be considered priorities over the next two years especially with the increasing incidence of HIV/AIDS. These programmes should place particular emphasis on girls at JSS level and/or within the 10-15 years age bracket[7].

Significant problems of Drop Out, Poor Retention and Transition

High dropout rates of girls at all levels and low transition from Primary to SSS levels continue to characterise the education system. Drop out rates for girls are higher than boys at all levels of the education system including Primary and JSS levels.

- Total dropouts at Primary level for boys was 23.10% and 29.90% for girls in the cohort that started in P1 in 1994/95 and completed P6 in 1999/2000.
- Total dropouts for JSS level was 15.9% for boys and 19.9% for girls in the cohort which started in JSS 1 in 1997/98 and completed in 1999/2000 (SRIMPR Division).

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[6] Casely-Hayford and Wilson (2001) How the Poor Get Poorer: A study into the needs of female teachers in rural deprived areas of Ghana. Ghana Education Service, Accra

[7] This age group is vulnerable to HIV/AIDS. They are also influenced by behavioural change techniques and may decide to protect themselves though abstinence.

- Girls' transition rates are lower than that of boys between P6 and JSS1 and between JSS3 and SSS1 (Sutherland-Addy, 2002).

The vast majority of girls drop out of school between P3 and JSS1. Late enrolment often means that girls are reaching puberty when they reach P6. Studies indicate that child fostering in the Northern Region and traditional beliefs regarding girls' roles prevent them from moving to higher levels of education after upper Primary level when they are often married off (Casely-Hayford, 2000).

The MOE/GES target set in the ESSP was to reduce drop out rates at Primary levels from 10% to 5% by 2001. One study commissioned by GES on school drop out by Boakye et al. (1997/98) reveals that drop out at basic level is high -- 29.5% for girls and 20.2% for boys at Primary level.

Table 9.0: Drop out rates and targets

	Drop out targets set to reduce by 2001	**Actual 1996/97 (%)**	**Actual 1997/98[8]**	**Actual in 1998/99**	**Actual in 1999/2000**
Girls Primary	5%	N/A	29.5%	N/A	N/A
Boys Primary	5%	N/A	20.2%	N/A	N/A

(Boakye et al., 1997)

Findings from Boakye et al (1997) reveal that the Northern and Upper East regions have the highest drop out rates. Districts such as East Gonja and Bawku West experience very high drop out among girls with up to 740 girls out of 1000 dropping out at Primary level. Eight of the ten districts with the highest drop out rate were found in the Northern sector (Boakye, 1997). Data from EMIS (1999) suggest that the drop out rates at Primary level is between 10-12 % for boys and girls annually. Reasons for high levels of drop out are contained in Table 10 below.

Table 10: Reasons for Drop Out at Basic Education Level

Reasons for Drop out	**Study findings (% of respondents)**
Lack of parental support including poor attitude towards children's education	42.8
Poor Academic Performance due to unbalanced teacher supply, teacher conduct, lack of furniture and textbooks and seasonal migration of parents or distance to school	25.3
Pregnancy: (41% of adolescent girls were affected, and 70% of JSS girls who drop out was due to pregnancy)	14.4
Perception of schooling as unimportant due to lack of opportunity and unemployment of school leavers—lack of role models	10.6
Teachers Harsh Punishment especially in rural areas	4.4
Other Causes	2.2

(Based on Boakye, 1997 School Drop Out Study at Basic Education Level commissioned by the MOE/GES and the Girls' Education Unit)

[8] Boakye, 1997, Girls Education Unit

Research by FAWE (2001) suggests that one of the Primary factors for girls drop out at basic level is lack of proper sanitation facilities and the attendant school avoidance by girls during their menstrual period.

Performance

Studies also reveal that there are slight gender differences in educational performance at basic and secondary levels but not at tertiary level. The Criterion Reference Test (CRT) reveals the very low achievement level for boys and girls (1999/2000) in attaining basic literacy and numeracy skills[9]. There has been a gradual improvement in English results since 1992 with rates increasing from 29.9% to 36.4% in 1999. Math results also improved from 27.3% in 1992 to 31.2% for 1999 based on mean performance scores.

- CRT 1999 results show significantly higher performance for boys in Mathematics and no gender differences found in English (MOEb, 2001).

The most recent data from the Girls' Education unit indicates that on regional basis 75.1 % of girls in Greater Accra top the other regions in Mathematics and the region with the least in order of merit was Eastern with 44.9%. In Boys' division, Greater Accra had 68.9% to top the other regions and the region with the least in order of merit was Eastern with 44.7%. For English, 77.6% of Boys in Greater Accra top the other regions and the region with the least in order of merit was Central Region with 42.3%. In the Girls division Greater Accra region had 81.9% to top the other regions and the region with the least in order of merit was Brong Ahafo with 33.7% (GEU, 2002[10])

Performance Monitoring Test (PMT) scores for 1999 revealed that females performed slightly better than males in the English test and males performed better than females in Mathematics. The mean score for P1 pupils was 20.95% in English and 39.56% in Math. P6 pupils had 34.18% in English and 13.94% in Math. There were significant differences between rural and urban schools and across the regions.

Sutherland-Addy (1995) found that girls' performance was comparable to boys at the tertiary level and they performed better than boys in some subject areas (Medicine). The same study revealed that girls do not perform as well as boys at the SSS level particularly in Math and Science related subjects.

[9] The CRT is administered to all P6 students in randomly selected schools.

[10] See Appendix 12 for detailed results.

3.2 Community Based Factors resulting in gender inequity and inequality at basic level

The Girls Education Unit held a symposium in June 2001, which examined the current trends, practices and problems in girls' education and strategies to overcome these challenges. Key stakeholders involved in Girls' Education agreed on the reasons why gender inequity persists in Ghana. The participants agreed that the key factors preventing girls from achieving their full potential in education could be categorised into the following main themes:

- Poverty
- Traditional perceptions of the role of girls and women in society
- The failure of the school system to provide for a girl sensitive/ friendly learning environments.

The tension between poverty and socio-cultural based factors is not new; several studies suggest that socio-cultural barriers to education are often difficult to overcome change particularly in societies in transition (Casely-Hayford, 2000; Avotri et al, 1999; Stephens, 1998). These studies point out the complex relationships between socio-economic and socio-cultural factors, which influence and often deter parents from supporting their children's education.

Poverty

Poverty is a growing phenomenon in some areas of Ghana particularly in rural areas of the Northern Region (GSS, 2000); Poverty has and can affect both the girl and boy at several stages within the education process. Studies in Ghana suggest that parents are more likely to prevent their girls than boys from starting and staying in school when family resources are constrained (UNICEF, 2001; Casely-Hayford, 2000; Avotri et al.1999; Stephens, 1998; Svanikier, 1997; Quaisie 1997).

Quaisie (1997) and Casely-Hayford (2002) have both shown that poverty contributes to the low educational attainment of females. Most often parents from low socio-economic groups prefer to send their boys to school instead of their girls. Poverty often manifests itself to the outside observer as a "lack of parental care". Several research reports point to the lack of parental care as one of the key reasons why girls are unable to access, stay and achieve basic and secondary levels of education (Casely-Hayford with Wilson, 2001). Poverty and lack of parental care can lead to early pregnancy, inability of girls to purchase basic needs such as sanitary napkins/ panties and so on forces them to engage in "transactional sex" with boyfriends or "sugar daddies." This is a dangerous social phenomena in a society attempting to control HIV/AIDS.

Traditional attitudes and socio-cultural perceptions towards Girls' Education

"The low percentage of female participation in tertiary education needs to be understood as an end result of the more general constraints that women face in education (Prah, 2002)."

Traditional attitudes regarding the roles of girls and boys remain a major deterrent to the education of children in Ghana. Several studies reveal that parents continue to prefer investing in boys' education, particularly at the JSS and Secondary Levels of education. This preference is due to the social and economic status of the boy in the family (i.e. inheritance and perceived ability to bring benefits back to the family). The girl by contrast is often considered the man's property once married (patrilineal society) and must fend for herself in matrilineal set up (Prah, 2002). Another prevalent attitude in Ghanaian society is the pressure for the girl to marry and bear children. Her socialisation is often confused by mixed messages of her future direction. Messages from the society and family around her are that her place is in the home and she should focus on becoming a good mother and wife (Casely-Hayford, 2000). Her determination to attain higher education must be very strong to resist these social and familial attitudes, which reinforce the traditional gender stereotype of women.

The socio-cultural barriers to female education have been well documented. Some of the main barriers include:

- The socialisation of girls stressing marriage and motherhood as the Primary goals of life--- " A woman's honour is from her husband" (Akan Proverb cited in Prah, 2002)
- Girls receive less encouragement to embark on higher education (Development and Women's Studies Programme, 1995; Avotri et al, 1999)
- Girls are expected to provide labour in the home (Casely-Hayford, 2000)
- Parents place lower value on girls' education since, "a woman belongs to the kitchen and that girls will become married and dependants of their husbands" (Prah, 2002; The Development and Women Studies, 1995)

Several researchers in Ghana have identified the traditional socio-cultural perceptions of girls as one of the key impediments to their education. Studies as far back as the sixties by Oppong (1971), and Blakemore (1976) and more recently studies by Wolf/Odonkor 1998; and Casely-Hayford 2000 attest to the socio-cultural perceptions of girls as first a wife and then a mother. Most of the studies in the Northern Region suggest that girls are reared to "serve" the husband and the girls performance in the home reflects on the families training and honour; once married she becomes the property of the husband's family. Educational investment decisions therefore lean towards the boys since he is expected to be the key family breadwinner. Despite these persistent societal perceptions, research suggests that women are often the sole breadwinners of the family supporting the educational and health needs of the children (Korboe, 1998; Svanikier, 1997).

3.3 School Based Factors resulting in gender inequity and inequality at basic level

Lack of Girl Friendly /Child Friendly Schools

Research also suggests that schools in Africa are neither child nor girl friendly. Prah (2002) argues that many of the barriers to female education in Ghana are found within the education system in the form of an institutional culture. This "culture" includes rules and proscribed outcomes, which are often based on male dominated values and attitudes.

Prah provides evidence at tertiary level, which suggests that education institutions have "cultures" which foster gender inequalities. She argues that the attitudes of teachers, the school curriculum, textbooks used and educational policy are all modelled on male perspectives and values (Prah 2002). Research in Ghana by Sutherland-Addy (1995) and Adomako's (1993) studies in Ghanaian classrooms identified ways teachers adversely influence the performance of girls. They argue that girls are often:

- Discouraged and intimidated by teachers due to their failure to cultivate females' sense of independence and trust in their abilities
- sexually harassed
- abused and exploited at school (i.e. sending them on errands during school hours)

More recent research from Sarpomaa Fiscian in Ghana and Leach in Malawi (2002) suggest that sexual abuse of girls in schools is widespread and a major impediment to fostering child-friendly schools. Several NGOs are beginning to embark on programmes, which help children learn about their rights and make schools more child friendly.[11] WUSC has focussed several of its programmes on training and ensuring that schools become more child-friendly through the introduction of gender sensitive curriculum and resource books for teachers at the basic level.

