Integrating Gender Based Violence

Prevention Intervention in Pakistan School Safety Framework

NATIONAL DISASTER MANAGEMENT AUTHORITY
GENDER AND CHILD CELL
Integrating GENDER BASED VIOLENCE Prevention Intervention in Pakistan School Safety Framework
Chairman's Massage

The fact remains that women and girls are soft targets and worst affected in any type of hazard. Vulnerable groups centered Disaster Risk Management in a disaster-pron country like Pakistan therefore needs its rightful importance.

NDMA though its Gender & Child Cell is pursing the said objective since the year 2010. Formulation of “National Policy Guideline” was the first step in this direction followed by number of interventions to meet the dictates of GCC Framework.

The present undertaking of "Integrating Gender Based Violence prevention Intervention in Pakistan School Safety Framework" is an enviable effort to contribute towards the Disaster Risk Management (DRM) of vulnerable groups in the entire spectrum of Disaster Management.

It is an incisive work done with professional depth for which the efforts of all those involved is acknowledged with profound appreciation. I will also like to thank our development partners UN-Women & UNFPA for their continued support in the development of this document.

Lt. General Omar Mahmood Hayat
Hilal-e-Imtiaz (M)
Chairman-NDMA
Acknowledgement

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The NDMA is also grateful for the dedicated efforts and technical inputs of the GCC team, the Adviser/PM Ms. Tania Hamayun, Program Officer Syed Muhammad Ali and Admin/ Finance Officer Mr. Muhammad Arif for the support and assistance for undertaking this timely initiative in order to meet the objective of National Disaster Management Plan concerning the protection and interest of the vulnerable groups in disasters. The NDMA further recognizes the invaluable contribution of Ms. Sofia Noreen- consultant for the completion of this assignment. This study has identified Gender Based Violence Prevention/mitigation interventions that could be incorporated in the Framework to ensure gender equality within education sector especially in the context of 'Education in Emergencies' aspect of National Education Policy 2009.

We are very optimistic about the new dimensions the result of this study will add our future endeavours to safeguard the rights of vulnerable, especially women and girls during and post disasters.

Finally, a special thanks to UN-Women and UNPFA for their overall technical and financial support to the GCC-NDMA and specifically for this initiative, without which it would not have been possible to take this project to its logical conclusion in the shape of this document.
### Acronyms

<table>
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<th>Description</th>
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<tr>
<td>CEDAW</td>
<td>Convention on Elimination of All Forms of Discrimination Against Women</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>GCC</td>
<td>Gender and Child Cell</td>
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<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<td>INEE</td>
<td>Inter-Agency Network for Education in Emergencies</td>
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<td>NDMA</td>
<td>National Disaster Management Authority</td>
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<td>PSSF</td>
<td>Pakistan School Safety Framework</td>
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<td>UNCRC</td>
<td>United Nations Convention on Rights of Child</td>
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<td>CoC</td>
<td>Code of Conduct</td>
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<td>UNFCC</td>
<td>United Nations Framework Convention on Climate Change</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<td>SoPs</td>
<td>Standard Operating Procedures</td>
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<td>NCC</td>
<td>National Curriculum Council</td>
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<td>SSC</td>
<td>School Safety Committee</td>
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<td>SSP</td>
<td>School Safety Plan</td>
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<td>NCC</td>
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Executive Summary

Gender and Child Cell (GCC) of National Disaster Management Authority (NDMA) has commissioned this study to analyze draft Pakistan School Safety Framework (PSSF) from gender perspective. This study has identified Gender Based Violence Prevention/mitigation interventions that could be incorporated in the Framework to ensure gender equality within education sector especially in the context of 'Education in Emergencies' aspect of National Education Policy 2009.

The report starts with situation analysis especially importance of continuity of education in the wake of any disasters for the empowerment of young learners i.e. girls. After defining GBV and its trends within country especially during emergencies were elaborated. Literature review revealed the prevalence of GBV within schools and its evolving forms but still an area that needs to be researched more in future within Pakistan.

State of Pakistan's seriousness was gauged by looking into relevant international agreements and conventions that state has become a party to. In this respect Sendai Framework for Disaster Risk Reduction, United Nations Framework Convention on Climate Change (UNFCCC), Sustainable Development Goals (SDGs) and Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) were reviewed. It was found that gender equality is the only theme that runs through all commitments. Then Pakistan's position was assessed and it was interesting to note that Education Policy at National level commits for Education in Emergencies in which gender equality and disaster education were specially focused on. Three out of four provinces have Education Sector Plans with a focus on Gender while KP plan is silent about it. All sector plans have provisions for child centred facilities which bring focus on Safe School Frameworks. Balochistan is the only province where initiatives have been undertaken to review curricula, incorporate emergencies messages in curricula both for students and teachers even at university level and gender and GBV prevention interventions could be incorporated.

Pakistan School Safety Framework is in the process of finalization. Hence, GCC-NDMA decided to analyze draft to identify gaps with respect for integration of GBV prevention/ mitigation and handling actions. The draft is taking care of various commitments made internationally with respect to physical security of the school buildings and to ensure continuity of educational activities during disaster situation but it totally misses gender perspective and did not take into account GBV incidences that could happen in vulnerable situations and unsafe learning environments.

Participation of learners (girls and boys), parents and teachers is must to identify safe learning sites as well as volunteers for teaching and to accompany children on the way to school. At the time of assessment, it is critical to investigate community's norms and practices that may affect learners' access to school along with the capacities of communities in terms of availability of local human and physical resources and plan responsive strategies in consultation with all stakeholders. Identification of safe routes to schools and adult/ preferably women who can accompany children to and from schools could also help in continuation of educational activities.

The schools have to devise their own GBV incidences handling SoPs in consultation with students, teachers and parents. They also need to provide safe separate toilet and washing facilities, child care facilities, flexible timing and age flexibility to encourage female learners to continue their educational activities. They should also develop their drills to handle GBV cases.
Gender sensitive Code of Conduct development, child care policy for female siblings and teaching staff, policy to let pregnant girls attend schools and whistle blowing policy at all level to lodge complaint against sexual harassment are some of the key steps that could be taken immediately and are essential to remove the obstacles in the continuity of education for learners especially girls.

Development of gender sensitive curricula is crucial and critical in developing peaceful, respectful and critical thinking behaviours of learners. Removal of gender stereotypic roles, symbols, images and language is must along with bringing in messages of mutual respect and peaceful co-existence of diverse groups.

Involvement of parents especially women, learners especially female learners is crucial during monitoring and evaluation of school safety plans. Continuous and participatory monitoring and evaluation (involving parents and learners) of education programs/curricula/educational staff from gender a perspective could ensure to create and safe learning environment for the learners.
Education is one of the most important powerful means of empowerment for boys and girls. Safe learning environments facilitate this process of empowerment whereas; unsafe learning environment hinders access to this basic need of the society.

Creating safe and secure learning environment is more than providing strong buildings/physical structures and is pivotal in facilitating children's access to education and in achieving their academic goals and optimizing their educational experience. This need is basic in routine life but becomes crucial and critical during emergencies caused by natural or man-made hazards due to its important role in paving the way through adverse circumstances and overcoming adversities of all kinds in life.

The role of education becomes even more critical during times of crisis when women and girls often face greater obstacles to reaching their full potential and leading safe, healthy, and dignified lives due to structural gender inequalities. Schools provide the security and stability that help children cope with loss, fear, stress and violence. It can protect children from risks, including gender-based violence, recruitment into armed groups and early marriages.

Child-centred Disaster Risk Reduction (DRR), therefore is identified as a key priority in the United Nations Framework for Disasters Risk Reduction adopted by UN Member States in March, 2015. It recognizes that children be given the voice in matters affecting their own safety as well as opportunities to participate in helping to create a safe environment.

Emergencies such as violent conflict and natural disasters are experienced profoundly differently by girls, women, boys and men. They face different risks, respond differently to stressful situations, and have different capacities for dealing with the effects of crisis.

Emergencies can result in loss of livelihoods and changed social roles. Power dynamics within families, communities and societies are often in flux, and can change women's and men's status. In these contexts educational needs change and different barriers for boys and girls are often apparent, with girls usually experiencing greater disadvantage. Being aware of these gender dynamics and understanding social constraints will help to ensure gender inequalities are not widened in times of crisis.

In crisis contexts, a gender-responsive education system is crucial to ensure male and female learners of all ages have access to quality, relevant and protective educational opportunities. Therefore, it is important to understand exact nature of Gender Based Violence, its trends in Pakistan especially in emergencies and its prevalence within learning environment.

Ensuring equitable and gender-responsive education might seem very difficult during emergency preparedness, response or recovery activities; however emergencies can often provide unexpected opportunities for change if we look for them. Looking at education systems or programmes with a gender lens - considering the participation, needs and realities of girls, women, boys and men - and finding ways to make small changes to better meet the educational rights of everyone is possible, whatever the context or phase of an emergency.
According to the Sendai Framework for Disaster Risk Reduction 2015-2030, a gender perspective should be integrated in all policies and practices, and women and youth leadership should be promoted and empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key.

To promote and facilitate a right-based approach to disaster relief, the Inter-Agency Standing Committee (IASC) adopted and subsequently revised Operational Guidelines on Human Rights and Natural Disasters in 2005 and 2011 respectively. This right-based approach includes preparedness measures as small steps that can have major impact once a disaster strikes. IASC have specifically developed sector specific guidelines for integrating Gender-Based Violence in Humanitarian Action. Education is one of the major sector IASC guidelines focuses on.

On the other hand, the Inter-Agency Network for Education in Emergencies (INEE) is an open global network of practitioners and policymakers working together to ensure all persons have the right to quality education and a safe learning environment in emergencies through to recovery. The INEE Working Group on Minimum Standards and Network Tools is facilitating the global implementation of the Minimum Standards for Education: Preparedness, Response, Recovery.

Guidelines for integrating Gender-Based Violence in Humanitarian and INEE Minimum Standards for Education provide a comprehensive framework for quality education in emergency preparedness, response and recovery. Gender is a key thematic issue in the INEE Minimum Standards.

Before starting this analysis, it is essential to understand basic terms like Gender Base Violence, Status of GBV in Pakistan and Impact of disasters on trends of GBV especially within Schools/learning environment.

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1 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, paragraph 32. http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf
Gender-Based Violence (GBV)

"In 1993, the UN Declaration on the Elimination of Violence against Women offered the first official definition of the term "Gender-based Violence": "Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or in private life." Gender-based violence has become an umbrella term for any harm that is perpetrated against a person's will, and that results from power inequalities that are based on gender roles. Around the world, gender-based violence almost always has a greater negative impact on women and girls. For this reason the term "Gender-based Violence" is often used interchangeably with the term "Violence against Women" (VAW). GBV principally affects those across all cultures. GBV can occur throughout a woman's lifecycle, and can include everything from early childhood marriage and genital mutilation, to sexual abuse, domestic violence, legal discrimination and exploitation."

