

From access to empowerment

Operational tools to advance gender equality
in and through education



UNESCO – a global leader in education

Education is UNESCO's top priority because it is a basic human right and the foundation for peace and sustainable development. UNESCO is the United Nations' specialized agency for education, providing global and regional leadership to drive progress, strengthening the resilience and capacity of national systems to serve all learners and responding to contemporary global challenges through transformative learning, with special focus on gender equality and Africa across all actions.



The Global Education 2030 Agenda

UNESCO, as the United Nations' specialized agency for education, is entrusted to lead and coordinate the Education 2030 Agenda, which is part of a global movement to eradicate poverty through 17 Sustainable Development Goals by 2030. Education, essential to achieve all of these goals, has its own dedicated Goal 4, which aims to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.” The Education 2030 Framework for Action provides guidance for the implementation of this ambitious goal and commitments.



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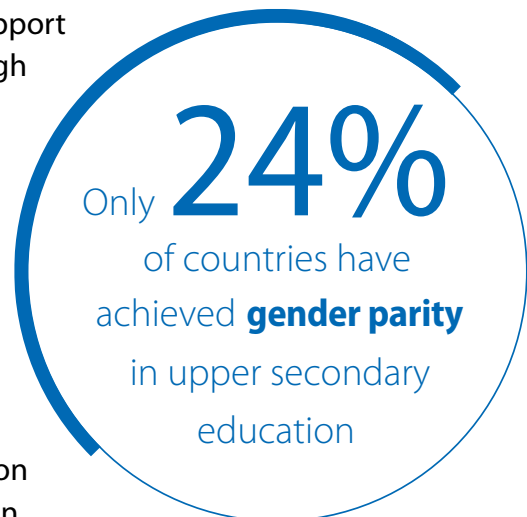
Gender equality in education is a must

Gender equality is a fundamental human right and a necessary foundation for a sustainable, peaceful and prosperous world. At UNESCO, gender equality has been one of two global priorities since 2008. Achieving gender equality in and through education is a key ambition of the 2030 Agenda for Sustainable Development.

This toolkit has been developed to strengthen individual and institutional capacity to integrate gender equality into education programmes in an effective manner. It has been prepared for all UNESCO staff working in education around the world, as well as for implementing partners. It may be particularly useful for gender focal points who support the meaningful integration of gender equality through programme design, implementation and monitoring and evaluation. It may also be of value for others with an interest in gender equality in and through education, enabling a better understanding of the principles, tools, data and programme considerations needed to design gender-transformative education programmes.

The first part provides a short introduction to key concepts on gender equality in and through education and an overview on how gender equality in education links to UNESCO's vision and internationally agreed objectives.

The second part provides practical guidance on how to mainstream gender equality into an education programme, how to design gender-transformative programmes and finally, how to monitor and evaluate gender results in education programmes.



unesco

"Since wars begin in the minds of men and women it is in the minds of men and women that the defences of peace must be constructed"

From access to empowerment

**Operational tools to advance gender equality
in and through education**

Foreword

Gender equality and education are at the heart of the 2030 Agenda for Sustainable Development. They are not only human rights: they have the transformative power to build a world that is just, prosperous, inclusive and safe for us all.


UNESCO's vision is of a world where gender equality in and through education is achieved, assuring girls and boys, women and men equal rights and opportunities for empowerment, and the power and agency to shape their lives and futures.

Impressive gains have been made on closing gender gaps in access to education. Yet, significant disparities remain. Girls make up a higher share of those who will never go to school. And in many countries, boys are failing to progress and complete their secondary education. Students who are perceived not to conform to gender norms are also targets of violence at rates far beyond their peers.

UNESCO and its partners need to continue to work tirelessly to ensure gender parity in enrollment and completion at all levels of education. But parity is only a first step.

We need to unleash the transformative power of education to challenge unequal power relations, social norms, discriminatory beliefs and practices that fortify gender inequality and exclusion in our world. All of this requires better data to inform action for gender equality in and through education, better legal, policy and planning frameworks to advance rights, and better teaching and learning practices to empower.

This toolkit provides guidance and practical tools to UNESCO education staff and partners to deliver on these needs. I very much encourage all UNESCO staff and partners to use this toolkit extensively for their everyday work so that together we can realize gender equality in and through education.



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List of acronyms

C4D	Communication for development
EMIS	Education management information system
FAWE	Forum for African Women Educationalists
FCDO	Foreign, Commonwealth & Development Office (formerly UK Department for International Development (DFID))
GEAP II	Gender Equality Action Plan, 2019 revision
GEM	Gender equality marker
GENIA	Gender in Education Network in Asia-Pacific
GPE	Global Partnership for Education
GPI	Gender parity index
GRP	Gender-responsive budgeting
HIV	Human immunodeficiency virus
IASC	Inter-Agency Standing Committee
ICT	Information and communication technology
IESALC	International Institute for Higher Education in Latin America and the Caribbean
IICBA	International Institute for Capacity-Building in Africa
IIEP	International Institute for Educational Planning
INEE	Inter-agency Network for Education in Emergencies
IOS	Internal Oversight Service
LGBTIQ	Lesbian, gay, bisexual, transgender, intersex and queer
MICS	Multiple Indicator Cluster Survey
O³	Our Rights, Our Lives, Our Future
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
RBM	Results-based management
SDG	Sustainable Development Goal
SIGI	Social Institutions and Gender Index
SOGIE	Sexual orientation, gender identity and gender expression
SWAP	System-Wide Action Plan (UNCT-SWAP)
ToC	Theory of change
TVET	Technical and vocational education and training
UIL	UNESCO Institute for Lifelong Learning
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNEVOC	International Centre for Technical and Vocational Education and Training
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund
UIS	UNESCO Institute for Statistics
USAID	United States Agency for International Development
WIDE	World Inequality Database on Education

Introduction

Gender equality is a fundamental human right and a necessary foundation for a sustainable, peaceful and prosperous world.

At UNESCO, gender equality has been one of two global priorities since 2008. Everyone – across all of UNESCO – is responsible for working towards the priority realization of gender equality.

Achieving gender equality in and through education is a key ambition of the 2030 Agenda for Sustainable Development. This is expressed through Sustainable Development Goal (SDG) 4 on education and SDG 5 on gender equality.

Ensuring equal access to, and empowerment in and through, education requires transformative thinking and action. The UNESCO strategy for gender equality in and through education 2019–2025 guides UNESCO’s programmes and actions to achieving these goals and advancing priority gender equality.

What is the purpose of this toolkit?

This toolkit has been developed to strengthen individual and institutional capacity to integrate gender equality into education programmes in an effective manner.

Gender affects people’s daily lives and often in ways that they are not aware of. Gendered expectations of themselves and others impact the choices people make. They structure people’s relations with others and what people think they should and what they can do. Gender power structures distribute and influence power between genders, often resulting in inequalities.

Education has enormous potential to challenge and transform unequal social and gender relations, norms and practices, and to foster the acceptance of gender equality as a fundamental value and human right. This toolkit aims to harness this transformative power of education.

Who is it for?

This toolkit has been prepared for all UNESCO Education Sector staff, including those at Headquarters, in Field/Regional/Cluster Offices and in Institutes as well as for implementing partners. It may be particularly useful for gender focal points who support the meaningful integration of gender equality through programme design, implementation and monitoring and evaluation. It may also be of value for others with an interest in gender equality in and through education, enabling a better understanding of the principles, tools, data and programme considerations needed to design gender-transformative education programmes.

What is included?

This toolkit provides orientation and operational tools to meaningfully integrate gender into all education programmes. The first part provides a short introduction to key concepts on gender equality in and through education and an overview on how gender equality in education links to UNESCO’s vision and internationally agreed objectives. The second part provides practical guidance on how to mainstream gender equality into an education programme, how to design gender-transformative programmes and finally, how to monitor and evaluate gender results in education programmes.



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Part 1

Concepts on gender equality and education and UNESCO's commitments

This part explains important terminology for thinking about gender equality and UNESCO's vision on gender equality. It also explains how gender and marginalization are reflected in SDG 4.



Section 1:

Introduction to gender equality in and through education

Before considering how to achieve gender equality in and through education, it is important to reach a common understanding of the concepts used to talk about gender. This conceptual clarity is necessary to design, plan, implement, monitor and evaluate programmes. The following is a compilation of definitions from UNESCO and other UN entities.

1.1 Key terms

1.1.1 Gender equality

Cisgender (or cissexual): A term used to describe people whose gender identity and/or gender expression is aligned with the assigned sex at birth (UNESCO, 2015).

Empowerment refers to the collective and individual process of women and men having control over their lives, setting their own agendas, gaining skills, building self-confidence, solving problems and developing self-reliance (UNESCO, 2019a).

Gender is not the same as **sex**. **Gender** refers to the socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Gender is relational and refers not simply to women, men, girls and boys but to the relationship between them.

Sex, on the other hand, refers to the biological differences between men and women (UNESCO et al., 2021, UNESCO, 2019a).

Gender analysis is an assessment exercise to understand the differences and similarities between women and men with regards to their experiences, knowledge, conditions, needs, access to and control over resources, and access to development benefits and decision-making powers. It is a critical step towards gender-responsive and gender-transformative planning and programming (UNESCO, 2019a).

Gender equality refers to the equal rights, responsibilities and opportunities of girls and boys,

women and men.¹ Equality does not mean that women and men are the same but that women's and men's rights, responsibilities and opportunities do not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but concerns all girls and boys, women and men.

Equality between women and men is both a human right and a precondition for, and indicator of, sustainable people-centred development. Under the conditions of gender equality, women and men enjoy the same status and have equal opportunity to realize their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. It is the equal valuing by society of both the similarities and the differences between women and men and the different roles they play (UNESCO, 2019a).



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¹ The formulation 'girls and boys, women and men' is used throughout the entire document for ease of reading. It is not meant to exclude people who identify as non-binary.

Gender equity refers to the process of being fair to girls and boys, women and men. Because women have often historically been placed at a disadvantage, being fair can involve taking temporary measures to level the playing field for all genders. Equity, therefore, is the means used to achieve equality (UNESCO, 2019a).

Gender expression is how individuals present their gender externally and how society, culture, community and family perceive, interact and attempt to shape an individual's gender. The clothes people wear, for example, can be part of their gender expression that is read as more feminine or masculine (UNESCO, 2019b).

Gender identity is an individual's innate internal experience of gender, which may or may not correspond to their physiology, designated sex at birth or the social expectations of their sex (UNESCO, 2019b; UNICEF et al., 2019).



