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TOOL

19

Mainstreaming gender equality in education in emergencies



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Objectives

The objectives of this tool are to:

- introduce key concepts and approaches to support gender mainstreaming in education in emergencies.

Key information

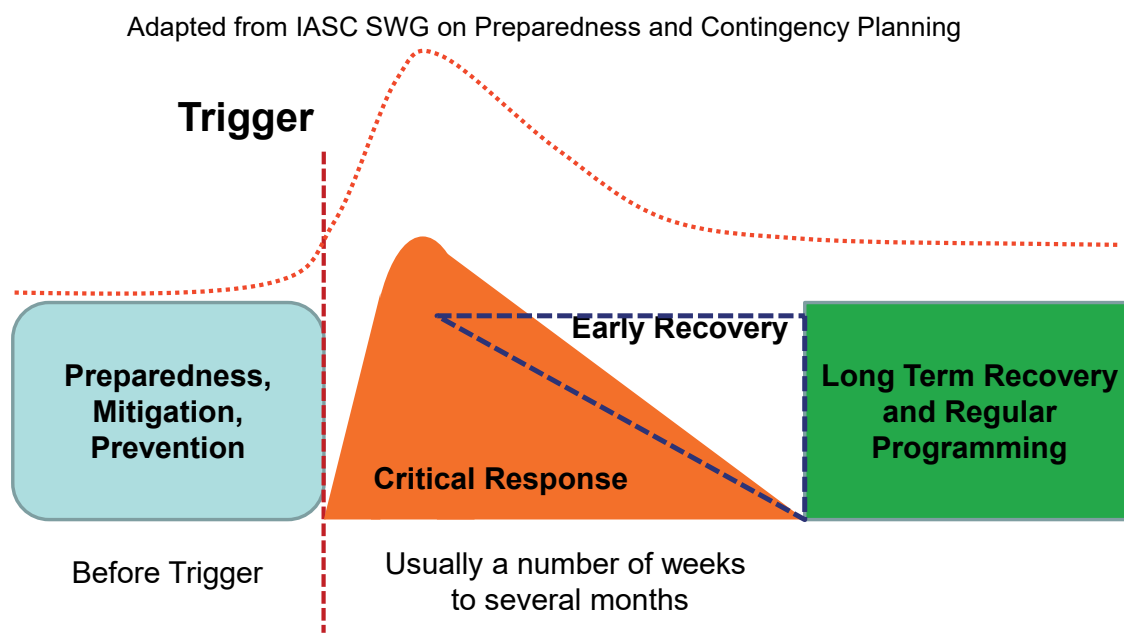


Setting the scene

Conflicts, natural hazard-induced disasters and pandemics, and the resulting displacement of people, can leave entire generations traumatized, without access to education, and ill-equipped to contribute to the social and economic recovery of their country or region.

There are multiple phases of disaster management – preparedness, response and recovery – and education needs to be considered throughout all these phases (Figure 1).

Figure 1: Phases of disaster management¹



(Source: INEE)

¹ Source for diagram: INEE Minimum Standards Education in Emergencies Training Materials. EIE Training Module 3 - Technical Components for Education in Emergencies. Online resource available at: http://toolkit.ineesite.org/inee_minimum_standards/education_in_emergencies_training_materials.

Quality education in safe and neutral environments is immediately protective (see **Box 1** for a definition of education in emergencies). It provides lifesaving knowledge and skills and psychosocial support to those affected by crisis and prepares them for a sustainable future.

See **Handout 1** 'What is a disaster?' for UN definitions and terminology.



Box 1 Defining education in emergencies

“Education in emergencies’ refers to the quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education. Education in emergencies provides physical, psychosocial, and cognitive protection that can sustain and save lives. Common situations of crisis in which education in emergencies is essential include conflicts, situations of violence, forced displacement, disasters, and public health emergencies. Education in emergencies is a wider concept than ‘emergency education response’ which is an essential part of it.

The promise to get all children everywhere in school will not be achieved without a much greater commitment to planning, prioritizing, and protecting education particularly in conflict and crisis contexts.”

Source: INEE website. www.ineesite.org/en/education-in-emergencies.

Asia-Pacific is the most disaster-prone region in the world (see [Box 2](#)).



