EDUCATIONAL POLICY AND GENDER EQUALITY: ANALYZING BARRIERS TO FEMALE EDUCATIONAL LEADERSHIP

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ABSTRACT

This article has been prepared to examine and analyse the barriers and challenges that women face on the path to leadership in higher education. Research shows that although education is considered to be a female-dominated field of activity, leadership positions are predominantly male. The research has demonstrated that the reasons for the unequal distribution of leadership positions are social stereotypes, patriarchal traditions, psychological barriers to women, lack of support and underdeveloped mentoring institutes. Education is an institution where moral values, basic knowledge about social justice, equal rights and opportunities are laid down. For this reason, the authors of the article propose to consider including the issue of promoting gender equality in education in the agenda. The authors suggest that the study of gender inequality problems should be conducted on a continuous basis in all spheres, including education, in order to develop proposals and recommendations for state bodies. Thus, gender policy should be pursued through the improvement of legal and regulatory documents and the inclusion of gender-oriented courses in the higher education svstem.

Key words: Gender Equality, Educational Policy, Kazakhstan, Female Leadership, State Policy, Higher Education.

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Білім беру саясаты және гендерлік теңдік: білім берудегі әйелдер көшбасшылығына апарар жолдағы кедергілерді талдау

Аңдатпа. Бұл мақала әйелдердің жоғары білім беру жүйесіндегі көшбасшылық жолында кездесетін кедергілер мен қиындықтарды қарастыру және талдау мақсатында әзірленді. Зерттеулер көрсеткендей, білім беруде әдетте әйел қызметкерлер басым болатын қызмет саласы болып саналатынына қарамастан, көшбасшылық құрам негізінен ер азаматтардан тұрады. Зерттеу көшбасшылық позициялардың тең бөлінбеуінің себептері қоғамдық стереотиптер, патриархалдық дәстүрлер, әйелдердің психологиялық кедергілері, қолдаудың болмауы және тәлімгерлік институттың дамымауы екенін көрсетті. Білім беру - бұл адамгершілік құндылықтар, әлеуметтік әділеттілік, тең құқықтар мен мүмкіндіктер туралы негізгі білім қаланатын институт. Осы себепті мақала авторлары білім берудегі гендерлік теңсіздік мәселесін күн тәртібіне енгізуді қарастыруды ұсынады. Авторлар гендерлік теңсіздік мәселелерін зерттеу мемлекеттік органдар үшін ұсыныстар мен ұсыныстарды әзірлеуді барлық салаларда, соның ішінде білім беруде тұрақты негізде жүргізуі керек деп болжайды. Осылайша, гендерлік саясат нормативтік-құқықтық құжаттарды жетілдіру мен жоғары білім беру жүйесінде гендерлік бағдарланған курстарды енгізу арқылы жүргізілуі тиіс.

Түйін сөздер: Гендерлік теңдік, білім беру саясаты, Қазақстан, әйелдер көшбасшылығы, мемлекеттік саясат, жоғары білім.

Образовательная политика и гендерное равенство: анализ барьеров на пути к женскому лидерству в образовании

Аннотация. Данная статья подготовлена с целью рассмотреть и проанализировать барьеры и вызовы, с которыми сталкиваются женщины на пути к лидерству в системе высшего образования. Как показывают исследования, несмотря на то, что образование принято считать сферой деятельности, где преобладают сотрудники женского пола, однако руководящий состав преимущественно состоит из мужчин. Исследование продемонстрировало, что причинами неравного распределения лидерских позиций являются общественные стереотипы, патриархальные традиции, психологические барьеры женщин, отсутствие поддержки и неразвитость института наставничества. Образование — это институт, где закладываются нравственные ценности, базовые знания о социальной справедливости, равных правах и возможностях. По этой причине авторы статьи считают важным включение вопроса о развитии гендерного равенства в образовании в повестку дня. Авторы предполагают, что изучение проблем гендерного неравенства необходимо проводить на постоянной основе во всех сферах, в том числе в образовании, для разработки предложений и рекомендаций для государственных органов. Таким образом, гендерная политика должна проводиться через совершенствование нормативно-правовых документов и включение гендерно-ориентированных курсов в системе высшего образования.

Ключевые слова: Гендерное равенство, образовательная политика, Казахстан, женское лидерство, государственная политика, высшее образование

Introduction

In the modern world, the issues of equality and social justice for all are constantly topical. Despite some successes in advancing these issues, questions are still being raised to discuss gender equality in various spheres. In order to overcome gender inequality, issues of women's leadership must be addressed at the international and national level. Numerous studies show that women are less often represented among top management than men. Hence, such stable expressions as "glass ceiling", "sticky floor" and "glass cliff" have gained popularity in the scientific community [1: p.188]. To solve this problem, strategic measures should be taken at the state level in the form of adopting certain legal documents. It is no coincidence that the issues of gender equality and quality education are included in the UN Sustainable Development Goals [2].