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Gender non-conforming (or non-binary): People who do not conform to either of the binary gender definitions of male or female, as well as those whose gender expression may differ from standard gender norms (UNESCO, 2016a).

Gender norms are ideas about how men and women should behave: the expectations and standards that are set for each gender in different societies, cultures and communities. People internalize these 'rules' at an early age, in the beginning of a cycle of gender socialization and stereotyping that continues for the rest of their lives. Gender norms thus not only become individuals' expectations of others, but also of themselves (UNICEF et al., 2019).

Gender parity is a numerical concept for equal representation and participation of women and

men, or boys and girls, in a given area. It is a step towards gender equality, but not sufficient in itself (UNESCO, 2019a).

Gender roles define the responsibilities of women and men, as well as expectations about aspects of their identity. Gender roles vary between societies and within societies and can change over time. Both women and men may experience stress as a result of the expectation to conform to gender roles in different situations (UNESCO, 2020a).

Heteronormativity is the biased assumption or belief that heterosexuality is the normal or default sexual orientation (UNESCO, 2015).

LGBTIQ stands for lesbian, gay, bisexual, transgender, intersex and queer. **Lesbian** refers to a woman who experiences sexual attraction to, and the capacity for an intimate relationship primarily with, other women. **Gay** refers to same-sex sexual attraction, same-sex sexual behaviour and same-sex cultural identity in general. The word 'gay' tends to be associated with males. **Bisexual** refers to a person who is attracted to both men and women.

Transgender refers to a person whose gender identity differs from their sex at birth. **Intersex** refers to a person born with sexual anatomy, reproductive organs and/or chromosome patterns that do not fit the typical definition of male or female. An intersex person may be heterosexual, gay, lesbian or bisexual, and may identify as female, male, both or neither.

Queer refers to non-binary, fluid, or variable gender expression. Queer is a word used as an umbrella term for a range of sexual identities including LGBTIQ or gender questioning. It is also used by some people who do not want to label themselves. A person who is 'questioning' is interrogating their sexual orientation or gender identity (UNESCO, 2020a; UNESCO, 2019b; UNESCO, 2016a).



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Masculinities: Men's and boys' identities – masculinities – are socially constructed, produced and reproduced. Masculinities are variable and can change across time and space, within societies and through life. They are relational, and society often grants boys and men power simply because they are boys or men (Kimmel et al., 2004).

Sex-disaggregated data are data that are collected and presented separately on girls and boys, women and men. When data are not disaggregated by sex, it is more difficult to identify real and potential inequalities (UNESCO, 2019a).

Sexual orientation refers to a person's capacity for profound emotional and sexual attraction to, and intimate and sexual relations with, individuals of a different gender, the same gender or more than one gender (UNESCO, 2019b; UNESCO, 2016a).

Sexual orientation, gender identity and expression (SOGIE): Sexual orientation, gender identity and gender expression are distinct elements of a person (UNESCO, 2020a; UNESCO, 2019b). The acronym 'SOGIE' is often used to group together these traits that are a part of a person's identity and highlight issues and challenges, for example, referring to SOGIE rights.

Box 1: UNESCO and gender diversity

UNESCO recognizes that the diversity of gender identities and gender expressions cannot be limited to a binary concept of women and men. Nonetheless, in the absence of effective and widespread systems to collect information on under-researched and often stigmatized aspects of people's lives, the Organization assesses the effectiveness of its gender-related activities primarily based on sex-disaggregated data. UNESCO will keep promoting more inclusive data collection systems that collect data on people who do not identify as women or men, and people whose sexual orientation is not heterosexual.

UNESCO supports programming to ensure that people do not face discrimination based on their actual or perceived sexual orientation, gender identity or gender expression. In UNESCO's work on responding to school-related violence for example, the Organization addresses violence based on sexual orientation, gender identity and gender expression. UNESCO is committed to ensuring that all people can realize their rights and potential in and through education (UNESCO, 2020a; UNESCO, 2016a).

1.1.2 Gender equality in and through education

Gender parity in education refers to equal numbers and proportions of girls and boys, in enrolment and completion at different levels of education (UNESCO, 2019c). The **gender parity index (GPI)** measures gender parity, measuring the ratio of girls to boys or women to men. Gender parity in education contributes towards gender equality, which takes much more to achieve (UNESCO, 2019d).

Gender equality in education means that the right to education of all learners is respected equally. All learners are given equal access to learning opportunities, resources and protections, and all learners benefit equally from and are treated equally in education (UNESCO, 2019c).

Gender equality through education refers to the fact that education has a key role to play in addressing the wider issue of gender equality. Educational institutions can promote new attitudes and patterns of belief, transforming the way people think about traditional gender roles and helping to build long-term sustainable change. And achieving equal outcomes for both female and male learners can help to empower people of all genders to create better lives (UNESCO, 2019c).

Gender mainstreaming in education involves systematically integrating a gender equality perspective in the design, implementation, monitoring and evaluation of interventions to ensure that both girls and women, boys and men equally benefit from these interventions and that gender equality is being promoted (UNESCO, 2019d).

Box 2: Gender equality is a human right

UNESCO's work is guided by a human rights–based approach. Gender equality is enshrined in the Universal Declaration of Human Rights, which was adopted in 1948. Later, in 1979, the United Nations Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which defines discrimination against women and proposes action to end such discrimination.

The UNESCO Convention against Discrimination in Education (1960) is the first legally binding international instrument which is entirely dedicated to the right to education. It bans any form of discrimination, including based on sex, and promotes equality of education opportunity.

1.2 The concepts of marginalization and intersectionality

Two key concepts related to gender equality are marginalization and intersectionality.

Marginalization refers to the process of relegating people to a position of less importance – not allowing them to take full part in society, exercise their rights, or access services that are available to others (UNICEF et al., 2019).

If parents with limited resources favour sending their son to school over their daughter, this is an example of marginalization of girls.

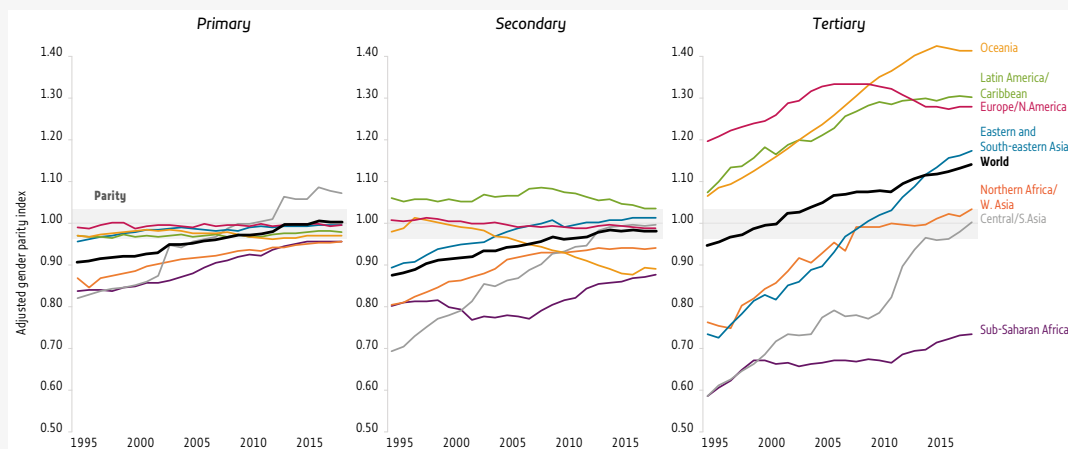
Intersectionality refers to the way in which different forms of discrimination and disadvantage combine and overlap. Characteristics such as gender, age, disability, ethnicity, geography and socio-economic status can intersect with each other, causing multiple levels of disadvantage and marginalization (UNESCO, 2020b).

The following is an example of intersectionality at work. In general, in poorer countries, the intersection of gender and poverty holds back the education of girls more than that of boys, partly due to social

expectations of early marriage. Early marriage can be both an effect and a cause of early pregnancy. Both reduce education opportunities for girls. However, in richer countries, the intersection of gender and poverty tends to hinder boys because of social expectations that they will enter the labour force early.

The following examples illustrate the importance of marginalization and intersectionality. On average, global parity in education has been achieved; however, looking beyond the global numbers tells a slightly different story. The situation varies by region: for example, while the gender parity index for Central Asia and Southern Asia has improved rapidly, sub-Saharan Africa is a long way from achieving parity at any level of education and gender disparity at the expense of boys is increasing at the tertiary level in Oceania and Latin America and the Caribbean (see Figure 1). This shows the intersection of gender and regional location where marginalization is experienced by girls at all levels of education in sub-Saharan Africa and by boys at tertiary level in the regions mentioned.

Figure 1: Progress towards gender parity has been uneven across region and education levels
 Adjusted gender parity index of gross enrolment ratio, by region and education level, 1995-2018



Source: UNESCO (2020b), p.10.

Many countries are also a long way from achieving gender parity: in 2018, the percentage of countries with gender parity in education stands at 65 percent in primary, 51 percent in lower secondary and 24 percent in upper secondary education (UNESCO, 2020b, p. 1). Girls tend to be more disadvantaged in low-income countries, while boys are more disadvantaged in upper-middle-income countries.

Parity also varies within countries. For instance, in at least 20 countries, hardly any poor, rural young women complete upper-secondary school (UNESCO, 2020b, p. 12). To understand how and why, it is important to consider the interplay of gender with other factors of **marginalization** – that is, to think about **intersectionality**.

Section 2: UNESCO and gender equality

2.1 UNESCO’s vision for gender equality

Gender equality is one of UNESCO’s two global priorities, and as such, is an integral part of the Organization’s work across all of its five major programmes. These efforts are guided at the organizational level by the Division for Gender Equality in the Cabinet of the Director-General and in the Education sector by the Section of Education for Inclusion and Gender Equality in the Division for Education 2030.

The UNESCO priority gender equality action plan: 2014–2021, 2019 revision (GEAP II) is a key document outlining UNESCO’s approach, programmes and activities towards promoting gender equality across all of UNESCO’s five major programmes.

As described in the Action Plan, UNESCO's approach to promoting gender equality has two parts: **gender mainstreaming** and **gender-specific programming**.

Gender mainstreaming involves considering the implications of all policies and programmes for girls and boys, women and men, at the design, implementation, monitoring and evaluation stages. That means

“ to fully integrate gender equality considerations into the Organization's programme strategies and activities, including policy advice, advocacy, research, normative and standard setting work, capacity development, monitoring and evaluation/assessment, and any other technical assistance work (UNESCO, 2019a, p. 17). ”

Gender-specific programmes aim to address particular instances of discrimination or inequalities through targeted support. One example at UNESCO is the Our Rights, Our Lives, Our Future (O3) Programme. The O3 programme supports

the delivery of quality comprehensive sexuality education that empowers adolescents and young people, while developing the skills, knowledge, attitudes and competencies needed to prevent HIV, reduce early and unintended pregnancies, and eliminate gender-based violence.

