Education Plus

A Policy Agenda to Unlock the Power of Girls
The world’s future will be largely shaped by today’s girls and tomorrow’s women. A growing body of evidence indicates that girls’ well-being is critical to progress on a range of developmental outcomes: an educated girl is more likely to delay marriage and childbirth, enjoy greater income and productivity and raise fewer, healthier and better-educated children. Indeed, investments in girls’ education may go further than any other spending in global development.

The idea that girls can bring about powerful social and economic change when they have the opportunity to participate in their societies has gained increased recognition in international development dialogue. For example, recent sessions of the World Economic Forum have included a focus on adolescent girls. Donors such as the World Bank and the Nike foundation have launched initiatives focused on supporting girls.

Such attention is clearly warranted. Millions of girls in the developing world face systemic disadvantage across a range of welfare indicators, including education, health and the burden of household tasks. Girls’ age, gender and social status decrease their visibility in the eyes of policymakers and planners, and, as a result, they are often overlooked in public policy and service delivery. In many contexts, girls have little space to safely make the transition between childhood and adulthood because they face multiple constraints and risks during puberty and adolescence.

Yet visible changes in girls’ well-being are an important indicator of whether countries are making social and economic progress. Indeed as the 2015 deadline for reaching the Millennium Development Goals (MDG) approaches, it is clear that a failure to focus on adolescent girls’ equals a lost opportunity to capture a cycle of gains — particularly on MDG targets related to education, gender equity, HIV/AIDS and maternal and child health.

This brief calls for comprehensive and coherent policy action globally, to enable girls to overcome multiple disadvantages and realize their rights. This includes access to education and leadership skills, which are a springboard for girls to thrive and positively impact their families and communities in the years to come.

scanning the landscape: the state of adolescent girls

Girls are important for who they are and who they will become. As human beings, girls are entitled to enjoy full human rights. In addition, girls’ potential future role as mothers, caregivers, decision makers and productive citizens makes their current condition a critical concern for policy makers. There is increasing evidence that the experiences, knowledge and skills acquired in adolescence have critical implications for individuals’ prospects in adulthood, and so targeting adolescent girls and boys offers a unique window to influence life-long choices, attitudes and behaviors.
CRITICAL TRANSITIONS FOR ADOLESCENT GIRLS

As the years in which a girl stands at the cusp of adulthood, adolescence is a critical period. During early adolescence (roughly ages 10 to 14), puberty brings about physical changes and increased rigidity in gender roles, usually resulting in greater limitations for girls compared to boys. During this time choices are made that determine a girl’s trajectory into adulthood, including whether she continues with schooling or has to abandon education because of early marriage, pregnancy, household labor or paid work.

School participation can serve as a social vaccine against the many risks and disadvantages girls face during adolescence. A school-going girl is better protected from early sexual debut and HIV and is more likely to avoid early marriage and child bearing. She is also more likely to have fewer hours of domestic or labor-market work, and enjoy a higher social status within her community.

More broadly, keeping adolescent girls in school is a prerequisite for larger social change and economic development. Female education has been linked to a range of positive development outcomes, including increased gender equity in the household, lower rates of childbearing, and improved child nutrition, health and education. Research indicates that an extra year in primary school statistically boosts girls’ future wages by 10 to 20 percent, and every additional year a girl spends in secondary school lifts her income by 15 to 25 percent.