Studies by WUSC in Ghana suggest that classroom teaching is pivotal to **girls' self-esteem** and their ability to learn through asking questions and listening. Action research conducted in Ghana suggests that girls are particularly sensitive to the behaviour and feedback from teachers and their peers (MacKinnon, 2000). This has particular importance for the introduction of gender sensitive teaching strategies at teacher training level.

Making classrooms more child-friendly particularly for girls requires more female role models. Increasing the number of female teachers can have a positive impact on girls' ability to aspire to higher levels of education (Rugh, 2000). Studies on the number of female teachers in the Ghanaian teaching profession identify a very low level of female participation, particularly in rural deprived areas (Casely-Hayford with

[11] The Canadian Feed the Children's Fund and Save the Children are both focussed on rights based approaches to programming in Ghana. These approaches are showing increasing results in mobilising children and their families in order to improve educational outcomes.

Wilson, 2001; Prah, 2002). Prah (2002) points out that 22 of the 233 teaching staff are women at the University of Cape Coast- constituting only about 10% of the total.

Lack of Quality

Closely related to the issues of school friendliness are the issues concerning educational quality. A growing body of literature suggests that without dramatic improvement in educational quality, particularly in the rural areas of Ghana-- there is unlikely to be major shifts in enrolment, completion, retention and achievement particularly among girls (Canagarajah, and Ye 2001; Pryor, 2002).

Classroom teaching is one of the key ingredients to ensuring improved quality within educational reform programmes. Studies in Ghana reveal that poor quality is influenced by the low number of contact hours. This is proving to be one of the main problems in rural classrooms where there is little supervision (Kraft, 1994; Pryor and Ampiah, 2002).

An ongoing challenge for the sector is the persistent tension between improving access and quality at basic level. Studies conducted in Ghana suggest that rural parents are further disadvantaged when poor quality in education prevents children from achieving basic literacy and opportunities for higher education (Casely-Hayford, 2002b). This is particularly harmful for girls when their ability to access and stay in school is considerably less than boys.

Recent studies by USAID suggest that the quality of education is also being compromised by the inability to implement the language policy at school and classroom level. Teachers are found conducting classes at lower Primary level for children “in any language they see fit” despite the fact that lower Primary should be taught in local language (IEQ Study, 2001). Some of the reasons sited for this practice include: lack of books and lack of conviction that mother tongue language is the most effective language for children at the early stages of schooling. The problem over language at the basic level is so profound that unless teacher-training colleges are able to guide Primary Level teachers and enforce their use of the mother tongue language in the first three years of Primary school we are unlikely to see major improvements in performance of children (Centre for Applied Linguistics, 2001; GTZ, 2002).

Reports from alternative education programmes such as Action Aid’s Shepherd School, School for Life's Flexible School Classes and Wassa Amenfi Literacy Programme are convincing evidence that eight to nine months of teaching in excellent mother tongue language can provide the basic literacy skills in children and help them move easily to the second language. Acquisition of mother tongue language also helps bridge the gap between home and school, instils the love for learning and ensures retention in school. Research by School for Life (1995) and Goody and Bennett et.al (2001) also suggest that teachers are more motivated to teach when children are learning.

Lack of knowledge of future options and direction

Research by NGOs in Ghana suggests that girls do not fully recognise their potential skills and are not aware of their options after completing JSS. Lack of counselling and parental guidance is becoming a severe problem for girls particularly at Primary and JSS levels. Studies have found that very few girls are entering vocational and technical training programmes particularly in areas of non-traditional trades (AJTC, 2001). NVTI has placed female counsellors/ gender officers in their institutions across the country to promote access and participation of girls at vocational training centres. District based surveys should be conducted by the Girls Education Officers to identify all the options available to JSS school leavers and disseminated to the guidance and counselling teachers at the various schools in the district.

Conclusion

The gender differential in education is complex and factors such as socio-cultural practices, belief systems, poverty and ignorance **often reproduce** the gender gap in education along with more structural factors such as school culture and teacher attitudes. Reducing the gender gap across the education system in Ghana will therefore require a paradigm shift based on changing the negative socio-cultural beliefs and practices, uplifting women's literacy and empowering them to feel better about who they are.

Closing the gender gap at Primary and JSS levels will require both attitudinal change and significant improvement in rural livelihoods in order for parents to increase their support to children throughout the basic education system. It will also require a major quality improvement in the existing public education system. Solving the quality problems in existing schools will have a direct impact on female literacy and retention in Ghana. A shift from goals of access/participation towards quality is now extremely necessary for not only girls' education but improving outcomes from the entire education system.

3.4 Specific Challenges for Girls in Second Cycle and Tertiary Institutions

Participation rates of girls reveal that there has been some improvement of girls' participation at the university level over the last five years. More research is necessary to explore the types of girls entering higher levels of education according to region, rural/urban breakdown and socio-economic status. Urban girls from high socio-economic status often have easier access to university education compared to their rural counterparts due to the quality of the institutions sending them, the traditional barriers and socio-economic constraints. Figures for Ghana suggest that enrolment rates at SSS and Tertiary levels are:

- **JSS**: Girls (44.9%) and Boys (55.10%)
- **SSS:** Girls (40.7%) and Boys (59.30%)
- **University level:** Girls (27.08%) and Boys (73%)[12]

Annex 6 provides a breakdown of the types of courses girls are entering at the SSS and Tertiary Levels of education.

Reasons for poor transition from JSS to SSS

Girls find it difficult to qualify for SSS due to their low grades in the BECE. Those who do qualify often do not get admission to the "Best" Senior Secondary Institutions (The Development and Women's Studies Programme, 1995). This is not the case at Tertiary levels where girls are found to achieve equally or better than boys in some subject areas.

The Acheampong (2000) study in Brong Ahafo revealed that about 50% of girls drop out of school at the basic level due to early marriages. It was also found that at least half of the girls who complete JSS are not able to continue their education to SSS. The same findings by Acheampong also found that-- just as girls are unable to achieve higher levels of education-- female teachers and administrators are unable to move to higher levels in the system.

The Northern Region presents other problems, which further impede girls from transition to higher levels of education. Some of the problems faced in this region are the lack of girls' hostels and the distance from home to school particularly at JSS and SSS levels. The Northern Region has very few JSS's for each community compared to the south. Very few girls are able to transfer from Primary school system due to early marriage, Kayayoo, and fostering practices.

Senior Secondary Level

Difficulty for parents in paying the Senior Secondary School fees is a problem for both boys and girls. Many girls interviewed during research in the most deprived areas of the country were supporting themselves through SSS by selling bread or engaging in "other activities". Issues of **transactional sex** were apparent in many

[12] (Sutherland Addy, 2002).

schools in the most remote areas where girls fend for themselves and finance their education (Casely-Hayford with Wilson, 2001).[13] This study also suggests problems of Senior Secondary girls in rural deprived areas of the country as follows:

- Lack of time to study due to household chores
- Lack of adequate accommodation at the SSS
- Lack of support from parents
- Sexual Harassment of girls by teachers (Sarpomaa Fiscian, 2002)

Household chores prevent girls from attaining higher levels of education. Parents and guardians often require girls to engage in household chores more than boys preventing them from much needed study time particularly at the SSS level. Reports from girls in Tolon Kombongo suggest that during the examination period girls were given accommodation at the SSS in order that they could concentrate on their studies instead of being day students.

Lack of accommodation and proper supervision at many of the Secondary Institutions was a deterrent to parents sending their girls. Parents complained that they did not trust sending their girls to places which are not supervised properly and often resulting in their daughters coming home pregnant (Casely-Hayford with Wilson, 2001). Sexual maturation research by FAWE (2001) also highlights the problems of unfriendly school premises, which do not have proper toilet facilities for washing and cleaning for girls.

Vocational Training Level

There are far fewer vocational training institutes for girls than boys in Ghana. There are also fewer boarding facilities at these institutions. Many of the vocational training institutes focus their programmes on male oriented programming (woodcutting, electricals etc). Studies by Presbyterian Church of Ghana and EZE/EED suggest the need to encourage JSS girls to enter non-traditional vocational training areas. Presbyterian Church of Ghana and EZE/EED have supported a gender programme, which promotes girls' education at technical and vocational training institutes through the introduction of gender co-ordinators, counselling and scholarship programmes.

[13] Studies of SSS and Tertiary level girls suggest girls are forced to engage in '"transactional sexual relations" in order to pay for their basic needs including food, transport, panties and underwear.

4.0 Gender equity within educational management and the teaching profession

The following section seeks to describe the key gender issues within the educational management and teaching profession:

- What is women's position in educational management at all levels in the educational system?
- Do they have equal access to professional development and career growth?
- What are some of the constraints for women in the teaching and education management professions?

4.1 Situational Analysis

Several studies confirm that female participation in educational management is very low (Acheampong, 2000; Davies 1992). The situation is often related to poor attainment in education and low professional status of women along with discrimination. The following data confirms some of these trends:

Table 11. Gender Disaggregated Data for Educational Management (2002)

	Number of Positions	Number of men	Number of Women	% of Female Participation
Holding posts as deputies in GES/MOE (Senior Management)	**3**	**2**	**1**	**33.3%**
Holding Posts as Divisional Directors	**10**	**6**	**4**	**40%**
Holding Posts as Regional Education Directors	**10**	**7**	**3**	**30%**
Holding posts as District Education Directors	**110**	**78**	**30**	**27.3%**
Heads of Teacher training colleges	**38**	**34**	**4**	10.53
District Organisers for NFED	110	16	94	85.45

(MOE/GES, 2002)

Very few women are found in top management positions in the GES. More women are found as teachers at the nursery or Primary school level the majority of who are based in urban areas of the country. The numbers of women decrease dramatically as we move from Primary, JSS to SSS level to teacher training and polytechnic levels. Acheampong (2000) found in 2000 that out of the 38 Teacher Training Colleges in the country only four are headed by women.

NFED has very few women in leading positions within the organisation. They found it necessary to implement an "affirmative action policy in favour of women to fill vacancies especially the key positions within the organisation and critical to the implementation of the gender policy (NFED, 1996). This affirmative action policy particularly is expected to have a positive "role model effect." They also decided to

recruit or internally appoint ten gender specialists for each region of the country to facilitate gender mainstreaming in the implementation of Affirmative action in the recruitment of facilitators. This is an approach, which should be carefully considered by GES/MOE in order to improve gender equity in management across the entire education sector particularly at the Tertiary and Secondary level.

4.2 Constraints of women in accessing the teaching profession

Low achievement and performance of girls at SSS particularly in Math and Science prevent access of many women to the teaching profession (Casely-Hayford/ Wilson, 2001). Over the last ten years there has been a decline in the number of women accessing teacher-training colleges.