Within education, the Action Plan proposes using both methodologies

“ to address persisting gender disparities and promote gender equality in education throughout the education system, in learning opportunities (access, promoting safe and empowering learning environments), within education (contents, teaching and learning context and practices, delivery modes, and assessments) and through education (learning outcomes, life and work opportunities) (UNESCO, 2019a, p. 26). ”

The GEAP II also provides information on the actions of other programme sectors at UNESCO in advancing gender equality.

Box 3: UNESCO capacity-development opportunities to advance gender equality

UNESCO has compulsory training for all staff on gender equality offered as an e-course and in-person training programme. The training provides theoretical knowledge and examples to help UNESCO staff mainstream gender in their respective areas of expertise. This toolkit builds and draws on this training, with the aim to contextualize and provide targeted support to advance gender equality in and through education.

The toolkit also responds to the 2020 Internal Oversight Service (IOS) Evaluation of the UNESCO global priority gender equality, which revealed insufficient gender mainstreaming in programme activities. It recommended building capacity among staff to improve project design, monitoring and reporting.

2.2 UNESCO strategy for gender equality in and through education 2019–2025

To further guide UNESCO's work towards achieving gender equality in and through education, the Organization has developed the UNESCO strategy for gender equality in and through education 2019–2025. Figure 2 gives an overview of the vision, strategic objectives and thematic priorities of the Strategy.

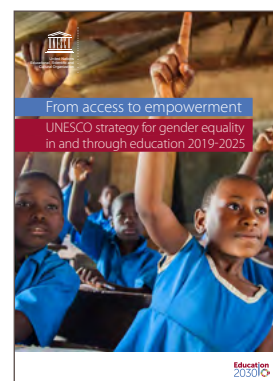
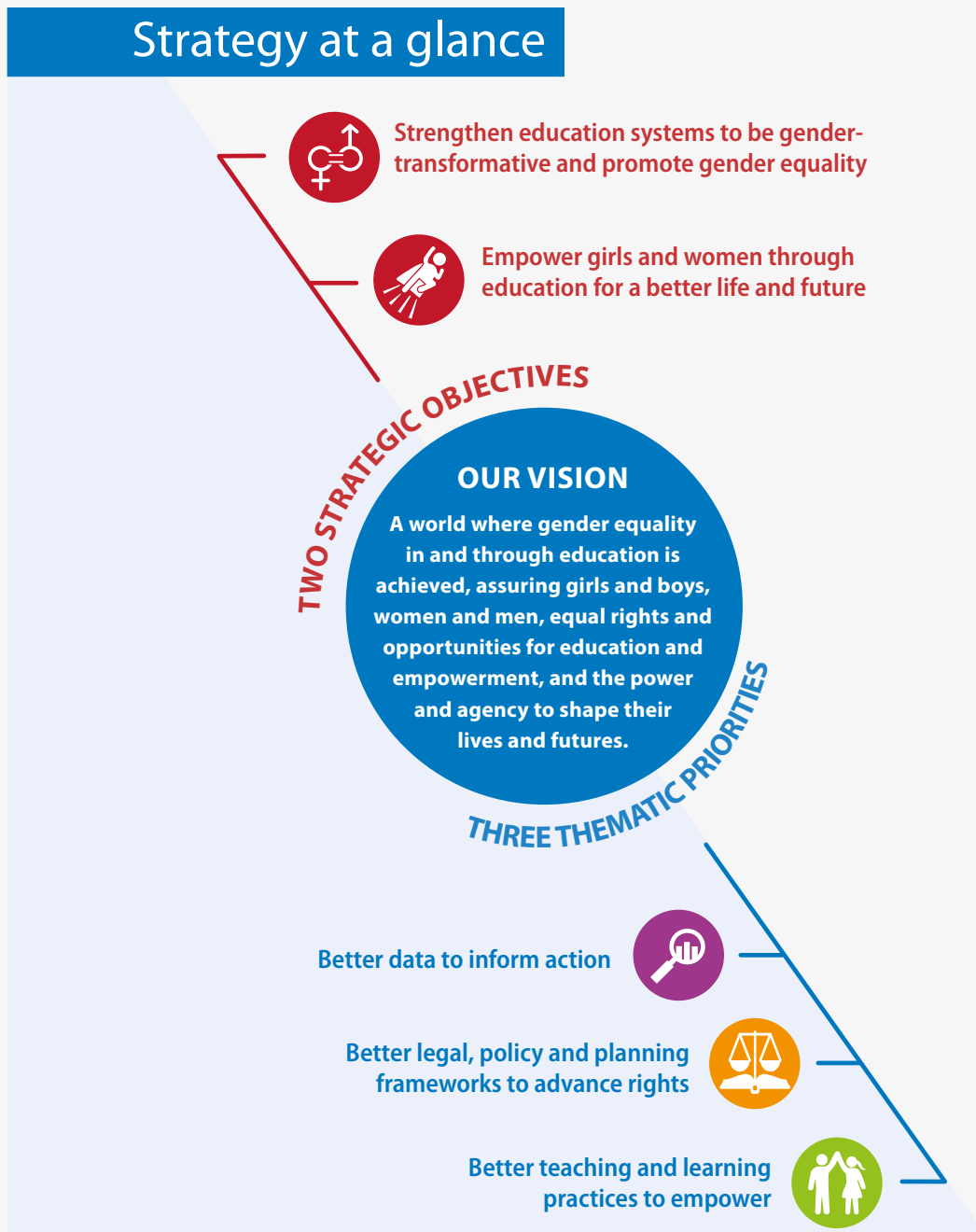


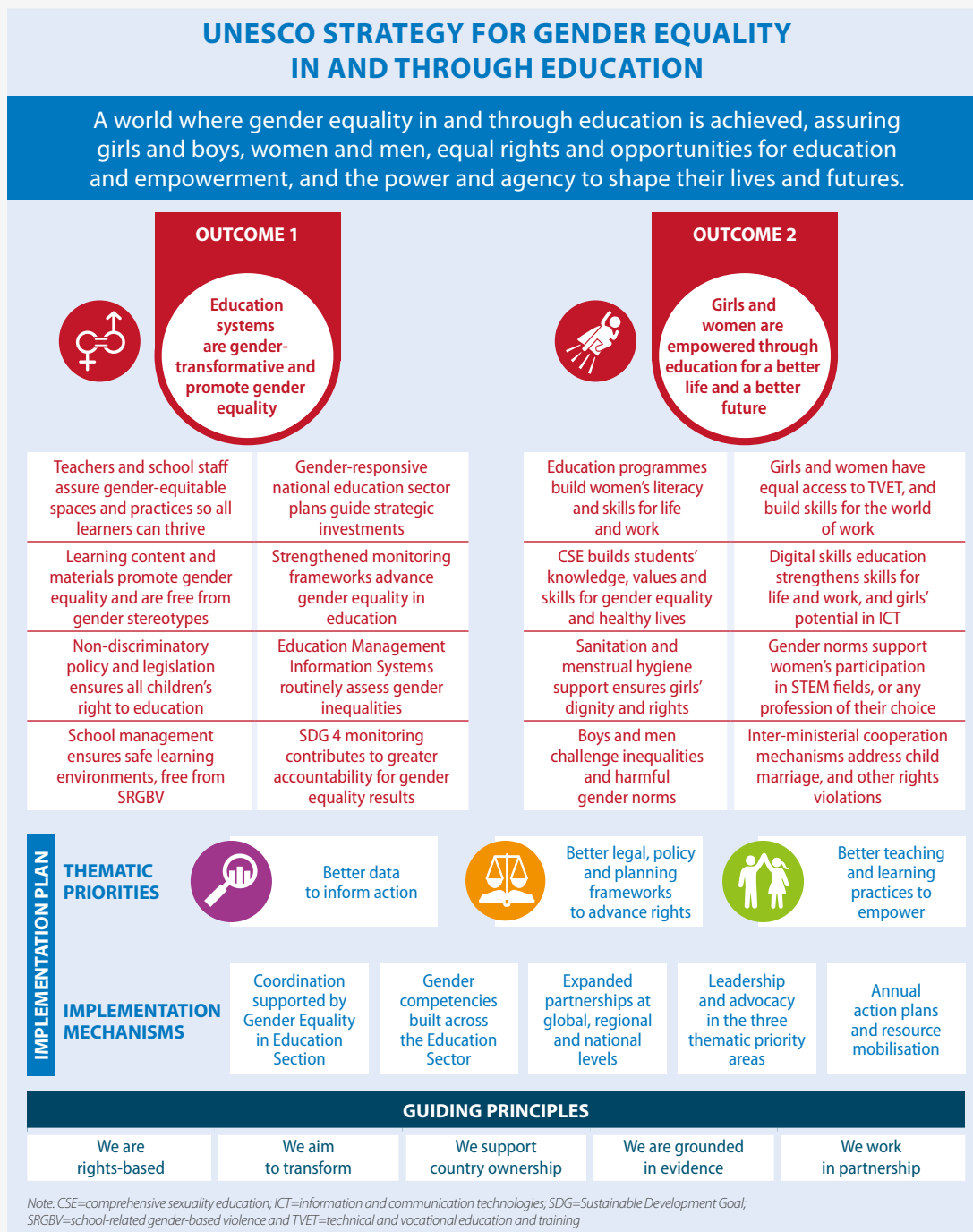
Figure 2: UNESCO's strategy at a glance



Source: UNESCO (2019c), p.5.

The Strategy is embedded in the following theory of change:

Figure 3: UNESCO's theory of change



Source: UNESCO (2019c), p.9.

Programming in gender and education at UNESCO should help operationalize this Strategy. The UNESCO initiative 'Her education, our future', for instance, contributes to all three thematic priorities of the Strategy, by generating better data, accelerating action for girls' and women's education through political and financial commitments, as well as leadership for girls and women.

This toolkit focuses on concrete ways to implement gender mainstreaming and gender-specific programming across all thematic priorities of the Strategy, which could also be applied to any other strategic directions on gender and education.

Section 3: Gender and inclusion in SDG 4

3.1 Gender equality in the international education agenda



Gender equality in and through education is not only a priority at UNESCO, but a priority of the international community.