In sum, educating girls is a first step to ensuring women are able to take a greater economic role in the family and an increased in schooling globally over the past two decades. In 2008 there were more than 96 girls of primary-school age in school in developing countries for every 100 boys, compared to just 91 in 1999.6 Many countries have also taken measures to address various abuses and injustices faced by adolescent girls, partly prompted by commitments under international treaties such as the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. By 2009 more than 20 African countries had enacted laws criminalizing female genital cutting.7 There are an increasing number of laws aimed at raising the age at which girls are married, including in countries with high rates of child marriage such as India, Nepal, Sierra Leone and Ethiopia.8 Progress has also been documented in efforts to combat the worst forms of child labor, with a 15 percent recorded decline in global rates of child labor among girls between 2004 and 2008.9 Yet adolescent girls continue to face multiple gender-related obstacles and disadvantages. In many countries there has been little progress in developing or implementing policies that improve adolescent girls’ lives. Data point to increased gender gaps during adolescence, with adolescent girls more vulnerable than boys to dropping out of school, shouldering heavy labor demands in the household, being subjected to sexual coercion and violence, contracting HIV and facing harmful practices such as early marriage. Early marriage and pregnancy often means the end of a girl’s education, curtailing her social mobility and exposing her to various health and social risks. Married girls are often isolated and invisible to public interventions targeting children or young people. Further, young girls’ physical and psychological unpreparedness for pregnancy and childbirth often results in medical complications during delivery including obstructed labor, obstetric fistula and death. Indeed pregnancy-related mortality is a leading cause of death for girls aged 15 to 19.10

Although there are important contextual variations, evidence from many countries shows that girls carry a disproportionate burden of the domestic labor needed for poor families to survive including, carrying water, collecting firewood, and caring for younger children.11 Girls’ greater involvement in domestic work and care activities is a key contributor to their lower levels of participation in schooling and leisure compared to boys.

Even in areas where the international community has claimed significant success, peeling back layers to examine the everyday lives of girls reveals many challenges. For example, despite recent global progress in getting more girls into school, gender parity in primary and secondary education — an MDG that was to be met in 2005 — is still out of reach for many developing regions. Girls globally constitute an estimated 54 percent of the approximately 71 million children out of primary school in sub-Saharan Africa.14

The large learning disparities within developing countries are linked largely to poor educational environments and affect mostly poor and marginalized children.15 Crowded classrooms, lack of teaching materials, and sub-standard school facilities are just some of the factors contributing to low-quality schooling. Research in various countries also points to gender inequity in the classroom, with biases in teacher attitudes, teaching materials and schooling processes imposing a further learning disadvantage on girls and affecting their academic achievement and completion rates.16 Thus even with access to schooling, many girls are failing to acquire critical thinking, problem solving and leadership competencies that would catalyze change and upward mobility in their lives. As governments and donors increasingly look beyond student enrollment numbers to improved learning outcomes, a focus on gender equity is critical to address the specific learning needs of both girls and boys.

In sum, the promise of an education is not being realized for many girls in the developing world, largely because policymakers and planners are falling short in addressing inequities that girls face.17 There is a clear need for more robust and holistic action to support the development and potential of girls in and around school age.
Education helps girls realize their potential, which can contribute to larger social change. However, it is increasingly clear that simply ensuring girls’ access to school is not enough to unleash their potential. The realities of low educational quality, discriminatory social norms and unsupportive environments often prevent girls from gaining access to the benefits an education can bring. These barriers require solutions that go beyond what is typically covered in conventional educational policy. In other words, education is a gateway to realizing girls’ rights, but a policy agenda that helps fulfill girls’ potential must be broader than education alone. Efforts to increase educational access must be accompanied by steps to improve the conditions in which girls and boys live and learn, to remove barriers that constrain their growth and potential and to ensure that relevant skills and competencies are acquired and cultivated. This includes the development of leadership skills to enable girls to take action and exert a positive influence in their families and communities. These tenets constitute an “Education Plus” policy agenda, one aimed at addressing a girl’s rights in a holistic way and helping her become an effective actor in long-term development processes.

Education Plus consists of four policy pillars.

EDUCATION

1. Policies that support girls’ completion of quality basic education

PLUS

2. Policies that support social change, including efforts to end harmful practices such as early marriage and gender-based violence

3. Policies that reduce risks and vulnerabilities faced by girls including household poverty and insecurity

4. Policies that strengthen support systems for girls including access to mentors, role models, safe spaces and social networks.

The discussion below highlights examples from CARE’s work in a number of countries, outlining how the application of an Education Plus lens could contribute to positive outcomes for girls.