Pakistan and Gender Based Violence

"Gender-based violence is one of the most pervasive violations of rights of women in the country. According to the official figures released by the ministry of human rights, 8,648 incidents of human rights violations were reported in the country between January 2012 and September 15, 2015. These included 90 incidents of acid burning, 481 of domestic violence, 860 "honour" killing, 344 rape/gang rapes, 268 sexual assault/harassment and 535 cases of violence against women. Another report by War against Rape released in July 2015 stated that four women were raped every day in Pakistan in 2014, a 49 percent increase in the number of cases as compared to 2013. The Human Rights Commission of Pakistan recorded 987 cases of "honour" crimes in 2015 with 1,096 female victims and 88 male victims, out of which at least 170 were minors. The Acid Survivors Foundations conducted a study entitled "Situational Analysis" on acid violence 2015 in collaboration with National Commission on the Status of Women. The analysis revealed that from 2007 to June 2015, there were 1,231 victims of acid violence in the country, and 1004 acid attacks were reported. About 70 percent of the victims were women falling in the age bracket of 17-30 years. Sadly, GBV is on increase despite different government initiatives taken recently."

Major Forms of GBV Prevalent in Pakistan

<table>
<thead>
<tr>
<th>Major categories of Gender Based Violence prevalent in Pakistan</th>
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<tbody>
<tr>
<td>• Murder</td>
<td>• Child Marriages</td>
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<tr>
<td>• Kidnapping/Abduction</td>
<td>• Marriage with Quran</td>
</tr>
<tr>
<td>• Physical Assault/ Molestation</td>
<td>• Wata Satta</td>
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<tr>
<td>• Rape/Gang rape</td>
<td>• Vani/Swara</td>
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<tr>
<td>• Honour Killing (karo kari)</td>
<td>• Walwar</td>
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<tr>
<td>• Burning of Women</td>
<td>• Dowry related crimes</td>
</tr>
<tr>
<td>• Acid Throwing</td>
<td>• Verbal and Psychological/emotional Abuse</td>
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Various reports reveal that incidences of GBV are on the rise in routine life, whereas occurrence of such case is manifold during crisis situations and disasters of any kind. Literature clearly indicates that the one of the major impact of crisis/disaster and emergency is the rise in GBV.

- **Displacement**: The average length of displacement for refugees is now approaching 20 years. In protracted conflicts, destruction of infrastructure and limited access to remaining schools has the potential to deny education for several years, interrupt progress in education (for individual students and wider systems), and lead to entire generations missing out on an education.

- **Poverty**: Conflicts and other crises interrupt economic activity and can drive families, communities, and countries deeper into poverty. For every three years of violence, GDP growth drops at least 2.7%, limiting opportunities for social and economic development.

- **Rise in violence against women and girls**: The onset of disasters and armed conflict limits economic opportunities, weakens social institutions, and increases the chance of sexual violence against women and girls. Girls, particularly from poor families, are also at higher risk of early and forced marriage due to limited alternatives to protect and provide for families.

**Sexual and Gender Based Violence During Emergencies/Disasters**

Sexual and gender-based violence (SGBV) refers to any act that is perpetrated against a person's will and is based on gender norms and unequal power relationships. It includes physical, emotional or psychological and sexual violence, and denial of resources or access to services. Violence includes threats of violence and coercion. SGBV inflicts harm on women, girls, men and boys and is a severe violation of several human rights.

Persons of concern are often at heightened risk of SGBV during emergencies. This can be due to a number of factors, including the sudden breakdown of family and community structures after forced displacement. Certain groups in a population may be particularly at risk of SGBV: older persons, persons with disabilities, adolescent girls, children, LGBTI persons, and female heads of household.

SGBV may be perpetrated by anyone, including individuals from host communities, from refugee or IDP communities, and humanitarian actors. Persons in positions of authority (police, security officials, community leaders, teachers, employers, landlords, humanitarian workers) may abuse their power and commit SGBV against persons of concern. Changed social and gender roles or responsibilities, as well as the stresses of displacement, can cause or exacerbate tensions within the home, sometimes resulting in domestic violence. Some harmful customary or traditional behaviours may amount to SGBV: early marriage, female genital mutilation/cutting (FGM/C), honour killing and maiming, forced abortion, sexual assaults and molestation by aid distributor and humanitarian actors even within make-shift living, washing and learning facilities.

"Increased levels of sexual and gender-based violence can often persist well after the end of a crisis. Women and girls are usually disproportionately affected, and crimes such as these have devastating, long-term effects on the lives of survivors, their families, and the communities in which they live."

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6 Ibid
**Education: A Life Saving Intervention**

Appropriate education helps to build a healthy and responsible nation not only by imparting skills to youngsters that turn them into responsible productive beings but also by inculcating values and behavior which help them to learn, respect and treat their environment and fellow human beings with respect. Benefits of Education in short-term and long term are given below:

"**Short-term:** In emergencies, education saves lives and is a major component of strategies for child protection. Out-of-school children are at greater risk of violence, rape, and recruitment into fighting, prostitution, and other life-threatening, often criminal, activities. Education in these settings can also provide children with life-saving information including self-protection from sexual abuse, landmine awareness, hand-washing, and other survival skills necessary in the specific context. Importantly, providing education in emergencies sustains progress already made by school-going children and maintains investments made by children, parents, and communities, reducing the impact of interruptions caused by crisis.

**Long-term:** Education protects not only against situations that hurt and kill children immediately but also against future threats to lives and livelihoods. Education provides a return to familiar routines and instills hope for the future, mitigating the psychosocial impact of violence and displacement. Good quality education provided during conflict can also counter the underlying causes of violence, and foster inclusion, tolerance, human rights awareness, and conflict resolution - supporting the long-term processes of rebuilding and peace-building. Education lights every stage of the journey to a better life, especially for the poor and the most vulnerable. Education empowers girls and young women, in particular, by increasing their chances of getting jobs, staying healthy and participating fully in society - and it boosts their children's chances of leading healthy lives.  

**Gender Based Violence within Schools/Learning Environment**

Schools are supposed to build healthy minds, bodies and characters that can create healthy future societies. But if learning environment itself implicitly or explicitly inculcate unhealthy knowledge and behaviour then vision of cohesive and peaceful society will remain a dream that would never become true. Content of curricula, teachers' behavior and teaching methods are key factors that could facilitate or hinder the access of certain sections of society to this basic facility under any circumstances fearlessly.

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12 UNESCO, "Data tell us." 2014
"Education is critical in empowering and transforming the lives of young people yet a new policy paper by the Education For All (EFA) Global Monitoring Report, UNESCO and UNGEI argues that school-related gender-based violence is preventing millions of children, especially girls, from exercising their right to a safe and inclusive education of good quality.

School-related gender-based violence (SRGBV) encompasses sexual, physical and psychological violence occurring at school and on the journey to and from school. It is violence that is perpetrated as a result of gender stereotyping, discriminatory practices and unequal gender relations. It includes explicit threats or acts of physical violence, bullying, verbal or sexual harassment, non-consensual touching, sexual coercion and assault, and rape. Corporal punishment and discipline in schools often manifest in highly gendered ways. And unprecedented access to information and communications technology has resulted in new forms of intimidation, cyber bullying and sexual harassment.

"In Asia, research on school violence has until recently focused on corporal punishment, which is widespread and often brutal, but is dealt with largely in gender-neutral terms. This is a challenging environment for investigation of GBV, and sexual violence in particular, because of the cultural taboo about discussing sexual matters and extreme reluctance to recognise that young people may be sexually active outside marriage. Nevertheless, a few small studies in East Asia and some from South Asia, where female sexuality is fiercely protected as a matter of family honour and honour killings are common, have highlighted the problem. It is well known that girls in South Asia suffer from sexual harassment (called 'eve teasing') and assault on the way to and from school, especially on public transport, but less is known about what goes on inside schools, apart from acid-throwing, an all too frequent and horrific form of GBV perpetrated on women and girls, for example for daring to snub a boy, turn down an offer of marriage or even for going to school. Levels of violence against women and girls are very high in these countries but there are no statistics specific to school violence. In one study of 1040 Indian boys aged 10-16 living in Mumbai, one third reported witnessing violence by their peers against girlfriends or female friends, and one-third witnessed their father beating or abusing their mother at home; more than eight out of 10 boys had themselves been the victims of violence, in some instances sexual violence in the home, community or school. South Asia has a history of curriculum ideology which constructs an aggressive national identity based on religious (e.g. Muslim versus Hindu) difference and militaristic fervour, in a way which celebrates aggressive masculinities and marginalises women as submissive, silent and largely absent. This low regard for women translates in the wider society into violent practices such as the gang rape of alarming numbers of women by young men, and the trafficking of girls for sex (this happens in a wide range of countries, including South Africa, India.

parts of Latin America and South Asia. Schools may be used as ideological battlegrounds during periods of conflict, placing girls at increased risk of sexual violence from soldiers and rebels. In the South Asian region, male teachers are less likely to have the opportunity to demand sexual favours of girls because primary schools are usually segregated and few girls go to mixed secondary schools but the abuse may take more subtle and secretive forms, with some evidence that the sexual abuse of boys is widespread. Several small studies in Bangladesh, Pakistan, India and Nepal provide examples of inappropriate sexualised behaviour by teachers towards girls, with several reports of teachers raping schoolgirls (India) and serious sexual abuse by teachers (Nepal). There is, however, little evidence of prosecution.

**Violence in School Affects Learning for Both Girls and Boys**

"While boys and girls can be both victims and perpetrators of SRGBV, girls are often at greater risk of sexual violence, whilst boys are often more exposed to corporal punishment and bullying. Teachers and school staff -important partners addressing SRGBV - can also be perpetrators, in some cases acting with impunity. Poorly enforced legislation, inadequate child protection policies and weak or non-existent reporting mechanisms all increase children's vulnerability to SRGBV.

SRGBV has serious consequences for children's physical and mental health and well-being. It has been shown to adversely impact learning, school attendance and completion. New analysis shows that bullying affects boys' and girls' ability to master basic numeracy skills.

Sexual violence is a highly destructive form of SRGBV that contributes to girls' poor performance and dropout. Unintended pregnancy resulting from sexual coercion and rape effectively marks the end of their education in many countries.

**While increased advocacy and recognition of SRGBV has been a positive trend in recent years, we still do not know its full scale or impact. Reliable international data are lacking on the various forms of SRGBV and on sexual violence in particular.**

Evidence across and within countries is uneven and incomplete. Cross-national surveys and learning assessments that collect data on violence within school settings have generally focused on physical violence and bullying, and have not always applied a gender perspective.

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20 For example, in Cambodia http://www.iasociety.org/Default.aspx?pageId=11&abstractId=2170532
23 UN (2006) op.cit. cites several studies, including one from Nepal that found that 9 per cent of children had experienced severe sexual abuse (kissing of sensitive parts, oral sex and penetration) and that 18 per cent of the abuse had taken place at school (though it is not known whether the victims were boys or girls)
Not Enough Data and Studies to Assess the Scale of SRGBV

The Southern and East Africa Consortium for Monitoring Educational Quality (SACMEQ) III survey is the only regional or international learning assessment to date with comparable data on the incidence of sexual violence in schools. Our analysis of the SACMEQ III data shows high levels of sexual harassment in schools across the majority of the 15 countries surveyed, perpetrated by both pupils and teachers. On average, 41% of school principals stated that sexual harassment between pupils occurs in their schools, and in 11 countries over 30% reported teacher-to-pupil sexual harassment.

