

Gender at the Centre Initiative (GCI) Baseline Study

COUNTRY LEVEL REPORT – MALI

APRIL 2021

Acronyms

AE	Académies d'enseignement
AFD	Agence française de développement
CAP	Centre d'animation pédagogique
CLE	Country Level Evaluations
COSC-EPT	Coalition des organisations de la société civile pour l'éducation pour tous
COVID-19	Coronavirus Disease 2019
CREDD	Cadre stratégique pour la relance économique et le développement durable
CSO	Civil Society Organization
DP	Development Partners
EMOP	Enquête modulaire et permanente auprès des ménages
EPT	Education pour tous
ESA	Education Sector Analysis
ESP	Education Sector Plan
ESPIG	Education Sector Program Implementation Grant
EU	European Union
FAFE	Fonds d'autonomisation des femmes et l'épanouissement des enfants
FAWE	Forum for African Women Educationalists
FGD	Focus Group Discussion
FONGIM	Forum des ONG internationales au Mali
GBV	Gender-based Violence
GCI	Gender at the Centre Initiative
GE	Gender Equality
GER	Gross Enrollment Rate
GPE	Global Partnership for Education

GRES P	Gender-responsive Education Sector Planning
GT-EFP	Groupe Thématique de PTF “Éducation et formation professionnelle”
HDR	Human Development Report (UNDP)
IIEP	International Institute for Educational Planning
INSTAT	Institut nationale de la statistique
IsDB	Islamic Development Bank
ITAD	Information Training and Development
JICA	Japan International Cooperation Agency
JSR	Joint Sector Review
KII	Key Informant Interview
LEG	Local Education Group
LuxDev	Luxembourg Agency for Development Cooperation
M&E	Monitoring and Evaluation
MAECI	Ministère des affaires étrangères et de la coopération internationale
MEFP	Ministère de l’emploi et de la formation professionnelle
MEN	Ministère de l’éducation nationale
MESRS	Ministère de l’enseignement supérieur et de la recherche scientifique
MoEs	Ministries of Education
MPFEF	Ministère de la femme, de l’enfant et de la famille
NGO	Non-governmental Organization
PAPB	Plan d’action pluriannuel budgétisé
PAQAMA	Projet d'amélioration de la qualité de l'éducation au mali
PDDAFEF	Plan décennal de développement pour l’autonomisation de la femme, de l’enfant, et de la famille
PID	Project Information Document (World Bank)
PIRSEF	Plan Intérimaire de relance du secteur de l’éducation et de la formation professionnelle
PMF	Performance Measurement Framework
PNG	Politique nationale du genre du Mali

PNUD	Programme des Nations Unies pour le Développement
PRODEC II	Programme décennal de développement de l'éducation et de la formation professionnelle deuxième génération
PTF	Partenaires Techniques et Financier
SCOFI	Politique nationale de scolarisation des filles
SWEDD	Sahel Women's Empowerment and Demographic Dividend
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute of Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

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Mali – Baseline Country Report

1.1 Introduction

The Gender at the Centre Initiative (GCI) aims to mobilize the advocacy, resources, and expertise needed to support governments in accelerating progress in gender equality, in and through education. With support from four of the G7 donors and a multi-stakeholder partnership, Mali is one of eight partner countries in sub-Saharan Africa where GCI will be implemented. Specifically, the Initiative will focus primarily on ensuring that country-owned interventions, strategies and plans are financed, implemented and monitored for sustainable results. To this effect, a baseline study was conducted from October 2020 to March 2021.

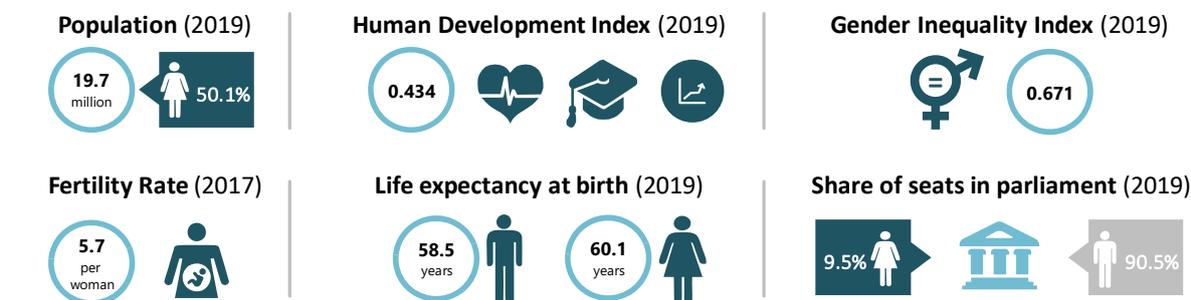
This report presents current gender equality-related findings for Mali, representing one of eight country reports within the broader global baseline study for GCI. This country report for Mali includes: (1) A snapshot of the key gender- and education- related issues in the country; and (2) the results of baseline data collection for each of the outcome-level indicators outlined in GCI's performance measurement framework (PMF). Key conclusions emerging from the results of baseline data collection are presented in the global baseline study report.

1.2 Methodology

Data to determine baseline values on the various indicators in the GCI results framework was primarily collected through secondary data sources. This report draws on document and database reviews, relying when possible on existing education sector documents, such as an education sector analysis conducted in 2017, education sector plans, and national plans/strategies/reports on education and gender equality, among others. In addition, the review relied on donor program documents and evaluations, such as the Global Partnership for Education country-level evaluation for Mali (GPE CLE, 2020). Additionally, one key informant interview was conducted with the gender focal person of the Ministry of Education of Mali to supplement missing data that was not available in documents.

Due to the context of the current COVID-19 crisis, data collection was conducted remotely, with limited access to key documents and secondary sources. While the team of consultants was able to lead the baseline exercise remotely, a richer set of evidence is lacking in some areas to present additional information or make stronger assertions. Gaps for some results indicators are highlighted in the analysis of the baseline findings ([section 1.5](#)). Please see [Appendix I](#) for a full list of documents reviewed.