Box 2 Asia-Pacific, a disaster-prone region

“The Asia-Pacific region is the most disaster-prone region in the world and faces recurrent natural and man-made disasters, conflict and complex emergencies. Of the 15 most disaster-prone countries, nine are located in the Asia-Pacific region according to the UN World Risk Index (2014). Alongside their vulnerability, many of these countries have poor coping mechanisms and adaptive capacities.

Climate change is a significant challenge, with countries in the Asia-Pacific region increasingly facing more severe droughts, more frequent and intense storms, more devastating floods, fires and landslides, fuelled by volatile and erratic weather patterns. Reduced rainfall and drought in many countries is a result of the El Niño phenomenon, which is often followed by La Niña that could cause heavy rainfall and widespread flooding and worsen the negative effects in countries facing El Niño conditions. Robust preparedness efforts and awareness-raising campaigns can help mitigate the effects of climate change and reduce the impact of both slow and rapid-onset disasters.

A number of countries in the region also experience protracted crises, long-term instability and armed conflict. Over half of the world’s refugee population is located in the Asia-Pacific region. Mass displacements, a breakdown of infrastructure, law and order and basic services, put the safety and lives of vulnerable women and girls at risk, most especially pregnant women.

These are not just humanitarian issues, they also affect development. Disasters and conflicts increase poverty by destroying infrastructure and livelihoods, and undermine progress towards sustainable development.”

The 15 countries that are most at risk worldwide		
Country	Risk (%)	Rank
Vanuatu	36.50	1
Philippines	28.25	2
Tonga	28.23	3
Guatemala	20.68	4
Bangladesh	19.37	5
Solomon Islands	19.18	6
Costa Rica	17.33	7
El Salvador	17.12	8
Cambodia	17.12	9
Papua New Guinea	16.74	10
Timor-Leste	16.41	11
Brunei Darussalam	16.23	12
Nicaragua	14.87	13
Mauritius	14.78	14
Guinea-Bissau	13.75	15

Source: UNFPA, 2016.²

² UNFPA, 2016. *Responding to emergencies across Asia and the Pacific*. Bangkok: UNFPA Asia and the Pacific Regional Office.

Impact of crisis on male and female learners

Gender analysis is critically important in contexts of crisis where gender roles often change and men, boys, women and girls respond differently. Gender analysis can help to determine how gender roles are changing and enable the specific needs of male and female learners, teachers and other education personnel to be met.



Self-study and/or group activity

Reflect on how crisis affects teachers and learners

- Work on your own or in groups
- Take a piece of paper and divide it into four squares, as follows:

Female – teacher	Male – teacher
Female – learner	Male – learner

- In the top row, brainstorm all the ways you think male and female teachers might be affected by emergencies and how their needs might change.
- In the bottom row, brainstorm all the ways you think male and female learners might be affected by emergencies and how their needs might change.
- If working in groups, compare your answers.
- Next, look at the table below on demand- and supply- side factors. Try to identify strategies to address these barriers.

Demand-side factors	Supply-side factors
<ul style="list-style-type: none"> • Impoverished families may prioritize boys' education and not have the money to pay for girls' school fees, uniforms and other supplies. • Families often rely on girls to do household chores, care for siblings and generate family income. 	<ul style="list-style-type: none"> • Schools are often far away and not accessible to girls, especially girls with disabilities. Women and girls may only be able to travel very short distances without male companions. So even if there are all-girl schools, it may be too far them to attend. • Often schools are staffed exclusively by male teachers in conflict-affected contexts. • Minimal or no sanitation facilities can result in low attendance and high drop-out rates among adolescent girls who are menstruating.

- | | |
|--|--|
| <ul style="list-style-type: none"> • Early marriage and pregnancy are additional barriers to girls taking up or continuing their schooling. • Even where girls are enrolled in high numbers, dropout rates towards the end of primary school are usually high. | <ul style="list-style-type: none"> • In some instances, being in school, or travelling to and from school, places girls at considerable risk of sexual violence, abuse and exploitation. • Lack of child care facilities – where there are girl mothers – can be a barrier. • Going to school may place boys at risk from different dangers, such as forced recruitment into military forces. |
|--|--|

Benefits of education in emergencies³

In crisis situations, the right to gender-responsive education is critical and should be fulfilled without discrimination of any kind. In such situations, providing educational facilities and opportunities contributes immensely to a range of short- and long-term issues of critical importance for girls and boys, including:

- **Provides safety:** Educational facilities can provide a safe physical space for children and youth, sheltering them from violence, including – especially for girls – sexual and gender-based violence.
- **Promotes well-being and normalcy:** Schooling helps to promote and sustain the physical, social and emotional well-being of all learners. Providing structure and stability is particularly important for children and youth who may be traumatized by displacement. Girls and boys have different experiences of the emergency to cope with; they may also have different coping strategies, and these should be acknowledged and built on in schools.
- **Channels health and survival messages:** Education in emergencies provides a channel for conveying health and survival messages; for teaching new skills and values, such as peace, tolerance, conflict resolution, democracy,

human rights and environmental conservation. An emergency can be a time to show and teach the value of respecting women, girls, boys and men equally in society.