Surveys and smaller studies from other regions present a fragmented, but similarly disturbing picture. In the United Kingdom, it is estimated that a third of 16-18 year olds face unwanted sexual touching in school. In the Netherlands, 27% of students reported being sexually harassed by school personnel, and a recent survey in Indonesia found that 12% of both girls and boys had been victims of sexual violence at school.

Understanding the context of SRGBV is essential for developing appropriate strategies to tackle the issue. Chronic poverty and unstable living conditions can increase girls' vulnerability to sexual violence and exploitation. In Sierra Leone, for example, some girls who cannot pay for school expenses are coerced into sexual relationships with male teachers.

Our analysis of SACMEQ III data shows that in Kenya—where almost one-half of school principals reported pupil-to-pupil sexual harassment—the incidence of sexual harassment was 40 percentage points higher for schools in the poorest communities compared with those serving the richest. Yet the relationship between poverty, violence and gender inequality is far from straightforward. In several of the other countries surveyed, reports of teacher-pupil harassment were higher among the richest schools.

Multifaceted Solutions are Needed to Tackle SRGBV

The new GMR policy paper underscores the need for a coordinated, multilevel and multifaceted approach to tackle violence in schools. Effective solutions will need long-term strategies for the prevention of SRGBV, combined with mechanisms that respond to and provide protection for those affected, and that enforce accountability.

Commitment and clear leadership is needed to integrate SRGBV into policy and government action and genuine collaboration between sectors—including education, health and child protection—is vital. The recent UNESCO Learning without Fear resolution has been an important step forward. Furthermore, SRGBV must be clearly recognized in the post-2015 Sustainable Development Goal framework, and agreed indicators should be included in efforts to achieve equity in education targets, and monitor progress in achieving safe, inclusive and non-violent school settings.25

It this backdrop, it is pertinent to assess various international commitments that state of Pakistan has signed to ensure GBV free safe learning environment for learners where they can learn to tackle future challenges such as disasters caused due to Climate Change without learning an ecological footprint.

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The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, paragraph 17
Pakistan's Commitment Towards International Frameworks on Disaster, Gender and Education

There are several international frameworks/agreements that provide foundation to take concrete actions to tackle Disasters, Climate Change, Gender Equality issues for Sustainable Development within societies. Sendai Framework is focused on Disaster Risk Reduction, United Nations Framework Convention on Climate Change (UNFCCC) also called Paris Agreement basically talks about how to tackle climate change at state level, Sustainable Development Goals (SDGs) are the continuation of Millennium Development Goals (MDGs), while Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) identifies areas for action within all realms of life to achieve Gender Equality. All these agreements and international frameworks have clauses which require states to focus on education and emergencies with a gender lens not only to prevent and reduce disasters but also to eliminate discrimination against weaker sections of the society. Pakistan is signatory of all these frameworks and agreements.

These agreements provide a basis to focus on education during emergencies to tackle gender based violence to achieve gender equality so citizens could actualize their full potential regardless of their sex. State of Pakistan has taken some important steps to fulfill its international commitments at all levels. Pakistan's Education Policy 2009 was reviewed in light of the above mentioned frameworks.

Following is a glimpse of Pakistan's commitment and progress made over the years at the provincial level with respect to Quality Education; Gender Equality and Disaster Risk Reduction; Sustainable Development and Provision of Child Centered Facilities.

A) Quality Education

a) Sendai Framework
"Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience."

b) United Nations Framework Convention on Climate Change (Paris Agreement)
Nothing in particular is mentioned with regard to Education.

c) Sustainable Development Goal No. 4
"Ensure inclusive and equitable quality education and promote life-long learning opportunities for all"

d) Convention on the Elimination of All Forms of Discrimination Against Women - Article 10
"State Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women."

26 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, paragraph 17
Pakistan’s Position

**Education a Fundamental Constitutional Right Article 25 A—Constitution of Pakistan**

"The State shall provide free and compulsory education to all children of the age of 5-16 years in such a manner as may be determined by law".29

**Vision - National Education Policy 2009**

“Our education system must provide quality education to our children and youth to enable them to realize their individual potential and contribute to development of society and nation creating a sense of Pakistani nationhood, the concept of tolerance, social justice, democracy, their regional and local culture and history based on the basic ideology enunciated in the Constitution of the Islamic Republic of Pakistan.”30

Proposed National Education Policy (NEP 2016) is currently under consultation

**Vision 2025:** Pakistan Vision 2025 seeks a society in which every citizen has the opportunity to transform their quality of life.

**The Federation’s Policy Governance Structure**

IPEM-C The Inter-Provincial Education Ministerial Conference in Pakistan is chaired by the Federal State Minister for Education along with all provincial and area ministers/ secretaries, has emerged as a national coordinating consensus body to review progress on a quarterly basis with all provinces and area governments. IPEM-C is held on rotational venues across Pakistan. It facilitates debates and updates on Policy/ Implementation for all sub-sectors; Curriculum; Standards; TVET; Innovations and Financing.

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**B. Gender Equality and Disaster Risk Reduction**

**a) Sendai Framework Goal**

"Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030."31

**b) United Nations Framework Convention on Climate Change**

"Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate."32

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29 Constitution of Pakistan; Article 25 A—Page no. 15
30 Education Policy 2009; Ministry of Education 2009; p-17
31 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, paragraph 18 (d)
32 United Nations Framework Convention on Climate Change; Paris Agreement; Conference of the Parties Twenty-first session Paris, 30 November t o 11 December 2015; Article 7(section 5); page 24
c) Sustainable Development Goal No. 4.5
"By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations."\(^{33}\)

**d) Convention on the Elimination of All Forms of Discrimination Against Women**
"The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education as well as in all types of vocational training."\(^{34}\)

"The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and adaptation of teaching methods."\(^{35}\)

### Pakistan’s Position

**National Education Policy 2009**
National Education Policy 2009 acknowledges gender differences across regions. It highlights, “The issue of equity runs through the entire education system and has serious implications for sustainable and equitable development in the country. ...the reason across gender and rural urban and provincial disparities show that females and pupils in rural area face systematic disadvantage at all levels of education”.\(^{36}\)

**National Environment Policy 2005**
" commits to ensure that all environment related policies, projects and programs are gender-sensitive and promote empowerment of women."\(^{37}\)

**Punjab Environment Protection Policy 2015** states that “ It would be ensured that all environment related policies, projects and programs are gender-sensitive and promote empowerment of women. To this end, the government may: e) Include “gender and environment” in the curricula of education and training programs on environment."\(^{38}\)

**Education Sector Plan(s) by Province**

*Punjab Education Sector Plan* commits to “Promoting gender equality and empowerment of women by eliminating gender disparity in primary and secondary education by 2015”.

*Sindh Education Sector Plan* advocates gender equity as a cross-cutting issue and priority area.

*Balochistan Education Sector Plan* commits to “remove gender gaps prevalent in the current situation.” It also aims to “minimize attitudinal barriers to female education through awareness campaigns”\(^{39}\)

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\(^{33}\) [https://en.wikipedia.org/wiki/Sustainable_Development_Goals; Article 10-Section A](https://en.wikipedia.org/wiki/Sustainable_Development_Goals; Article 10-Section A)

\(^{34}\) [http://www.un.org/womenwatch/daw/cedaw/text/econv.htm; Article 10 {section a}](http://www.un.org/womenwatch/daw/cedaw/text/econv.htm; Article 10 {section a})

\(^{35}\) [http://www.un.org/womenwatch/daw/cedaw/text/econv.htm , Article 10-Section C](http://www.un.org/womenwatch/daw/cedaw/text/econv.htm , Article 10-Section C)

\(^{36}\) National Education Policy; Ministry of Education 2009

\(^{37}\) National Environment Policy 2005; sub-section e of section 4.3; page 16

\(^{38}\) Punjab Environment Policy 2015; sub-section e of section 8.3; page 19

\(^{39}\) Towards Inclusive and Equitable Quality Education and Lifelong Learning for All; From Promise to Progress: Civil Society Inputs - A position paper; Page no. 27-28
C. Sustainable Development

a) Sendai Framework’s principle states:
"Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and nondiscriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective in all policies and practices; and the promotion of women and youth leadership; in this context, special attention should be paid to the improvement of organized voluntary work of citizens;"40

Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction

(h) Promote regular disaster preparedness, response and recovery exercises, including evacuation drills, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related displacement, including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs;

(i) Promote the further development and dissemination of instruments, such as standards, codes, operational guides and other guidance instruments to support coordinated action in disaster preparedness and response and facilitate information sharing on lessons learned and best practices for policy practice and post-disaster reconstruction programmes;

(l) Consider the relocation of public facilities and infrastructures to areas outside the risk range, wherever possible, in the post-disaster reconstruction process, in consultation with the people concerned, as appropriate;"41

(b) United Nations Framework Convention on Climate Change

"Parties recognize the importance of integrated, holistic and balanced non-market approaches being available to Parties to assist in the implementation of their nationally determined contributions, in the context of sustainable development and poverty eradication, in a coordinated and effective manner, including through, inter alia, mitigation, adaptation, finance, technology transfer and capacity-building, as appropriate. These approaches shall aim to:

(a) Promote mitigation and adaptation ambition;"42

Each Party shall, as appropriate, engage in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and/or contributions, which may include:

(a) The implementation of adaptation actions, undertakings and/or efforts;

(b) The process to formulate and implement national adaptation plans;

(c) The assessment of climate change impacts and vulnerability, with a view to formulating nationally determined prioritized actions, taking into account vulnerable people, places and ecosystems;

(d) Monitoring and evaluating and learning from adaptation plans, policies, programmes and actions; and

(e) Building the resilience of socioeconomic and ecological systems, including through economic diversification and sustainable management of natural resources."43

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40 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, section (d) of paragraph 19
41 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, section (c,h,i) of paragraph 33
42 United Nations Framework Convention on Climate Change; Paris Agreement; Conference of the Parties Twenty-first session Paris, 30 November to 11 December 2015; Article 7(section 5); page 23
43 United Nations Framework Convention on Climate Change; Paris Agreement; Conference of the Parties Twenty-first session Paris, 30 November to 11 December 2015; Article 7(section 9) (sub-sections a, b, c,d and e); page 23
c) Sustainable Development Goal No. 4.7
“By 2030, ensure all learners acquire knowledge and skills needed to promote sustainable development, including among others through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and culture’s contribution to sustainable development.44

d) Convention on the Elimination of All Forms of Discrimination Against Women
There is nothing regarding sustainable development in CEDAW.

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According to the UNDP 2013 report on progress on MDGs, Pakistan is on track in promoting sustainable development (MDG 7) with four out of seven indicators.