The 2030 Agenda for Sustainable Development, adopted by the United Nations in September 2015, has a broad vision for achieving gender equality. It envisages ‘a world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed’. It contains a strong pledge that ‘no one will be left behind’ (UN, 2015, p. 4 and p. 1).

Within this framework, the international community committed to 17 Sustainable Development Goals, including SDG 4 to ‘ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’ and SDG 5 to ‘achieve gender equality and empower all women and girls’.

Within SDG 4, there is an explicit target to advance gender equality, namely Target 4.5, which pledges to ‘eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with

disabilities, indigenous peoples and children in vulnerable situations’.

The Education 2030 Incheon Declaration and Framework for Action, which were adopted by the international education community in 2015 in Incheon and Paris, provide guidance for implementing SDG 4.

The Framework includes gender equality as one of its guiding principles:

“Gender equality is inextricably linked to the right to education for all. Achieving gender equality requires a rights-based approach that ensures that girls and boys, women and men not only gain access to and complete education cycles, but are empowered equally in and through education (UNESCO, 2016b, p. 28).”

Addressing gender equality in and through education thus contributes both to UNESCO’s priorities and those of the broader international community.

3.2 Addressing gender and marginalization in the SDG 4 targets



ENSURE INCLUSIVE AND EQUITABLE QUALITY EDUCATION AND PROMOTE LIFELONG LEARNING OPPORTUNITIES FOR ALL

To design programmes that can help achieve the targets of SDG 4, it is important to first examine them through a gender lens and consider other factors that contribute to marginalization and their intersection with gender. The following examples are of how gender, marginalization and their intersection affect relevant SDG 4 targets:



Target 4.1

By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes.

This target focuses on universal access to quality schooling, leading to relevant learning outcomes. Globally, 258 million children and youth aged 6 to 17 were out of school in 2018 (UIS, 2019, p. 1). Most of the hardest-to-reach children remain out of school, which demonstrates why examining the factors of marginalization is particularly important. For example, the intersection of poverty, location and gender can have a major impact on school attendance: in the Lao People's Democratic Republic, the highest rate of out-of-school boys was found among the poorest boys in rural areas, while the highest out-of-school rate among girls was seen in the poorest girls in urban areas (UNESCO, 2018a).



Target 4.2

By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education.

Ensuring that all girls and boys are prepared when entering primary school makes an important contribution to reducing inequalities. Gender can be a factor that holds back access to early learning opportunities and stereotypes around reading and

numeracy can affect the quality of education. Yet, few countries pay attention to gender equality in early childhood care and education. In Australia, Norway and Hong Kong, China, for instance, pre-primary teachers have been found to show expectations based on gender norms in the classroom (UNESCO, 2020b), for example engaging boys more in play which develops their scientific understanding. Other factors can intersect: poverty, ethnicity and disability influence whether children have the chance to attend early childhood education programmes. Poverty and disadvantage also impact on children's health, which affects their ability to learn.



Target 4.3

By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university.

This target focuses on technical and vocational education and training (TVET), including tertiary and adult education. In 2018, female enrolment was higher than male enrolment in tertiary education in 74 percent of the countries with data (UNESCO, 2020b, p. 1). However, women are underrepresented in science, technology, engineering and mathematics (STEM) fields of study. In 2018, the share of women enrolled in TVET was only 42 percent (UNESCO, 2020b, p. 1). In 2017, across more than 120 countries, women make up just over 25 percent of students in tertiary engineering, manufacturing and construction, and information and communication technology (ICT) programmes (UNESCO, 2019e, p. 19). There are gender gaps in some countries in adult education. In Estonia, Finland, Latvia and Sweden, for instance, women's participation rates exceed those of men (UNESCO, 2020b).



Target 4.4

By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

This target focuses on learning that prepares youth and adults for participation in the world of work. The indicator for target 4.4 focuses on ICT skills. Girls are often discouraged from pursuing interests in ICT, due to stereotypes that say that technology is for boys and men. The 2018 Programme for International Student Assessment (PISA) results show that less than 1 percent of girls but nearly 8 percent of boys in Organisation for Economic Co-operation and Development (OECD) member countries want to work as ICT professionals (OECD, 2019, p. 16).



Target 4.5

By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.

This target is about gender equality, equity and the inclusion of vulnerable groups. It relies on the disaggregation of data by sex to monitor equality in education. In 2017, for every 100 young men, 70

young women in low-income and 88 in lower-middle-income countries completed upper secondary school. But in richer countries, 106 young women in upper-middle and 107 in high-income countries completed upper secondary school for every 100 young men (UIS and GEM, 2019, p. 8). Looking at intersectionality, indigenous girls in Guatemala and Mexico, for instance, are often expected to get married and take on domestic roles, which are barriers to their education (UNESCO, 2020b). Rohingya girls who are displaced in Bangladesh are another example. Without learning opportunities, they are much more at risk of child marriage, trafficking and abuse (UNICEF, 2020).



Target 4.6

By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy.

This target focuses on functional literacy and numeracy skills. Of the global illiterate adult population, 63 percent were women in 2018. In 2018, fewer than 80 adult women were literate for every 100 adult men in 12 countries, most of them in sub-Saharan Africa. Gender and disability intersect, leading to disadvantage, and women with disabilities are particularly affected. In Mozambique in 2018, for example, only 17 percent of women with disabilities could read and write compared with 49 percent of men with disabilities (UNESCO, 2020b, p. 1).



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**Target 4.7**

By 2030, ensure all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture's contribution to sustainable development.

This target seeks to capture efforts to institute global citizenship education and education for sustainable development, including gender equality and human rights, at all levels of education, from pre-primary to teacher education. Gender equality-related material, including comprehensive sexuality education, remains under-taught and under-considered in curriculum design. Sexual and reproductive health education is obligatory in Argentina, for instance, but many religious schools resist implementing it (UNESCO, 2020b).

**Target 4.a**

Build and upgrade education facilities that are child, disability and gender-sensitive and provide safe, nonviolent, inclusive and effective learning environments for all.

This target is about safe and welcoming learning environments for all regardless of their gender and disability status. School environments need to be inclusive to ensure that everyone can fulfil their potential. Yet, many schools fall short, including on gender sensitivity. This is mainly due to poor infrastructure and unsafe learning environments. Globally, 335 million girls attended primary and secondary schools which lacked facilities for menstrual hygiene in 2016 (UNICEF, 2019, p. 27). Even where facilities exist, they are not accessible for everyone. Based on data available from 2018, fewer than 1 in 10 schools with improved sanitation had facilities accessible for students with physical disabilities in El Salvador, Fiji, Tajikistan, the United Republic of Tanzania and Yemen (UNESCO, 2020b, p. 4). Across the world, millions of girls and boys face gender-based violence in and around schools, as well as online. While girls more often experience verbal and sexual harassment, violence and abuse,

boys are more likely to experience physical violence, including corporal punishment. Lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) students often face violence at school. In 2017, in the United States, for example, 24 percent of LGBTIQ students reported being bullied compared to 17 percent of heterosexual and cisgender students (UNESCO, 2020b, p. 53).

**Target 4.c**

By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.

This target focuses on the adequate supply of qualified teachers. Teaching is often thought of as a female profession, but there are large disparities at different levels and in different countries, which can be affected by intersections with other factors of marginalization. For example, in displacement settings, safety concerns and cultural taboos can affect the availability of female teachers: in 2016, only 10 percent of primary teachers at Dadaab camp in Kenya were women (UNESCO, 2019f, p. 5). Female teachers are also often lacking in rural areas, which can be a barrier for girls to go to school. In Germany in 2019, only 6.6 percent of those working in early childhood care and education were men, translating to a lack of male role models (UNESCO, 2020b, p. 47).

Moreover, while female teachers outnumber male teachers at pre-primary, primary and secondary levels, the imbalance goes the opposite way in education management and leadership positions. An analysis done in 2018 of 35 mostly high-income countries, most of which had participated in the 2013 OECD Teaching and Learning International Survey, showed that the share of female head teachers in lower secondary schools was, on average, 18 percentage points lower than the share of female teachers (UNESCO, 2019e, p. 31).

The Education 2030 Framework for Action includes strategies to achieve progress towards all of these targets.

3.3 Sex-disaggregation of SDG 4 indicators

As shown, the targets associated with SDG 4 have a strong focus on gender equality and include within them mechanisms for monitoring gender parity. Indicator 4.5.1 mandates a gender parity index and says that all other indicators are to be disaggregated by sex where possible. Other indicators echo this by

including requirements for disaggregation by sex (Table 1).

These data can be explored by country and across time using the SDG 4 Data Explorer provided by UNESCO's Institute for Statistics (UIS).

Table 1: SDG 4 global indicators by custodian agency and classification tier

Stage	Custodian agency	Tier
4.1.1 Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex	UIS	III II
4.2.1 Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial wellbeing, by sex	UNICEF	III
4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex	UIS	I
4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	UIS	II
4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	UIS / ITU	II
4.5.1 Parity indices (female/male , rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated	UIS	I / II / III depending on indicator
4.6.1 Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex	UIS	II
4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies, (b) curricula, (c) teacher education and (d) student assessment	UIS	III
4.a.1 Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single-sex basic sanitation facilities ; and (g) basic handwashing facilities (as per the WASH indicator definitions)	UIS	II
4.b.1 Volume of official development assistance flows for scholarships by sector and type of study	OECD	I
4.c.1 Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country	UIS	I

Notes: Emphasis added. The following definitions apply to the tier classification: Tier I: Indicator is conceptually clear, has an internationally established methodology and standards are available, and data are regularly produced by countries for at least 50 percent of countries and of the population in every region where the indicator is relevant. Tier II: Indicator is conceptually clear, has an internationally established methodology and standards are available, but data are not regularly produced by countries. Tier III: No internationally established methodology or standards are yet available for the indicator, but methodology/standards are being (or will be) developed or tested.

Source: UNESCO (2018b), p.9.

Part 2

Practical guidance for programming on gender equality in and through education

This part provides practical tools for programming on gender equality in and through education, from gender mainstreaming to gender-transformative programming. This includes guidance on how to do a gender analysis and how to consider gender in the planning and monitoring and evaluation of education programmes.