- **Builds the future:** At the same time, ensuring children and youth access to education during times of humanitarian emergencies provides the essential foundation for successful economic, social and political systems upon returning home. It is vital to the reconstruction of the economic basis of family, local and national life and for sustainable development and peace building. Ensuring girls' access to quality education prepares them to play significant roles in reconstruction efforts in their communities and beyond.
- **Builds community capacity:** Community participation is critical; it can be enhanced through capacity-building activities with youth leaders and school management committees. Teacher training and capacity-building support for education officials are also important, especially in chronic crisis and early reconstruction contexts. These activities must engage women, girls, boys and men, and be mindful of the differing perspectives and approaches that women, girls, boys and men may have. Capacity-building and training programmes are also a venue to highlight issues of gender inequality in education so that trainees are more sensitive to the issues and are assisted in trying to overcome them.

³ This section is based on the education chapter of the IASC *Gender Handbook for Humanitarian Action*, 2017.

Gender-responsive planning for education in emergencies: How to do it

Basic information about numbers of male and female learners, their cultural context and location is needed for programming. However, good quality gender-responsive programming should be based on analysis across a number of key areas. The basic checklist below assesses gender equality programming in the education sector. Educators in emergencies should review the list and select the items relevant to your context to develop measurable indicators. For a more comprehensive

set of questions for gender analysis and guidelines from the Inter-Agency Standing Committee (IASC), see [Handout 2](#).

For further reference, the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction provide a broader set of indicators.

Education gender checklist ⁴

Community participation	<ol style="list-style-type: none"> 1. Number of women and men involved in community education committees on a regular basis. 2. Number of women and men involved in community education plans. 3. Number and type of gender-specific issues in education plans. 4. Percentage of girls involved in child/youth participation activities. 5. Number of community members provided with gender training.
Analysis	<ol style="list-style-type: none"> 1. Percentage of relevant and available sex- and age-disaggregated data collected. 2. Number and type of references to gender-specific issues in assessment planning, tools design and data analysis. 3. Number of women, girls, boys and men consulted in assessment, monitoring and evaluation processes.
Access and learning environment	<ol style="list-style-type: none"> 1. Net enrolment ratio of girls and boys. 2. Sex-disaggregated enrolment rates by grade level. 3. Sex-disaggregated school attendance rates. 4. Sex- and grade level-disaggregated dropout rates. 5. Number of reported incidents of sexual abuse and exploitation. 6. Existence of a “safe school” policy with clear implementation actions.

⁴ Source: INEE. 2010. Gender Equality in and through Education. *INEE Pocket Guide to Gender*. Geneva: INEE.

Teaching and learning	<ol style="list-style-type: none"> 1. Percentage of teachers who demonstrate attempts to create girl-friendly classroom environments and use teaching strategies to engage girls. 2. Number of gender-specific lessons and topics in the school curriculum. 3. Sex-disaggregated achievement measures (e.g. exam results). 4. Percentage of teachers (women/men) involved in in-service training. 5. Number of women/men involved in pre-service teacher programmes. 6. Percentage of teachers (women/men) provided with gender training.
Teachers and other education personnel	<ol style="list-style-type: none"> 1. Number of male and female teachers, head teachers, teacher trainers/supervisors and other educational personnel (disaggregated by ethnic/caste groups). 2. Percentage of female teachers who feel safe and respected in school and in the community and are fully involved in education decision-making. 3. Percentage of teachers (women/men) trained on and have signed a code of conduct.
Education and policy coordination	<ol style="list-style-type: none"> 1. Number and type of references to gender-specific issues in coordination meetings. 2. Number and type of references to gender-specific issues in coordination statements/agreements. 3. Development of materials that address/challenge gender stereotypes and reflect new realities in society.