1. Policies to Promote Quality Education

The benefits of educating girls are well established: educated girls have greater voice and decision-making power, greater knowledge and self confidence, and generally develop better outcomes in future income, health status, motherhood and civic participation. However, it is increasingly clear that the extent to which a girl and her community will reap the returns from education is a direct function of the quality of the school she attends.19

A quality education is determined by relevant content, competent teachers who are able to teach subjects and manage the class properly, a protective, gender-
sensitive learning environment, learner-centered educational processes and opportunities to regularly assess educational outcomes. Ensuring girls’ access to quality education requires teachers and teaching methodologies that effectively engage and support girls’ learning needs including an adequate cadre of female teachers who can serve as role models and mentors for girls’ achievement. It also requires a curriculum that is inclusive and accessible in a language the girl understands as well as parental and community support for girls learning.

Addressing barriers to quality, equitable education can pose particular policy challenges. Barriers are often highly context specific, requiring specially tailored strategies that may be costly and appear to be outside of the realm of mainstream educational policy. For example, action to address societal attitudes towards girls and other marginalized groups may be controversial and not lend easily to policy interventions. Further, alternative strategies to make education accessible, such as local language instruction, single-sex schools and non-formal schools, must involve some form of certification to avoid the risk of creating an inferior parallel system that limits students’ future opportunities and undermines the benefits of education.

Moments of school transition from primary to secondary put girls at an increased risk of dropping out. Efforts are needed to support school access and continuation for girls who did not enroll in school, started late or dropped out. Such efforts include flexible or alternative learning opportunities, including accelerated learning classes, multi-grade schools and non-formal schools, must involve some form of certification to avoid the risk of creating an inferior parallel system that limits students’ future opportunities and undermines the benefits of education.

In India CARE has implemented accelerated learning camps for girls called Udaan (meaning “to soar”). These residential camps are designed to give girls from remote and marginalized communities who have missed out on school a chance to catch up and transition to upper primary and secondary school. Core academic subjects such as math, language and science are supplemented with a social learning curriculum that is built around themes that are relevant to girls and taught through interactive and inclusive learning methods. The results have been overwhelmingly successful, especially for girls living in extreme poverty with no prior education. Udaan camps have led to significant academic improvements in language skills, math and other competencies and opened doors to educational opportunities previously regarded as completely out of reach for marginalized girls.

“I went to school to acquire a certificate and prestige in my community. I started my education when I was old, but I felt God gave me this opportunity to learn and grow. I enrolled in the multi-grade school when I was eight years old, after I had lost all hope in learning.”

A graduate of the New Schools Program, Minia, Egypt

Significantly, the successful implementation of residential camps and other innovative education strategies for marginalized girls has enabled CARE India to shape national educational policy, contributing to the adoption of residential bridge courses as part of a national scheme to get more girls into school. CARE has collaborated in the design and roll out of the government’s Kasturba Gandhi Balika Vidyalaya (KGBV) schools, a residential school scheme at the upper primary level for girls from minority and educationally disadvantaged communities. Working with the state governments of Uttar Pradesh and Gujarat, CARE is supporting efforts to ensure quality and equity in 79 KGBVs. This includes the adoption of an Udaan-like accelerated learning phase to allow girls to catch up, as well as the integration of a social learning curriculum to promote critical thinking, leadership and social responsibility. In this case the
focus on marginalized girls has had positive impacts on educational quality as a whole.

CARE has implemented similar bridge or catch-up programs in countries such as Egypt, Afghanistan, Ghana and Mali. A key lesson from this work is that good projects are insufficient to produce lasting change; what matters are national policies and investments that support quality schooling programs for out-of-school girls and other marginalized children.