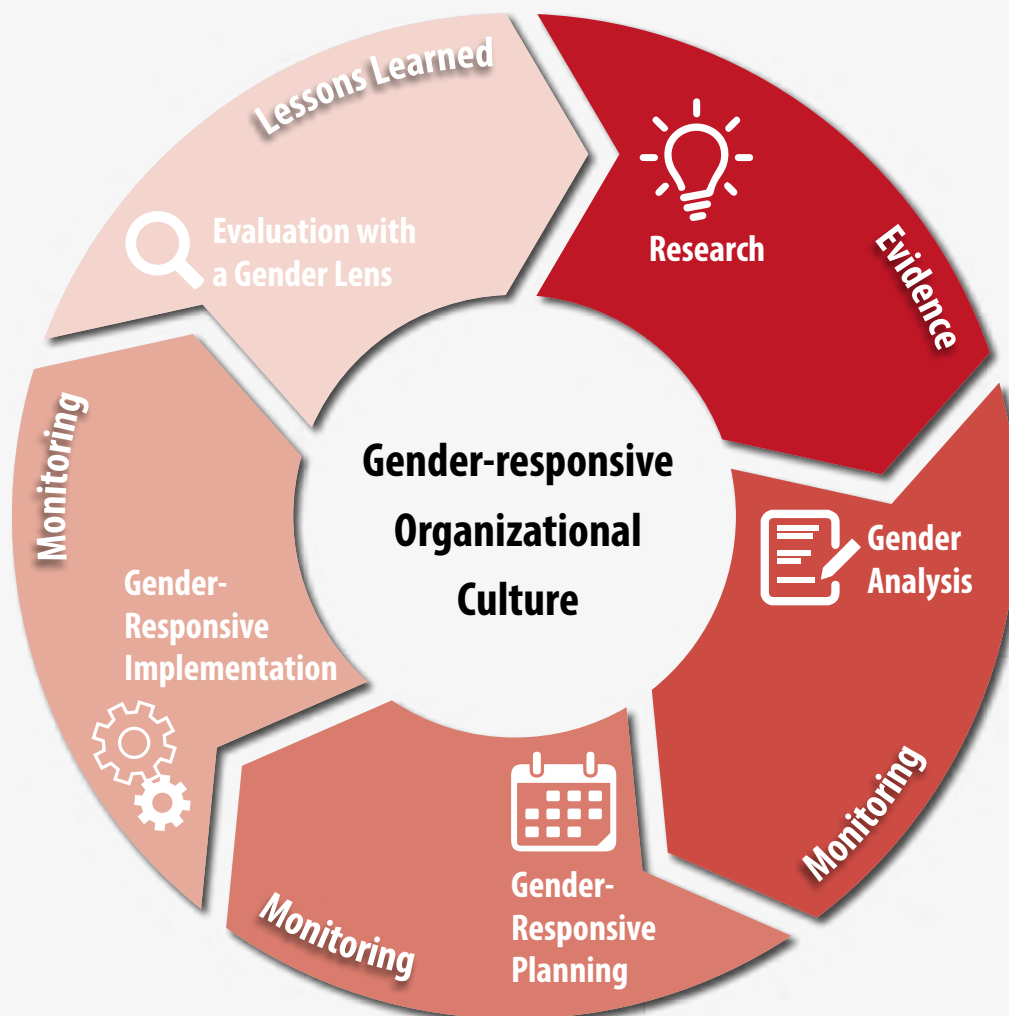
Section 4: Integrating gender into the design of education programmes

4.1 Gender mainstreaming

As discussed in **Section 2**, the UNESCO priority gender equality action plan: 2014–2021, 2019 revision mandates the promotion of gender equality through gender mainstreaming: considering the

implications of policies and programmes for girls and boys, women and men, at each stage of the programme planning and management cycle (see Figure 4).

Figure 4: The gender mainstreaming cycle



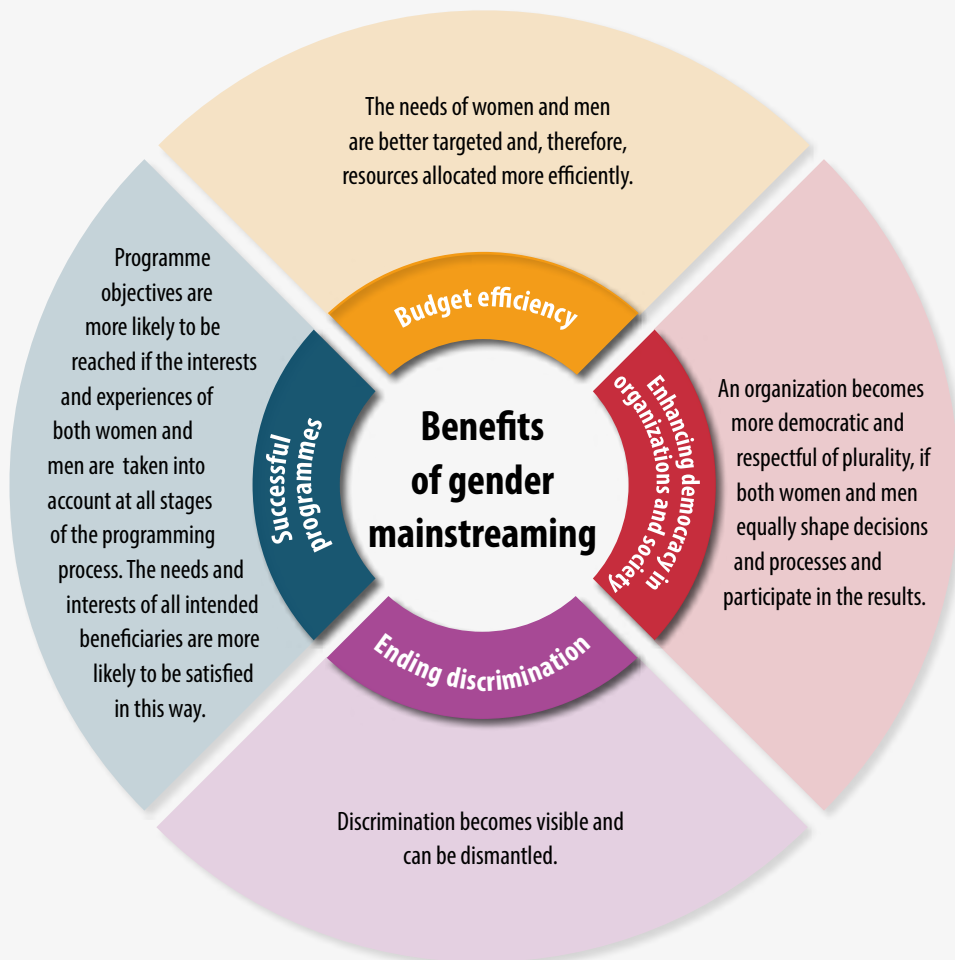
Source: Adapted from UNESCO (2019g), p.5.



Flickr - World Bank Photo Collection. Students at Sisli Vocational High School, Istanbul, Turkey. Simone D. McCourtie / World Bank. Available under CC BY-NC-ND 2.0

Taking gender into account makes education programmes more efficient. It helps create greater impact (see Figure 5).

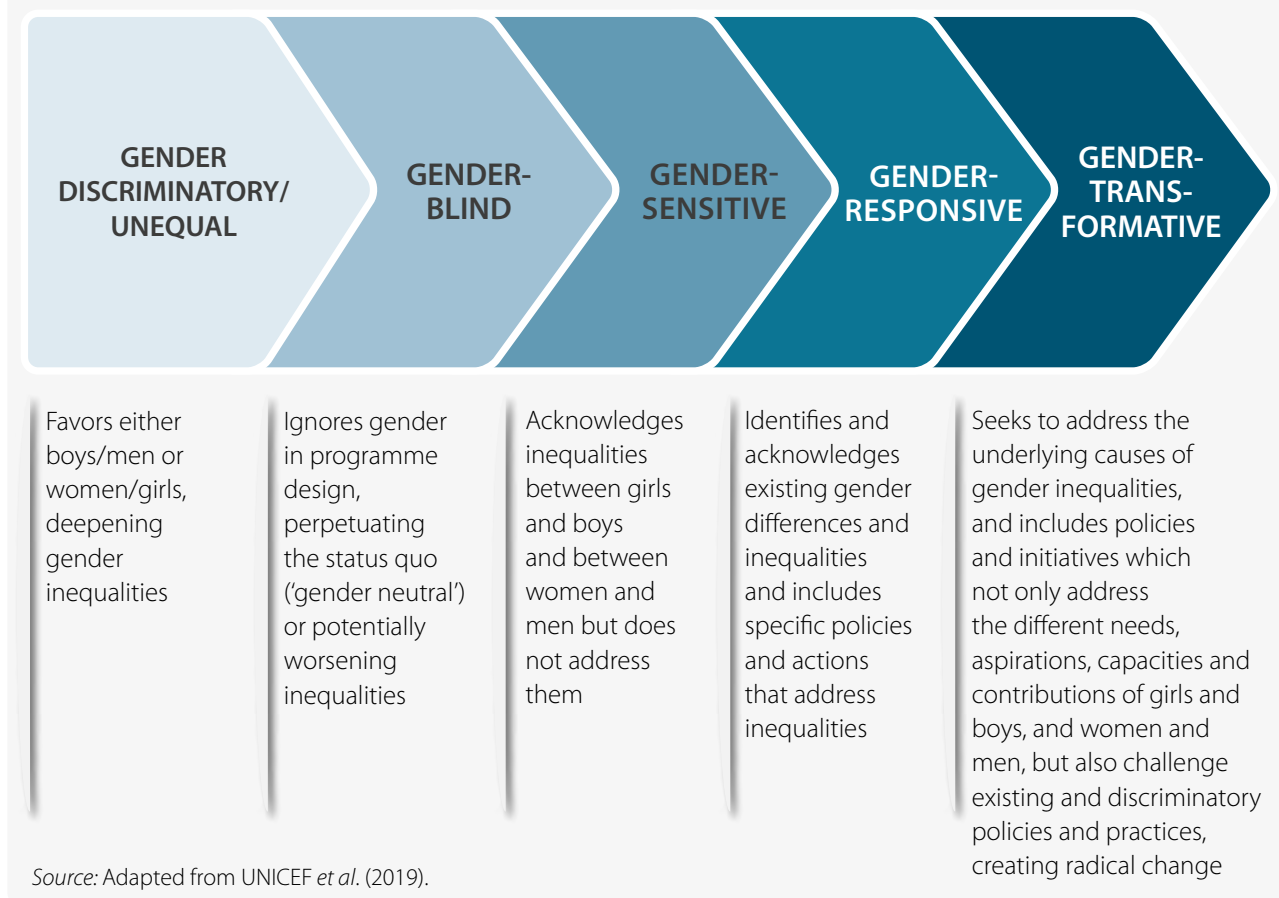
Figure 5: Benefits of gender mainstreaming



Source: Adapted from UNESCO (2019g), p.3.