Self-study and/or group activity

Analyse your context

Self-study

- Select 3 themes from the checklist above.
- Work through the analysis, based on your context or an emergency situation in another country/context with which you are familiar.

Group activity

- Split into six small groups.
- Assign each group a theme from the above checklist.
- Each group needs to carry out an analysis on their theme, based on their context or an emergency situation in another country/context with which they are familiar.
- The groups then share in plenary to build a more complete picture of the emergency education response.



Further reading

General documents on gender and education in emergencies

Anderson, A. and Hodgkin, M. 2009. 'Education in crisis through to development: the gender implications' in *Commonwealth Minister's Reference Book 2009*. London: Henley Media Group Ltd.

GADRRRES. 2017. *Comprehensive School Safety*. A global framework in support of The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector and The Worldwide Initiative for Safe Schools.

Georgetown Institute for Women, Peace and Security. 2016. *Closing the Gap: Adolescent Girls' Access to Education in Conflict-Affected Settings*. Washington, DC: GIWPS.

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IRP and UNDP (n.d.) *Guidance Note on Recovery: Gender*, Kobe: International Recovery Platform.

UNGEI. 2017. *Addressing Threats to Girls' Education in Contexts affected by Armed Conflict*. New York: UNGEI. http://www.ungei.org/resources/files/Policy_Note_VF%281%29.pdf. (Accessed 17 May 2019).

UNICEF. 2016. *Gender, Education and Peacebuilding: A review of selected Learning for Peace case studies*. Den Haag: UNICEF. https://inee.org/system/files/resources/UNICEF_Gender_Ed_PB_Case_Studies_2016_En.pdf. (Accessed 17 May 2019).

Gender-based violence

IASC. 2005. *Guidelines for Gender-based Violence Interventions in Humanitarian Settings. Focusing on Prevention of and Response to Sexual Violence in Emergencies*. Part 4, action sheet 9 on education. Inter-Agency Standing Committee.

Sanitation, health and hygiene

INEE Gender Task Team (n.d.) *Gender-Responsive School Sanitation, Health and Hygiene. Series of papers on Gender Strategies in Emergencies, Chronic Crises and Early Reconstruction Contexts*.



Handout 1

What is a disaster?

“A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.

Annotations: The effect of the disaster can be immediate and localized, but is often widespread and could last for a long period of time. The effect may test or exceed the capacity of a community or society to cope using its own resources, and therefore may require assistance from external sources, which could include neighbouring jurisdictions, or those at the national or international levels.

Emergency is sometimes used interchangeably with the term disaster, as, for example, in the context of biological and technological hazards or health emergencies, which, however, can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.

Disaster damage occurs during and immediately after the disaster. This is usually measured in physical units (e.g., square metres of housing, kilometres of roads, etc.), and describes the total or partial destruction of physical assets, the disruption of basic services and damages to sources of livelihood in the affected area.

Disaster impact is the total effect, including negative effects (e.g., economic losses) and positive effects (e.g., economic gains), of a hazardous event or a disaster. The term includes economic, human and environmental impacts, and may include death, injuries, disease and other negative effects on human physical, mental and social well-being.

For the purpose of the scope of the Sendai Framework for Disaster Risk Reduction 2015–2030 (para. 15), the following terms are also considered:

- **Small-scale disaster:** a type of disaster only affecting local communities which require assistance beyond the affected community.
- **Large-scale disaster:** a type of disaster affecting a society which requires national or international assistance.
- **Frequent and infrequent disasters:** depend on the probability of occurrence and the return period of a given hazard and its impacts. The impact of frequent disasters could be cumulative, or become chronic for a community or a society.
- **A slow-onset disaster** is defined as one that emerges gradually over time. Slow-onset disasters could be associated with, e.g., drought, desertification, sea-level rise, epidemic disease.
- **A sudden-onset disaster** is one triggered by a hazardous event that emerges quickly or unexpectedly. Sudden-onset disasters could be associated with, e.g., earthquake, volcanic eruption, flash flood, chemical explosion, critical infrastructure failure, transport accident.”

Source: United Nations Office for Disaster Risk Reduction
www.unisdr.org/we/inform/terminology.