- Sharp drop in female enrolment at 38 teacher-training colleges – from 41.4% in (1989/90) to 32.8%(1997/98). Female enrolment was at 39.02% in 1999/2000. This could be attributed to the new entry requirements of credit grade in Mathematics.
- Fewer females pass out of training colleges than males-- 40% females compared to 60% male in 1999/2000

An average 13% of teaching positions were occupied by female academic staff in the 1990s at Ghana's three oldest Universities compared to 9% in the 1980's and 9% in the 1970's and 11% in the 1960's (Prah, 2002)

The main reasons why females are not entering the teaching profession are based on their poor performance at SSS level. Casely-Hayford with Wilson (2001) found that girls are not performing at the SSSCE and many are unable to pass the entrance requirements for teacher training colleges. Poor performance at SSS is related to the:

- Poor level of staffing at most SSS (particularly in the core subject areas).
- Poor exam results of females in the core subjects and attitudes of male teachers in these subject areas (Maths and English).
- Lack of financial and moral support at SSS Level.
- Few female teacher role models within the teaching profession.

The vast majority of female teachers are at the nursery, KG and Primary levels, the majority of which are untrained. Studies also suggest that some teachers in rural deprived areas are losing their literacy skills due to lack of literacy materials and motivation to read (Casely-Hayford/Wilson 2001).

4.3 Deployment Issues for Women:

In a study on the "Needs of Female Teachers in Rural Deprived Areas" researchers[14] found that very few women particularly newly trained female teachers accept posting or are willing to be stationed in rural areas in Ghana for the following reasons:

[14] Casely-Hayford, L. with Wilson, S (2001)

- Lack of options for appropriate marriage partners (same education and social status)
- Lack of opportunities to upgrade teaching status and professional development options
- Lack of proper health, sanitation and water facilities
- Safety of women particularly those who are young and still unmarried

The study found that long serving female teachers who were recruited as Certificate A (4 Year) holders and pupil teachers were much more likely to stay and serve in rural deprived areas than their newly deployed "trained" female counterparts.

4.4 Professional training and career development

Some studies available from the Girls Education Unit, UNICEF, FAWE, and Centre for African Studies suggest the need for more gender analysis within educational management, and the development of affirmative action programmes concerning hiring and promotion in the teaching profession. Findings by Acheampong (2000) in Brong Ahafo suggests that women are discriminated against in the teaching and educational management profession due to:

- Traditional practices/beliefs (early marriage, caring for family, "women do not hold leadership positions, men protect women and women are not breadwinners"
- Traditional gender roles
- Levels of education
- Appointment procedures
- Attitudes of women towards leadership

Acheampong's (2000) study found that "traditional practices and gender stereotyped roles for both men and women… constitute demotivating factors to the problem of female participation in educational management in Brong Ahafo Region--for instance the traditional concept of leadership as a preserve of men and domestic responsibilities as a preserve of women." The study also found that the vast majority of women did not have the academic and professional qualifications to enable them to head educational institutions in the region.

The study suggests that GEU should:

- Organise regular seminars to expose female administrators and teachers to the need to participate in educational management.
- Encourage female heads to act as good role models to aspiring female administrators and;
- Provide scholarship schemes for needy girls to pursue higher studies in the region.

" Without female involvement in educational management, the girl child's level of career aspiration while in school will hardly focus on managerial positions since she will lack role models to emulate… The study also finds that women are endowed with qualities, which are lacking in our Ghanaian schools including: honesty, accountability and high level of performance in administration." Acheampong, 2000p 94)

5.0 Female literacy issues

The Ghana Living Standard Survey (GLSS 4) indicates that women constitute 62.3% of non-literate population in Ghana (GSS, 2000). It also suggests that only one out of every three women between 15 to 34 years of age and one out of every 10 women between 45 to 51 are literate.

The GLSS 4 suggests that, as many as 41% have never been to school the majority of whom are women living in rural areas. The GLSS also points out that only 21% of males have never been to school. This means that twice as many men to women have been to school and twice as many men to women have attained secondary or higher level qualifications. The following table summarises the findings:

Table 12: Levels of Education by Gender

	Males (%)	Females (%)	All (%)
Never been to School	21.1	41.0	31.8
Less than MSLC/BECE	24.6	25.6	25.1
MSLC/BECE	38.6	27.8	32.8
Secondary Education or Higher	15.8	5.7	10.4

(GSS, 2000)

Several studies suggest that women's literacy is directly "linked to their status and position in society as well as their health and educational status of their children (NFED, 1996)." The following are the key findings concerning female literacy based on the latest GLSS 4.

Table 13: Gender Disaggregated Data for Illiteracy Rates

	Women	Men	National
Total National rates of illiteracy	62.6	35.8	50.2
Rural area illiteracy rates	74.2	44.9	60.8
Urban area illiteracy rates	42.1	20.5	32.2

(GSS, 2000)

The total female illiterate population in Ghana is at 62.6. The vast majority of these women live in rural areas (74.2%). At least 40% are within the 15-34 age group and 25% are in the age group of 9-14 years of age (NFED, 1996). NFED suggests it is important to focus attention on this age group for several reasons-- they are the economically active group and their literacy rate will have a direct impact on the well being of their families and their communities" (NFED Policy Document, p5).

6.0 Current Approaches: Implementation of gender equity strategies

Women are the Primary educators of the child. Improving the literacy rate of women is inseparable from improving the literacy rate of girls.

6.1 Overview of Efforts made to bridge the Gender Gap in education

The educational reform of 1987 attempted to reduce gender stereotyping by making it obligatory for boys and girls to take the same subjects (i.e. home science and technical skills). New subjects such as life skills and technical skills were required for both boys and girls (Prah 2002; Sutherland Addy et al. 1995).

Textbooks were also reviewed by CRDD in order to make them more gender sensitive to both boys and girls. Work by the World University of Canada (WUSC) along with the curriculum division at GES/MOE has made a significant contribution to making the curriculum at Primary and JSS level more girl-friendly. Integrated Science at the Upper Primary level has been made more gender sensitive.

6.2 Bridging the Gender Gap at the Basic Level

The Girls Education Unit (GEU) has been involved in several key strategies and activities to support girls' education across the country. The Girls' Education Unit was established in 1997 with the mandate to " facilitate, network, influence, focus, plan, evaluate, collect and disseminate data and good practices". The GEU has a decentralised network of regional and district personnel, which include:

- Regional Girls' Education Officers (RGEO) in each of the 10 regions
- Regional Science technology and Mathematics Education Organisers (RSTMEO) in each of the 10 regions
- District Girls' Education Officers (DGEO) in all the 110 districts
- District Science Technology and Mathematics Education (DSTMEO) officer in each of the110 districts
- Regional and District Women in Technology Education (R/DWITED) staff where they have been appointed

The GEU works with all these officers and the community facilitators and trains them in community mobilisation and sensitisation techniques. Table 14 presents the GEU strategies/ activities, the scope of these operations and partners. The GEU is yet to complete an evaluation of its work to identify the key strategies, which appear most effective[15].

[15] This is yet to be done by an external body.

Table 14: MOE/GEU interventions in Girls' Education

Key Activity	Scope	Agency partnership
Policy, Research and Advocacy		
Symposium with key stakeholders in Girls Education	National	WUSC/UNICEF
Conducted several pieces of research on girls education, scholarships and teacher education	National	World Bank
Training of District Directors of Education on Gender and Equity	Selected Districts	WSD
Strategic Plan for Girls Education		WUSC/ SAGE/ GEU
Newsletter " Gender Matters"	Nation wide	GEU/UNICEF
Gender Sensitising the curriculum		
Revised the Basic Education Curriculum to become more gender sensitive. (New gender sensitive syllabi in their final stage of production)	National	WUSC/ CRDD
Developed Handbook for ensuring gender sensitisation in the curriculum	National	WUSC
Developed Resource book on improving Quality of Teaching and Learning	National	WUSC
District Level Programmes		
Training of District Girls Education Officers and STME Co-ordinators in all the Districts on PRA skills and community sensitisation techniques	All districts	UNICEF/WSD
Developed Girls Education Hand book for training	All Districts	SAGE
Pilot PRA programmes in several communities	All Districts	WUSC
SAGE Pilot programme	National	SAGE
Female Scholarship programmes	Nation wide	Districts
Girls Education Week Celebrations	Nation Wide	GEU/WSD
Food Provision for Girls and Families	Northern Regions	WFP

Science Teaching and Math Education Clinics (STME):

The STME clinics were established in the late 1980's and have grown into sustainable and well functioning interventions for girls at the JSS and SSS in the areas of math and science. Approx 200 girls are chosen by STME officers and teachers at the district level to attend a one-week clinic at the regional level each year. The clinics are usually active during the August vacation and involve several activities such as:

- Lectures
- Visits to science centres and industries
- Science laboratory work
- Mentoring and guidance counselling

Role models are used on a short-term basis to expose prospective females to the science field. Science teaching and math clinics operate in all regions of the country during the vacation time. They attract the female students showing potential and interest in pursuing sciences from schools in the district. The science clinic students are girls from both rural and urban schools 1/3 are from the SSS level and 2/3 are selected from JSS level. Over the last 5-10 years these clinics have assisted and motivated girls to achieve higher levels in sciences and math education in order to pursue studies at tertiary levels institutions.

6.3 District Assembly interventions: Scholarship Schemes

Several district assemblies around the country are implementing special scholarship schemes for needy children. Some of these scholarship schemes have a special focus on girls at JSS and SSS level. Research suggests that the more deprived districts open the scheme to girls at the JSS level. Other better endowed districts offer more scholarships at the SSS level in order for students to access higher levels of education (i.e. Tertiary or Teacher training college level). These schemes have proven very successful in motivating girls to pursue higher levels of education.

Other Donor and NGO interventions

Apart from these interventions there are also a number of donor interventions, which are placing special emphasis on improving girls' education.

Table 15: Gender Activities by Development Partners

Programme	Educational Level	Mainstreaming Gender Activities
UNICEF/Child Scope Programmes	Basic	- Focuses on the Afram Plains, Bulsa in the Northern Region. The programme attempts to improve the community school relationship, which mobilises people to plan actions to improve the school. - Child scope focuses on assisting communities undertake participatory planning exercises in order to improve their schools - Interventions are also made in areas of school health education and child to child
QUIPS (USAID) Programmes	Basic	- All PTA/SMC training includes a special emphasis on gender and girls education. - Support to the GEU through the SAGE programme, which is piloting training modules with girls' education officers in some districts in Central and Western regions.
WSD Programmes	Primary	- Budgetary support to Girls' Education Officers at the district level to pursue regular activities (i.e. girls education awareness activities, PLA/PRA etc) - Supported gender training for district and regional officers
World Food Programme	Primary and JSS	- Provision of food ration for girls attending Primary or JSS in the 3 Northern Regions. - Girls in deprived rural schools at Primary and JSS are supplied with a dry ration at the end of the month if they achieve 85% attendance. - This has increased the participation of girls in many schools in the areas.
Catholic Relief Services	Primary and JSS	- Provision of daily food ration for children attending school on a regular basis
FAWE	Basic Level	- District awareness creation activities which mobilise key stakeholders - Funding for small community initiatives such as school libraries and income generating activities, which improve the girls' educational environment.