There are several ways to consider gender implications but not all of them are fully transformative. A useful tool is the gender continuum:

Figure 6: Gender continuum



The following example helps to understand how different interventions could fit along the gender continuum.² A regional government conducts a gender situation analysis and discovers that girls are attending lower secondary school at much lower rates than boys. One main reason is poverty, another is the high prevalence of domestic work among girls whose families have migrated to urban areas in the region, and another is the prevalence of gender norms that favour boys' education. The regional government makes the following interventions:

Gender-discriminatory

The government takes advantage of national infrastructure funding and builds more secondary schools. However, the intervention expands opportunities for boys, rather than girls, because the funding is not targeted at areas where gender

disparities are highest, and does nothing to address the underlying norms that prioritize boys' education.

Gender-blind

The government bans child labour in the region. However, girls' enrolment does not increase; some families are even poorer without the income from girls' labour, and other families continue to send their girls to work illegally, leaving them open to abuse.

Gender-sensitive

The government implements a policy of conditional cash transfers for girls' and boys' education, paying families a sum of money which is conditional on girls' and boys' attendance at schools. Girls' enrolment increases, but boys' education continues to be viewed as more important, so many families continue to send girls to work.

² This section draws substantially on UNICEF, the Center for Universal Education at Brookings and University of California, Berkeley. 2019. e-Toolkit on gender equality in education. New York, UNICEF.

Gender-responsive

The government launches several initiatives, including conditional cash transfers for girls' education and school building in the areas with the highest disparities, as well as communication for development (C4D) activities to help change the gender norms that value boys' education over girls'. Boys benefit from greater school availability, and girls' enrolment increases.

Gender-transformative

The government engages with international and national partners to develop a comprehensive set of interventions designed to address harmful gender norms. Gender-responsive budgeting is carried out to allocate funds to areas that include the most marginalized girls. Conditional cash transfers and scholarships are used to make domestic labour unattractive. Schools are built in areas with the most

Box 4: Gender focal point network

UNESCO has a gender focal point network to support gender mainstreaming and to strengthen the delivery of the priority of gender equality. Gender focal points provide advice to UNESCO staff on how to integrate gender equality considerations into programmes and work.

marginalized students and transport is subsidized. An effort is undertaken to recruit female teachers to provide role models for girls, and teachers are trained in gender-responsive pedagogies. C4D is carried out in communities as well as in schools, educating families about the benefits of girls' education. As a result, girls' enrolment increases and gender norms about the value of girls' education are directly challenged.

4.1.1 Gender Equality Marker

Several resolutions of the United Nations Economic and Social Council (ECOSOC) have called upon the United Nations system, including its agencies, to institute a gender marker to assist in tracking the proportion of funds devoted to advancing gender equality.³ While UN bodies may adopt different categories of scales, common principles and standards apply to enable UN system-wide reporting, for example, the Gender Equality Marker Guidance Note, as prepared for the UNDG Task Team on Gender Equality in 2013.

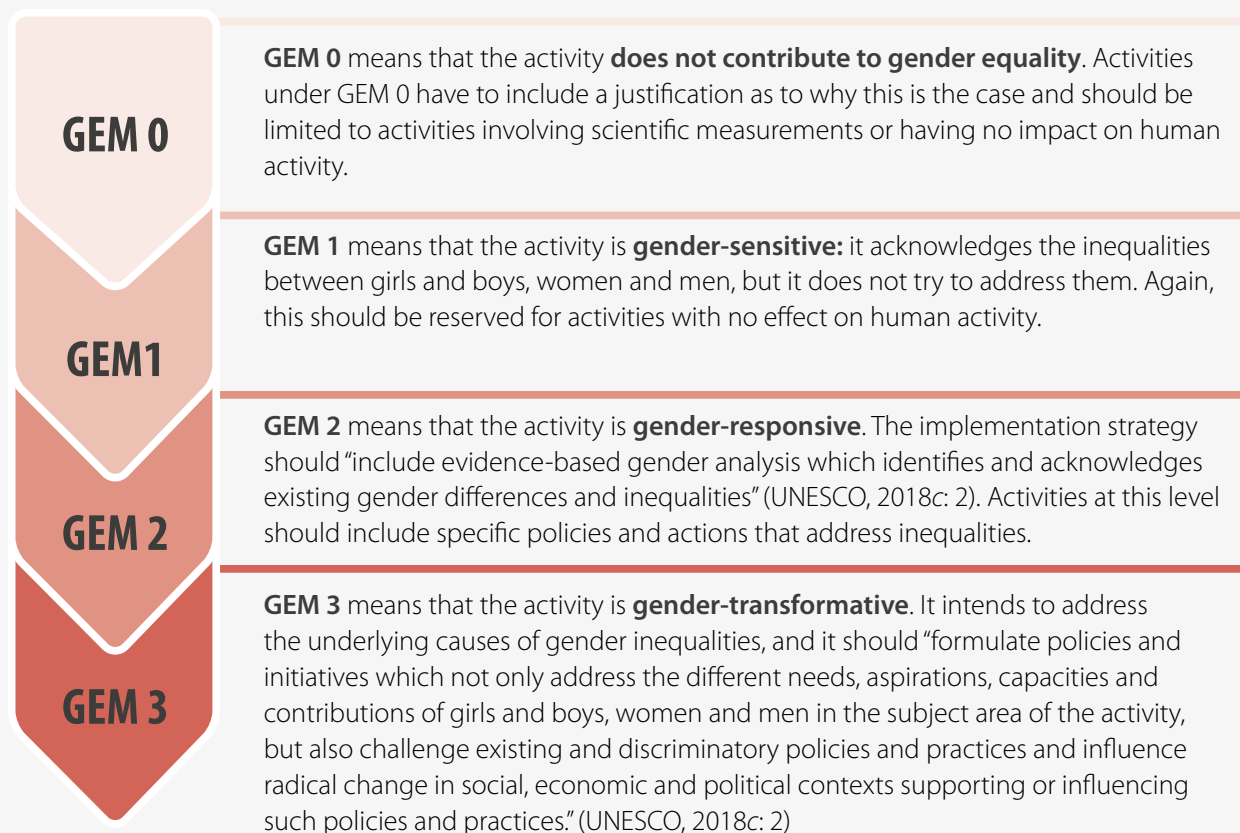
UNESCO's Gender Equality Marker (GEM), updated in 2018, is based on a four-point scale. At UNESCO, using a GEM is a requirement and the majority of activities must reach GEM 2 or GEM 3 levels. This tool is helpful in programme design to assess whether the proposed activities are gender-transformative. It is also a chance to assess 'missed opportunities'.



Ruslana Lurchenko/Shutterstock.com

³ See, for example, ECOSOC Resolution 2015/12 para 14i.

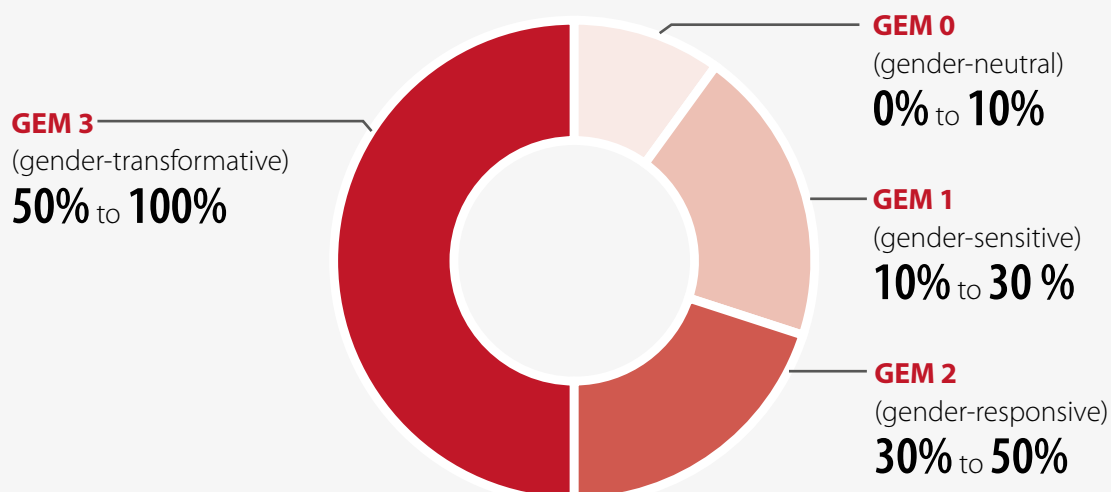
Figure 7: Gender Equality Marker



Source: Based on UNESCO (2018c).

Through its GEM system, UNESCO has adopted a budget-tracking mechanism for prioritizing gender equality in UNESCO’s System of Information on Strategies, Tasks and Evaluation of Results (SISTER) used to report on and track programmatic activities. The budget ranges that are automatically assigned to the gender equality priority are as follows (UNESCO, 2018c):

Figure 8: Gender Equality Marker budget range



Source: Based on UNESCO (2018c).

UNESCO aspires for all of its programmes and projects to be gender-responsive or gender-transformative.

The key questions to ask in the programme planning phase are:

- What is the highest GEM level that can be achieved? Based on the gender analysis, could this project be gender-transformative (GEM 3)? If not, could it be gender-responsive (GEM 2)?
- According to the gender analysis, which gender inequalities need to be taken into account and addressed?
- What can be done to ensure the project is non-discriminatory?
- How can the project help correct gender inequalities?
- How can the project help advance gender equality in and through education, including addressing underlying inequalities?

The following is a fictional example of a GEM 2 project at UNESCO:⁴

GEM 2

In the State of Kwento, only 85 percent of girls complete secondary school compared with 98 percent of boys. Various factors contribute to the higher dropout rate of girls, including early marriage, early unintended pregnancy and poverty. Poorer families tend to prioritize the education of boys as future breadwinners.

One of the intended outcomes of this project is to increase the retention of girls in school with the aim of achieving gender parity in secondary school completion by 2025. To achieve this, UNESCO will advocate for education policies that help girls remain at school, including support for teenage mothers, appropriate water, sanitation and hygiene (WASH) facilities and measures to ensure that girls are safe in and around school. Actions will also take place at the community level, by raising awareness of the importance of girls' education and by providing incentives, such as cash transfers, to encourage families to send their daughters to school.

This project is gender-responsive, as it fulfils the following criteria:

- Gender analysis based on evidence of gender inequalities: sex-disaggregated data and analysis of causes of discrimination
- Specific initiatives, including related to policies, to address inequalities
- Gender-specific outcome and performance indicator

The following expands the fictional example to a GEM 3 project:

GEM 3

In addition to the activities above, UNESCO trains teachers on gender-responsive pedagogy and builds the capacity of teachers to deliver sexuality education.