1.3 Background Information on Mali



Security Context

Mali has experienced political instability and conflict since a military coup overthrew the government in 2012. The most affected regions are in the north, in Kidal, Gao and Timbuktoo. A total of 4.3 million people are in need of assistance, of which 2.2 million women and girls. Migration from the north to the south of the country has led to overcrowding of schools, teacher shortages and school closures. In 2019, 11% of schools in conflict-affected areas were non-functional.

Political Context

Mali held presidential elections in 2018 and its parliamentary elections in March 2020. President Ibrahim Boubacar Keita, who was elected in 2018, was ousted in August 2020 following a military coup.

Sources: UNDP Human Development Report (2020); UNFPA World Population Dashboard Mali (2020); CREDD Annual Report (2019); Aperçu des besoins humanitaires (2020)

1.4 Snapshot of Gender and Education in Mali

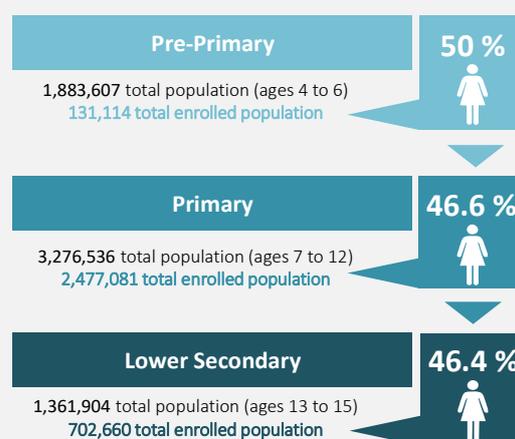
Gender in Education

Education system

The education system in Mali is divided into three years of pre-primary education, nine years of fundamental education (*enseignement fondamentale*) which consists of six years of primary (cycle 1) and three of lower secondary education (cycle 2), and three years of higher secondary education, followed by tertiary education and technical training. Fundamental education is provided free of charge for all children between 7 and 15 years old.

Decentralization is a defining element of the Malian education system, with several decentralized structures playing a key role in implementing education programmes, as well as the national girls' education policy (*Politique Nationale de Scolarisation des Filles* – SCOFI, 2010).

Total school age population and total enrolled population in Mali by level of basic education and sex (2018)



Source: UNESCO UIS

Key issues in gender and education:

- **Sociocultural norms around gender** are a significant underlying cause of low educational outcomes for girls, with families showing low interest in girls' education. Among reasons listed in the 2017 education sector analysis for why children had dropped-out of school, 16% of parents stated disinterest in education. While this reason ranked high for both genders, it was more significant for girls (19%) compared to boys (12%). Girls' involvement in household chores and the care of younger siblings is also a contributing factor that can affect a girl's progress in school.
- **Poverty and the cost of education** are key barriers, as girls from poorer families have lower access to education due to the high cost of school fees, uniforms and school supplies. Eleven percent of parents of girls listed cost as a reason for their child dropping out of school, compared with 4% among parents of boys.
- **Geographic disparities in school coverage** affect girls' education, as children in rural areas have lower access to schools with girls having to travel longer distances and thus affecting their safety. Eight percent of parents of girls listed distance as a key reason for their child leaving school, compared to just 2% for boys.
- **School infrastructure and environment** can have implications for girls' safety and well-being. In Mali, 75% of primary schools and 65% of lower secondary schools do not have separate latrines for boys and girls, which can serve as a significant barrier for menstruating girls.

The following visuals present additional key underlying causes of gender inequality in the education sector¹ and an overview of key indicators for gender and education.

¹ Sources: UNDP HDR Mali (2019); Analyse du Secteur de l'Éducation (2017); Girls Not Brides – Mali (<http://girlsnotbrides.org/child-marriage/mali/>); Ministère de la Promotion de la Femme, de l'Enfant et de la Famille (2020), Plan Décennal de Développement pour l'Autonomisation de l'Enfant, de la Femme, et de la Famille (PDDAFEF) 2020-2029; Dembélé F., Keita Z., Goita S. & Sylla O. (2020) Gender-Based Violence in Mali: A Hidden Disaster in Schools, Open Journal of Social Sciences, 8, 242-251.

Overview of Gender Equality in Mali

Child Marriage

(% of women aged 20-24 years who were married before age 18, 2018)

51.5%

Mali has one of the highest child marriage rates in West Africa with rates as high as 71% in some regions. The humanitarian situation in Mali has exacerbated the issue, with increased abductions and forced marriages of girls. 5% of parents listed marriage as a reason for why their child left school. In 2015, the government launched its “Education for girls: a means to eliminating early marriage” campaign.

Adolescent Birth Rate

(births per 1,000 women aged 15-19, 2018)

169.1

Mali’s adolescent birth rate is the second-highest in the world. Early pregnancy is frequently cited, along with marriage, as a main reason for girls abandoning school. Mali has no strategy or policy to address early pregnancy and Mali’s current education sector plan does not address the issue, despite efforts from CSOs and international organizations.

Violence Against Women

(% of women aged 15 and older who experienced violence by a partner, 2013)

35.5%

Gender-based violence (GBV) is very prevalent in Mali, including in school environments. A 2020 independent study that surveyed 357 female students at a technical school showed that 52.4% experienced sexual violence and 77% experienced physical violence, the majority (50.9%) of which took place at school. A draft law against GBV (which includes child marriage) has yet to be passed in parliament.