**National Environment Policy 2005**
“commits to ensure that all environment related policies, projects and programs are gender-sensitive and promote empowerment of women.”45

**National Education Policy 2009** has outlined following policy action for Education in Emergencies:

Awareness shall be raised amongst the students regarding emergency situations, natural disasters and school safety so as to enable them to take appropriate preventive measures and informed decisions in emergencies or crisis. 2. Curriculum, especially of Social Studies, Geography, Languages, and Literacy shall include themes on emergencies, natural disasters and trauma management based on latest international best practices shall include information about response in an emergency or disaster. 3. Teacher education and training curricula shall include provisions to enable the teacher to address education in emergencies. 4. A repository of all emergency related materials, manuals, guidelines, minimum standards and research pertaining to education shall be maintained at the teachers training institutions, schools, colleges and universities. 5. National Disaster Management Authority shall provide guidelines and code of conduct to the building departments to construct school infrastructure according to the international standards. 6. The authorities in planning (at Federal Ministry of Education, Planning Commission and Provincial Planning & Development Departments) shall examine that guidelines & code of conduct for construction of school infrastructure regarding disaster have been followed while recommending the education projects for approval. 7. National Disaster Management Authority shall make available the Standard Operating Procedures (SOPs) for the educational institutions to follow pre and post emergency situations. 8. Disaster Management Plans shall include education delivery mechanism for rehabilitation.46

The National curriculum council (NCC) which has been notified at the Federal level with provincial representation must review the curriculum where core concepts of ‘global citizenship’ sustainable development, life skills based education, tolerance and human rights must be considered as proper themes/ units in mainstream learning outcomes, accompanying textbooks and teacher education/preparation programs.47

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45 National Environment Policy 2005; sub-section e of section 4.3; page 16
46 National Education Policy 2009; Ministry of Education; Page 40-41
47 Towards Inclusive and Equitable Quality Education and Lifelong Learning for All; From Promise to Progress: Civil Society Inputs-A position paper; Page no.21
D. Provision of Child Centred Facilities

a) Sendai Framework: Investing in Disaster Risk Reduction for Resilience Actions

Strengthen, as appropriate, disaster resilient public and private investments, particularly through:

- structural, non-structural and functional disaster risk prevention and reduction measures in critical facilities, in particular schools and hospitals and physical infrastructures; building better from the start to withstand hazards through proper design and construction, including the use of the principles of universal design and the standardization of building materials; retrofitting and rebuilding; nurturing a culture of maintenance; and taking into account economic, social, structural, technological and environmental impact assessments;

h) Encourage the revision of existing or the development of new building codes, standards, rehabilitation and reconstruction practices at the national or local levels, as appropriate, with the aim of making them more applicable in the local context, particularly in informal and marginal human settlements, and reinforce the capacity to implement, survey and enforce such codes, through an appropriate approach, with a view to fostering disaster-resistant structures;

l) Encourage the adoption of policies and programmes addressing disaster induced human mobility to strengthen the resilience of affected people and that of host communities as per national laws and circumstances;^48

b) United Nations Framework Convention on Climate Change

There is nothing relevant in this framework.

c) Sustainable Development Goal No. 4 a

"Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all."^49

d) Convention on the Elimination of All Forms of Discrimination Against Women

"The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely."^50

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<thead>
<tr>
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<tbody>
<tr>
<td><strong>Free and Compulsory Education Act(s) By Province</strong></td>
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<tr>
<td><em>Sindh Free and Compulsory Education Act</em> states “It is the obligation of the government to provide infrastructure including standard school building, playgrounds, laboratories, teaching learning material and teaching staff,”</td>
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<tr>
<td><em>Balochistan Compulsory Education Act</em> mentions “The Government shall make facilities for Education available in the Provinces”. The ECE Framework 2015 in Balochistan has underscored facilities that are safe, inclusive and child friendly for children 4 to 8.</td>
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<tr>
<td><em>ICT Right to Free and Compulsory Education</em> states “It is the obligation of the facilities in particular</td>
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<tr>
<td><strong>National Education Policy 2009</strong></td>
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<td>National Education Policy 2009 aim that</td>
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^48 The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, section c, h and l of paragraph 29.


^50 http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm, Article 10-Section f
(8) Schools shall be made more attractive for retaining the children by providing attractive learning environment, missing basic facilities and other measures.

(15) To equalize access to education through provision of school facilities for girls and boys alike, under privileged/marginalized groups and handicapped children and adults.

(1) A framework setting out the basic standards for school facilities and teaching aid material including playground shall be established by 2012 and shall form the basis for allocation of funds.

(2) Federal government shall provide necessary resources to less developed areas for provision of missing basic facilities in all educational institutions.”

Education Sector Plan(s)

Balochistan Education Sector Plan gives a set of strategies for missing facilities. These include “(3) Missing facilities replenishment plan should be developed to fill in the current gaps over the next 3 years. (4) A plan to minimize the impact of multi-grade schools through minimizing their numbers and training teachers on multi-grade teaching through PITE. (5) Functional Laboratories should be provided in all secondary schools that include funds for replenishment and technical expertise. (6) Library usage should be increased and current set of books reviewed and upgrade as per curricular and age needs. (7) Teacher training components should include a component on friendly classroom and shift in attitudes towards corporal punishment. (8) Revival of co-curricular activities in the province in terms of sports competitions, debates etc.”

1. Development of School Safety Plan for Baluchistan which has been approved endorsed and included in the broader Baluchistan Education Sector. The plan does not have emphasis on DRR or gender. But the document is flexible.

2. Inclusion and integration of DRR and Climate Change as new concepts in Textbooks where needed from level 3 to level 10. 57 SLOs were identified where this integration is possible in all subjects.

3. Distribution of Disaster Master Games in selected schools.

4. Orientation and sensitization in colleges and universities in Quetta.

5. DRR has been made part of Teacher Training program in Baluchistan which is currently been implemented under CIDA funding.

6. Balochistan University has started Master, MPhil and PHD programs in DRR.

Khyber Pakhtunkhwa Education Sector Plan offers the following strategies for the missing facilities issues:

(1) Development of public sector infrastructure development, maintenance and repairs policy.

(2) Increased use of EMIS/GIS for need-based infrastructure placement and development.

(3) Low cost alternatives to school construction, such as adobe structure.

(4) Establishing community schools for under-served areas.

(5) Improved school design in line with modern education needs.

(6) Delegating repair and maintenance of schools to PTCs/community and strengthening their role to do this effectively.

(7) Provide missing facilities to all deficient schools on priority.

(8) Special policy for establishment of new schools for marginalized areas (e.g. urban slums).

(9) Partnership agreements with local governments for construction and repair of schools and provision of missing facilities.

(10) Expanding partnerships with NGSs and private sector education providers to improve overall coverage and cost-effectiveness of education at all levels.

(11) Define minimum school infrastructure and standards, including number of teachers, furniture and other educational aids, for all schools to ensure effective teaching and learning.

(12) Improve provincial and district school management offices and facilities.

(13) More debt swaps to improve infrastructure and relieve pressure on provincial resources.

(14) Filling of posts of engineering staff in Directorate of Elementary and Secondary Education.”
Punjab Education Sector Plan commits to "reviewing standards for school infrastructure as per educational and local environmental needs."

Sindh Education Sector Plan aims to " (1) Reduce the gap between the number of Primary and Elementary/ Secondary school and improve access to education at post-primary level. (2) Prepare District Wise School Infrastructure Development Plan (DSIDSs) to guide needs-based investment schemes. (3) Construct multi-purpose buildings at each Taluka level. (4) Implement effectively the School Consolidation Policy. (5) Ensure the provision of Safe learning Environments and Education for All. (6) Enhance the provision of quality education through improved facilities. (7) Ensure balanced and standardized infrastructure facilities in the province and build capacity at all levels through dissemination of standards. (8) Ensure provision of construction supervision and quality assurance. (9) Enhance operations and maintenance."

Current Status
The recent Annual Status of Education Report 2014 highlights that 43% of the rural government primary school do not have drinking water facility, 49% do not have working toilets, 68% do not have playgrounds and 39% are missing complete boundary walls.51
NDMA Role & Action Plan

Pakistan is a disaster prone country. During disasters, educational activities are disrupted and do not remain easily accessible for children especially for girls as schools and learning environment/facilities become unsafe especially for younger children/ girls and female teachers. This insecurity adds to high dropout rate of youngsters especially girls, which ultimately negatively impact their development and empowerment process.

Access to education is often a challenge during emergencies as traditional education systems are disrupted. For example:

- Parents may be afraid to send girls to school for fear of their exposure to Gender Based Violence (GBV) in or on the way to school.
- Impoverished families may prioritise boys' education over girls as they do not have money to pay for girls' fee, books and uniforms.
- Lack of sanitation facilities and sanitary supplies as well as taboos and stigma around menstruation and contribute to low attendance and dropouts.
- Family caretaking responsibilities, child marriages and early pregnancies are additional barriers.
- School curricula and teachers' teaching techniques may reinforce traditions notions about gender roles and sexuality that underpin Gender Based Violence.

Pakistan is conscious of state's responsibilities towards its citizens especially children as their condition depicts society's seriousness for its future generations. This seriousness has been reflected openly when Pakistan signed various international Human Right Conventions such as United Nations Convention on Rights of Child as well as Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), Sendai Framework for Disaster Risk Reduction, UNFCC/Paris Agreement and Sustainable Development Goals 2030.

Children have rights that are enshrined in almost all these conventions. These rights include the rights to survival and development, right to voice and listened and participation in decisions affecting their lives.
Signing of these conventions expect that member states will formulate/make appropriate changes within their policies, legislative and administrative frameworks to tackle situations on ground and help in creating enabling environment that encourages children to access their basic rights necessary for their growth, development and self-actualization regardless of their sex, religion and creed.

Enactment of Disaster Management Act of 2010 was the one of many such attempts to deal with impact of natural hazards on society in a systematic way. This act mandates the National Disaster Management Authority (NDMA) to develop frameworks, guidelines and standards as well as to frame appropriate regulations to develop effective response to disasters. NDMA focuses not only on prevention, mitigation, preparedness, rehabilitation and reconstruction but also to formulate effective policies and guidelines for synergized national disaster response and relief. NDMA has applied inclusive approach keeping in line with international standards and conventions to formulate all such operational tools and formulated National Disaster Risk Reduction Policy in 2013.

Being fully conscious of importance of educational activities continuity during and after disasters, NDMA is in the process to devise Pakistan School Safety Framework (PSSF) that is aligned with National Disaster Management Plan and National Disaster Risk Reduction Policy for prevention, mitigation, preparedness, response and recovery in the face of any kind of disaster.

The Gender and Child Cell (GCC) established within NDMA in 2010 and is helping NDMA in identifying and addressing needs and concerns of the vulnerable sections of society especially women in humanitarian response, crises management and Disaster Risk Reduction initiatives. GCC is cognizant the fact that while poorly designed education program can exacerbate the problem of GBV, education program that are well designed can be critical in reducing GBV. It committed to mainstream gender issues in policies, plans and frameworks especially for education sector. Keeping this in view, GCC has decided to undertake analysis of PSSF from gender perspective and come up with recommendations to make learning environments safe and secure from gender based violence both for boys and girls and female educational personnel.

Objectives of the Assignment:

Gender and Child Cell of NDMA has commissioned this assignment

1. To review and analyze the draft 'Pakistan Safe School Framework' (PSSF) to integrate gender based violence prevention/mitigation and handling interventions.
2. To draft a checklist for experts who are reviewing curricula to review and identify the steps to integrate actions to prevent/mitigate and handle gender based violence in education.
3. To make a presentation on the findings and recommendation of the analysis before NDMA authorities

Current document the first deliverable of this assignment and is focusing on the first objective of the assignment.
Methodology:

Analysis of draft PSSF is basically based on two global documents i.e. Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards for Education and Inter-Agency Standing Committee’s (IASC) Guidelines for Integrating Gender Based Violence in Humanitarian Action. IASC’s guidelines set forth standards for integration of gender issues into range of sectors including Education in emergencies. The INEE Minimum Standards provide a comprehensive framework for quality education in emergency preparedness, response and recovery. Gender is a key thematic issue in the INEE Minimum Standards.