The problem of gender inequality is also relevant in higher education. Although it is commonly believed that this field is predominantly female, nevertheless, as shown by the studies that will be presented in this article, leadership positions are primarily occupied by men [3; 4; 5]. Overseas researchers prove that women experience a lot of challenges on the way to leadership and career development [5; 6].

This article will examine the reasons why women are less represented in the leadership

in higher education institutions according to foreign studies. Some of these theories have a place in Kazakhstan's realities, but it is also necessary to take into account the historical and cultural characteristics of the state, which can influence the level of achievement of gender equality. Taking into account the research conducted, external influences and national peculiarities, the state should build a policy on the development of gender equality in all spheres. Due to the fact that the majority of spheres of activity are inextricably linked to the field of education, it is important to start the inclusion of gender equality issues by changing the educational policy.

In general, Kazakhstan's gender policy had a long-term plan to steadily develop equal opportunities for men and women. According to the Constitution of Kazakhstan, all citizens have equal rights and opportunities to participate in the management of state affairs. One of the first steps towards the implementation of gender policy was the accession to many international conventions, such as the Beijing Platform for Action for the Advancement of Women, the 2030 Agenda, the UN Millennium Declaration and the Convention on the Elimination of All Forms of Discrimination against Women, the Convention on the Nationality of Married Women, and the Convention on the Political Rights of Women [6, 7, 8]. All gender policies were built in accordance with the above international standards and systematically evaluated by international organizations. Two main documents became a significant step in promoting gender equality issues: "Strategy of Gender Equality in the Republic of Kazakhstan for 2006-2016" and "Concepts of Family and Gender Policy in the Republic of Kazakhstan until 2030".

Methodology

This study is based on the analysis of foreign and Kazakhstani sources to identify barriers and challenges faced by women in educational institutions. Sources from databases for the period from 2000 to 2024 in English language were predominantly informed the search. The key words "leadership", "gender equality", "educational leadership", "diversity", "barriers", "gender policy", "educational policy", etc. guided the search for relevant literature. Particular interest are the works of authors known in the field of gender studies, such as from the UK -Coleman, Moorosi, Morley, and Kazakhstani researchers Kulzhanova, Salimzhanova. In addition, the official website of the National Bureau of Statistics was used to study the Kazakh case study about gender equality in higher education. This research is based on the study of opinions of foreign and local authors presented in libraries and peerreviewed databases such as Sage Research Methods, Scopus and Web of Science, which include many articles about gender studies around the world. In addition, some articles were retrieved using Google Scholar.

Reasons and barriers for under-representation of women in educational leadership

What barriers do women face in their professional development and leadership aspirations? Researchers identify several reasons why women are less represented in top management in higher education. This article gathers and analyses a few of the main reasons for gender inequality in leadership.

Leadership aspirations and self-confidence

One of the reasons why women are underrepresented in leadership positions

is because women are less confident and insecure than men. Analysis of the international PISA test, which is currently administered to schoolchildren in most OECD countries, shows that there is a gap between girls' and boys' results [9]. According to the study, girls often score higher in school than boys. On average, they usually succeed in school, but at the same time, girl students are less confident in their future profession and feel uncomfortable with competition. This may be a reason for the persistent leadership gap between older males and females, as boys tend to be more comfortable taking risks or seeking leadership roles.

On this basis, perhaps schools and parents should instill greater self-confidence in girls and support them to become leaders in adulthood. In addition, a long-term study by Reichard et al. found that in order to improve leadership skills, it is important to begin appropriate skill training in childhood or early adulthood as it is more beneficial for the development of future leaders [10]. Reichard et al. conclude that the roots of leadership go back to childhood and adolescence, so leadership programs need to be laid at a young age to produce a generation with leadership skills [10: p. 480].

Leadership ability is directly related to self-confidence and the need to lead. Many psychologists attribute the reason for the small number of women leaders to lack of self-confidence and reluctance to show leadership qualities. According to Herbst, leadership status is directly related to confidence and indicates professional competence. Hence, this may be one of the decisive factors for the small number of women leaders in higher education [11]. Kay and Shipman also suggest that one of the traditional attributes of power and a successful career is self-confidence [12]. Indeed, leadership qualities include a number of important characteristics such as the ability to make decisions quickly and take responsibility for the organization. All these attributes depend on the self-confidence of the leader of the organization. According to researchers' observations, while women often underestimate their abilities, male colleagues often overestimate themselves [13]. Moreover, women directors are more often than men convinced that they are not going to become school leaders.