Handout 2

Checklist from IASC Gender Handbook⁵

What do we need to know to design and implement gender-responsive education in emergencies?	
What is the nature of the crisis and its impact on education?	<ul style="list-style-type: none"> • What is the impact of the crisis on the lives of girls and boys (e.g. recruitment, abduction, increased household chores), including access to education? • How has the crisis affected women and men, including teachers? • What has been the impact on education in the host community?
What are the education-related demographics?	<ul style="list-style-type: none"> • Number of displaced girls and boys. Where are they? Are they in camps or not? How long have they been there? • Numbers of girls and boys in the host communities and their access to education. • Breakdown by sex and age and, if relevant, by ethnic group for all levels (pre-school, primary, secondary). • What is the economic situation of families and how does this affect girls and boys? • Number of girls or boys heading households. Number of girl-mothers. Number of girls and boys separated from their family. Where are they living? Are they caring for others, or being cared for? • Number of out-of-school adolescent girls and boys. • Literacy rates for women and men.
What has changed?	<ul style="list-style-type: none"> • Explain any differences between current and pre-emergency scenarios from a gender perspective in regards to education. Will the emphasis be on re-enrolment and retention, or on new enrolments and retention?
What languages are used by the children?	<ul style="list-style-type: none"> • What is the mother tongue/other languages spoken? Written? • Do girls and women have the same proficiency in any official language as boys and men?

⁵ Source: Inter-Agency Standing Committee. 2018. *Gender Handbook in Humanitarian Action*. IASC, pp. 168-197.

<p>What are the safety and access issues for the learning environments?</p>	<ul style="list-style-type: none"> • Are women and men involved in decisions regarding the location of learning environments? • Are the possible locations equally accessible to girls and boys (e.g. in a mosque), and at all levels of schooling (i.e. not only lower grades)? • Are there girls and boys suffering from stigma because of specific war experiences (e.g. rape survivors, ex-child soldiers)? Does the stigma prohibit access to education? • What are the direct and indirect costs for girls and boys to attend school? • Is the distance to be travelled to school acceptable to parents for girls? Boys? Is the route to school safe for girls and boys? • What safety precautions are expected for girls by the parents? • Are learning environments secure, and do they promote the protection and mental and emotional well-being of learners? • Are latrines accessible, located safely, and adequate in number? Are there separate latrines for girls and boys? Is water available? • If required, can sanitary pads be made available in schools? • Has a code of conduct for teachers and other education personnel that addresses sexual harassment, abuse and exploitation been developed in a participatory manner and signed and followed? Are appropriate measures documented and applied in cases of misconduct and/or violations of the code of conduct?
<p>What is the division of household chores and other work?</p>	<ul style="list-style-type: none"> • What sort of work do girls and boys typically do? • How many hours a day? What time of day? • Where does it take place? (At home? In fields?) • Does this work put girls and boys at any serious risk? • Does it interfere with the school day and work?
<p>What learning materials exist?</p>	<ul style="list-style-type: none"> • Do they provide critical information on issues such as self-protection, landmines, etc.? • Are the learning materials inclusive of and relevant to girls? Do they perpetuate gender stereotypes?
<p>What is the situation with teachers, training, support and materials?</p>	<ul style="list-style-type: none"> • Are male and female teachers available? At all grade levels? What are their levels of qualification and experience? • Are there para-professionals? Other women in the community who could support girls in school and be involved in teaching and/or mentoring? • Are teaching materials and trainings available to help teachers address specific topics needed by girls and boys (e.g. sexual and reproductive health)? • Are there female teacher trainers and support staff?

<p>What is the situation regarding parental/ community involvement (in education)?</p>	<ul style="list-style-type: none"> • Do Parent Teacher Associations (PTAs) — or similar — exist? To what extent are women and men involved? Are there any cultural restrictions on women’s involvement? • Has training been provided to the PTA? If so, has gender been addressed? • What is the history of overcoming gender-based obstacles in the community? Which community members have been active and how?
<p>What are the gender-specific vulnerabilities and protection needs?</p>	<ul style="list-style-type: none"> • Are there groups of girls who are doubly disadvantaged (e.g. disabled girls, young mothers, former girl soldiers)? • Are messages conveyed in a gender-sensitive manner for topics such as HIV/AIDS and Sexually Transmitted Infections (STIs), early pregnancy and childbirth, child and baby care, healthy menstruation management, and Gender-Based Violence (GBV)? • Is information provided on reporting mechanisms and follow-up for harassment and GBV? Are there gender and age-responsive materials and services available to support survivors of GBV, and are these linked to the school?
<p>Actions to ensure gender equality programming in education</p>	
<p>Community participation</p>	<ul style="list-style-type: none"> • Sensitize communities to the importance of girls’ and women’s access to education, especially in emergencies. • Develop strategies to ensure that women, girls, boys and men actively participate in education meetings and in trainings (e.g. pay attention to appropriate meeting timings and locations, provide child care facilities and consider single-sex meetings). • Include women and men on community education committees and provide gender training if necessary, to ensure their voices are heard and taken seriously. • Engage women and men in school-related activities such as school feeding, arranging escorts to school, parents’ mobilization. • Engage the local community, especially women and girls, in the design and location of school sanitation facilities.
<p>Analysis</p>	<ul style="list-style-type: none"> • Include gender dimensions in the initial assessment and ongoing monitoring and evaluation of education in emergencies. • Collect and analyse all data related to education by sex and age. • Consult regularly with women, girls, boys and men as part of monitoring and evaluation activities.