Detailed literature review was followed by analysis of Pakistan School Safety Framework. The framework was analyzed against minimum standards drafted by Inter-Agency Network for Education in Emergencies (INEE) in 2004. The focus of the INEE Minimum Standards is on ensuring quality, coordinated humanitarian response: meeting the educational rights and needs of people affected by disaster through processes that assert their dignity. These standards were accompanied with key gender sensitive actions to be undertaken during emergencies. After this analysis, recommendations were made to make draft Pakistan School Safety Framework gender sensitive.

What are the INEE Minimum Standards?

The INEE Minimum Standards are 19, each with accompanying key actions. These standards aim to enhance the quality of educational preparedness, response and recovery, increase access to safe and relevant learning opportunities and ensure accountability in providing these services.

The INEE Minimum Standards are organised in five domains:

Foundational Standards: these have been revised and expanded to include coordination as well as community participation and analysis. These standards should apply across all domains to promote a holistic, quality response. These standards give particular attention to the need for good diagnosis at all stages of the project cycle, in order to better understand the context and apply more appropriately the standards in the domains that follow.

Access and Learning Environment: standards in this domain focus on access to safe and relevant learning opportunities. They highlight critical linkages with other sectors such as health, water and sanitation, nutrition and shelter that help to enhance security, safety and physical, cognitive and psychological well-being.
Teaching and Learning: these standards focus on critical elements that promote effective teaching and learning, including curricula, training, professional development and support, instruction and learning processes, and assessment of learning outcomes.
Teachers and Other Education Personnel: standards in this domain cover administration and management of human resources in the field of education. This includes recruitment and selection, conditions of service, and supervision and support.

Education Policy: standards in this domain focus on policy formulation and enactment, planning and implementation.
What is the Difference Between A Standard, A Key Action?

Each standard follows the same format. First, the Minimum Standard is set out. The standards are derived from the principle that populations affected by disaster or conflict have the right to life with dignity and to safe, quality and relevant education. Hence, they are qualitative in nature and are meant to be universal and applicable in any context.

Standards are followed by a series of key gender-sensitive actions, which are suggested ways to achieve the standard. Some actions may not be applicable in all contexts; they should be adapted to the specific context.

Every standard given in each one of five domains of Educational Framework has some identified international key gender-sensitive actions. Pakistan School Safety Framework is analyzed against each standard and its respective key actions. Based on this step by step analysis, recommendations are made against each standard to make it gender sensitive.

It was found that though PSSF is quite comprehensive and detailed from DRR perspective but to make it gender sensitive and inclusive some key actions need to be incorporated to make schools and learning environments safe and secure especially free from Gender Based violence. The whole exercise is presented in the form of following matrix to provide a quick reading and easy to identify areas of actions that need immediate attention and/or which could be pursued without delay.

Following the structure of the INEE Minimum Standards, the analysis provided below covers all the core domains of education programming:

1. Foundational Standards:Community participation, analysis and coordination
2. Access and Learning environment and
3. Teaching and learning
4. Teachers and other education personnel and
5. Education policy
### Foundational Standards

#### Community Participation, Coordination and Analysis

#### Community Participation

<table>
<thead>
<tr>
<th>INEE Standards</th>
<th>Key gender-sensitive Actions</th>
<th>Analysis of PSSF</th>
<th>Recommendations</th>
</tr>
</thead>
</table>
| Standard 1: Community members participate actively, transparently and without discrimination in analysis, planning, design, implementation, monitoring and evaluation of education responses | 1. The range of people who will be impacted directly or indirectly by an education intervention should be represented in participatory planning or implementation activities – women, girls, boys and men. The inclusion of women should be ensured.  
2. The promotion of young people’s participation – both young men and young women - in organised activities is also important.  
3. Ensure a gender balance and language considerations to enhance the participation of people at assessment stage who often don’t have access to decision-makers, particularly women. Using pictures or models to illustrate discussion points or do mapping exercises can be effective.  
4. Working with affected communities to establish nonformal education activities can be a successful way to motivate women, girls, boys and men to participate in a process that meets immediate needs while also considering empowerment, ownership and sustainability.  
5. Community education committees, parent-teacher associations or youth groups can often be mobilised to identify challenges to gender equality in education and find sustainable solutions. Their capacity could be built around gender equality.  
6. Education staff should consider the timing and location, ensuring that it is convenient and safe for men, women, girls and boys and, where necessary, arrange single-sex meetings. Providing childcare and transport costs is often useful.  
6. Using techniques to prevent a few people from dominating the discussion | 1. Token participation is mentioned in all three aspects of PSSF i.e. Prevention & Mitigation; Preparedness and Response; Response and Recovery.  
2. All assessment and evaluation forms are in English which will hinder participation of people from community.  
3. Mentioning of local organizations working for child welfare and women rights is found missing especially in critical stages of PCM  
4. Principal of the School is nominated as permanent head of School Safety Committee. This will have a negative impact on level of participation of other members of the committee i.e. community men, women or students | 1. During planning, assessments and evaluations of buildings/environment and programs, PRA techniques should be used to ensure participation of girls, women, parents and teachers and authorities.  
2. Public awareness raising events (fun fair, street theatres, melas etc.) on disaster and gender issues should be managed through an event management committee comprising of students, parents, teachers, local organizations working on disaster & women/child rights and other volunteers from communities.  
3. IEC materials should be prepared for awareness raising campaign in local language and pictorial and should be pretested with the help of volunteers in community before printing.  
4. Time and location of the community meetings (FGDs) should be finalized after consultation with respondents to be held for assessments/evaluations should be women/girls and children friendly.  
5. School Safety Committee meetings should be chaired on rotational basis as it will provide a chance to everyone to conduct a meeting according to agenda and to be actively engaged in the proceedings and follow ups especially women/ girls. |
Community Participation

| Standard 2: Resources-Community resources are identified, mobilised and used to implement age-appropriate learning opportunities. | Identify in consultation with community local alternate safe learning sites and volunteers both male and female who are trained in Disaster Reduction Management, Human Rights/Child Rights/ Women Rights, gender, Gender Based Violence, psychosocial care. | PSF document has not focused on this aspect of the community participation at all. | 1. Proposals for education programs should be developed that reflect awareness of GBV risks for affected population and strategies for reducing these risks.
2. Age, gender and culturally appropriate supplies should be identified that mitigate risk of GBV (e.g. school in a box or other emergency education kits, school uniform and other appropriate clothing, sanitary supplies for female students and teachers.
3. Local educational resources data base (sites, trained volunteers) should be developed. |

Coordination:

| Coordination mechanisms for education are in place and support stakeholders working to ensure access to and continuity of quality education. | 1. At a country level, UNICEF and Save the Children can serve as co-leads, although leadership can vary and should include the active involvement of the national Ministry of Education.
2. A gender focal-point or working group is identified or established within the education cluster/sector group to support gender analysis and ensure gender issues are addressed in all the activities of the cluster.
3. During joint Education Needs Assessment sex- and age-disaggregated information should be collected asking gender-sensitive questions determined by the gender dynamics of the particular context.
4. Activities are devised to respond to the gender needs either through mainstreaming gender issues into general education activities (such as a back to school programme targeting both boys and girls) or through targeted activities where the specific purpose is to address gender inequality (such as paying school fees for female secondary school students).
5. Gender needs need to be | Involvement of gender focal person within Federal Ministry on Education and Professional Training as well as Provincial Education departments and directorates seems missing to ensure gender sensitive data collection, and gender responsive education interventions based on gender mainstreaming or through target activities. Consequently gender analysis of the context and gender sensitive interventions will not be incorporated because of which large number of women and girls might not be able to remain part of educational activities during and after disasters. | Gender focal points should be appointed at all level of education system who can be engaged in context analysis, designing of assessments tools, programs, learning environment, monitoring and evaluations of interventions. These focal points should highlight the specific gender sensitive needs of girls and boys and female teachers to all other sectoral focal points and should facilitate resource mobilization within short span of time. |
mainstreamed and targeted gender elements of activities, and anticipated gender outcomes should be noted in proposals.

In a crisis context where an inter-sectoral gender working group or network is established, education actors should ensure the sector/cluster is systematically represented. Where no gender network exists, education actors should consider raising the issue of gender in other inter-sectoral meetings, and advocate for coordination action between sectors on gender.

### Analysis Standard 1:

**Assessment:**

Timely education assessments of the emergency situation are conducted in a holistic, transparent and participatory manner.

| 1. Education assessments should collect data relevant for a gender analysis: |
| 2. Disaggregate data by sex, age, poverty, disability, ethnicity, language and other socio-cultural factors, to assess how the situation affects different groups of learners and why they are or are not able to access education. |
| 3. What are the distinct educational needs of women, girls, boys and men? How have things changed as a result of the emergency? |
| 4. What are the different risks that face women or girls compared to boys and men? |
| 4. What are the different roles, skills, coping strategies of men, women, boys and girls? |
| 5. How has gender roles changed? |
| 6. What changes have happened to gender power dynamics in the family or community that affect learners' access to education? For example, are more women and girls heading households while men and boys seek employment elsewhere? Are young boys acting as protectors and providers for their families, rather than accessing education? |
| 7. Boys, girls, women and men have different views, opinions and issues around education responses in |
emergencies. Have we consulted them all equally? Were our consultation methods gender-responsive (e.g. using single-sex groups led by a same-sex facilitator)?

8. The composition of the assessment team is important. Women should be included in the emergency assessment team to ensure that we engage with women and girls in the affected population.

Analysis Standard 2:

Response Strategies - Inclusive education response strategies include a clear description of the context, barriers to the right to education and strategies to overcome those barriers.

1. A baseline on gender and education should be established early in the response, using data gathered during the initial assessment.
2. Education actors should schedule regular meetings with community groups, or community representatives such as school management committees, to share results of assessments and education interventions and to invite feedback. Issues and updates to be discussed might include access and participation, the learning environment, or support to teachers.

PSSF talks about School Safety Committee who will undertake risk assessment and keeping in view the issues and needs will prepare a School safety plan to be executed during emergencies. But it does not focus on issues like safe equal access, participation, safe learning environment and support to teachers.

1. Gender-sensitive assessment tools should be incorporated to gather data to prepare a gender baseline
2. SSC should facilitate participatory planning by (involving parents, students (male and female) and teacher) as it is must for continuity of educational activities for all leaners. Participants themselves should come up with strategies to overcome all identified risks and barriers keeping in view already identified alternate options in terms of resources they have.
3. Existing/proposed education curricula should be reviewed to identify opportunities to integrate GBV prevention messages.
4. GCC/NDMA should review existing/proposed community outreach material related to education to ensure it includes basic information about GBV risks reduction (including prevention, where to report risk and how to access care).

Analysis Standard 3:

Monitoring - Regular monitoring of education response activities and the evolving learning needs of the affected population is carried out.

1. Male and female children and youth representatives can monitor and regularly provide feedback to community education committees or parent teacher associations on a range of gender issues in the community and learning environment (e.g. security issues, freedom of movement for girls and boys, conditions of latrines, quality of learning, etc).
2. Participatory observation and spot checks by education practitioners and community teams can offer opportunities to discuss problems and solutions with affected individuals and groups.