It helps to integrate content on how to prevent pregnancy prevention and child marriage in the existing sexuality education or life skills curricula.

It engages with parents, traditional and religious leaders on the importance of comprehensive sexuality education. It aims at changing harmful gender norms by mobilizing communities to be supportive of efforts to keep girls in school by reducing early pregnancy and child marriage.



Flickr - UN Women. Executive Director Visits Girls College in Abuja, Nigeria. UN Women/Mariam Kamara. Available under CC BY-NC-ND 2.0

4 Adapted from: UNESCO. 2020a. Gender Equality at UNESCO. e-Learning Course. Paris, UNESCO.

This project is gender-transformative, as it fulfils the following criteria:

- ✓ Evidence-based gender analysis: based on sex-disaggregated data and analysis of causes of discrimination
- ✓ Specific initiatives, including related to policies, to address inequalities
- ✓ Gender-specific outcome and performance indicator
- ✓ Specific initiatives/policies to target the root causes of inequalities



Nije Salam/Shutterstock.com

Checklist 1: Gender Equality Marker

The following checklist can help assess which Gender Equality Marker is attained by a project:

- Does the situation analysis include an evidence-based gender analysis?
- Does it identify existing gender inequalities?
- Is this GEM appropriate based on the information provided in the project (implementation strategy and results framework)?
- For GEM 2: Does the project include specific initiatives, including related to policies, that address gender inequalities?
- For GEM 3: Does the project include specific elements that address the root causes of gender inequalities? Does it challenge existing discriminatory practices?

Source: Based on UNESCO (2020a).



4.1.2 Gender-responsive budgeting of programmes/projects

Gender-responsive budgeting refers to an analysis of the 'impact' of actual expenditure and revenue on girls and women compared to on boys and men. It neither requires separate budgets for women, nor does it aim to solely increase spending on women-specific issues. Instead, it helps programme planners to decide how strategies need to be adjusted, and where resources need to be reallocated to address gender inequalities (UNESCO, 2019d).

In concrete terms for the programme or project, it means providing information on the share of

total expenditure targeted at activities on gender equality and the share of expenditure allocated to the specific needs of girls and women and boys and men.

When budgeting for the programme or project, it is helpful to ask the following questions:⁵

- Does the budget leave inequalities between girls and boys and between men and women unchanged? Is it gender-neutral?
- Does it reduce gender inequalities?
- Does it increase gender inequalities?

⁵ Adapted from UNESCO. 2019h. GENIA Toolkit. Tool 9: Gender-responsive budgeting in education policies. Bangkok, UNESCO.

During project implementation, the following questions are useful to monitor gender equality:

- What was delivered to whom?
- Is the budget spent so that girls and boys and women and men benefit as planned?
- Does the project need to be reoriented?

After project implementation, the following question is useful as part of monitoring and evaluation:

- Has the spending led to increased gender equality?


Box 5: United Nations Country Teams System-Wide Action Plan (UNCT-SWAP) Gender Equality Scorecard


The UNCT-SWAP Gender Equality Scorecard is a standardized assessment of UN country-level gender mainstreaming practices and performance that is aimed at ensuring accountability and improving the performance of the UNCT. While not specific to education, it includes many examples of how to assess gender mainstreaming practices in education.


4.1.3 Tools to mainstream gender in different areas of education





UNESCO's Regional Office in Bangkok developed the Gender in Education Network in Asia-Pacific (GENIA) Toolkit: Promoting Gender Equality in Education, a series of tools to facilitate gender mainstreaming. Designed as self-study tools for gender focal points and education planners and implementers, there are currently 25 tools in the toolkit, including the following tools on gender mainstreaming:


Tool 11: 
Mainstreaming gender at the whole-school level

Tool 12: 
Mainstreaming gender equality in early childhood care and education


Tool 13: 
Mainstreaming gender equality in primary and secondary education


Tool 14: 
Mainstreaming gender equality in community learning centres


Tool 15: 
Mainstreaming gender equality in technical and vocational education and training


Tool 16: 
Mainstreaming gender equality in science, technology, engineering and mathematics education

Tool 17: 
Ensuring gender equality in educational transitions

Tool 18: 
Mainstreaming gender equality in curricula and teaching and learning materials

Tool 19: 
Mainstreaming gender equality in education in emergencies

Tool 20: 
Addressing school-related gender-based violence

Tool 21: 
Mainstreaming gender equality in teacher education and professional development

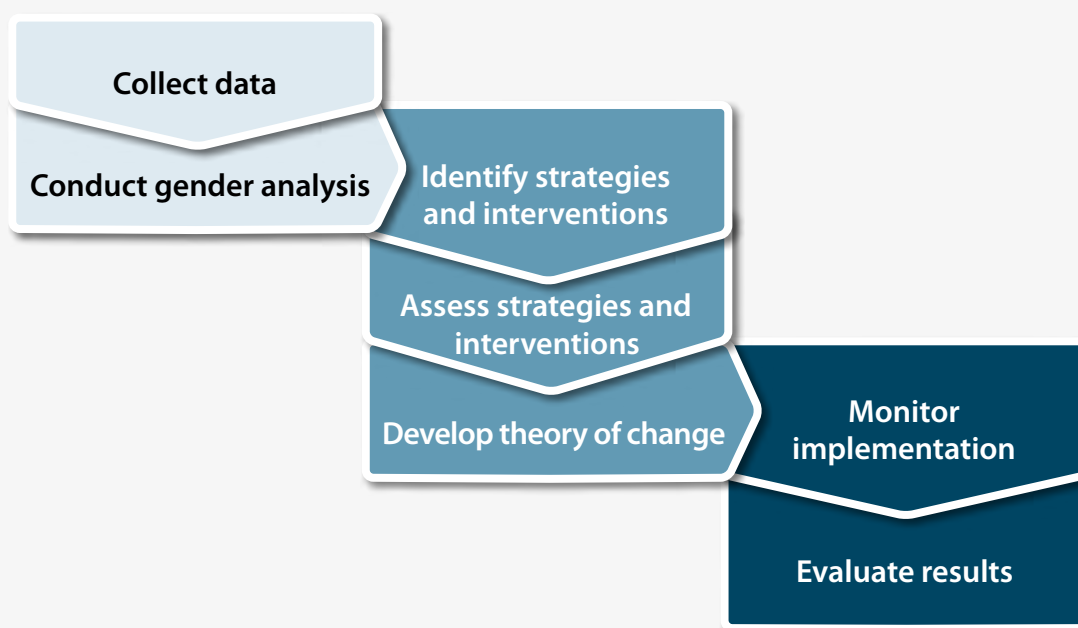


4.2 Gender-transformative programming

Effectively integrating gender into the design of education programmes involves three essential steps as shown in Figure 9: (1) collect data and conduct a gender analysis, including identifying barriers and bottlenecks; (2) identify and assess strategies and

interventions that are adequate given the context and develop a theory of change; and (3) monitor implementation and evaluate gender results (UNICEF *et al.*, 2019).

Figure 9: Steps on gender-transformative programming

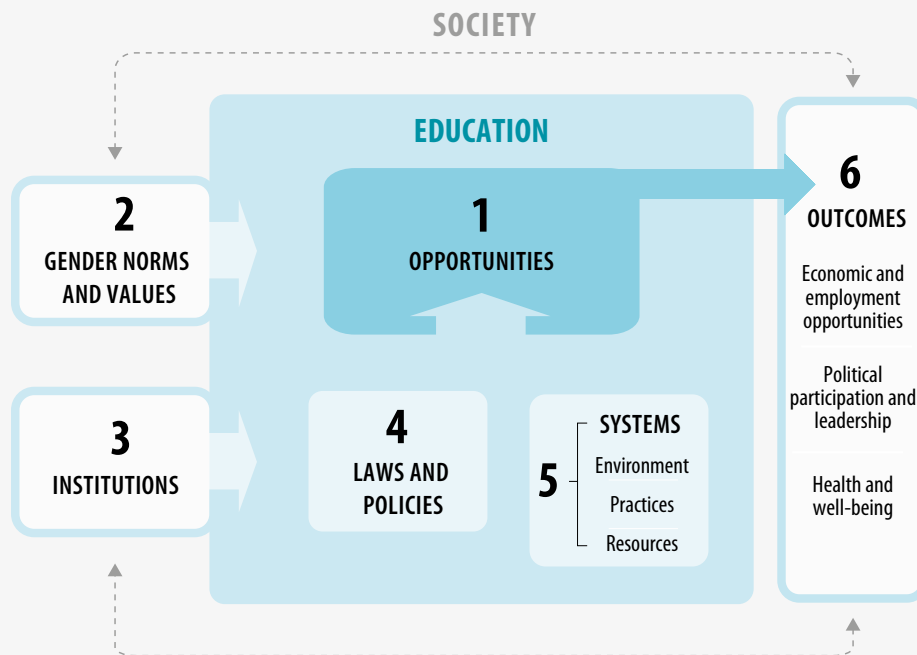


A list of resources for including gender in programming in UNESCO's areas of work can be found in the Annex. This includes resources on gender-responsive policy and legislation, gender-responsive education sector planning, literacy and non-formal education, gender-responsive STEM education, comprehensive sexuality education and school-related gender-based violence among other themes.

Source: Based on UNICEF *et al.* (2019).

To be successful, gender-transformative programming needs to engage with all stakeholders in education: families, education personnel, communities, civil society organizations, government at all levels and international organizations. Ultimately, gender-transformative programming aims at improving gender equality in society. The entire ecosystem at play is visualized in Figure 10.

Given the cross-cutting nature of gender equality, education programmes that aim to be gender-transformative often require a more comprehensive multi-sectoral approach engaging health, protection and related sectors in programming. Multi-sectoral programmes, such as the O3 programme are an example.

Figure 10: Gender equality in and through education

Source: UNESCO (2019e), p.4. GEM Report Team.

Box 6: Partners on education and gender equality

UNESCO works with many partners to advance gender equality in and through education. Partnerships enable the planning and implementation of programmes, generate knowledge and support Member States in their efforts to ensure gender-transformative education systems. Such partnerships need to be strategic, aiming to enhance the impact and visibility of UNESCO's and partners' programmes and support the achievement of SDG 4 and SDG 5.

The 'Partnerships' section of the UNESCO strategy for gender equality in and through education 2019–2025 provides an overview of some of UNESCO's main partners.