The role of women in motherhood, family and leadership

Another reason is society-imposed different stereotypes, which describe the attitude to female leadership. One of the most popular is that the basic women's role is to be wife and mother. This stereotype has a long history and still produces a large obstacle for a female professional career, especially for those striving to be in the top position. There is an unspoken rule in society that caring for a child is more of a woman's responsibility than a man's [14]. As Smith notes in her study, most women choose to work at school as an essential opportunity of combining a job with family life and parenting. Many women participating in this study put motherhood over career, noting that this was always connected with inner conflict. For example, many female head of educational institutions have suffered from a sense of guilt that their children do not have enough parental attention.

Many employers refuse to hire or promote a woman for fear that she may go on maternity leave in recently future. In addition, if she has children, there is a chance that the woman will not be able to cope with the additional workload that is usually the responsibility of a manager. Here is the most popular prejudice that family responsibilities can interfere and affect the quality of work. As a result, women may face discrimination in employment or appointment to a managerial position. For example, maternity may be considered a barrier to working as a manager in educational institutions, as women who do not have children are more favored for such a significant position [15].

The difficulty in combining a career with motherhood is reflected in the low proportion of women in leadership in relation to men. Compared to male colleagues, who have someone to deal with family responsibilities while they can devote all their time to work, women often do not have this opportunity. For example, many women leaders should balance work and household chores. It means women leader are under the double strain of work and family responsibilities.

On the other hand, if having family and children could be account for barriers, "why some women who are single or child-free are also absent from HE leadership" [3: p.122]. Hence, probably motherhood and family care are not a significant obstacle or a basic circumstance that prevents a woman from pursuing her career.

Masculinity, femininity and leadership

A constant theme of stereotypes is the widespread preconception that women leaders are less capable than men, and that leadership is a male domain. There is a popular opinion that women are not suitable for leadership positions because their methods of influence are soft. At the same time, their male colleagues have a more effective and decisive style of behavior. In her early studies, Coleman noted that the stereotypes that exist in society significantly reduce the process of attracting women to the leadership echelons of educational organizations [16]. For instance, many female leaders still experience pressure from male colleagues to make joint decisions at meetings. As consequence women's ideas and opinions are ignored by the male majority.

Women leaders are not often able to voice their opinions and remain unheard. This means that women continue to face patriarchal attitudes in leadership where women's voices are less important or disregarded. As a result, women have to prove their abilities and work harder than men, but this perpetuates a new stereotype of the "a woman manager as hard, cold and single-minded" [17: p.230]. Hoyt and Murphy found that when they analysed the traditional perception of leadership characteristics, it did not coincide with female characteristics [18]. Since the academic environment is used to the male leadership style, they do not perceive a woman as a leader. They prefer to see the usual approaches of leadership behaviour in the university [19]. There is a dissonance here: people are used to the male leadership style and recognise only it, but when a woman starts to run the organization in the same way, she is criticised for this behaviour and accused of being rigid.

Generally, in many cultures, leadership has been characterised as a masculine set of capabilities. However, the extent of the masculine in managing could depend on the cultural and social features of the organization. Researchers claimed that women and men have different management styles in work [20]. While women tend to choose a transformational leadership style, historically men consume a transactional leadership style. Generally, the former is more inherent in soft control methods, and the latter is more rigid. Typically, university power is associated with transactional or male leadership. White et al. conclude that women in managerial positions may find it more challenging to choose a particular leadership style [20]. For example, if men use elements of femininity, this is encouraged by society as an effective management style. If a woman uses a similar style, this is considered her natural and predictable behaviour [21]. Thus, it is more difficult for women to impress their constituents, who decide that they can be a leaders or promote them for senior management positions [5].

Women's choice in educational career

As follows from the previous paragraph, the reason for the under-represented number of female leaders in the educational field could be explained by their own choice. This idea maintains some dissonance because there could be a various explanation, which leads women to refuse from careers to other activities. UK researcher Coleman [22: p. 15] argue: "The decision on whether to have a family and a career and how to combine the two, is both a choice and a challenge".