6.4 NGO programming in the Country

Advocacy and Awareness Creation and Sensitisation

Many NGOs and the GEU are using PRA/PLA techniques to create community awareness concerning the need to educate girls. Community drama is a widely practised approach to creating awareness concerning gender issues in education (i.e. sexual abuse, early teenage pregnancy, child labour issues etc). These approaches are proving very effective in mobilising communities and increasing school improvement and attendance.

NGO interventions across the country involve a variety of approaches to improving girls' education. Some programmes:

- directly target girls
- mainstream girls' education interventions within their programming.
- focus on children's rights and child empowerment
- focus on schools and teachers

Studies by the Alliance (2001) suggest that the following interventions by NGO's and Community Based Organisations (CBOs) are proving most effective:

- Teaching of reading, writing and numeracy skills
- Hygiene education and HIV/AIDS Prevention with special emphasis on the provision of drinking containers in the schools
- Girls clubs
- Libraries.

NGOs/ CBOs also tested out other interventions such as advocacy workshops, financial support, improved school facilities, technical support but did not find these as effective in improving girls access and retention in school.[16] Global experience suggests the need to create an enabling environment for civil society interventions at all levels. This would include special funds for NGOs to tap in order to support girls' education interventions at the local, district and regional levels. The Alliance[17], the Social Investment Funds (SIF) and FAWE's work provide excellent examples of how these funds can mobilise local partners in the fight to improve girls' education in Ghana.

Table 16 highlights some of the strategies being used to improve girls' education by different NGOs in Ghana and the lessons learned.

[16] Best Practices were based on Community participation, teachers' participation, pupils' participation, enrolment, achievement and sustainability of the activities.

[17] The Alliance was set up for such a purpose and has had very positive results in supporting best practices for girls' education.

Table 16: Strategic Interventions for Targeting Girls

School based	Strategies
Improve Access	➢ **Parental awareness creation (FAWE)** ➢ **Construct Toilets (Alliance)** ➢ **Making Schools more girl/child friendly (GEU)** ➢ **Scholarship programmes (CAMFED, District Assemblies, FAWE)** ➢ **School Lunches and food supplements**
Improve Quality	➢ **Community Libraries (FAWE/Alliance)** ➢ **Literacy classes for girls (Alliance)** ➢ **Vacation classes or after school programmes by Action Aid** ➢ **Gender sensitive curriculum (WUSC)**
Improve Management	➢ **Gender awareness training for teachers and administrators (GEU, WUSC)** ➢ **Training of teachers**
Community Based	Strategies
Awareness Creation	➢ **Community Drama (CSA, Girls Clubs)** ➢ **Video shows (FAWE, CARE, WUSC)** ➢ **Radio programmes (WUSC, FAWE, SAGE, CSA)**
Institutional/leadership	➢ **SMC /PTA training (CSA/ CRS, SAGE)**
Parental responsibility	➢ **Income generation programming /micro enterprise development (WUSC, NGOs)** ➢ **Awareness creation** ➢ **Moral/Family Education for Parents (Olinga Foundation, YMCA)**
Child based	Strategies
Vulnerability of children (self esteem)	➢ **Class drama** ➢ **Girls Clubs (FAWE/GEU- Gender Awareness Clubs)** ➢ **School gender policy** ➢ **Role models/mentoring programmes** ➢ **Guidance & Counselling**
Poverty/Livelihoods	➢ **Vocational training for girls**
HIV/AIDS/Health	➢ **Peer counselling** ➢ **SARA multi media package (Unicef) – Zingaro** ➢ **Child to child (APDO)**
Food Security and Nutrition	➢ **Food AID/ School feeding programmes (CRS, UNICEF, WFP)**
Abuse (physical and sexual)	➢ **Girls' clubs (FAWE) - Gender Awareness Club** ➢ **PLA/PRA activities with girls (University of Sussex)**

CARE and Action Aid have both embarked on vacation programmes, which bring together girls from rural areas for focussed programmes to improve their self-esteem and literacy skills. These programmes are well organised and often involve role models.

6.5 Bridging the Gender Gap in Second Cycle (Vocational & Technical) and Tertiary Institutions

The main interventions to improving female access to education at the **Tertiary Level** are through increasing enrolment of women in tertiary institutions and strategies, which reduce gender discrimination. Prah (2002) demonstrates that improving female access "is not enough to encourage women to remain in these (tertiary) institutions". Prah (2002) argues that gender issues do not feature in the innovations being made in Ghana's tertiary institutions despite the significant role women could play in transforming such institutions. She suggests that the introduction of gender specific policies and gender desks should address the gender discrimination issues within the institutions.

Recommendations from Development and Women's Studies (1995) and the National Education Forum (1999) suggest the following:

- Affirmative Action and Positive Discrimination policies in favour of girls in the admission of girls to university should be pursued more vigorously and extended to mixed boarding, Senior Secondary School and training colleges. These institutions often have fewer facilities for girls and therefore admit fewer girls than boys.
- Both studies suggest the need to appoint gender officers to ensure that policies at the Secondary and Tertiary level are carried out.
- District Assemblies should establish scholarship schemes to support needy female students particularly at JSS, SSS level and Tertiary level.
- Traditional authorities and district assemblies should launch campaigns against early marriage and teenage pregnancy in districts with low female enrolment (i.e. Northern Regions)

FAWE (1998) has also compiled a book specifically focussed on helping Tertiary Institutions improve gender equity and equality. "Creating an Enabling and Empowering Environment for Women in Tertiary Education: a handbook for African Universities" should act as a guide for improving the conditions of women in Ghanaian Universities.

6.6 Bridging the Gender Gap in Non Formal Education

NFED's strong emphasis on gender issues in the early 1990's took on the following efforts:

- Establishment of Women in Development Research Unit
- Instituted a WID programme in 1992 and WID co-ordinators recruited in three Northern Regions of Ghana
- Training of all district and regional staff in gender issues

The problems of a lack of gender policy framework guiding interventions in the education field led to the development of a gender policy document in 1996. In 1996, it became imperative for NFED to effectively target women and recognising the persistent and high level of illiteracy among women in Ghana, the NFED

programme developed a gender policy specifically targeting non-literate rural women.

The Non-formal Education Division has conducted special programmes for women's literacy and has implemented a gender policy to ensure that programme activities are particularly targeted to women. A recent evaluation of NFED found that the vast majority of learners in the NFED programme are women (Korboe, 1997). NFED's target is to reach out to more women since they form the vast majority of the non-literate in Ghanaian Society (target is 70% of learners should be female). Annex 8 provides data on the learners recruited, graduated and dropouts by gender from 1992 to date. The data reveals that far more women enrol in the literacy programme than men, and that many more women graduate compared to men. Over the last ten years the numbers of learners have been declining.

NFED programme has also conducted community improvement and income generating projects, which help to complement the literacy programme and empower the learners.

Studies on literacy in Ghana suggest that the NFED programme has made some headway in improving the literacy levels but not in a significant way. Studies by Education For All (UNESCO, 1999) placed Ghana within the category of countries, which have only slightly improved their literacy rates from 0 - 3% over the last 10 years since Jomtien.

6.7 Ensuring Equity within the Teaching Profession

Several research projects have identified the problems of women in the teaching profession. There is less gender-disaggregated data available at the educational management level. The ESR Management consultant has been requested to obtain gender dissagregated data when examining the educational management issues.

There are very few studies available on gender at management level and teacher training institutions in Ghana. Researchers at the University of Cape Coast (UCC) have agreed to do a gender analysis of teachers registered to write final examinations from teacher training colleges. The findings suggest that female participation in Math, Science and English in the 15 TTC's was only 24% out of the total. This confirms Anamuah Mensah's findings that place female participation at only 25% at post-secondary education (Ghartey, 2002).

Ghartey (2002) study finds that the disparities in pass rates between males and females in 2001 were marginal in all three main subject areas (Math, Science and English). "What is worrying is the low female participation in teacher training colleges". Ghartey (2002) along with several other researchers suggest the need for special access courses to be opened to females at the SSS who have the potential and interest in entering teacher-training college[18].

[18] Teacher Education Division has also suggested that these access courses be organised in all the districts across the country.

7.0 Best Practices and Key Strategies for supporting Female Education in Ghana

There are several strategies and interventions, which are yielding promising results for improving female education in Ghana. The task team reviewed the Girls' Education Strategy document and other studies of best practices in Ghana to suggest the following strategic options for improving female education across the education sector.

Global best practice suggests strategies to address three levels of intervention:

- Policy reform and the policy environment
- School based change
- District, NGO and Community based change such as mobilising parents and communities in support of girls' education

This section is divided into these different levels of intervention highlighting best practice and key recommendations for the MOE/GES. Several strategies, which have been tested out in Ghana, appear to be effective in improving quality, access and retention of girls. There is a comparative advantage in which Government can make a difference and other areas where NGO's and private sector initiatives are best suited.

7.1 Creating an Enabling Environment

Policy Environment

The main thrust for Government must be to create not only the conditions for child/girl friendly schools but also a female friendly and supportive education service. A teaching service that attracts and retains the best women in the country will produce the best role models for our girls and boys. Women's literacy and child literacy are inexplicably linked. Any policy to support girls' education must also have a strong emphasis on women's literacy and professional empowerment.

Four main thrusts to any gender strategy within the education sector must include:

- An affirmative action gender policy to ensure gender balance in the teaching service, teacher training and career development
- Mainstreaming gender issues throughout teacher training programmes and institutions. The gender resource books produced by WUSC and SAGE should be used in this regard.
- Mainstreaming gender issues in the curriculum and learning practices and processes
- National Campaign on female education and the abolition of negative cultural practices against girls (e.g. early marriage, child fostering etc)

Development of a National Gender Policy for the Education Sector

A gender equity policy should be developed in order to create a positive environment for women in the teaching field; This would include:

- Ensuring equal access of girls to training colleges
- Affirmative Action in hiring and promotion at high levels of education management
- Special incentives for female teachers who agree to postings in remote rural areas.

Strategy:

- GEU should collaborate with Divisions within the GES such as TED, CRRD and the inspectorate to develop a gender equity policy
- Continue gender sensitisation training programmes for officers of MOE/GES
- Introduce gender training in all teacher training colleges as a mandatory course for teachers
- Review the teacher-training curriculum to ensure that gender issues are mainstreamed in teacher training colleges across the country
- Data collection analysis and dissemination should form an integral part of education at all levels. Officers in charge should be trained and provided with facilities for their work.