Male and female student representatives are part of School Safety Committees in PSSF but focus is more on planning and reviewing physical safety of learning environment.

School Safety Committee should meet on regular basis to monitor and evaluate smooth implementation of collective plan they have made to reduce the risks and barriers in the continuity of all learners.
### Analysis Standard 4:

**Evaluation - Systematic and impartial evaluations improve education response activities and enhance accountability.**

During evaluation involving children and young people, both attending and not attending education, is vital. Discuss with them gender-related reasons for being included or excluded from accessing education. Find out what support they think is needed to help those already accessing formal and non-formal education and those not yet attending.

**PSSF does not talk about involving beneficiaries for evaluation purposes but from self-evaluation by SCC to second, third and fourth party evaluation from education department to engineers and architects. Once again focus is more on physical safety of learning environment and learners not on learners’ social and emotional health.**

1. Education departments should identify, collect and analyze a core set of indicators-disaggregated by sex, age, disability and other relevant vulnerability factors- to monitor GBV risk reduction activities throughout program cycle management.
2. Participatory evaluation involving children (girls and boys) both attending and non-attending schools is a must to evaluate the efficacy of the interventions and also to identify areas of improvement for future interventions.

### Access and Learning Domain:

**Equal Access, Protection and Well Being, Facilities and Services**

<table>
<thead>
<tr>
<th>Standard 1: All individuals have access to quality and relevant education opportunities.</th>
<th>Equal Access</th>
<th>1. SSC should Identify safe alternate learning sites as well as local teaching staff/volunteers from near communities and girls and boys going to and coming back from school in the company of an adult are some of few recommendations that are not costly but could help in easy access to learning places during emergencies.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Temporary learning spaces are established near communities.</td>
<td>1. PSSF focuses on physical hazards that school buildings need to withstand and make safety plan rather than taking into account threats children especially girls and females face in a tiered societal structure. Hence from prevention to risk reduction and response everything is geared towards physical aspects of school building safety. All actions and guidance notes along with SoPs identified are based on these aspects. Even nonstructural mitigation does not talk about gender issues that are enhanced during emergencies. This is partly in line with 4th priority area of action of Sendai Framework i.e. Enhancing Disaster Preparedness for effective response (l) Consider the relocation of public facilities and infrastructures to areas outside the risk range, wherever possible, in the post-disaster reconstruction process, in consultation with the people concerned, as appropriate;</td>
<td>2. SSC should ensure provision of separate properly locked toilet and washing facilities could be built with the help of local community and water and sanitation colleagues to mitigate any gender based violence.</td>
</tr>
<tr>
<td>2. Adults accompany group of learners to and from school.</td>
<td></td>
<td>3. GCC/NDMA should Develop a gender-sensitive Code of Conduct for teachers to mitigate any GBV case.</td>
</tr>
<tr>
<td>3. Recruit male or female teachers or classroom assistants. Where trained staff is not available consider asking trusted volunteers to participate in educational activities.</td>
<td>2. PSSF does not talk about the development and adherence to a gender-sensitive Code of Conduct for teachers to pre-empt any gender based violence.</td>
<td>4. SSC should ensure provision of child caring facility and flexibility in age limit could help learners to continue their education.</td>
</tr>
<tr>
<td>4. Work with water and sanitation colleagues and local community to build male and female toilets and hand washing facilities.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
9. Launch a media campaign or negotiate with religious leaders.

9. Consider using shift classes to improve flexibility of school timing.

10. Where caring for younger siblings is a concern, consider establishing early childhood spaces to care for young children while their siblings attend school.

### Protection and Well Being

**Standard 2- Learning environments are secure and safe, and promote the protection and the psychosocial well-being of learners, teachers and other education personnel.**

<table>
<thead>
<tr>
<th>Protection and Well Being</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1.</strong> Involve school management, community education committees, parent-teacher associations, teachers and students in the establishment of prevention and monitoring systems to identify risks in schools and to prevent opportunities for staff to sexually exploit or abuse learners.</td>
</tr>
<tr>
<td><strong>2.</strong> Create a ‘safe school’ policy, with specific actions to address the risks that exist in the specific school contexts. This includes making explicit the fact that witnessing or knowing that gender-based violence, for example, sexual violence, abuse, harassment, is happening but taking no action is not acceptable.</td>
</tr>
<tr>
<td><strong>In classroom:</strong></td>
</tr>
<tr>
<td><strong>3.</strong> Include discussion of gender-based violence in life skills training for teachers and for girls and boys, young women and men in all education settings.</td>
</tr>
<tr>
<td><strong>4.</strong> Provide psychosocial support to teachers (not just learners). This may reduce negative or destructive coping behaviours that increase the likelihood of gender-based violence.</td>
</tr>
<tr>
<td><strong>5.</strong> Try to ensure that there are female teachers or classroom assistants employed in a learning space.</td>
</tr>
<tr>
<td><strong>6.</strong> Develop a Code of Conduct for Teachers and Other Education Personnel</td>
</tr>
<tr>
<td><strong>In physical learning environment:</strong></td>
</tr>
<tr>
<td><strong>7.</strong> Involve school management, community education committees, parent-teacher associations, teachers and students in a mapping exercise to ensure that all areas of the learning area are safe for all students and that</td>
</tr>
</tbody>
</table>

**PSSF talks about mitigation of non-structural issues and provision of psychosocial help to learners which can be expanded to gender based violence also. But it does not talk about zero tolerance policy on child abuse or sexual harassment of female students and teachers.**

**1.** Education departments should develop and adopt zero tolerance policy on sexual harassment by involving parents, teachers and students (girls and boys).

**2.** NDMA and Education Departments should develop and implement Code of Conduct for teachers.

**3.** Education Department should undertake revision of curricula for teachers and students to incorporate gender issues in life skills.

**4.** SCC should undertake participatory mapping of local routes from safety point of view by involving local shopkeepers, students and parent teacher committee.

**5.** Educational experts should include recreational activities in curricula that will help to induce a sense of well-being in learners. The activities should be made gender-sensitive and to challenge prevailing gender roles.
there are no "no go areas" in which learners feel threatened or afraid.

8. Involve students, parents or other community members in clearing bush or undergrowth that may make paths on and around school unsafe. Ensure sanitation facilities are strategically placed, are well-lit and have internally-lockable doors so that students using them are not at risk of attack.

9. Developing and publically posting clear rules against sexual harassment and exploitation, abuse and other forms of gender-based violence;

10. Including these rules in the code of conduct of the teachers who need to understand what behaviours and acceptable.

10. Increasing the number of adult women in the learning environment to protect and reassure learners.

Facilities and Services

Standard 3- Education facilities promote the safety and well-being of learners, teachers and other education personnel and are linked to health, nutrition, psychosocial and protection services.

1. Location should be carefully considered. Placing learning spaces close to the learners’ homes is usually beneficial to both boys and girls. As far as possible, sites should be away from potential dangers such as soldiers’ quarters, land-mined areas or dense bush.

2. Sanitation facilities should allow learners and staff privacy, dignity and safety. Toilet doors should be locked from inside. To prevent sexual harassment and abuse, separate toilets for boys/men and girls/women should be located in safe, well-lit, convenient and easily accessible places.

3. Sanitary materials should be made available for girls and women who would otherwise not attend school. Efforts should be made to ensure the sustainability of such supplies.

4. Teachers should be trained to recognise signs of physical or psychosocial distress in girls and boys, as well as other protection concerns, such as children who have been separated from their families.

PSSF mainly focuses on physical security of the building in terms of its location, structure, building material, retrofitting, fire safety and builder training. This aspect is participatory also. Where this aspect is in line with Sendai Framework priority action 3 sub-section (h) i.e. Encourage the revision of existing or the development of new building codes, standards, rehabilitation and reconstruction practices at the national or local levels, as appropriate, with the aim of making them more applicable in the local context, particularly in informal and marginal human settlements, and reinforce the capacity to implement, survey and enforce such codes, through an appropriate approach, with a view to fostering disaster-resistant structures;

2. PSSF does not take into account special needs of female students and female teachers at the time of selection for new buildings or while selecting alternate learning sites during emergencies. Even retrofitting plans are mostly to withstand natural hazards but not to avoid any hazards that could be caused due to different

1. SSC/Education department should ensure that learning sites are near learners’ home.

2. SSC should ensure that toilets and washing facilities of schools/learning environments should be separate for boys and girls and these should also be well-lit and doors should locked from inside.

3. GCC/NDMA should ensure that sanitary material and dignity kits should be available in first aid box.

4. SSC should develop data of existing referral services/counselors for GBV survivors should be maintained on regular basis at school level.

5. Education department should ensure that teaching staff have regular refresher course on gender and GBV survivor handling.
5. To ensure that the referral systems operate effectively, formal links with outside services should be established. Services may include counselling, psychosocial and legal services for survivors of gender-based violence, and social services for suspected cases of abuse or neglect.

6. Identify existing referral mechanisms and any previous national systems (i.e. social services, police and health) and their ability to manage referrals. For GBV cases, be aware that in some contexts, allegations of abuse can result in the arbitrary detention of the survivor, forced virginity tests and medical screening for evidence of sexual activity.

6. Determine what gender-responsive health care, psychosocial support and legal support services are available locally through international and local NGOs, health centres, community-based organisations, etc.

7. Ensure that communities and all education personnel are aware of guidance for reporting individuals/cases where support is needed.

8. Try to allocate a team including a male and female teacher with relevant experience to be focal points for managing referrals.

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### Learning and Teaching Environment Domain:

Curricula, Training/Professional Development/Support, Instructions and Learning Processes

<table>
<thead>
<tr>
<th>Curricula</th>
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<tbody>
<tr>
<td><strong>Standard 1- Culturally, socially and linguistically relevant curricula are used to provide formal and non-formal education, appropriate to the particular context and needs of learners.</strong></td>
</tr>
<tr>
<td>1. Involve a gender-balanced range of key actors in the analysis and review of curricula is important.</td>
</tr>
<tr>
<td>2. Ensure integration of age-, gender-, and culturally appropriate curricula on GBV-related issues and comprehensive sexual health into primary and secondary level educational programming for both males and females. Ensure these curricula include: basic information on how the body works; bodily changes and puberty; sexuality; healthy menstruation</td>
</tr>
<tr>
<td><strong>PSSF stresses the need to cover all aspects of natural disasters risk reduction but it does not talk about the inclusion of gender sensitive messages within curricula to be taught to the students or the teachers through special gender sensitive training packages for teachers</strong></td>
</tr>
<tr>
<td><strong>NDMA/Education Department should ensure reviewing of curricula from gender perspective. This is a must to sensitize students about gender issues as well impact of gender based violence on survivors, families and communities. Checklist for reviewing of curricula to integrate GVB interventions is attached with as Annexure I.</strong></td>
</tr>
</tbody>
</table>

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management; gender equality; relationship skills and health communication; sexually transmitted infections, including HIV; safe sex; family planning; and causes and contributing factors to various forms of GBV, such as sexual assault, dating violence, child and/or forced marriage, intimate partner violence and other forms of domestic violence.

3. Prevent peer to peer violence expanding curricula content to promote gender equality principles and non-violence with a focus on human rights and in particular girls’ and boys’ equal rights, with reference to the Convention on the Rights of the Child (CRC), and the Convention on the Elimination of Discrimination against Women (CEDAW).