On the other hand, it can be understandable why a woman's reluctance to strive for leadership. If leadership is meant to be as hard work (frequently redundant workload) that requires constant competition and sacrifice from personal life, then why should women have an aspiration to be a leader in higher education [23]. It is always difficult and "sometimes without any socialisation, training or support" [23: p.118]. Acker argued that such work tends to be stressful, anxious, including conflicts, dissatisfaction and constant work on own

self [24]. Moreover, it involves continuous work to convince colleagues to follow directions. These possible disputes arise within the organization with other leaders or superiors and sometimes carry the threat of displacement by another leader [23]. As a result, most often, women in educational institution choose to be outside of leadership, because she finds more beneficial in such position.

Mentoring and networking in relation to gender

One of the possible ways to achieve a leadership position in higher education is to obtain a professorship; however, in this case, women might face other obstacles. The exclusion of women from the predominantly men networking might be one of the challenges [22]. In many countries, it cannot be denied that frequently men are the prominent people who select and decide who to give the title of professor. For instance, when choosing between a man and a woman, in a masculine culture, most often preference has given to a man—this phenomenon named in the literature as homophily [5]. Van den Brink and Benschop claims that frequently men are the source gender inequality in educational leadership [5]. Researchers introduced the study, which describes achieving academic networks, where one of the essential steps is gatekeeping, or selecting people for including them in the intellectual elite. According to their research, when men play a role as a gatekeeper, women have more difficulties achieving academic status, because they usually prefer to recruit men.

Perhaps, one of the reasons for deficit women in senior position might be the shortage of mentoring. As have been mentioned before women tend to feel insecure about their abilities in this regard, there is a need for support and motivation in their career growth. For example, Van den Brink found that in a stage of making an academic career in doing PhD women might need supporting and mentoring, particularly at an early age, when many women are forced to combine academic careers and family responsibilities [25]. Alternatively,

for successful career advancement and an increasing number of female in the leader position, women must support each other, as is often the case among their male counterparts. Moreover, this can be formal mentoring, but it is also accepted to be informal. Mentoring is an essential part of promoting the career of a more experienced and established member of the academic community. Moreover, a reputable mentor could become a guide to the academic world and add to their existing networks, which in the future can lead to career growth [26].

Shortage of mentoring among women can lead to a lack of understanding and a clear plan for building career growth and promotion. Mentoring could support in promoting and advise on how to develop a strategic plan in an academic career. Compared to men, women frequently refuse to participate in the competitive struggle for power since they do not want to engage in self-promotion. This behaviour is usually inherent in the male leader characteristics. Professor Morley mentioned the importance of using connections, contacts, and skills of work in public life when moving up the career ladder to promote self-promotion. Interestingly, women themselves often provocateurs of gender inequality in leadership [23].

Thus, mentoring can become significant support for women in striving for a senior position, while the absence of this factor can be valued as the reason for the underdevelopment of female leadership. As noted above, mentoring plays a crucial role in developing future female leaders both in school leadership and in higher education. Another question is that difficulty could be raised at this stage how to find the necessary and suitable mentor who shares the scientific and career interests of the ward.

Case of Kazakhstan

From all statements mentioned above, women in educational institutions could face various problems in aspiration to the career ladder. In each country, these issues could be in a different extension. For example, these challenges might be influenced by cultural and traditional values, characteristic

of the country. Looking at a more detailed study of barriers to women's leadership in Kazakhstan's educational fields, some difficulties arose in finding the appropriate sources. As it turned out on education leadership and especially the influence of the gender factor, there is some literature limitation [27]. A small number of articles are devoted to women's participation in decision-making, but they are most often linked with the political area [28]. If there are limitation studies about gender participation in the leadership of higher educational institutions, then there is practically no literature about leaders in Kazakhstan's school system.

Kazakhstani policymakers also attention to these issues. They have discussed attempts to change the situation by introducing the new policy or offering other approaches. For example, one of the most significant documents about gender regulations were "Strategy of gender equality in the Republic of Kazakhstan for 2006-2016" [29] and currently have been launched another state program "Concept of family and gender policies in the Republic of Kazakhstan until 2030" [30]. Khamzina et al. criticise that the implementation of these policies in Kazakhstan was carried out only partially, and there was no analysis of the performance of this policy in reality [31]. Indeed, despite the introduction of these national documents aimed at monitoring gender equality and the problem of inequality still exists in some extent. In particular, the importance of studying and developing gender issues in education is still underestimated. According to research estimates, in 2019 only 18% of all higher education institutions in Kazakhstan have courses related to gender context in their educational programmes[32]. Probably this could correct the traditionally entrenched notions about gender roles in society.