National Campaign to Promote Female Education and abolish negative cultural practices

A collective campaign, which targets female education as the key pin for development, is essential. Studies from countries around the world suggest that collective action is required to combat illiteracy and this begins with awareness creation. Countries like Bolivia have been successful in making significant gender equity gains due to the media campaigns and collaborative action. Elements of a national campaign should include

- Media sensitisation to deter the negative stigma of girls on television and radio. Work with the Ministry of Women 's Affairs in preventing and censoring all televisions programming which promote negative stereotypes of women and girls on television.

- District scholarships programme should be increased for girls in rural deprived areas and deprived districts of the country (use deprivation studies by the Implementation Co-ordination Unit, GES).

- District sensitisation programmes based on community empowerment approaches (e.g. Child scope concept) should be extended to all districts for communities to own and support their schools.

- STME clinics should be supported and scaled up in all the districts

- Special counselling and vacation programmes for girls in rural deprived areas should be introduced and scaled up in order to improve competency in reading comprehension, Math and confidence building skills.

7.2 School Based Initiatives and School Based Change

Most NGO programmes in Ghana have found that community mobilisation and increased community ownership are essential to successful programming (i.e. WUSC, Community School Alliance, Action Aid etc). This includes community mobilisation and making people responsible for the change process. Studies on poverty also suggest that lack of parental support is one of the greatest barriers to girls' education and female literacy. Much more media education is necessary to inform parents of the child's right to education, the need for positive encouragement and the basic support needed for every child.

Community Mobilisation:

- Scale up activities to increase the number of communities involved in PLA/PRA, community sensitisation etc through the TV and radio.
- Support the PTA/SMC training in all areas using the Community School Alliance SMC/PTA training manual
- Media campaign on issues related to girls' education (i.e. parents giving too much housework, family planning)

Improving Quality and Gender equity within the classroom

There are several NGO's working in changing attitudes of teachers and students towards girls. Role-play and social drama have been one of the most effective strategies for changing relationships within the school setting (WUSC, 2001). Work by IFESH in Benin/Togo also suggests that the best approaches are those, which are based on changing attitudes of teachers. Such attitudinal changes can be achieved through the following:

- Teacher trainees should be made gender sensitive throughout their training programme
- Ensure all teachers receive copies of "Teachers Resource Manual for Basic Schools" in all Training colleges (WUSC, 2002) and the CRDD handbook on "Gender Sensitive Teaching Practices."
- Introduce in-service training particularly for pupil teachers and mainstream gender issues in education and multi-grade teaching to cope with understaffed schools[19].
- Institute regular supervision of teachers
- Set targets for school officials and district directors and provide officials with TORs.
- Provide incentives to female teachers in rural deprived areas (Preference for study leave, radios etc)

[19] This is being discussed by GEU and Teacher Education Division

Promotion of Child Friendly Schools and flexibility in local contexts

Research by UNICEF, USAID and DFID suggests the need for a comprehensive framework, which ensures that all the necessary elements for a quality educational environment are available for achieving maximum learning outcomes. Schools should promote a child-friendly atmosphere, which is particularly sensitive to the needs of girls. This includes the need to set up proper sanitation facilities and make water available in all schools. Some of the elements suggested for child-friendly schools include the following:

- Provision of water and sanitation facilitates in all schools
- Flexible scheduling of school year to accommodate local activities
- Flexible school timetable in areas where children are required to assist on the field.
- Flexible payment of school levies to allow parents/guardians to pay in instalments
- Reasonable walking distances between Primary schools and JSS
- School buses and bicycles for remote and difficult areas

Ghana is on the road to achieving some of these child friendly elements through the Ghana Poverty Reduction Strategy (GPRS). The GPRS and the MOE policy document (2001) both outline the need to ensure increases in the number of water and sanitation points in all school/ communities. Flexible school timetable is another area, where district assemblies can take action to modify. This should be promoted by GES in order to ensure that areas where market days and farming seasons interrupt the child's education more flexible hours for schooling are negotiated. The GPRS also makes it clear that more "locally based quality and equity issues must be addressed" to improve the current educational situation.

Guidance and Counselling

Research also suggests the need for special programmes to improve the level of counselling and guidance for girls particularly at the upper Primary and JSS level (Casely-Hayford with Wilson, 2001; FAWE 2001). Better counselling and guidance training can ensure that children understand their options, create a vision and direction for their future ensuring more transition to higher levels of education. This can be achieved through:

- Dissemination of counselling handbooks to all basic schools
- SMC/PTA, Teacher and community based counsellors trained in counselling to work at the upper Primary and JSS level
- Support for Counselling/Placement services in all District Offices to assist children identify best options after completion of JSS and SSS

Promotion of Reproductive Health and Behaviour change

Research suggests that girls often drop out at puberty due to their menstrual periods and early pregnancy (Boakye 1997; FAWE, 2000 &2001). Best practices suggests the need to provide basic sanitation facilities for girls and their access to education

on proper sanitation practices during puberty. This can be achieved through the following:

- Ensure that moral education is an integral part of the school curriculum and should be examinable.
- School clubs such as boys scouts and girl guides should be reintroduced in the schools
- Involve communities in provision of sanitation facilities and school health
- Integrate HIV/AIDS and Reproductive Health information in the Life Skills and Environmental Studies curriculum. School campaigns to create awareness of HIV/AIDS and Preventing infections. Reintroduce Life Skills as an examinable subject.

7.3 District, NGO and Community based initiatives

Districts should continue to scale up scholarship schemes and provide support to needy girls from JSS onwards. The GOG should set up a decentralised scheme to support girls' education through decentralised mechanisms such as the Social Investment Fund operating under poverty reduction programme. The Ghana Education Trust (GET) Fund should also be used to support this mechanism. Other Community based and NGO initiatives should be encouraged in the following areas:

Girls Scholarship Funds

GOG should continue to encourage large-scale scholarship schemes for girls at JSS to teacher training college levels. Scholarship research by the GEU indicates that at least 30% of girls at the JSS level are in need of scholarships. The research is based on the poverty profile of Ghana and estimates are that at least 1000 scholarships per district are needed for girls between P5 and JSS3. The research recommends that scholarships would be worth approximately 250,000 cedis and would cover basic school uniforms, books and other essential items for the girls. The total cost of the scheme is approximately 13 billion cedis and should be targeted to reach 100,000 girls in the most deprived areas of the country. A full summary of the programme is explained in the document “Female Education Scholarship Scheme (GEU, 2001).”

Girls or Gender Equity Clubs

Studies by the Alliance (2001) and WUSC (2001) suggest that some of the best approaches involve girls themselves taking up their own initiatives to improve conditions and build leadership skills and self-esteem. The Girls Education Officers in many districts in the country have been promoting the formation of girls clubs as have several NGOs including the Africa Centre for Human Development, and FAWE.

The main objectives of the girls’ clubs are to bring girls together, introduce role models and help them talk about issues facing them in their communities and schools. Clubs invite people to discuss career options, and they organise clean up campaigns. The clubs elect their own executives, which help empower and build self-esteem and leadership skills.

- Encourage the creation of girls clubs using materials such as SARA, and Stepping Stones[20]
- Clubs could focus on issues of school health and reproductive health, rights of the child and sexual abuse and harassment prevention

Improving Basic Literacy (Community Libraries and Study facilities)

Several NGO's are training community-based facilitators to teach reading, writing and basic numeracy after school. The facilitators are sometimes attached to the girls' club members or community literacy classes for teaching children at Primary and JSS level after school according to a time suitable for the girls. School for Life, Action Aid and the Alliance have all tested out these approaches and found achievement and retention of girls in formal schooling is higher when they are able to assist girls to read and write through using out of school tutoring.

- Universal Literacy method developed by Aggrey-Forson was tested through the WSD programme and has proven effective in assisting children improve their literacy levels.
- Encourage SMC/PTA's to set up libraries and study centres for girls and boys at community level
- Community based libraries have been one of the most effective approaches to improving achievement of girls in Ghana (Alliance, 2001). This approach supports and encourages study habits in girls and boys since they provide a conducive atmosphere for study after school.

Provision of water and sanitation facilities

Research conducted by Casely-Hayford, Anamoh and Abdullai (2001) in Northern Ghana suggests that the provision of water and sanitation facilities is one of the most effective ways to improve access and retention of girls particularly in deprived rural areas where water is difficult to get. Girls are often tasked to collect water for the family and even the school during the peak school hours taking them away from valuable learning time. This is a problem particularly in schools where lunch is provided (Osei, 2002).

- All new schools in Ghana should be given water and sanitation facilities (This is already a MOE policy and programme goal, 2001). Simple hand-pump technology is proving more sustainable due to the easy and local repair capabilities.

Reaching out of school children

NGOs should be encouraged to continue providing support to these "hard to reach groups". Already two programmes are proving highly affective in assisting girls in

[20] SARA is an educational media package developed by UNICEF containing comic books and videos based on real life situations, which confront girls. Stepping Stones is developed by Action Aid and is used to educate people on reproductive health and HIV/AIDS issues.

remote deprived rural areas: School for Life and Action Aid's Shepherd Schools. Both models are well established and proven effective in assisting girls gain access to literacy in highly deprived areas of the country.

- Scale up and continue to support the School for Life and Shepherd School approaches as an access educational approach in the Northern Regions
- Assist more NGOs to adopt these alternative approaches in remote rural areas
- Provide bicycles to girls in areas where the roads are not motorable

Vacation Programmes to build girls' self esteem

One approach, which is also proving successful, is the vacation programmes for girls who are taken out of their village setting and exposed to role models during the vacation time. CARE Benin and Action Aid Ghana are both involved in these types of programmes. Where they invite girls to participate in vacation programmes. Studies by the Girls' Education Unit suggest that this is an essential area for intervention.

Provision of Early Childhood care and development programmes

Research suggests that children particularly girls who attend pre-school develop an early interest in learning which prevents them from dropping out (MOE, 2001). More pre-schools would also help reduce the burden on girls in caring for their younger siblings. MOE and Ministers of Manpower, Employment and Social Welfare should work closely in supporting the community provision of more early childhood centres -- a topic for the next section on early childhood education.

7.4 Strategic Options for Addressing Gender Equity

The MOE /GES must consider its role as a facilitator of policy and programmes and leave the implementation to the district and regional levels. More emphasis must be placed on decentralising their tasks and empowering the region, district and community stakeholders.

- The Private NGO and CBO Sector in Ghana should be encouraged to play a much larger role in gender mainstreaming focussing its programmes on female education.

- The Ghana Education Trust (GET) fund should also be encouraged to allocate at least 20% of its funds directly to the support of girls' scholarships at JSS and SSS.

- The Girls' Education Unit should be expanded and resourced to ensure that issues of child rights and protection are properly addressed (i.e. District girls' officers should be responsible for reporting cases of abuse to DEOC's and other sub committees).

- The Girls' Education Unit should have full control over their financing and budget requirement to ensure that smooth and timely operations are carried out.

- Gender Experts/ Officers should be identified and housed in Policy Planning, Monitoring and Evaluation Department (PPMED) to work with the planning, finance and manpower division in order to ensure gender issues are mainstreamed across the sector.