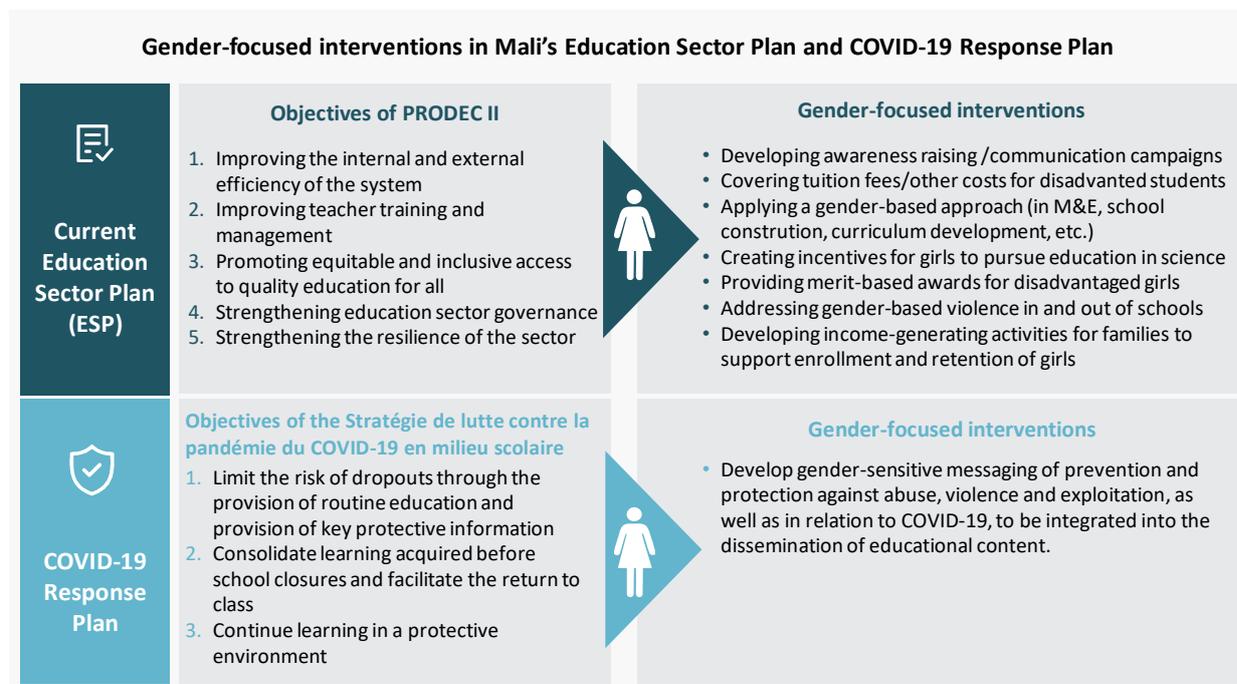
Overview of Trends in Key Indicators for Gender and Education

<p>Primary Gross Enrollment Rate (GER)</p>	<p>Primary enrollment data shows mixed results, depending on the source of data. The 2019 JSR shows overall improvement in gross enrollment for both sexes, from 70% (2015) to 80% (2018). However, data from the annual EMOP survey (shown in graph) shows stagnation in enrollment rates for both girls and boys.</p>	<p>Primary GER (girls and boys), 2014-2019</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Girls (%)</th> <th>Boys (%)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>70.4%</td> <td>74.1%</td> </tr> <tr> <td>2019</td> <td>70.5%</td> <td>73.8%</td> </tr> </tbody> </table>	Year	Girls (%)	Boys (%)	2014	70.4%	74.1%	2019	70.5%	73.8%			
Year	Girls (%)	Boys (%)												
2014	70.4%	74.1%												
2019	70.5%	73.8%												
<p>Lower secondary Gross Enrollment Rate (GER)</p>	<p>Gross enrollment at the lower secondary level is also mixed for both boys and girls. The 2019 JSR shows that overall enrollment remained around 49% between 2015-2018. Survey data from EMOP (shown in graph) shows fluctuations in GER annually for girls with a high of 55% for girls in 2017 and an overall decrease for boys since 2015.</p>	<p>Lower secondary GER (girls and boys), 2015-2019</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Girls (%)</th> <th>Boys (%)</th> </tr> </thead> <tbody> <tr> <td>2015</td> <td>49.8%</td> <td>60.3%</td> </tr> <tr> <td>2017</td> <td>55.3%</td> <td>53.9%</td> </tr> <tr> <td>2019</td> <td>53.7%</td> <td>52.1%</td> </tr> </tbody> </table>	Year	Girls (%)	Boys (%)	2015	49.8%	60.3%	2017	55.3%	53.9%	2019	53.7%	52.1%
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2015	49.8%	60.3%												
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2019	53.7%	52.1%												
<p>Primary and lower secondary Completion Rate</p>	<p>There are improvements in primary and lower secondary completion rates for both boys and girls, with overall completion rates increasing from 48% to 50% at the primary level (2013-2018) and from 31% to 35% at the lower secondary level (2014-2018). The gender parity index (GPI) also increased showing that there was a greater increase for girls than for boys.</p>	<p>Primary and lower secondary Completion Rate, GPI, 2013-2018</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Primary GPI</th> <th>Lower secondary GPI</th> </tr> </thead> <tbody> <tr> <td>2013</td> <td>0.8</td> <td>0.7</td> </tr> <tr> <td>2018</td> <td>0.9</td> <td>0.9</td> </tr> </tbody> </table>	Year	Primary GPI	Lower secondary GPI	2013	0.8	0.7	2018	0.9	0.9			
Year	Primary GPI	Lower secondary GPI												
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2018	0.9	0.9												
<p>Transition rate from Primary to Lower secondary</p>	<p>Transition rates from primary to lower secondary decreased between 2013 and 2016, from 85.6% to 78.31%. Sex disaggregated data and gender parity indices were not available for this indicator.</p>													

Source: Enquête modulaire et permanente auprès des ménages (EMOP) (2019), GPE CLE Year 2 report (2020)

Education Sector Plans

Mali’s current education sector plan (ESP) is the *Programme décennal de développement de l’éducation et de la formation professionnelle deuxième génération (PRODEC II 2019-2028)*. The country also has a COVID-19 response strategy entitled the *Stratégie de lutte contre la pandémie du COVID-19 en milieu scolaire (2020)*.