2. EDUCATION + Policies to Influence Social Change

Gender-based discrimination is a social problem that harms both sexes and interferes with the full realization of human potential. In many societies it is women and girls who are most visibly disadvantaged by inequitable gender norms as manifested by their inferior status, limited access to resources and opportunities and vulnerability to gender-based violence and harmful traditional practices. Adolescent girls’ gender and age combine to make them particularly vulnerable to various forms of violence and abuse. The World Health Organization estimates that nearly half of sexual assaults worldwide are committed against girls aged 15 and younger. Evidence from various countries also points to widespread sexual abuse and harassment against girls in and around schools, perpetrated primarily by teachers and male students. Such abuse is commonly seen as an inevitable part of school life, and education authorities are often reluctant to tackle the problem or bring perpetrators to justice.

Addressing gender-based violence and harmful practices requires the creation and enforcement of anti-violence laws and gender-sensitive policies, as well as strengthened systems for reporting of offences, referral services for victims and mechanisms for holding perpetrators accountable. Policy efforts must be complemented by community-level interventions geared towards cultivating gender-equitable attitudes among community members, including men and boys.

In Malawi a policy of free primary education is being implemented, but numerous issues still stand in the way of school enrollment and completion, including extreme poverty, low education quality and a high HIV toll that imposes a heavy care burden on children. Girls are also particularly vulnerable to sexual harassment and gender discrimination in school settings. CARE in Malawi is implementing a project in five education zones in Kasungu district aimed at promoting girls’ rights in education including a focus on school-related violence and other forms of abuse. The project has implemented community campaigns to raise awareness of child rights and provided support for school-based anti-HIV/AIDS clubs. The project also supports reporting mechanisms for victims of abuse and harassment and trains school officials, teachers and parents to monitor and prevent such offences. Recognizing that an enabling policy environment is crucial to such efforts, CARE supports local partners’ efforts to advocate for policies that promote girls’ rights in education. Advocacy has focused on ensuring the institutionalization of teacher codes of conduct to prevent abuse and discrimination in schools, increasing deployment of female teachers in under-served areas and re-admitting of teen mothers to school. A central aspect of these efforts is the mobilization of a broad spectrum of the community, including parents, teachers and students, to increase awareness of violence, monitor students’ safety and challenge gender norms and attitudes that fuel discrimination and violence against girls.

3. EDUCATION + Policies to Reduce Risk and Vulnerability

Globally, adolescent girls are exposed to various forms of risks and vulnerability that stifle their ability to achieve their full potential. Such risks are often directly related to issues of poverty and marginalization, including a lack of livelihood opportunities, poor access to healthcare, education and other public services, and exposure to violence, conflict and natural disasters. Addressing such issues requires a concerted effort to understand and
address underlying causes of poverty. These issues range from social factors such as discrimination and social exclusion to problems of poor governance and inequitable resource distribution that keep girls trapped in inter-generational cycles of poverty. In many countries, for example, girls living in poverty or economic dependency may be forced into risky and exploitative sexual relationships, which expose them to HIV, early pregnancy, and after pregnancy, physical abuse. Household economic vulnerability may also increase girls’ risk of school dropout, engagement in paid or unpaid labor and early marriage.

A range of policies and programs are necessary to address girls’ exposure to various forms of risk and vulnerability. For example, there is a growing body of evidence showing that cash transfers and other types of social protection programs targeted at poor families can prevent girls’ school dropout, HIV infection, early pregnancy and other risks. Recent World Bank studies in Malawi have found that cash payments to poor girls and their families lowered HIV and other sexually transmitted infection prevalence rates by up to 60 percent. Such experiences point to the importance of developing poverty- and risk-reduction policies that effectively target the specific risks and vulnerabilities faced by poor girls.

In Honduras, girls’ school continuation at the higher grades is undermined by factors such as household deprivation, low value placed on female education and parental concerns over girls’ safety. CARE’s RENACER (rebirth) project has worked with the community of La Cuesta, near Tegucigalpa, to support at-risk girls and boys in gaining access to education and addressing vulnerabilities linked to domestic labor, non-remunerated housework, sexual and physical abuse and early sexual activity. The project supports alternative learning mechanisms, including evening classes, that open the door for older girls who would otherwise miss school because of work demands. In addition to a traditional education focus, the project has developed innovative strategies to strengthen policies around children’s welfare. When communities identified a gap in the response of police and legal authorities to poor households and girls who had been abused or exploited, the project worked with local NGOs, families, courts and local authorities to strengthen complaint, referral and litigation processes in abuse cases, and supported legal mechanisms to place vulnerable children in protective environments. Such efforts underscore the importance of legal processes and community mechanisms that identify and address poor girls’ vulnerability to abuse and exploitation.