- Gender Officers should also be identified and housed in Teacher Education Division to ensure that issues of gender are mainstreamed in the teacher education curriculum, and ensure access courses for girls.

- Gender officers or teams should be appointed by all Secondary and Tertiary level institutions to monitor gender objectives and policies. These officers can also listen to complaints of sexual abuse and discrimination, taking appropriate action when necessary.

8.0 The WAY FORWARD and PRACTICAL NEXT STEPS

" The challenging task ahead is to reform education systems so that they offer equal opportunities to all children and produce citizens who can participate on an equal footing in the development of democratic, non discriminatory and non sexist societies. A first step in this direction is to ensure that EFA plans are gender sensitive and responsive, have fixed objectives and pertinent strategies and have allocated the necessary fund and human resource to implement and monitor the progress towards these goals. (UNESCO's Guidelines for Preparing Gender Responsive EFA Plans)."

8.1 Introduction

The following key recommendations are made keeping in mind the issues of targeting and deprivation around the country. Strategic Decisions must be made within the following context.

- The Northern Regions in particular should be given the highest priority for situating programming and ensuring that girls equality/equity in education and women's illiteracy is eradicated (GOG, 2000). The Western Region should also be considered a region of high priority considering the problems of gender equity in the education sector. These regions have the highest poverty rates and the lowest literacy levels in the entire country. Socio-cultural studies in these areas have also found that cultural norms, behaviours and communal practices have resulted in the extremely poor status of women and girls.

- Rural areas of the country (including communities outside the district capitals and circuit centres) should be given highest priority when considering gender equity programmes. The GES/MOE deprivation study should be used as a guide when selecting areas of Primary focus at district and regional level.

- Girls between the ages of 10-15 should be considered the target age group since they are highly vulnerable due to early marriage, teenage pregnancy and HIV/AIDS. Rural girls in this category should be targeted for most programmes since they often lack financial resources, have little family support, low self-esteem, lack guidance/counselling, and are often prone to teenage pregnancy and drop out.

- The Girls' Education Unit "National Vision for Girls Education" provides the framework for channelling donor assistance and promoting gender equity at a basic level. A gender strategy/ action plan should be developed which covers gender concerns at the secondary, tertiary and management levels. The recommendations in this ESR document should provide a guide to this strategy.

Gender Mainstreaming at National Planning Level

The first step is to ensure that all the education sector planning is gender responsive and proactive to the following gender needs:

Recruit or internally appoint at least 2 gender experts to work with PPMED, Human Resource, Manpower Division and Finance Department in order to ensure resources and plans are gender sensitive at all times. These officers should ensure that gender disaggregated data is available and monitor gender policies from a research point of view. Consider appointing gender experts at the regional and district level to ensure the gender policy for education is carried out.

Recruit at least one gender expert for Teacher Education Division to ensure gender issues are mainstreamed within the teacher education policies and programmes and at all training colleges. Gender officers should also be identified at all the teacher training institutions including UCEW and UCC to ensure gender policies are implemented and affirmative action goals are carried out in recruitment and promotion.

Gender experts from MOE/GES in consultation with the Girls' Education Unit should develop a Gender Policy for the Ministry of Education and GES which ensures that many of the gender goals articulated in this document are carried into policy formulation particularly those related to women's career development and literacy.

Girls Education from Basic to Senior Secondary level

1. Scholarship funds for girls' education should be increased through the GET fund and Districts Education Oversight Committees tasked to ensure they're properly distributed for deprived area girls at the JSS, vocational or technical and SSS levels. At least 50 scholarships for girls in each district should be allocated at the JSS level and 50 at the SSS level. The mode of operation is clearly spelled out in the scholarship scheme for girls (GEU Scholarship Scheme Research, 2001)

2. Science Teaching and, Math Education Clinics should be supported on a larger scale across the country through the involvement and support by the NGO sector. More funding should be supplied in order to ensure larger number of girls with special emphasis on recruiting rural girls from deprived area schools.

Improving Retention, Transition, and Achievement

3. **Rural Education Counselling Centres** Rural girls should be a special focus of attention. Rural Education Counselling Clinics (REC's) should be set up along the same lines as the STME clinics and focus on rural girls who are at the JSS level.[21] These rural education clinics should be set up in selected JSS schools in each district and offer special workshops for girls during the holiday period (i.e. English remedial work, Math remedial, Moral leadership education and reproductive health programming, role modelling and counselling/guidance for

[21] A full description of the REC approach can be found in Casely-Hayford and Wilson's report on the Needs of Female Teachers in Rural Deprived Areas of Ghana (2001)

life choices). The GES Counselling Unit in collaboration with Population and Family Life Programme should be incharge to execute these REC's in collaboration with the STME unit and GEU. NGO's should be encouraged to scale up their activities in the country to run these rural education-counselling clinics (i.e. Action Aid, CARE, Save the Children Fund, etc)

4. **Guidance and Counselling Officers** should be empowered to provide higher levels of services. Increase the support given to Guidance and Counselling officers particularly at JSS level by providing incentives for counselling students and providing necessary training. At least one female counsellor should be appointed to assist each JSS in a district. These female counsellors should be given extra incentives to conduct workshops and special programmes for girls and boys in guiding them to the next level of education. Guidance handbooks should be provided to all counsellors at JSS level. The Guidance and Counselling Unit should be given increased funding to conduct counselling workshops for teachers and community members throughout the country. School Guidance and Counselling Officers should also be appointed from the community (e.g. retired teachers, nurses etc).

5. **Full-Scale Campaign to Empower Parents, Chiefs and Community Leaders:** Special campaign to encourage support for women and girls education. The campaign should encourage villages to set up Community Education Funds, community libraries and scholarship schemes in each area of the country. SMCs and PTAs should be given the mandate to help set up scholarship funds and community libraries at the community level in order to create a literate environment for children, especially girls education. The libraries should have a place for children to study at night and for children with special needs.

6. The Government in (collaboration with radio stations) should also use the radio to educate parents of the need to support and provide for their children. The programme should also focus attention on changing negative practices which abuse children's rights including: early marriage, child labour, kayayoo, streetism etc. The radio programmes should involve issues around child rights and protection with the support of the NGOs and CBOs in the communities. A special focus should be placed on the need to support children with disabilities and special needs.

Alternative Education for Children out of School

7. School for Life and the Shepherd School programmes should be scaled up to increase their coverage area/ number of districts' countrywide[22]. Involvement of more NGOs and CBOs in the out of school programmes and training of facilitators will ensure that flexible schools are available for girls during hours that they are free (afternoons). After completion girls will be able to enter the regular school system in nearby schools.

[22] School for Life is in 8 districts in the Northern Region while Shepherd Schools are in at least 2 districts in the Upper East.

8. Provision and construction of all new schools (Primary to SSS) should include simple and technologically appropriate water and sanitation facilities particularly in the Western, Central and Northern Regions of the country. Special funds for construction of water and sanitation facilities should be provided by the GET Fund and channelled through the District Assemblies in collaboration with the District Education Oversight Committee.

Sexual Abuse and Children's Rights

9. Special policy and clearly defined disciplinary measures for sexual abuse offenders at school level: MOE/GES to design a special policy which clearly articulated disciplinary measures for teachers and educational management staff who commit child abuse at any level in the school system. One gender officer should be appointed within the GEU to handle all such cases of abuse. Girls Education Officers, at the district and regional levels should also be trained in procedures for reporting sexual abuse cases to the national authorities and police agencies. SMCs and PTAs should be trained on strategies for prevention of abuse and Children's Rights through the Community School Alliance PTA/SMC training modules.

10. Secondary and Tertiary level institutions should also appoint joint faculty/student gender committees so that students and faculty can find channels to discuss discrimination and seek redress.

By laws should be drawn up by District Assemblies to sanction parents who neglect their children and do not enrol them in school.

Gender Equity in the Teaching and Education Management Field

10. Teacher Education Division and all teacher-training colleges should ensure that a gender and education course is introduced at all levels to improve their knowledge of gender issues in education and create a gender sensitive teaching/learning environment for children at the basic school level. Child friendly and girl friendly resource materials can be used to assist in this process.

11. Teacher resource books developed by the Curriculum Research and Development Division in collaboration with the GEU and WUSC should be provided to all head teachers in the country. The teachers' resource book is designed to assist teachers improve their performance and improve school quality in a gender sensitive way.

12. Gender training should be integrated into all in service training workshops carried out by the Inspectorate Division and Human Resource Management and Development Division including yearly conferences for Regional and District Girls' Education Teams, District Directors of Education, Regional Directors and Head Teachers. Gender awareness should be mainstreamed in all ongoing teacher-training workshops. GEU should organise regular

seminars to expose female adminstrators and aspiring female teachers to the need to participate in educational management.

13. Women at the University level should be given priority for self-development and training by putting them on University committees and ensuring Academic Boards include a strong representation of women.

14. **A Gender policy for the MOE/GES**, Schools and all educational institutions should develop with assistance from the Girls Education Unit. This gender policy should address issues of career development and promotion of women in the areas of teacher management. The gender policy should have special focus on teacher training colleges and affiliated educational institutions to ensure that women are given opportunities for promotion and development. Affirmative action policies from different countries should be considered when designing the policy (i.e. Canada, India etc).

15. **Increasing the number of women in the teaching field:** Access courses for women wanting to enter teacher-training college should be introduced at training colleges around the country. Access courses are a cost effective approach to improving girls' performance in order to enable them to enter training colleges.

16. District offices that are able to recruit pupil/untrained teachers for the district should place emphasis on recruiting female teachers for service in deprived areas.

17. Media programmes should also be used by MOE/GES at national level to improve the status of teaching and encourage more women into the profession.

Literacy

18. An all out campaign to improve women and girls' education should be launched nation wide to promote literacy among women and girls. The media, particularly radio programmes in local languages should be used to reach women and girls especially those in the rural areas. NFED should be asked to co-ordinate the campaign programme with the assistance of the GEU.

More female literacy supervisors should be recruited to serve in rural areas.

An evaluation of the NFED gender policy should be carried out to measure the impact this has had on the institution and at an operational level.

Vocational and Technical Training

19. A national workshop for technical and vocational training institutes should be organised to evaluate strategies for addressing gender issues in all the vocational training agencies including non-traditional vocational options.

20. Scholarship Funds should be allocated to increase the number of girls at vocational and technical training institutes (i.e. Allocation of District Assembly Common Fund or GET funds)

21. Media /IEC programmes should be organised to improve the image of the Vocational Training and skills development as an option for girls, particularly in non-traditional trades.

22. Training should be provided for a larger number of guidance and counselling officers to orient girls at JSS level.

Polytechnics and Universities (Tertiary level)

23. Gender policies for all Universities including UDS and UCEW should be encouraged so that issues of recruitment, student intake, gender discrimination and women's domestic roles can be addressed.