Mali’s previous education sector plan was a transitional plan developed following the 2012 military coup: *Plan Intérimaire de relance du secteur de l’éducation et de la formation professionnelle (PIRSEF)*. This transitional plan was intended to cover the years 2015-2016, but was unofficially extended until 2018. Please see the table below for a timeline of key sector plans and reviews.

Timeline of Key Sector Plans and Reviews

	2010-2019						2020-2029					
ESPs	PRODEC I											
				PIRSEF 2015-2018								
							PRODEC II 2019-2028					
Emergency response plans							COVID-19 Strategy					
JSRs			*	*	*	*						
Analyses						ESA ²						

² Analyse du secteur de l’éducation, 2017

Education Sector Stakeholders

There are currently **three ministries covering education** in Mali. Please see the table below for a breakdown of ministry and responsibility.

NAME OF MINISTRY	RESPONSIBILITY IN EDUCATION
Ministry of National Education Ministère de l'Éducation Nationale (MEN)	Pre-primary, fundamental and higher secondary education
Ministry of Higher Education and Scientific Research Ministère de l'Enseignements Supérieur et de la Recherche Scientifique (MESRS)	Tertiary education
Ministry of Labour and Vocational Training Ministère de l'Emploi et de la Formation Professionnelle (MEFP)	Technical and Vocational Training (TVET)

The Local Education Group (LEG) in Mali is the *Cadre Partenarial d'Éducation*, which consists of representatives from the three ministries in charge of education, development partners and a confederation of international NGOs. According to the GPE CLE for Mali, the LEG is a well-established mechanism that meets regularly and whose inclusiveness has increased over the years to include various teachers' associations and civil society organizations. At the sub-national level, the education cluster is a forum for coordination and collaboration on education in humanitarian crises and meets more regularly, and thus takes over the function of the LEG.

Key actors within the Mali Education Context

Government Bodies

- Ministry of National Education (MEN)
- Ministry of Higher Education and Research (MESR)
- Ministry of Labour and Vocational Training (MEFP)
- Ministry of Foreign Affairs and International Cooperation (MAECI)

Teachers Unions

- Teachers organizations



Development Partners

- **Bilateral:** AFD, Canada, EU, JICA, LuxDev, Swiss Cooperation, USAID
- **Multilateral:** IsDB*, UNHCR, UNICEF, UNESCO, UNFPA*, UN-Women*, World Bank
- **Other:** GPE

Civil Society

- **International NGOs:** Forum des Organisations Non Gouvernementales Internationales au Mali (FONGIM)
- **National coalitions:** Coalition des Organisation de la Société Civile pour l'Éducation Pour Tous (COSC-EPT)

* Not a member of the Local Education Group (LEG)

1.5 Baseline Findings

This section of the country report systematically addresses the baseline values for each of the outcome-level indicators outlined in the GCI performance measurement framework, based on a comprehensive document review of the most current information available.

All sources of information from which baseline values were derived are identified in the tables below. A comparison of baseline findings and comparative conclusions for Mali and all other partner countries will be addressed in the global baseline study report.

The time period which was considered for this baseline review was **2019 to July 2020**, i.e. information on actions, events, meetings or statements which took place prior to 2019, with any information from post-July 2020 not counted as baseline entries for indicators. However, some exceptions to this were made, especially in relation to most recent ESPs, ESP implementation reporting, or education sector analyses (ESAs) which were published prior to 2019.

When relevant information was found from after July 2020, this is included in the report narrative for consideration to be included in GCI monitoring for the first full year of implementation of the initiative.

Intermediate Outcome 1

Intermediate Outcome 1: Improved gender equality mainstreaming in and through education led and implemented by Ministry(ies) of Education in conjunction with other relevant Ministries		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1a Implementation rate of gender equality provisions within approved ESPs	<ul style="list-style-type: none"> ▪ <i>Programme décennal de développement de l'éducation et de la formation professionnelle deuxième génération (PRODEC II) (2019-2028)</i> ▪ <i>Programme Intérimaire de relance du secteur de l'éducation et de la formation professionnelle (PIRSEF) (2015-2016)</i> ▪ GPE CLE year 2 report for Mali (2020) ▪ JSR aide-mémoires (2019) 	<p>Insufficient data to provide a baseline value for implementation rate</p> <p>No implementation rate found for GE provisions in PRODEC II (2019-2028)</p> <p>Budget execution rate on Component 2 of PIRSEF 2015-2018: 44% (low)</p>
1b Degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education	<ul style="list-style-type: none"> ▪ PRODEC II (2019-2028) ▪ GPE CLE year 2 report for Mali (2020) ▪ Interview with MoE gender focal point 	Somewhat coherent

Assessment of indicator 1a focused on the current ESP and the most recent implementation data available for the ESP. The most recent ESP for Mali is the PRODEC II (2019-2028). It was not possible to determine a baseline implementation rate for PRODEC II based on information available. According to stakeholder interviews, there has been no progress on PRODEC II due to the COVID-19 pandemic.

The GPE CLE (2020) reports on the implementation of the previous sector plan (PIRSEF 2015-2018), with component 2 of the PIRSEF including a sub-component on gender equality (i.e. sub-component 2.1). According to the GPE CLE, activities under Component 2 of the PIRSEF focused primarily on school construction. Execution rates were low, with only 44% of the budget designated for Component 2 reported as executed. As such, it is assumed that the implementation of sub-component 2.1 was similarly low. Alternatively, the budget execution rate for the GPE CLE's GE-focused component could be used as a proxy indicator for GCI.

Budget Execution Rate for Measuring Indicator 1a

Assessment of indicator 1a focused on current Education Sector Plans (ESPs) and the most recent implementation data available on ESPs. It was initially anticipated that a review of available reports on ESP implementation (e.g. annual implementation reports, mid-term reviews, joint sector review reports, with data source varying by country) could determine the rate (i.e. percentage) or proportion (i.e. ratio) of GE provisions delivered against those planned. However, no baseline data on the 'implementation rate' for GE provisions (i.e. actions, resource allocations, or other measures related to ESP implementation aimed explicitly at enhancing GE in education) within approved ESPs could be identified from available sources in GCI pilot countries. Thus, where it was possible, the baseline value for indicator 1a was calculated differently than anticipated, as follows: 1) the number of GCI pilot countries officially reporting 'budget execution rates' (i.e. actual vs. planned budget expenditures) for GE provisions within approved ESPs; and 2) changes to the budget execution rates (actual expenditures relative to budget) for GE provisions within ESPs for GCI pilot countries reporting this data.