In Tanzania, CARE’s Women and Girl’s Empowerment (WAGE) Project has used community-based savings and loan group methodologies as an entry point to addressing the social and economic empowerment of marginalized women and girls. Project evaluations point to various positive impacts, including increases in women’s income and decision-making, growth in girls’ attendance in secondary school and greater gender equity in the community. Significantly, community savings and loan groups have gradually expanded their members’ capacity to engage local leaders and authorities to advocate for services and resources that support women and girls’ welfare. For example group members have addressed gender issues with local authorities in the design of district plans and budgets. Women have been able to negotiate greater access to firewood and other materials, reducing the demands on women and girls to walk long distances to gather fuel. This experience highlights the importance of community empowerment in addressing underlying causes of poverty and supporting the needs of poor girls and women.

### 4. EDUCATION + POLICIES TO STRENGTHEN SOCIAL SUPPORT

Girls’ ability to develop self-esteem and leadership skills for transformative change in their lives is largely dependent on acceptance and support from family, community, and peers that surround them and leaders that champion their rights. There is evidence that an environment where girls lack adult role models, social networks and protection mechanisms leads to their subordination and isolation, reducing their ability to voice their feelings and demonstrate a strong sense of self. Providing girls with channels of social support and guidance can help to allivate such risks and ensure girls develop vital social competencies and skills.

#### THE ROLE OF MOTHERS’ GROUPS IN INDIA

In India a participatory learning exercise revealed that mothers were a critical influence in girls’ lives. Armed with this understanding CARE has adopted a strategy of developing mothers’ groups to support and advocate for girls’ education. Village-level workers work closely with mothers from the villages, raising awareness on critical issues, giving new information and collectivizing them as groups that support girls’ education. As a result mothers have emerged as champions for their daughters’ education and play a role in maintaining and monitoring schools. The female village-level workers have also become champions, role models and mentors for the girls.

**POWER WITHIN: SUPPORTING GIRLS LEADERSHIP AND LEARNING**

CARE’s Power Within Program aims to enable girls around the world to complete their primary education and develop leadership skills.

CARE defines a girl leader as “an active learner who believes that she can make a difference in her world and acts individually and with others to bring about positive change.” Activities under this model are focused on the development of the following five leadership competencies in a girl:

1. **Vision/Ability to motivate others to accomplish a task**
2. **Voice/Assertion**
3. **Self-confidence**
4. **Organizational skills**
5. **Decision-making ability**

---

**POWER WITHIN: Empowering Girls to Learn and Lead CARE 2008**

In particular, educational opportunities, when combined with opportunities for girls to develop leadership skills, can contribute to helping them better articulate their needs, protect their personal assets, and overcome barriers as they grow older and navigate through life. Classrooms are often one of the only spaces outside the home where girls can lead others, hone their communication skills, develop problem-solving abilities and be mentored by caring adults. Governments, donors and civil society all have a role in providing resources and spaces within and outside school where girls can learn and be heard as well as accessing mentors and role models. Through access to activities such as sports, life skills training and youth groups, girls have opportunities to develop and cultivate social skills and supportive relationships. Such extra-curricular activities not only enhance the quality of education, they are a way of promoting basic skills and self-confidence, that is integral to leadership development. For example, programs and outlets that encourage girls to become involved in voluntary civic action in their communities can help them develop the skills they need to later become engaged adult citizens. Such activities can also enhance community awareness of girls’ value in society.