24. Affirmative Action strategies at tertiary level should include quotas for girls from rural areas to ensure that 50:50 participation goal is achieved. Boys and girls from deprived rural areas with high marks should be given preference (Prah, 2002).

25. Promising female students with good grades should be offered places as teaching assistants as part of their national service. (Prah, 2002). They should also be considered for grants and bursaries to pursue postgraduate studies.

26. The District Common Fund Scholarships for Girls should focus more on women. At least 10 girls (at tertiary level) should be given scholarships from their district assemblies to access tertiary level institutions.

27. NGOs and CBOs should be provided with social investment funds to undertake projects related to girls' education, literacy and HIV/AIDs. The Ministry should collaborate with the Ghana AIDS Commission to identify viable projects for support.

8.2 Financing

- The Girls' Education Unit should develop a five-year plan of action for collaborative donor financing. The action plan should be based on the Framework for Action developed by the GEU and include Senior Secondary and Tertiary level programming.

- The Girls' Education Unit should be provided with its own budget line to carry out its yearly plan of activities. More financing should be directed to assisting the GEU implement ongoing programmes and its strategic plan of action.

- Increased funding for girls awareness creation programmes should be channelled to district level. The WSD mechanism should be used to increase financing for girls' education programming at the district level. The QUIPS district grant scheme may be another channel for supporting girls' education at the district level.

- The GET Fund should be used to sponsor a minimum of 50 girls in each district who qualify for SSS or Tertiary Level institutions but are unable to pay. These scholarships should be over and above the usual district targets and schemes for providing scholarships.

- A special fund for decentralised NGO/CBO programming at local level should be supported. NGOs, CBOs and District Assemblies should be encouraged to promote girls' education through a decentralised fund to support projects to improve quality and retention in education. The best practices for Girls Education programming in Ghana should be compiled and used as a guide for these agency programmes. The Social Investment Fund and the District Assembly Common Fund should be considered as a potential Funding mechanism.

8.3 Practical Next Steps

- A MOE/GES Gender Task Force should be formed. The Task Force should include representatives from the GEU, Teacher Education Division, Human Resource, Management and Development Division, Curriculum Research and Development Division and Inspectorate division. The team should develop a five-year Gender Action Plan and report to the Director General on its proposed implementation.

- An overall Gender Action plan should be developed to complement the ESR proposals on Gender and Girls Education. The action plan should be developed by the Gender Task Force and costed to include the National Vision for Girls Education proposals; it should also include other Second Cycle and Tertiary level proposals developed in this report.

- The Gender Task Force should present its recommendations to Development partners as part of the sector wide approach and consult with the various agencies to begin implementation.

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Annex 1 Terms of Reference for Consultant and Data Needs

TOR Objective: Analyse the gender issues in education	
Data area	**Data needs**
Assess the extent of girls participation in education at all levels	➢ Gender desegregated data for Pre School, Primary, JSS, SSS and Tertiary levels. ➢ Gender desegregated data for the last 10 years. ➢ Analyse according to the poverty profile in Ghana
Do a causal analysis of areas/levels of gender gap persistence.	➢ Gender Disaggregated data for drop out and transition rates (regional basis) ➢ Gender disaggregated data analysed for classes between JSS1 to JSS3
	➢ Review studies on drop out, retention and gender gaps by Girls Education Unit, FAWE, Sutherland-Addy and Boakye. ➢ Conduct strategic interviews
Assess the effectiveness of gender interventions implemented and their institutionalisation into national programmes.	➢ Review the opinion statements submitted by NGOs and CBOs working in girls' education. ➢ Collect evaluation reports from WUSC, UNICEF, FAWE and GEU including STME workshops etc. ➢ Conduct interviews with selected stakeholders ➢ Review the Girls Education Unit Strategic Plan to assess the institutionalisation of the programmes
Assess the extent of female participation in the teaching field and educational management positions.	➢ Review recent studies on gender disaggregated data on teaching profession (Casely-Hayford and Wilson; Sutherland Addy) ➢ Gender disaggregated data for teaching and educational management positions at Basic, SSS and University levels.
Review the requirements and regulations for access to training colleges and promotion from a gender perspective	➢ Review existing policies for promotion ➢ Review studies which outline constraints in equal access to Teacher Training Colleges ➢ Conduct interview with Teacher Education Division and WAEC.

Annex 2 Interview list

Gender and Education Issues		Details	Interviews completed
Researchers Institute of Education UCC	University of Cape Coast	-joint project with Sussex on gender and management issues	Ongoing
Lucy Acheampong	Human Resource, Management Division	- issues on gender and management	Yes
Mr Mantey	Teacher Education Division	- entrance into training colleges	
Mrs Ewuru Abenu Ahoi Director	Girls Education Unit	New strategy on girls education	Ongoing
Rosemary Oshawnessy, GEU/WUSC Adviser	WUSC adviser to Girls Education Unit		Yes
Gerry Burkholder	WUSC World University Service of Canada--- Girls Education programme	Documentation etc	Yes
Safia Awartey Officers	Interview people involved in STME clinic for girls	Tel 783903	Yes
Mansah Prah	Dean of Sociology Dept	Research on gender issues at the university level	Yes
Mariam Awombila	University of Ghana	Research on gender issues at the university level	
Juliana Osei	The Alliance Interview and documentation	Best Practices	Yes
Esi Sutherland Addy	Consultant on girls' education	Interview and documentation	Yes
Georgina Quaisie	Action Aid	Approaches to flexible schooling	Yes

Annex 3. National Educational Indicators by Gender

Year	Gross Enrolment Rate - Primary		Gross Enrolment Rate- JSS		Retention /Completion P1 – P6		Retention /Completion JSS1–JSS3		Retention /Completion P1 – JSS3		Transition P6-JSS1		Transition JSS1-SS3	
	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys
1985/86					65.5	75.2								
1986/87					66.1	73.5								
1987/88					66.3	72.6								
1988/89					58.4	67.7			41.0	48.6				
1989/90					62.3	71.1			44.8	47.5			23.4	31.4
1990/91					66.7	74.9			44.0	56.8			28.4	39.9
1991/92					67.0	75.5			44.5	57.2			28.6	37.6
1992/93					69.8	77.5	82.2	88.4			96.7	95.8	30.2	38.5
1993/94	71.4	83.7	48.9	67.4	71.7	79.5	79.4	84.8			95.2	95.3	35.3	42.2
1994/95	72.2	84.1	50.2	68.2	70.5	79.8	79.4	83.8			92.9	92.0	32.6	37.6
1995/96	70.5	81.3	50.7	66.7	69.3	75.5	79.9	82.0			92.4	92.0	31.0	34.5
1996/97	69.5	79.7	51.3	66.5	73.0	80.3	79.2	81.3			92.3	92.0	33.0	36.4
1997/98	71.5	81.5	51.6	65.6	71.5	76.5	79.8	83.2			91.1	90.7	33.4	36.2
1998/99	68.6	76.8	51.4	57.7	71.1	76.9	79.1	83.1			97.0	96.8	33.7	34.9
1999/00	68.5	77.1	52.3	63.8	73.2	79.4	73.3	75.3			97.0	95.7	32.8	35.8
2000/01	71.6	79.8	53.3	64.2	68.5	73.4	-	-			89.6	87.6	-	-

Source: (MOE/ SRIMPR Division, 2002)

Annex 4 Female Participants Rates at Various Levels of Education: 1998/90 – 2000/01

Level	89/90	90/91	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	99/00	2000/01
Primary	44.86	44.99	45.46	45.69	46.9	46.1	46.2	46.3	46.7	46.7	46.9	47.2
JSS/Middle	41.31	40.79	41.12	41.85	42.2	42.8	43.2	43.7	44.1	44.7	44.9	45.43
SSS	33.01	32.96	33.09	33.48	34.5	35.4	37.1	38.7	38.7	38.7	40.7	43.5
T/Training Colleges	42.38	43.93	33.80	32.9	--	--	--	--	38.4	39.2	39.0	--
All Polytechnics /full time	21.90	23.2	26.7	18.9	--	--	--	20.93	2051	21.21	20.18	22.1
Ghana Institute of Languages	--	--	--	--	--	--	--	--	--	75.1	66.9	60.8
Institute of Professional Studies	--	--	--	--	--	19.5	--	26.4	27.5	23.9	25.5	25.3
Dip. Awarding Colleges	19.40	19.2	20.0	12.2	16.0	--	--	--	--	--	--	--
University of Ghana	19.80	23.1	23.6	24.2	25.7	--	--	31.10	25.83	29.71	31.53	38.0
KNUST	16.5	17.7	17.6	17.6	18.2	--	--	21.19	20.07	20.18	21.1	21.12
University of Cape Coast	19.6	21.5	22.8	24.4	25.2	--	--	26.1	26.47	31.49	31.17	33.2
UCEW	--	--	--	24.2	25.7	--	--	24.77	26.93	31.49	31.17	33.2
University of Developmen t Studies	--	--	--	--	--	--	--	12.94	13.54	14.34	14.54	150

(MOE,2002)

Annex 5: Percentage full-Time Enrolment by Sex and Subject for Five Academic Years at Different Intervals (Polytechnics)

Subject	Engineering		Applied Science		Management/Business		Total	
Year	M T	F	M T	F	M T	F	M F	T
1989/90	35.8 35.9	0.1	21.5 9.7 31.2		20.7 32.7	12.0	78.1 21.9 100.0	
1991/92	49.5 49.7	0.2	3.0 14.9 17.9		20.8 32.3	11.0	73.3 26.7 100.0	
1996/97	37.1 37.8	0.7	9.9 7.0	16.9	32.0 45.3	13.3	79.1 20.9 100.0	
1998/99	36.4 34.1	1.7	9.1 6.0	15.1	37.3 50.8	13.5	78.8 21.2 100.0	
2000/0	27.0 28.2	1.2	9.9 6.1	16.0	41.0 55.8	14.8	77.9 22.1 100.0	

(MOE, 2002)

Annex 6: Percentage of Enrolment by Faculty, Gender and University for Four Academic Years at Different Intervals

University	1992/93		1996/97		1998/99		2000/01	
Faculty	M T	F	M T	F	M T	F	M T	F
University of Ghana								
Science Based	22.2 28.0	5.8	23.6 29.4	5.8	18.0 22.8	4.8	13.8 24.1	10.3
Humanities	53.6 72.0	18.4	45.3 70.6	25.3	52.3 77.2	24.9	48.2 75.9	27.7
Total	**75.8** **100.0**	**24.2**	**68.9** **100.0**	**31.1**	**70.3** **100.0**	**9.7**	**62.0** **100.0**	**38.0**
KNUST								
Science Based	63.9 73.5	9.6	60.2 71.6	11.4	66.1 78.7	12.6	63.1 77.7	14.6
Social Science	18.6 26.6	8.0	18.6 28.4	9.8	13.7 21.3	7.6	15.7 22.3	6.6
Total	**82.4** **100.0**	**17.6**	**78.8** **100.0**	**21.2**	**79.8** **100.0**	**20.2**	**78.8** **100.0**	**21.2**
UCC								
Science Based	21.0 24.7	3.7	19.2 22.2	3.0	16.0 18.4	2.4	14.6 17.3	2.7
Social Science	21.8 29.4	7.7	20.6 27.6	7.0	21.1 28.8	7.7	20.5 27.6	7.1
Humanities	32.7 45.8	13.0	33.3 50.2	16.9	36.8 52.8	16.1	38.7 55.0	16.3
Total	**75.6** **100.0**	**24.4**	**73.1** **100.0**	**26.9**	**73.9** **100.0**	**26.1**	**73.9** **100.0**	**26.1**