With respect to indicator 1b, the degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education was assessed based on five criteria using a 4-point scale. Here, data relied on information provided in documentation published prior to July 2020.

Based on sources consulted, two criteria could be considered as met (Criteria 3 and 4), two criteria were deemed as not met (Criteria 1 and 2), and one could not be assessed (Criterion 5):

Criterion 3: There is evidence of alignment between ESP gender objectives and the interventions of key education sector actors: There is evidence of alignment between donor programmes and the PIRSEF, as noted in the GPE CLE (2020). Due to limited documentation available as PRODEC II has only recently been developed, it was not possible to assess alignment with PRODEC II; however, it is reasonable to assume a similar level of alignment. According to stakeholder interviews conducted in December 2020, the MoE is in the process of developing the action plan for PRODEC II, which is being done in coordination with development partners. However, the Ministry has noted delays due to COVID-19.

Criterion 4: There is evidence of complementarity, synergy, and collaboration among education sector actors to implement joint and/or coordinated initiatives with regards to addressing gender barriers to education: Development partners in Mali provide funding primarily through a project-based approach. There is evidence of at least one joint programme with UNESCO, UN Women and UNFPA on girls' education. Other joint programmes exist outside of the education sector but that work together with the education sector (e.g. Spotlight Initiative, Sahel Women's Empowerment and Demographic Dividend); however, it is not clear whether these are aligned with PRODEC II.

Criterion 5: There is evidence of joint monitoring and evaluation of ESP objectives, strategies, action plans and initiatives related to addressing gender barriers to education: Although joint monitoring mechanisms are in place with regular JSRs held for the past six years, the extent to which they specifically address gender barriers could not be assessed as JSR reports were not available for review.

Criteria and Rating Scale for Indicator 1b

To establish a baseline value for indicator 1b, the degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education was assessed based on five criteria, which were developed by the Universalia team during the baseline study. The five criteria are:

- 1) There is a pooled fund or SWAP which includes specific provisions to address gender barriers to education;
- 2) There is a dedicated and functional coordination mechanism in the education sector addressing gender barriers in education (e.g. Gender Working Group of LEG);
- 3) There is evidence of alignment between ESP gender objectives and the interventions of key education sector actors;
- 4) There is evidence of complementarity, synergy, collaboration among education sector actors to implement joint and/or coordinated initiatives with regard to addressing gender barriers to education;
- 5) There is evidence of joint monitoring and evaluation of ESP objectives, strategies, action plans and initiatives related to addressing gender barriers to education.

Furthermore, the baseline value for indicator 1b was established according to the number of criteria met, using a four-point rating scale defined as follows: Highly coherent = all 5 criteria met; Coherent = 3-4 criteria met; Somewhat coherent = 1-2 criteria met; Not coherent = None of the criteria met.

Immediate Outcome 1.1

Immediate Outcome 1.1: Strengthened institutional systems and processes within MoE to mainstream gender equality in education sector analysis, policies, planning, budgeting, strategies, and programs

Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.1a Gender responsiveness of education strategic sector planning documents and tools at the national and subnational levels	<ul style="list-style-type: none"> ▪ 2017 ESA ▪ PRODEC II (including the <i>Plan d'Action Plurriannuel Budgétisé – PAPB</i>) ▪ <i>Politique nationale de scolarisation des filles</i> (SCOFI) (2010) ▪ <i>Stratégie de lutte contre la pandémie du COVID 19 en milieu scolaire</i> (2020) 	Somewhat gender-responsive

The gender responsiveness of education strategic sector planning documents and tools was assessed based on the number and extent to which six gender-responsive criteria were met, using a four-point rating scale (see textbox). Data sources used focused on the most recent sector planning documents.

Only two (Criteria 1 and 6) of the six gender-responsive criteria were deemed to have been adequately met to determine the gender-responsiveness of education strategic sector planning documents and tools at the national and sub-national levels. One criterion was considered partially met (Criterion 1), while limited information is available for Criteria 2, 3 and 6, as described below.

Criterion 1: Analysis of the gender situation in the education sector: There is minimal gender analysis included in the 2017 ESA. The ESA states that disparities related to poverty and geography (i.e., rural vs. urban) have a greater impact on educational outcome in comparison to gender, but does not provide an analysis that combines gender with these other factors. The 2017 ESA was used as the basis for the development of PRODEC II.

Criterion 2: Participation of key stakeholders with expertise on gender in ESP development: While the GPE CLE notes that the development of PRODEC II

used an inclusive process, there is no evidence of the involvement of gender actors (such as the Ministry of Women - *Ministère de la Femme, de la Famille et de l'Enfant*) during the development of this ESP. However, the PRODEC II Steering Committee, which ensures coordination for the implementation of the programme, includes the Secretary General of MPFEF.

Criterion 3: Coherence of the ESP with national gender goals and priorities on issues affecting girls' and boys' education, such as sexual and gender-based violence, child marriage, child labour, etc.: Implementing the National Policy for Girls' Education (*Politique nationale de scolarisation des filles* - SCOFI) is one of the objectives of PRODEC II.⁴ Sub-Programme 3.3 of PRODEC II is focused on gender equality and lists several

Criteria and Rating Scale for Indicator 1.1a

To establish the baseline value for indicator 1.1a, the gender-responsiveness of education sector planning documents and tools was assessed based on six criteria drawn from UNGEI's Appraisal Form: Is the Education Sector Plan gender-responsive?³

The six criteria are:

1. Analysis of the gender situation in the education sector;
2. Participation of key stakeholders with expertise on gender in ESP development. These could include CSO representatives, gender focal points in MoEs, and other relevant ministries;
3. Coherence of the ESP with national gender goals and priorities on issues affecting girls' and boys' education, such as sexual and gender-based violence, child marriage, child labour, etc.;
4. A budget specifically dedicated to addressing gender issues in education;
5. A gender unit or focal point for gender equality in MoEs equipped with resources at national and sub-national levels (the assumption is that they have the influence, capacity, budgets, and time to do their work);
6. An M&E plan that takes gender into consideration by providing for sex-disaggregated data collection and analysis (e.g. baseline and targets).