3. Particularly in conflict situations, peace-building and conflict resolution curricula can be important and can offer ways to challenge cultural norms on gender roles that may perpetuate views of masculinity as aggressive and femininity as passive.

3. Education that engages young people in discussions about sexuality, reproduction, relationships and gender issues can promote healthier behaviour, generate a demand for services and promote gender equality.

4. During emergencies, life skills education is vital as families and social networks are disrupted, leaving children and adolescents with little or no information on sexual and reproductive health. A life skills approach encompasses social skills, critical thinking and negotiation skills. In relation to sexual and reproductive health, topics might include:
- nutrition
- personal hygiene
- Reproductive health
- sexuality and safe sexual behavior
- Prevention and treatment of HIV and other STIs
- Care and support of people living with HIV
5. Education practitioners should ensure that career guidance is provided that challenges gender bias and focuses on the capabilities of each individual trainee.

6. In addition to analysis of curricula, the content of textbooks and other teaching materials should also be examined.

## Professional Development

| Standard 2- Teachers and other education personnel receive periodic, relevant and structured training according to needs and circumstances. |
|---|---|
| 1. One-off sessions on gender in teacher training or emergency education responses are not ideal and should be avoided, but they are still better than nothing. |
| 2. Gender issues should be mainstreamed into teacher training materials. |
| 3. Education practitioners, together with national education authorities, should assess teachers’ awareness of gender issues as part of larger teacher training needs assessments. |
| 4. It is important to have a balance of male and female teachers, teacher trainers should also be gender balanced. |
| 5. Training should be accessed by equal numbers of female and male teachers. If not, a quota system may help promote gender parity. |
| 6. Open and transparent selection criteria and procedures for accessing training opportunities, using a gender-balanced selection committee could be considered. Candidates for training could be asked how they would use their new knowledge to develop gender-sensitive teaching and/or promote gender equality. |
| 7. Ensure that staff development training for senior positions (e.g. ‘fast track’ training) helps to address gender imbalances in staff at senior levels. |

| PSSF document explicitly talks about important areas for capacity building of teachers and educational personnel. It also appears that gender, GBV and sexuality and handling of GBV survivors is missing altogether. |
|---|---|
| 1. Education department should ensure gender balance at the time of recruitment of teaching staff. |
| 2. GCC/NDMA/Education Department should ensure inclusion of gender sensitization and GBV focused sessions in teachers training to mitigate GBV incidences and also to encourage learners to question existing gender roles. |
| 3. Education Department should evaluate and give incentives/promotions to teaching staff on the basis of their gender sensitivities. |
### Support, Instruction and Learning Processes

**Standard 3 - Instruction and learning processes are learner-centred, participatory and inclusive.**

1. Teachers need to be aware of any gender stereotypes in textbooks/learning materials, and use this positively in gender-sensitive teaching, openly questioning the materials and encouraging critical thinking in terms of gender issues.

2. Teaching strategies can be modified to give girls and boys equal space to contribute to discussions and activities. Teachers can observe whether girls or boys dominate in the classroom and take action to encourage equal contributions. Where culturally-appropriate, it might help to change the seating arrangements so that larger groups of girls or boys are not sitting together and dominating other learners. Single-sex learning spaces may be a desired solution in some contexts.

4. Teachers and learners should be encouraged to use gender-sensitive, non-violent and non-abusive language, avoiding jokes and terms that degrade or belittle either sex.

5. Teachers need to ensure that domestic, volunteer and community roles (e.g. cleaning communal areas, helping younger children and running errands for teachers) are shared equally between girls and boys.

**PSSF does not talk much about the appropriate methodologies for learners especially giving importance to their daily life experience.**

2. Parents are not consulted at any point of teaching regarding content of the teaching material.

1. Teachers should be evaluated for applying participatory methods in the class as well as on the level of their awareness regarding human rights/women rights, GBV and its Standard Operation Procedures/mechanisms and existing referral systems to handle GBV

2. Teachers should be encouraged to provide space to learners to in activities as well as to ask questions especially those who are otherwise meek and reluctant to talk.

3. Teachers should involve parents to assess positive behavioral changes of learners.

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### Assessment and Learning Outcomes

**Standard 4 - Appropriate methods are used to evaluate and validate learning outcomes.**

1. Work with teachers and communities to develop policies and practices around fair assessment methods.

2. Raise community awareness around the harm that unethical assessment practices cause to learners, the education system’s reputation, the community and the wider society.

3. Establish confidential complaint boxes where learners can post their concerns anonymously.

4. Work with national authorities to ensure that national exams are not gender biased.

**PSSF talks about evaluation of School safety at various levels ranging from self-evaluation by School Safety Committee to 1st, 2nd and 3rd party evaluation by authorities. It does not talk about fair evaluation of the learners’ progress against identified learning objectives to promote accountability amongst teachers, community, education authorities, organizations and donors to foster quality education especially in emergencies.**

1. Assessments of students should be through open, transparent, ethical and fair policies as it can reduce the risk of corrupt practices and sexual exploitation (e.g. bribes/sex in exchange for good grades).

2. Confidential complaint mechanism such as whistle blowing should be established through which learners can share their concerns secretly with higher authorities at school or within education department.

3. Acknowledgement systems at school level should encourage learners to change their behavior such as Most gender sensitive student of the year Award.
5. Ensure national and in-class assessments measure learners’ knowledge and skills related to human rights, gender equality and life skills curricula, in addition to numeracy and literacy.

### Teachers and Education Personnel Domain:

**Recruitment and Selection, Conditions of Work. Support and Supervision**

| Standard 1- A sufficient number of appropriately qualified teachers and other education personnel are recruited through a participatory and transparent process, based on selection criteria reflecting diversity and equity. | Short-term measures to meet recruitment needs of individual schools should be matched with longer-term policy development, incentives or quota systems. Some strategies for ensuring gender-balanced recruitment include:

1. Engage with the spouses or families of potential teaching candidates to ensure they understand the importance of the role.
2. Develop media campaigns that focus on the importance of the involvement of both women and men in education.
3. Work with secondary school girls and boys to raise their interest in becoming teachers - for example, linking them with primary schools where they can volunteer and help teachers with different activities. Provide bursaries and other incentives for either women or men attending pre-service training.
4. Work with community groups to help in the identification of potential male or female teachers, and in providing support to their families to enable them to become teachers, by, for example, sharing farming duties or helping with childcare.
5. Recruit male or female classroom assistants with lower levels of education, providing ongoing training and opportunities to complete their own education whilst they are working, and then supporting a transition to a full teaching role. | In some conservative cultures, if there are no female teachers at all, parents are unlikely to send their daughters to school especially during emergencies. This aspect is totally ignored in draft PSSF document. | 1. Local female staff should be identified as it could encourage both staff and learner to attend school on regular basis.
2. Media campaigns along with better employment conditions and compensation packages should be initiated to lure bright students to become future teachers.
3. Child care facilities at school level should be provided to encourage female teachers to remain engaged with teaching.
4. On job training of lower education levels educational staff should be organized to keep them motivated, gender sensitized and interested in teaching positions. |
### Conditions of Work

**Standard 2- Teachers and other education personnel have clearly defined conditions of work and are appropriately compensated.**

1. It is imperative that there is gender parity in salaries, and incentives should also address the different development and retention needs of male and female teachers.

2. All teachers and other education personnel should understand and sign a code of conduct and a copy should be displayed prominently in the learning environment.

3. Gender-responsive commitments in a code of conduct might include:
   - Commitment of teachers to respect, protect and, within their ability, fulfill the education rights of learners.
   - Commitment of teachers to actively remove barriers to education to ensure a non-discriminatory environment where all learners are accepted.
   - Commitment to maintain a protective, healthy and inclusive environment, free from sexual and other harassment, exploitation of learners for labour or sexual favours, intimidation, abuse, violence and discrimination;
   - Clear statement of a zero tolerance policy of sexual relationships between teachers and learners.
   - Commitment not to teach or encourage knowledge or actions that contradict human rights and non-discrimination principles;
   - Explicit mention of disciplinary action to be taken, including criminal prosecution, should commitments be broken.

**Teachers and other educational personnel have pivotal role in continuity of educational activities during emergencies.** It is a must that once recruited in a transparent way they have good working conditions to undertake and deliver their responsibilities in best possible manner in stress free environment. If they are stressed due to their work conditions it will be reflected on their performance. Their own knowledge, belief system, behavior and attitude could also affect the quality of learning processes and learners.

1. Once transparently recruited the staff should be provided chances of further learning, promotion without any gender discrimination to keep them motivated.

2. Signing of gender sensitive code of conduct should be ensured at the time of recruitment to ensure implementation of ‘zero tolerance policy for sexual harassment at work place.

3. School Safety Plan should also include Standard Operating Procedures(SoPs) for handling GBV cases.

### Support and Supervision

**Standard 3- Support and supervision mechanisms for teachers and other education personnel function effectively.**

1. Support a culture where teachers meet regularly to share information on progress and challenges, including how gender issues are addressed in teaching and learning.

2. Ensure that gender issues are on the agenda, and that meetings allow female and male teachers to contribute equally. A separate forum for female teachers and other education personnel may be appropriate in some contexts; their discussions should be fed into the general meetings.

**PSSF document is talking about supervision with regard to physical school safety issues but it does not talk about the mechanisms available if any teacher is facing any difficulty in addressing gender issues during teaching or learning.**

2. Gender issues are not even on the agenda of the meetings talking about safety of the school.

**1. The education response team, with teachers and school community committees, should consider ways to identify, manage and prevent stress, promote self- and peer-care among teachers, and identify and respond to gender-related self-coping mechanisms that may be unhealthy. Current PSSF document needs to in build this aspect in its First Aid Team of the School Safety Pan that keeps on working before and during emergencies especially to tackle psychosocial aspects of educational staff as well as learners.**
2. Where there is a gender imbalance in the teaching staff, it can be helpful to ensure that there are at least two teachers of the same sex at one school, if encouragement is given for them to work together and support each other professionally.