Historically and geographically, this influenced the fact that Kazakhstan is a unique combination and intertwining of various cultures and values, which affected women's and men's peculiar gender role [33; 34]. On the one hand, this is the impact of Soviet ideology on the equality of all before the state, on the other, old religious views and traditions preserved from ancestors, and on the third, the current influence of

Western countries. Following this, some Kazakhstanis believe that a woman can and should combine family responsibilities and career; others presume that the primary goal of a woman is to take care of older family members and children. Others prove by their actions that female leadership in Kazakhstan educational institutions is achievable [33]. The latter has at least postgraduate degrees or master's degrees or even educated abroad.

As in many countries, usually Kazakh women tend to be not striving for leadership, they do not have a clear plan to achieve power, or if they reach leader post, it did not happen at their will. However, women are rarely promoted to a higher position if she has children. At the time, women themselves frequently prioritise motherhood and childcare over their careers. Nevertheless, women without children also suffer from discrimination. If they at a young age assumed that they could marry and go on maternity leave, and if they were after 30 it is expected to have tough and envious character (according to the female respondents). In leading women, leaders tend to adopt masculine leadership styles to be accepted into their circle of networks [1].

As noticed, one of the obstacles to the career development of Kazakh women is motherhood. In Kazakhstan, a woman is legally entitled to be on maternity leave for a period of three years. On the one hand, the government seems to care about family and demographic values; on the other hand, it is a significant obstacle for a woman in career growth [31; 35].

According to statistical data, in the highest echelons of power in universities, men still prevail. For example, according to the last statistics in 2022, 79 male and 21 female are rectors of higher education. The diagram of the ratio of women and men in the higher education system at the executive level for last decade is shown in Figure 1. This fact is also discussed in Kazakhstani studies [1]. A significant number of women in the educational field are because teaching is not popular among Kazakh men. The traditions established in society consider the man as the primary breadwinner in the family and the academic area is one of the lowest paid in the country [8].



Figure 1 - The ratio of women and men in the higher education system at the executive level [36]

There are still strong beliefs in Kazakhstan that there are male and female professions. Buribayev and Khamzina argue that society where such attitudes delimiting responsibilities by gender indicates the existence of gender inequality [35]. It is notable that age is also considered during employment and promotion. As the following agism is another barrier, which could women face. Kazakhstani employers frequently give preference to a man, even if his qualifications and abilities are worse.

As can be seen from the above, stereotypes about men and women's traditional roles are still powerful in Kazakhstan. This attitude is manifested in the fact that women find men more suitable for leadership positions in the family and organizations. Meanwhile, a woman is obliged to either do much more housework: caring for a child, housekeeping and taking care of older family members (usually her husband's parents) [1]. For this reason, women are often forced to seek an informal way of earning money or parttime employment. All of this can be a severe obstacle to a career. There are even more women than men achieving master's and PhD degrees, but nevertheless this does not affect the increase in women in top management. This factor could become a problem in the form of a decrease in motivation among young women to pursue an education or career in this field in future because their academic achievement does not influence successful career advancement.

Conclusion

This article presents some of the known barriers and reasons why women are underrepresented in educational leadership. The reasons may differ depending on the country of origin due to cultural, political and social characteristics. It follows that this research needs to be conducted on an ongoing basis with the involvement of more resources. Most of the studies presented in the article were conducted in Western countries. Kazakhstan as a part of globalization is also involved in the processes and megatrends occurring in the world. Therefore, there is a need to track gender studies that are being conducted and may probably be relevant in Kazakhstan in the future.

As emphasised in the scientific works of Kazakhstani researchers, the gender role of women is now influenced by three factors of the historical past imposed by the Soviet ideology of emancipation, ancient cultural patriarchal traditions about the female destiny to be a mother and take care of the family and the influence of Western values.

Suppose educational institutions are a place where future generations should receive education and learn basic knowledge about adult life. In that case, inequality in leadership is not the best model for a pattern. Seeing this, children could conclude that leadership is the prerogative of males.

In many cultures, it has been still believed that women's central role is to bear responsibility for raising children and caring for families. As a consequence, this factor influences woman's choice and her professional relevance in career growth. Following this, it is essential to support and develop appropriate skills for women striving to occupy a leadership position.

As a significant part of society, women should be represented in leadership and decision-making because all opinions about the development of a democratic society should be considered. Besides, female leaders can bring a new vision for the development of education. In the case of higher education institutions, women are widely represented in all middle levels of leadership. This job is frequently linked with the organization of the educational process, financial or human

resources management. Until women are not fully represented in the top management of the educational system, society cannot produce all the possible approaches and offers how to educate the future generation.

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