Based on the number of criteria met, the baseline value for indicator 1.1a was established according to a four-point rating scale defined as follows: Highly gender-responsive = All 6 gender-responsive criteria reflected; Gender-responsive = 4-5 gender-responsive criteria reflected; Somewhat gender-responsive = 2-3 gender-responsive criteria reflected; Not gender-responsive = Fewer than 2 gender-responsive criteria reflected.

³ See UNGEI's Education Sector Plan Gender Review: A guide to support gender responsive education planning (2013) for a further breakdown of the various elements that were considered in assessing each of these six criteria.

⁴ Note that SCOFI was developed in 2010.

strategies for promoting girls' education and addressing gender barriers for girls. However, the ESP does not specify whether the implementation of these strategies will involve working with other ministries or actors outside of education. It is also important to note that SCOFI was developed in 2010, while PRODEC II was approved in 2019.

Criterion 4: A budget specifically dedicated to addressing gender issues in education: PRODEC II specifies a dedicated budget for its gender interventions.

Criterion 5: A gender unit or focal point for gender equality in MoEs equipped with resources at national and sub-national levels: National level implementation of SCOFI is ensured by the *Direction Nationale de l'Enseignement Fondamental*, with a section dedicated to SCOFI. Other national level departments or agencies also have persons/units dedicated to gender or girls' education (e.g. *Centre National des Ressources de l'Éducation Non-Formelle* has a *Cellule Priorité Femmes et Filles*). Activities related to SCOFI are implemented at the decentralized levels overseen by the local authorities (e.g. *Académies d'Enseignement (AE)*, the *Centres d'Animation Pédagogique (CAP)*); these activities have been implemented by the *Comités de gestion scolaire* or the *Associations Parents-Élèves* among others. The AE and CAP have SCOFI focal points who ensure the implementation and monitoring of the SCOFI policy.

Criterion 6: An M&E plan that takes gender into consideration by providing for sex-disaggregated data collection and analysis, e.g. baseline and targets: The ESP presents sex-disaggregated data for some indicators (such as admission rate and enrollment rates), however most indicators are not disaggregated.

In sum, two out of six criteria were met, resulting in a baseline determination that education strategic sector planning documents and tools in Mali are somewhat gender-responsive.

Immediate Outcome 1.2

Immediate Outcome 1.2: Strengthened technical capabilities within MoE and other relevant ministries working in conjunction with MoEs to mainstream gender equality in education, including in emergency contexts

Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.2a Number and position of staff at MoE and other relevant Ministries who report using in daily work new knowledge and skills acquired through training on mainstreaming gender equality in education, including in emergency contexts	<ul style="list-style-type: none"> Interview with MoE gender focal points 	0 staff at MoE and other relevant Ministries

Assessment of this indicator relied on the most recent information available from 2019 to July 2020. While Mali participated in GRESP workshops, document review did not provide any further information. Stakeholders interviewed noted that there have not been any other trainings to date. While there are several gender focal points at the decentralized levels, none of them have been trained yet.

For consideration to be included in GCI monitoring for Year 1 of the Initiative: Three MoE staff (i.e., *Conseillère Technique genre*, *Point focal genre de la Direction de l'enseignement fondamental* and a third staff person) are currently attending an online training on gender (commenced in November 2020) provided by IIEP UNESCO. As the training is ongoing, it is too early to determine whether knowledge and skills have been applied in their daily work.

Immediate Outcome 1.3

Immediate Outcome 1.3: Strengthened capacity of MoE to change internal organizational culture to advance gender equality		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.3a Number and type of (new) actions taken by senior MoE decision- and policy-makers reflecting a commitment to strengthen or institutionalize mainstreaming GE	Interview with MoE gender focal points Review of: <ul style="list-style-type: none"> ▪ PRODEC II, <i>Ministère de l'Économie et des Finances – Rapport Genre</i> (2019 & 2020) ▪ <i>Rapport 2019 de mise en œuvre du CREDD 2019-2023</i> (2020) ▪ Website of the <i>Ministère de l'Éducation Nationale</i>, general web search for Mali (key words 'Mali', 'Éducation des filles' 'genre') limited to the last year 	6 new actions taken covering a wide range of topics related to gender equality in education described below.

Assessment of this indicator relied on the most recent information available from 2019 to July 2020. Six new actions related to gender equality in education were taken during this period. These include:

1. Development of the new ESP (PRODEC II) in 2019, which includes a sub-programme on gender equality.
2. Adoption of a policy on gender-sensitive budgeting by the Ministry of Higher Education (MESRS) in 2019, with implementation ongoing since 2021.
3. Creation of a new Master's programme on Gender and Development by the Ministry of Higher Education (MESRS), supported by the Ministère de la femme, de la famille et de l'enfant (MPFEF).
4. Exchange mission to Côte d'Ivoire by MoE delegation in November 2019, including a gender focal person and a SCOFI representative, to discuss the issue of teenage pregnancy.⁵
5. Development of messaging around gender and the impacts of COVID-19 targeted towards girls (and families of girls) who have abandoned school as a result of COVID school closures, aimed at encouraging girls to return to school (part of an EU funded project).
6. Delivery of health and hygiene kits to girls under the SWEDD programme (education sub-programme) to ensure COVID safety precautions for girls in school.

For consideration to be included in GCI monitoring for Year 1 of the Initiative: Development of a new guide on school-related GBV, which was validated in October 2020, could be considered for future monitoring once dissemination of the guide is completed.