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### Education Policy Domain:

**Law/ Policy Formulation and Planning and Implementation**

#### Law and Policy Formulation

<table>
<thead>
<tr>
<th>Standard 1-Education authorities prioritise continuity and recovery of quality education, including free and inclusive access to schooling.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. After the emergency wanes, work with the Ministry of Education to develop and implement school curricula that contribute to long-term shifts in gender-inequitable norms and promote a culture of non-violence and respect for women, girls and other at-risk groups.</td>
</tr>
<tr>
<td>2. Incorporate relevant GBV prevention and response strategies into the policies, standards and guidelines of education programmes.</td>
</tr>
</tbody>
</table>
| 3. Identify and ensure the implementation of programmatic policies that (1) mitigate the risks of GBV and (2) support the participation of women, girls and other at-risk groups as students, education staff and leaders in community-based education activities. These can include, among others:  
  - Policies regarding childcare for education staff.  
  - Standards for equal employment of females.  
  - Policies requiring in-service training on GBV and sexual/reproductive health for education staff.  
  - Policies that allow pregnant girls to attend school.  
 4. Where they do not already exist, enable the line ministry for education to implement mandatory codes of conduct (CoCs) for teachers and other education personnel that include a commitment to maintaining a protective environment free from GBV and sexual exploitation and abuse. |
| 5. When designing and/or rolling out a CoC, use participatory methods that include regular discussions with and input from all stakeholders (including teachers, parents, |
| 1. PSSF talks about evaluation of preparedness and risk reduction interventions but guidance notes and annexures indicate that it mostly talks about physical interventions and nothing is mentioned about other vulnerable groups including women except children with special needs. |
| 2. Even that evaluation process is not very participatory as there is no provision for signatures of students (male and female) required in the section for endorsement of self-evaluation sheet. |
| 3. Evaluation sheet does not contain any question regarding presence or implementation of Gender related or GBV policies. |
| 1. Most of the actions fall into preparedness phase and should help in handling gender issues in better way. Crucial and urgent recommended policies are curricula revision, gender parity in salary, Gender sensitive Code of Conduct development, child care policy for female siblings and teaching staff, in-service training on gender and GBV and policy to let pregnant girls attend schools and whistle blowing policy at all level to lodge complaint against sexual harassment. |
| 2. Relevant GBV prevention and response strategies should be incorporated into policies, standards, guidelines of education programs (standards for equal employment for female teachers, CoC for teachers and educational staff related to sexual exploitation, abuse, procedures and protocols for sharing protected and confidential information about GBV incidences. |
students, community members and-if relevant-government authorities and unions).
6. Put in place confidential complaint mechanisms and procedures to report, investigate, document and take disciplinary action in cases of sexual exploitation and abuse and/or violation of the code of conduct.

<table>
<thead>
<tr>
<th>Planning and Implementation</th>
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</thead>
<tbody>
<tr>
<td><strong>Standard 2 - Education</strong> activities take into account international and national educational policies, laws, standards and plans and the learning needs of affected populations.</td>
</tr>
<tr>
<td>1. Support relevant line ministries/departments in developing implementation strategies for GBV-related policies and plans.</td>
</tr>
<tr>
<td>2. Ensure that education programmes sharing information about reports of GBV within the education sector or with partners in the larger humanitarian community abide by safety and ethical standards.</td>
</tr>
<tr>
<td>3. Develop inter- and intra-agency information-sharing standards that do not reveal the identity of or pose a security risk to child survivors, their caretakers or the broader community.</td>
</tr>
<tr>
<td>Current PSSF document does not take into account gender based violence that learners or female teaching staff could encounter but focusing only on environmental hazards. Therefore it did not mention Ministry of Human Rights and Women Development Departments as stakeholders nor have any gender related policy or implementation plan in place. Consequently it also does not talk about ethical standards to be followed for inter and intra agency information flow. In this scenario they are losing on the treasure of information already present in the form of gender policies &amp; ethical standards to be followed during emergencies.</td>
</tr>
<tr>
<td>1. Educational activities should take into account both educational and gender related international and national policies, laws, standards and plans and make implementation plans by involving all key stakeholders along with girls, boys, teachers, parents.</td>
</tr>
<tr>
<td>2. Integration of GBV risk reduction strategies should be into national and provincial laws and policies related to education and allocate funding for sustainability e.g. address discriminatory practices hindering girls and other risks groups from safe access to school.</td>
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</tbody>
</table>
Conclusion:

Gender Based Violence is on rise within Pakistan. The situation worsens during emergencies. Education is considered a vehicle and process of empowerment and its importance increases during disasters as it can not only help to prepare children to handle such situations but also protect them from negative impacts. But if schools themselves pose a threat to young learners and female teachers then it is essential to look into content of the curricula, safety of learning environment and overall enabling policy environment that could become a hindrance instead of facilitating learners.

Gender is the only aspect which is being addressed by all four International Conventions reviewed during current study i.e. Sendai Framework, UNFCCC, SDGs and CEDAW. Constitution of Pakistan has provisions for gender equality and Education for All. Likewise Education Policy is not only talking about Education in Emergencies but also on gender equality regarding all aspects of education to remove gender based violence from Pakistani society.

Three out of four provinces have Education Sector Plans with a focus on Gender while KP plan is silent about it. All sector plans have provisions for child centred facilities which bring focus on Safe School Frameworks. Balochistan is the only province where initiatives have been undertaken to review curricula, incorporate emergencies messages in curricula both for students and teachers even at university level and gender and GBV prevention interventions could be incorporated. Hence, it is opportune moment for Gender and Child Cell of National Disaster Management Authority of Pakistan to formulate guideline, standards and Standard Operating Procedures to integrate gender and GBV prevention/ mitigation and handling concerns at all three stages of response within Education i.e. preparation, response and recovery to build a better schools and society in future.

NDMA is in the process to formulate Pakistan School Safety Framework; it will be in the best interest of the learners to evaluate the obstacles they face during emergencies and put in place mechanisms and systems that could facilitate their learning without hindrance.

Parents’ fear regarding GBV incidences in School or on the way to schools, lack, expense related to education, child care responsibilities, lack of safe sanitation facilities, early marriages and pregnancies and stigma around menstruation, reinforcement of traditional gender roles as well as absence of gender sensitive code of conduct for teachers are identified as major hurdles to female learners access to school. Analysis of Pakistan School Safety Framework revealed that current draft framework did not take into account all these aspects. Resultantly, the draft is mostly focused on the physical aspect of the school safety.

Comprehensive gender sensitive school safety requires to take into consideration all these aspects and come up with plan that not only focuses on natural hazards but social aspects of it too during emergencies and come up with gender sensitive response strategies before, during and after the disasters to ensure continuity of education of all learners. Incorporation of relevant GBV prevention and response strategies into policies, standards, guidelines of education programs (standards for equal employment for female teachers, revision of curricula of schools as well as training material of teachers, Code of Conduct for teachers and educational staff related to sexual exploitation, abuse, procedures and protocols for sharing protected and confidential information about GBV incidences are must to provide an enable environment within education sector.
At the time of assessment, it is critical to investigate community's norms and practices that may affect learners' access to school along with the capacities of communities in terms of availability of local human and physical resources and plan responsive strategies in consultation with all stakeholders. Identification of safe routes to schools and adult/ preferably women who can accompany children to and from schools could also help in continuation of educational activities.

The schools have to devise their own GBV incidences handling SoPs in consultation with students, teachers and parents. They also need to provide safe separate toilet and washing facilities, child care facilities, flexible timing and age flexibility to encourage female learners to continue their educational activities. They should also develop their drills to handle GBV cases during emergencies.

Current PSSF document have incorporated some important actions recommended by Sendai Framework but missed the portion which focuses on gender and did not take into account state commitment to CEDAW. Therefore, it does not take into account gender based violence that learners or female teaching staff could encounter but focusing only on environmental hazards. Consequently, it did not mention Ministry of Human Rights and Women Development Departments as stakeholders nor have any gender related policy or implementation plan in place. It also does not talk about ethical standards to be followed for inter and intra agency information flow. In this scenario they are losing on the treasure of information already present in the form of gender policies & ethical standards to be followed during emergencies.

Development of gender sensitive curricula is crucial and critical in developing peaceful, respectful and critical thinking behaviours of learners. Removal of gender stereotyptic roles, symbols, images and language is must along with bringing in messages of mutual respect and peaceful co-existence of diverse groups.

Involvement of parents especially women, learners especially female learners is crucial during monitoring and evaluation of school safety plans. Continuous and participatory monitoring and evaluation (involving parents and learners) of education programs/curricula/educational staff from gender a perspective could ensure to create and safe learning environment for the learners.

Most of the recommendations fall into preparedness phase and could help in handling gender issues in better way. Crucial and urgent recommended policies are curricula revision, gender parity in salary, child care policy for female siblings and teaching staff, in-service training on gender and GBV and policy to let pregnant girls attend schools and whistle blowing policy at all level to lodge complaint against sexual harassment.
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34. Ibid.


50. UN (2006) op.cit. cites several studies, including one from Nepal that found that 9 per cent of children had experienced severe sexual abuse (kissing of sensitive parts, oral sex and penetration) and that 18 per cent of the abuse had taken place at school (though it is not known whether the victims were boys or girls).


Reviewing Curricula to Remove Gender Bias and for Risk Mitigation of GBV During Disaster Risk Reduction

The best practices to review curricula listed in this document span four broad aspects of curriculum review:\(^\text{52}\)
1. Building faculty and trainers' expertise.
2. Teaching methods.
3. Mainstreaming gender learning across the curricula
4. Assessment evaluation and validation\(^\text{53}\)

Following Curriculum Quality checklist provides a structure with which experts can reflect on whether or not they have addressed gender equality and GBV issues in the relevant curriculum when designing or reviewing courses:

<table>
<thead>
<tr>
<th>Sr. No</th>
<th>Area of Inquiry to gauge inclusion of GBV intervention in Curriculum</th>
<th>Status</th>
<th>Remarks/ Points of Action for future intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Are teachers and administrators trained to address specific topics related to health and empowerment of girls—especially adolescent females?</td>
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<tr>
<td></td>
<td>• Do teacher training curricula explicitly integrate sexuality education and other gender-related education issues e.g. gender-sensitive teaching methods; factors affecting girls’ and boys’ access, enrollments and achievement levels etc.)?</td>
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<tr>
<td></td>
<td>• Are these trainings and educational curricula age, gender, and culturally appropriate?</td>
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<tr>
<td></td>
<td>• Are there specialized modules on gender and VAWG; how to detect students subject to violence, signs of violent behaviors and take action; and how to communicate about issues related to VAWG with their students?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\(^{52}\) https://www.files.ethz.ch/isn/168887/CHECKLIST__GENDER_CURRICULUM.pdf
\(^{53}\) https://www.files.ethz.ch/isn/168887/CHECKLIST__GENDER_CURRICULUM.pdf
2. Are learning materials inclusive and relevant to girls and other at-risk groups?

- Do they avoid gender stereotypes?

- If not, then remove gender norms and stereotypes, and in particular to change content and/or images those encourage or support VAWG, and ensure that materials used in classrooms promote positive relationships between women and men.

- Do primary and secondary school teaching methods respect girls as equals (e.g. Are girls encouraged to ask and answer as many questions as boys; are boys encouraged to not dominate group work; are classroom cleaning tasks equally divided between girls and boys)?

- Does the school curriculum includes (not limited to one module and/or one grade) education on human rights, including gender equality and women's rights; respectful relationships between women and men; and VAWG issues including laws and available assistance for survivors?

- Is there any life skills education for violence prevention such as conflict resolution and mediation skills, communication skills, decision-making skills, etc. in both classes and extracurricular activities, across different grades?

- Is there any module or session to train female and male students on how to protect themselves against violence especially GBV?
- Offer parenting education sessions at pre- and elementary school levels to encourage positive relationships between parents and children.

- Integrate in the higher education curriculum where relevant training in human rights including gender equality and women's rights, and VAWG.

3. Do learning materials provide information-building upon indigenous knowledge and practices on issues such as gender equality, GBV, HIV, human rights relationship skills, etc.?

- Is high quality, accurate and relevant sexuality education offered to all students in ways that are age-, gender-, and culturally appropriate?

4. Assessment, Evaluation and Validation

- Are the exams or other assessments throughout the course/program during learning process gender bias or not?

- Do formative (evaluation during and throughout the learning program) and final evaluation (at the end of course/program) include gender self-assessment, triangulation of learner, instructor and supervisor regarding gender awareness etc.?

- Is there any established validation timeline and process included in the curricula?