(MOE, 2002)

Annex 7: Student Enrolment & Policy Indicators (Norms) by University (2000/2001 Academic Year)

University Discipline	Enrolment				Norms
	M	F	T	%	
University of Ghana					
Science	1,785	1,344	3,129	24.1	60%
Humanities	6,252	3,591	9,843	75.9	40%
Total					
Percentage Enrolment	8,035	4,935	12,972		**50.50%**
	62.0	**38**		**100.0**	
KNUST					
Science	6,314	1,639	7,953	77.0	75%
Humanities	1,829	553	2,380	23.0	25%
Total					
Percentage Enrolment	8,141	2,192	10,333		**50.50%**
	78.8	**26.1**		**100.0**	
UCEW					
Science	1,154	562	1,716	22.3	60%
Humanities	3,989	1,997	5,986	77.7	40%
Total					
Percentage Enrolment	5,143	2,559	7,702		**50.50%**
	66.8	**33.2**		**100.0**	
UDS					
Science	407	52	459	64.9	60%
Humanities	194	54	248	35.1	40%
Total					
Percentage Enrolment	601	106	707		**50.50%**
	85.0	**15.0**		**100.0**	

All Universities				
Sciences	10,972 36.4	3,837	14,809	60%
Humanities	17,573 63.6	8,291	25,864	40%
Grand Total				
Percentage Enrolment	28,545	12,128	40,673	**50.50%**
	70.2% **100.0**	**29.8%**		

(MOE, 2002)

Annex 8: Ghana National Functional Literacy Programme – Batches of Learners Recruited: 1992-2000

Batch No.	Learners	Graduated	Drop-Outs	Percentage Drop-Outs
	Male Female Total	**Male Female Total**	**Male Female Total**	
1 (1992/1994)	80,224 121,536 201,760	66,586 100,875 167,461	13,638 20,661 34,299	17
2 (1994/1995)	108,078 170,131 278,209	83,137 126,626 209,763	24,941 43,505 68,446	25
3 (1995/1996)	85,488 125,738 211,226	65,915 108,144 174,059	19,573 17,594 37,167	18
4 (1995/1997)	82,615 126,611 209,226	71,712 103,719 175,431	10,903 22,892 33,795	16
5 (1996/1998)	87,120 132,179 219,299	70,153 105,230 175,383	16,967 26,949 43,916	20
6 (1997/1999)	78,051 129,274 207,325	71,425 109,129 180,554	6,626 20,145 26,771	13
7 (1998/2000)	75,010 112,540 187,550	64,987 98,794 163,781	10,023 13,746 23,769	13
8 (2000/2002)	74,411 121,759 196,170	-- -- --	-- -- --	--
Total	**670,997** **1,039,768** **1,710,765**	**493,915 752,517** **1,246,432**	**102,671** **165,492** **268,163**	**18**

(MOE, 2002)a

Annex 9: Percentage Share of Girls in Primary, JSS and SSS by Region: 1995/96 to 1999/00

Primary	**1995/96**	**1996/97**	**1998/99**	**1999/00**	**2000/01**
Regions					
Ashanti	47.41	47.51	47.5	47.7	47.7
Brong Ahafo	46.46	46.32	46.7	46.7	46.6
Central	46.74	46.93	47.4	47.4	48.0
Eastern	46.95	47.08	47.4	47.5	47.6
Greater Accra	49.67	49.64	50.1	50.3	50.3
Northern	37.18	37.57	39.1	40.4	41.6
Upper East	42.07	42.78	44.8	45.9	41.5
Upper west	44.45	44.72	46.1	47.2	48.0
Volta	46.91	47.41	47.3	47.3	47.1
Western	46.75	45.88	47.4	47.2	47.4
Total Country	46.24	46.34	46.7	46.9	47.2
Junior Secondary					
Regions					
Ashanti		45.33	46.37	46.6	46.9
Brong Ahafo		44.16	44.55	44.8	45.1
Central		43.78	44.93	44.9	45.4
Eastern		43.69	44.57	44.8	44.9
Greater Accra		48.41	49.16	49.2	49.5
Northern		30.75	32.43	33.2	34.2
Upper East		38.52	40.38	42.0	42.6
Upper west		40.78	41.93	42.7	43.5
Volta		42.39	43.71	43.9	44.6
Western		44.11	45.17	45.3	45.6
Total Country		43.67	44.7	44.9	45.3
Senior Secondary					
Regions					
Ashanti		39.10			39.9
Brong Ahafo		33.63			37.4
Central		45.73			42.2
Eastern		43.69			44.8
Greater Accra		43.73			48.8
Northern		24.33			29.6
Upper East		33.45			35.2
Upper west		31.93			23.1
Volta		35.06			40.2
Western		38.74			42.5
Total Country		38.66			40.7

Source: MOE-SRIMPR Division cited in Sutherland-Addy (2001:19)

Annex 10: Percentage of Promotion, Repetition and Drop out by Sex P1-P6, 1998/99 Academic Year.

	P1 – P2		P2 – P3		P3 – P4		P4 – P5		P5 – P6	
	M	F	M	F	M	F	M	F	M	F
Promotion	78.6	78.6	89.8	88.5	89.3	89.0	88.7	87.7	90.2	88.0
Repetition	6.5	6.3	4.7	4.5	4.2	4.1	4.1	3.9	4.1	3.6
Drop out	14.9	15.1	5.6	7.0	6.5	6.9	7.2	8.5	7.2	8.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: MOE-SRIMPR Division cited in Sutherland-Addy (2001:21)

Annex 11: Adult Literacy Rates in English and Ghanaian Language by Sex and Locality (in Percentage)

		Literate in					
Sex	Locality	Ghanaian Languages only	Ghanaian Languages and English	English Only	Illiterate	Total	Sample
Male	Accra	1.3	50.2	32.6	16.0	100.0	690
	Other Urban	3.9	53.3	18.0	24.9	100.0	1686
	Rural Coastal	5.0	46.4	10.9	37.6	100.0	875
	Rural Forest	6.5	52.2	9.3	32.0	100.0	2063
	Rural savannah	2.9	23.8	8.1	65.2	100.0	1419
	All	4.5	46.1	13.7	35.8	100.0	6733
Female	Accra	3.4	35.4	27.4	33.7	100.0	744
	Other Urban	5.4	31.4	12.7	50.5	100.0	2057
	Rural Coastal	2.7	16.9	7.2	73.2	100.0	1154
	Rural Forest	6.7	23.1	6.0	64.2	100.0	2323
	Rural savannah	2.5	8.5	3.7	85.3	100.0	1408
	All	4.8	23.1	9.6	62.6	100.0	7687
ALL	Accra	2.4	42.3	29.9	25.4	100.0	1435
	Other Urban	4.7	41.2	15.1	39.0	100.0	3743
	Rural Coastal	3.7	29.5	8.8	58.0	100.0	2029
	Rural Forest	6.6	36.6	7.5	49.2	100.0	4386
	Rural savannah	2.7	16.1	5.9	75.3	100.0	2828
	All	4.6	33.7	11.5	50.2	100.0	14420

Notes: Adult refers to those aged 15 and over. All those who said they could read and write a letter were considered as being literate.

Source: Ghana Living Standard Survey, report of the fourth round – Ghana Statistical Service (2000:12)

Annex 12 Regional Performance of Candidates for Four Major Subjects by Sex (in %)

REGION	MATHEMATICS		ENGLISH		GEN. SCIENCE		PRE TECHNICAL	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Greater Accra	68.9	75.1	77.6	81.9	71.5	68.0	76.3	72.0
Eastern	47.7	44.9	54.5	54.3	51.9	47.7	54.4	46.6
Volta	47.7	45.8	52.3	47.6	49.4	43.6	46.1	38.6
Central	48.2	45.7	42.3	44.8	48.6	45.3	53.5	52.6
Western	59.0	54.4	54.8	52.1	58.7	47.1	54.9	47.6
Ashanti	57.8	52.5	49.9	47.7	74.0	49.9	55.9	52.8
Brong Ahafo	53.1	45.0	47.7	33.7	54.6	41.2	48.9	36.4
Northern	57.0	47.9	56.8	45.9	67.7	47.3	38.0	26.3
Upper East	49.5	74.4	58.1	53.5	75.7	53.0	41.0	32.2
Upper west	56.4	46.8	57.0	49.5	63.0	51.2	44.9	33.5

Note: The figures represent the proportion of boys and girls at the regional level, who passed these four major exams to qualify them to enter Senior Secondary School.

Source: GEU/GES, 2002.

Annex 13: Regional Percentage of BECE Candidates Qualifying to Enter SSS by Sex

REGION	1998		1999		2000		2001	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Greater Accra	80.1	69.7	80.9	74.5	75.4	72.9	72.8	74.2
Eastern	55.2	48.1	52.9	48	Incomplete Data	Incomplete Data	53.2	49.4
Volta	57.5	47.1	56.9	45.7	53.5	43.8	54.5	43.5
Central	52.8	49.7	51	46.3	54.6	46.5	45.7	41.4
Western	Incomplete Data	Incomplete Data	Incomplete Data	Incomplete Data	Incomplete Data	Incomplete Data	47.1	40.8
Ashanti	47.6	36	54	42.4	Incomplete Data	Incomplete Data	54.9	50.2
Brong Ahafo	Incomplete Data	Incomplete Data	50.3	37.2	53.6	41.2	56.4	46.3
Northern	Incomplete Data	Incomplete Data	58.2	43.2	Incomplete Data	Incomplete Data	55.7	40.8
Upper East	75.7	62.2	64.7	58.3	59.6	47.2	57.2	41.1
Upper west	Incomplete Data	Incomplete Data	Incomplete Data	Incomplete Data	66	50.5	Incomplete Data	

Source: Generated from GEU/GES, 2002 Regional Data Analysis

Annex 14: Proposed Budget by Girls Education Unit for One Year

Cost areas	Unit Cost	Total
Girls education Unit Headquarters		500,000,000.
10 Regional Girls Education Teams	20,000,000.	200,000,000.
110 District Girls Education Teams	15,000,000.	1,650,000,000.
Science Technology and Mathematics Education (STME) Clinics	25,000,000.	2,750,000,000.
110 Women in Technology	12,500,000.	1,375,000,000.
Total		**6,475,000,000.**