⁵ http://www.education.gouv.ml/voir_actu.aspx?lactu=107

Immediate Outcome 1.4

Immediate Outcome 1.4: Strengthened leadership by MoE for inter-ministerial and cross-sectoral dialogue and coordination to address demand- and supply-side barriers to gender equality in education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.4a Evidence of MoE collaboration and coordination with other ministries/ units/ agencies in support of initiatives that are critical to gender equality in education	<ul style="list-style-type: none"> ▪ Ministry of Finance Gender Reports (2019 & 2020) ▪ <i>Plan Décennal de développement pour l'autonomisation de l'enfant, de la femme et de la famille (2020-2029)</i> ▪ UNESCO-UNWOMEN-UNFPA Joint Programme documents 	Some evidence

While the baseline study attempted to find the most updated evidence of MoE collaboration and coordination with other ministries/units/agencies in support of initiatives that are critical to GE in education, it also relied on information provided in documentation published prior to 2019.

There is evidence of collaboration between MoEs and other sector ministries, namely: The *Fonds d'Autonomisation des Femmes et l'Épanouissement des Enfants* (FAFE) which is overseen by the Ministry of Women but possibly involves several ministries, including the Ministry of Education; the 10-year gender action plan for the Ministry of Women (MPFEF) which was developed in collaboration with the Ministries of Education; the MoEs collaborate with the Ministry of Finance to implement gender-sensitive budgeting; MoEs collaborate with several sector ministries (including health, youth, employment and women) as part of the UNESCO-UNWOMEN-UNFPA joint programme on the empowerment of young women; finally, the MoEs are also part of the technical committee for the Spotlight Initiative, along with other ministries.

Intermediate Outcome 2

Intermediate Outcome 2: Improved education sector enabling environment in support of MoE's efforts in gender equality mainstreaming in and through education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2a Degree to which Annual Joint Sector Review aide-mémoires include references to GE in education	<ul style="list-style-type: none"> ▪ JSR aide-mémoires (2019) 	Unsatisfactory

The degree to which annual JSR aide-mémoires include references to GE in education was assessed based on a 4-point scale: Significant = numerous references/cross-cutting integration of GE; Satisfactory = evidence of integration of GE but not cross-cutting; Limited = some references to GE; Unsatisfactory = no or very few references to GE.

The most recent JSR aide-mémoires available (2019) presents a very brief overview of the objectives and proceedings of the 2019 JSR. It does not make any reference to gender equality. The 2019 JSR report might provide more details on gender, however this document was not available for review during the baseline data collection period.

Immediate Outcome 2.1

Immediate Outcome 2.1: Strengthened capacity of national- and local-level civil society organizations, including youth-led organizations, to undertake effective evidence-based policy advocacy, campaigning and programming on GE in education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.1a Number of references to CSO policy positions/actions, campaigning and programming on GE in education, in LEG Annual GCI Update		Baseline will be collected in late 2021, when each country completes its GCI LEG Annual Report
2.1b Number of coordination meetings held by education-oriented CSOs focusing on GE in education		<p>0 coordination meetings held by education-oriented CSOs focusing on GE in education</p> <p>Multiple requests for information did not result in receipt of documents showing evidence of GE in education-focused CSO meetings.</p> <p>For the purposes of the GCI Baseline, the value recorded shall therefore be 0.</p>
2.1c Number of LEG meetings attended by CSO representatives	<ul style="list-style-type: none"> Meeting minutes from Thematic Working Group “Education and Professional Training” (<i>Groupe Thématique de PTF “Éducation et formation professionnelle”</i>) 	2 LEG meeting equivalents attended by CSO representatives

As LEG annual GCI updates will only be produced once implementation of GCI effectively begins in Year 1, the baseline for indicator 2.1a will be collected in late 2021, once each country completes its GCI LEG Annual Report. Baseline values for indicators 2.1b and 2.1c were based on information available from 2019 to July 2020.

Baseline values for indicators 2.1b and 2.1c were based on information available from 2019 to July 2020.

For indicator 2.1b, the Universalia team was able to locate minutes for coordination meetings held by members of the *Forum des ONG Internationales au Mali* (FONGIM). Ten meetings were held between April 2019 and June 2020. Of these, only one meeting in February 2020 addressed gender, however it was not specifically focused on education. Of note, FONGIM is not exclusively focused on education, and as such not all of its members were involved in the education sector and not all of FONGIM’s coordination meetings were focused on education.

For indicator 2.1c, while the Universalia team was not able to access minutes of any LEG meetings in Mali for the baseline review period (i.e. from 2019 up to July 2020), the team reviewed meeting minutes from the Thematic Working Group “Education and Professional Training” (*Groupe Thématique de PTF “Éducation et formation professionnelle”*, GT-EFP) during this period. The GT-EFP also stands as a smaller sector coordination group attended mostly by donors and CSOs.

Based on meeting minutes for GT-EFP, representatives from the *Forum des organisations non-gouvernementales internationales au Mali* (FONGIM) were listed as attendees for GT-EFP for two meetings which took place on 3 September 2019 and 12 December 2019. Meeting minutes for other GT-EFP meetings which took place in 2019-2020 did not list FONGIM or any other CSOs as having been in attendance.

Sector Coordination Mechanisms in Mali

In Mali, there appear to be two main education sector coordination mechanisms: the *Cadre partenarial d'Éducation* (which stands as the country's LEG), and the GT-EFP (which stands as the donor coordination body, with participation from CSOs as well as MoE representatives, though not at all meetings.⁶ While the *Cadre partenarial* is intended as the main education sector coordinating mechanism in the country, it is likely that the GT-EFP works in parallel with the LEG. Of note, the *Cadre partenarial* stands as generally having a large number of attendees (e.g. 97 attendees in February 2021), while the GT-EFP represents a much smaller subset of stakeholders (e.g. 10 individuals for a meeting held in December 2019).