In Egypt, CARE’s New Schools project helped to establish multi-grade, community-run schools for girls from poor and marginalized communities in upper Egypt. The classes were built around girl-friendly features, including flexible schedules to accommodate girls’ household responsibilities, use of female teachers or facilitators from the local community, support for female role models and peer mentors, and extra-curricular activities such as crafts, sports and computer classes. In particular the female facilitators were a key source of support, helping learners deal with challenges and obstacles to school participation through home visits, flexible class scheduling, individualized instruction and other motivational strategies. The project also mobilized community support for girls’ education through parent associations and promoting community involvement in determining the use of school resources.

Project evaluations reveal that the project had a number of positive outcomes, with participants exhibiting a heightened sense of self and a positive view of themselves as active learners. Participating girls showed greater determination to complete schooling and delay marriage, including taking steps in some cases, to engage family members on matters of their own education, marriage or employment. There was evidence of girls refusing to play to stereotyped roles, becoming role models for their families and communities, helping them to see the value of learning and even encouraging other girls to enroll in school.

CARE recommends that:

1. National governments

- Implement educational reforms that address barriers to girls’ education, including by emphasizing gender equity in policies related to student enrollment, teacher deployment, curriculum development and resource allocation.
- Develop indicators to better measure progress towards gender equality in education.
- Recognize and support programs that allow older children who have dropped out of school or never attended to re-enter a formal school setting and earn a nationally recognized certificate.
- Provide targeted support to girls during the transition from primary school to post-primary school options, when they are most likely to drop-out or fall behind boys.
- Institute and rigorously enforce laws and policies to protect girls from school-based violence and harassment.
- Develop referral systems that are accessible and responsive to violations of girls’ rights including sexual abuse and exploitation, child marriage and child labor.
- Ensure that poverty reduction and social protection programs take into account the specific needs of girls.
- Actively promote a cadre of female leaders in public service, including recruiting and supporting female teachers, to help serve as mentors and role models for girls.
- Disaggregate program data by gender, age and other factors to identify and address the inequities faced by girls and other marginalized children.
- Ensure that girls participate in the development of policies and programs that affect them.
- Promote safe spaces in which girls can explore common challenges and access social networks and peer support.

2. Bilateral and multilateral donors

- Ensure that development policies and interventions address gender equality and the empowerment of women and girls as important development outcomes.
- Focus global assistance on promoting equitable treatment of girls and boys in school in addition to supporting gender parity in enrollment.
- Disaggregate program data by gender, age and other factors to identify and address the specific inequities faced by girls and other marginalized children.
Analyze contextual factors contributing to school dropout, to address the specific challenges faced by girls.

Provide support for strengthening legal systems and frameworks that protect children from abuse and neglect.

Invest in programs that support the recruitment and development of more female teachers especially in leadership posts.

Provide support for the development of safe spaces in which girls can explore common challenges and cultivate peer support and social networks.

3. Advocates in donor nations

Use your power and voice as citizens to ensure your government’s foreign aid policies and investments address the specific needs of girls in poor countries.

Engage in action to support girls’ rights including raising public awareness of girls’ rights globally and fundraising for girl-related programs.

4. Civil society and advocates in developing countries

Raise awareness of girls’ needs and rights through community-level action and advocacy with policy makers. Provide opportunities and support for girls to participate in these efforts.

Provide girls with safe spaces to explore common challenges and to cultivate peer support and social networks.

Strengthen alignment between girls’ education advocates and broader women’s empowerment and gender equality movements.

5. Corporate actors

Develop and implement policies to ensure child labor is eliminated from supply chains.

Promote corporate social responsibility, including providing social support to workers, families and communities in the developing world.

Promote and protect the rights of women workers in developing countries.

Bibliography


CARE. (2010). Strong women, strong communities: CARE’s holistic approach to empowering women and girls in the fight against poverty. Atlanta: CARE.


Endnotes


3 In 2008 the World Bank launched the Adolescent Girls’ Initiative (AGI), a public-private partnership aimed at promoting the economic empowerment of girls and young women. The Nike Foundation, a key partner on the AGI, and has also launched the Girl Effect, a campaign to increase awareness and action around the rights of adolescent girls globally.


16 Girls Count: A global investment and action agenda.


26 Ibid.