<p>Access and learning environment</p>	<ul style="list-style-type: none"> • In refugee and Internally Displaced Persons (IDPs) contexts, provide access to education for all girls and boys. • Create access for all to quality and relevant education opportunities; pay particular attention to marginalized girls and boys (e.g. girl-mothers, working boys and former girl soldiers), and provide flexibility and “open” programmes, with early childhood education programmes if needed. • Set the hours for classes at convenient times for those children involved with household chores and field work. • Involve female and male youth in the development and implementation of varied recreational and sports activities, and ensure their constructive initiatives are supported by relevant stakeholders. • Provide other gender-specific extra-curricular activities that promote resilience and healing for girls and boys in emergencies. • Ensure that learning environments are secure and promote the protection and physical, mental, and emotional well-being of learners. Pay particular attention to disproportionate impacts of insecurity on girls and women and vulnerability to GBV (e.g. provide escorts to and from school for girls, employ classroom assistants, provide girls with reporting guidelines and follow-up procedures, establish codes of conduct for teachers). • Monitor sexual harassment; provide confidential complaint reporting mechanisms, and follow up with clear procedures. • Where single-sex classes are preferred, provide separate classrooms/locations or timings for girls and boys. • Provide separate female and male latrines — in safe places. • Provide appropriate clothing and sanitary supplies to girls so they can attend school and fully participate in class.
<p>Teaching and learning</p>	<ul style="list-style-type: none"> • Promote learner-centred, participatory and inclusive instruction, reaching out to and engaging girls actively in class. • Develop gender-sensitive curricula addressing the specific needs, perspectives and experiences of girls and boys, including reproductive health and HIV/AIDS content. • Ensure learning materials such as “School in a Box” and other emergency kits are gender sensitive and responsive to girls’ and boys’ needs. • Include gender equality and gender-sensitive teaching strategies in teacher training courses to ensure that teachers are able to create gender-sensitive learning environments. • Establish ethical assessment and examination processes that protect women and girls (e.g. ensure teachers cannot use grade allocation to exploit girls).

<p>Teachers and other education personnel</p>	<ul style="list-style-type: none"> • Work with the community to develop and implement a code of conduct for teachers and other education personnel that addresses sexual harassment, abuse and exploitation. Ensure that it is consistently applied and that appropriate and agreed-upon measures are documented and applied in cases of misconduct and/or violation of the code of conduct. • Use creative strategies to proactively recruit and retain female teachers (e.g. entry through a classroom assistants programme, part-time positions). • Ensure that female teachers are equally able to participate in school meetings and professional development (e.g. select timing carefully and provide child care). • Where possible, ensure that female teachers are placed in high-profile positions (not only in early year classes and “soft” subjects). • Include gender equality and girl-friendly teaching strategies in the criteria for teacher supervision.
<p>Education policy and coordination</p>	<ul style="list-style-type: none"> • Advocate for policy decisions to reduce the cost of schooling, especially for girls’ families (e.g. feeding programmes, take-home rations and items). • Consider how resources can be coordinated (interagency, inter-organization) to expand programming to include hard-to-reach girls (e.g. IDPs, young mothers, urban refugees). • Include specific commitment to gender equality in coordination statements/agreements between partners (e.g. the United Nations Refugee Agency (UNHCR), non-government organizations (NGOs) and governments). • Explicitly locate emergency education within the Convention on the Rights of the Child (CRC) [and Sustainable Development Goal framework]. • Support and promote education policies and laws that protect against gender discrimination in education. • Ensure commitment from education partners to common standards of culturally and gender-sensitive project implementation and management from the outset.



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