For consideration to be included in GCI monitoring report for Year 1 of the initiative: In relation to Indicator 2.1c, the attendance list for a LEG meeting (*Cadre partenarial*) held in February 2021 included representatives from FONGIM. Furthermore, FONGIM representatives were also listed as attendees in two GT-EFP meetings, held on 3 September 2020 and 14 January 2021. These meetings took place outside of the baseline review period and cut-off point (e.g., July 2020) for consideration as a data source informing the baseline value. However, relevant data contained in the minutes for these meetings could be considered to measure progress against this indicator for the GCI monitoring exercise for the first full year of implementation.

Immediate Outcome 2.2

Immediate Outcome 2.2: Improved coordination for GE in education through LEGs, under the leadership of MoE

Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.2a LEG scores in 8 countries on the revised (with gender integrated) " LEG Self-Assessment and Performance Feedback " tool (developed by GPE)		Baseline will be collected in late 2021/early 2022, when the GCI facilitates gender-integrated LEG Self-Assessment in the 8 countries.
2.2b Number of GE-focused LEG meetings or sessions		0 GE-focused LEG meetings or sessions Multiple requests for information did not result in receipt of documents showing evidence of LEG meetings being held. For the purposes of the GCI Baseline, the value recorded shall therefore be 0.

The "LEG Self-Assessment and Performance Feedback" tool was not yet ready to be used in Mali nor the seven other participating countries at the time of the baseline data collection.

⁶ The frequency at which CSOs participated in GT-EFP meetings during the baseline review period is mentioned in the report text. MoE officials were noted as having participated in meetings in April 2020, and January 2021; no MoE officials were listed as having attended other GT-EFP meetings during the 2019-2020 period.

With respect to indicator 2.2b, based on meeting minutes for the GT-EFP, there was no evidence to suggest that any of the GT-EFP meetings which took place between September 2019 and January 2021 were focused on GE in education. This was also corroborated by email correspondence with a representative from the CA who noted that there had not been any LEG meetings focused solely on gender equality during the same period, and that the meetings have largely focused on responding to COVID-19 and ongoing teacher strikes. The only mention of gender made in GT-EFP meeting minutes was found in July 2019, in relation to a discussion on the launching of four thematic commissions focused on: Quality, Management, Access and Professional Training. Gender, as well as equity, inclusion and governance, were noted as cross-cutting themes to be addressed by each of the four thematic commissions.

Immediate Outcome 2.3

Immediate Outcome 2.3: Improved policy and practice dialogue for GE in education at national, continental, and global levels		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.3a Number and focus of joint policy and practice statements on GE in education by education sector actors at national, continental and global levels		0 joint policy and practice statements
2.3b Number and type of alliances, partnerships, and networks for policy and practice on GE in education created/strengthened at national, continental, and global levels		2 partnerships: <ol style="list-style-type: none"> 1. Joint mission by UNESCO-UNFPA-UN Women for the KOICA Project (May 2019) 2. Campaign “Pour chaque enfant, education” supported by EU, Norway, Korea and Denmark (December 2019)

Information to inform the baseline value for indicator 2.3a focused on joint policy and practice statements on GE in education made during the baseline review period (i.e. 2019 to July 2020). Based on a search of the websites and social media platforms of education sector actors in Mali (e.g. MoE, CSOs and multilateral and bilateral donors), no joint policy and practice statements on GE in education was found to have been made during the baseline review period.

With regards to indicator 2.3b, the Universalia team conducted a search of the websites and social media platforms of various education sector actors for information that evidences alliances, partnerships and networks focused on policy and practice in GE in education that were either created or found to be active during the baseline review period (i.e. 2019 to July 2020). In Mali, the following two partnership were included in the country-level baseline value for indicator 2.3b:

- Launch of the campaign “Pour chaque enfant, éducation” in October 2019 supported by EU, Norway, Korea and Denmark. A specific focus of the campaign is on inclusion, specifically for girls⁷.
- Joint mission by UNESCO-UNFPA-UN Women for the KOICA Project “Autonomisation des adolescentes et des jeunes femmes par l’Éducation au Mali” in May 2019⁸.

For consideration to be included in GCI monitoring for Year 1 of the Initiative: With regards to indicator 2.3b, through a search of the websites and social media platforms of various education sector actors, Universalia also found relevant supporting information for joint partnerships that were made outside of the baseline review time period cut-off point (i.e. July 2020), and thus could not be considered as a data source informing the baseline value. However, relevant data contained in these sources of information could be considered to measure progress against this indicator for the GCI monitoring exercise to be conducted after the first full year of implementation.

- The project “Promouvoir la Scolarisation des Filles” (SCOFI) was launched in February 2021 aimed at improving access, retention and academic performance of adolescent girls (13-15 years old)⁹. This project is funded by several donors, including Canada.

Immediate Outcome 2.4

Immediate Outcome 2.4: Improved coordination and collaboration among global GCI Alliance Development Partners (DPs) to advance GE in and through education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.4a Number and focus of joint statements on GE in education by GCI Alliance DPs	Search of websites of GCI Alliance DPs	0 joint statements on GE in education Research did not uncover any DP joint statements regarding this country. Baseline value = 0.
2.4b Number and focus of joint publications on GE in education produced by GCI Alliance DPs	Search of websites of GCI Alliance DPs	0 joint publications on GE in education Research did not uncover any DP joint publications regarding this country. Baseline value = 0.

No baseline values could be established for indicators 2.4a and 2.4b, despite two attempts at collecting and analyzing relevant sources of information. Relevant supporting data to measure progress against indicators 2.4a and 2.4b will likely only emerge during the first full year of GCI implementation.

⁷ See UNICEF Mali website: <https://www.unicef.org/mali/communiqu%C3%A9s-de-presse/lancement-de-la-campagne-%C2%AB-pour-chaque-enfant-%C3%A9ducation-%C2%BB-au-mali>

⁸ See news on Reliefweb : <https://reliefweb.int/report/mali/projet-autonomisation-des-adolescentes-et-des-jeunes-femmes-par-l-ducation-au-mali-les>

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