4.2.1 Identifying the problem: Collect data and conduct a gender analysis

Development interventions need to be based on evidence and consider the context in order to be effective. This requires a situation analysis. A situation analysis serves as baseline documentation of the prevailing situation before the implementation of

the development intervention. It helps facilitate an evidence-based assessment of progress achieved during the implementation. Moreover, it is an opportunity to favour ownership and sustainability by mobilizing and actively and meaningfully engaging key stakeholders, such as partners and beneficiaries.

Designing gender-responsive or gender-transformative programmes or projects is possible via an evidence-based gender analysis, which is an essential part of a situational analysis. Without a solid gender analysis, it is not possible to articulate policies and initiatives which address the different needs, aspirations, capacities and contributions of girls and boys, women and men (i.e. they are gender-responsive) nor is it possible to challenge existing and biased or discriminatory policies, practices and programmes and affect change to improve the lives of everyone (i.e. they are gender-transformative).

A gender analysis, as defined in the 2019 revision of the UNESCO Priority Gender Equality Action Plan, is:

“An assessment exercise to understand the differences and similarities between women and men with regards to their experiences, knowledge, conditions, needs, access to and control over resources, and access to development benefits and decision-making powers. It is critical step towards gender-responsive and gender-transformative planning and programming (UNESCO, 2019a, p. 72).”

For education, this means a critical analysis of how gender affects educational opportunities, the education experience of girls and boys, women and men, and their ability to apply their education. A gender analysis helps us to understand the context of marginalized girls and boys, women and men in and out of education.

Integrating a gender analysis into the situation analysis will help develop interventions that meet the needs of girls and boys, women and men in an equitable way, reducing discrimination and promoting greater gender equality. It will also help to acknowledge and challenge incorrect assumptions and avoid exacerbating existing inequities through programme design.

The following example illustrates this. In Guatemala, a gender analysis found that ethnicity, poverty and rural location combined to marginalize and exclude indigenous young women from education. Less than 30 percent of poor, rural indigenous young girls were enrolled in secondary school in 2018. They account for the vast majority of the 2 million children in the country who are out of school. More than half of all

indigenous young women are married by the age of 20 and become mothers around the same age. The UNESCO Malala Fund for Girls' Right to Education launched a project with the National Literacy Committee and the Ministry of Education to respond to the needs, availability and interests of these girls. Educational programmes are provided in indigenous languages and draw on indigenous culture. The project also aims to strengthen education policies to ensure gender equality.

Conducting a gender analysis involves six steps:

- STEP 1** Formulating the key questions to be answered
- STEP 2** Identifying indicators
- STEP 3** Examining quantitative data
- STEP 4** Examining qualitative data
- STEP 5** Doing a gender-related bottleneck/barrier analysis
- STEP 6** Reviewing data and information, identifying gaps and consulting

4.2.1.1 Formulating the key questions to be answered

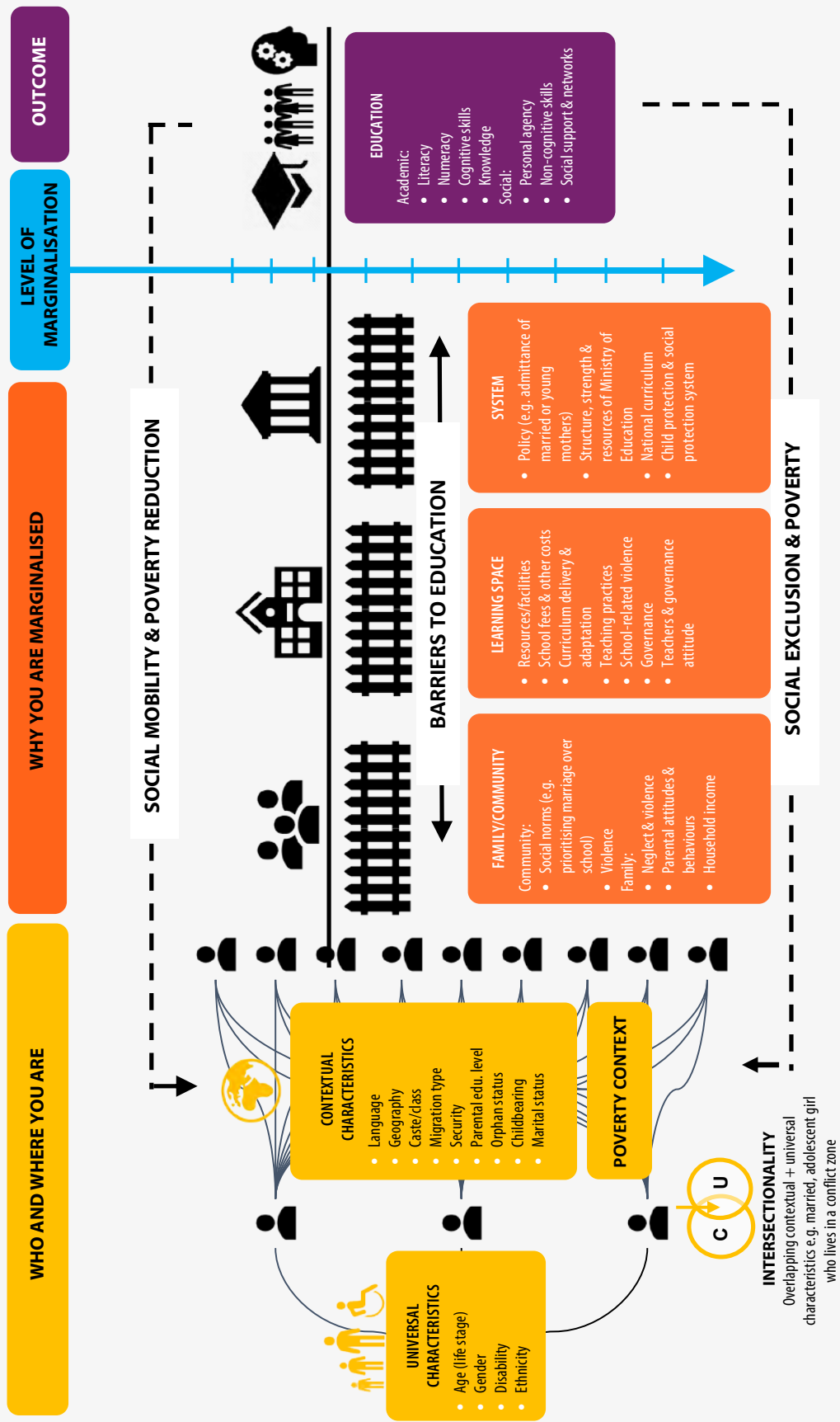
The gender analysis will seek to identify who is marginalized and why. To help formulate the key questions for the gender analysis, it is helpful to consider the roles and responsibilities of girls and boys, women and men; analyse why girls and boys, women and men differ in their access to assets, resources and opportunities; and to examine how power and decision-making are gendered and whether girls and boys, women and men share the same needs, priorities and perspectives. The questions to ask will depend on the specific context of the planned intervention (UNGEI, 2012).

The Foreign, Commonwealth & Development Office⁶ (FCDO) Girls' Education Challenge tool on marginalization helps to consider the factors that influence marginalization, the barriers to education they reveal, and the desired outcomes (see Figure 11).

⁶ Formerly Department for International Development (DFID), United Kingdom.

Figure 11: Educational marginalization framework

Educational Marginalisation Framework



Source: FCDO (2018), p.8.

Who and where they are: This part of the tool facilitates the identification of social identity characteristics using widely available quantitative data (see Section 4.2.1.3). These can be understood as universal characteristics which are common to all societies, such as gender and age. Moreover, there are contextual characteristics which are unique to a context, such as language and geography. Finally, there are intersectional characteristics, which overlap and compound, such as gender and disability. The next step involves defining the target groups for the planned intervention. This involves the segmentation of data, for instance, segmenting girls into subgroups such as girls who are poor (FCDO, 2018).

An example of identifying social identity characteristics is as follows: A universal characteristic might be a person's gender. A contextual characteristic might be their location. The intersection of the two might describe a girl who lives in a refugee camp. These characteristics can be used to identify target groups for the intervention, for example, adolescent girls displaced by conflict.

Why they are marginalized: Once having identified the target groups, the barriers to education that they face can be identified. Figure 11 shows an initial, non-exhaustive list of barriers. A gender-related bottleneck/barrier analysis (see Section 4.2.1.5) helps to think about strategies and activities to address the existing barriers (FCDO, 2018).

Education outcomes: Lastly, the outcomes that the intervention seeks to achieve can be defined. These include both academic and social skills (FCDO, 2018).

4.2.1.2 Identifying indicators

To understand the situation on gender equality in and through education in the context the project or programme is to be designed for, it is helpful to look at indicators on which data is regularly collected globally. These should address (1) education opportunities and (2) norms, institutions, laws, policies and systems. They could include (but are not limited to) the indicators in Table 2. The gender parity index is an important concept for these indicators (Box 7).

Table 2: Key indicators for analysing gender and education

1. Education opportunities	
a. GPI in gross enrolment ratio (pre-primary, primary, secondary and tertiary)	Adjusted gender parity index in the gross enrolment rate by level
b. GPI in completion rate (primary, lower secondary and upper secondary)	Adjusted gender parity index in the completion rate by level (Source: GEM Report team analysis of household surveys)
c. GPI in achieving minimum proficiency in reading and mathematics (end of primary and end of lower secondary)	Adjusted gender parity index in the percentage of students achieving at least a minimum proficiency level in reading and mathematics
d. % of female tertiary graduates	Percentage of female graduates in tertiary education in a) information and communication technology and b) engineering, manufacturing and construction

2. Norms, institutions, laws, policies and systems	
a. % of adults who value university for boys over girls	Percentage of adults that agree or strongly agree that university is more important for boys than girls (Source: World Values Survey)
b. GPI of adolescents' engagement in household chores	Percentage of adolescents aged 10 to 14 who, during the reference week, spent at least 21 hours on unpaid household services, adjusted gender parity index (Source: UNICEF)
c. % of women, early marriage rate	Percentage of women aged 20 to 24 who were first married or in union before age 18 (Source: UNICEF)
d. % of women, early childbearing rate	Percentage of women aged 20 to 24 who gave birth before age 18 (Source: UNICEF)
e. Social Institutions and Gender Index (SIGI) level of gender discrimination	Social Institutions and Gender Index (SIGI) (Source: OECD)
f. % of schools that provide HIV and sexuality education (primary and lower secondary)	Percentage of schools that provide HIV and sexuality education by level
g. GPI of students experiencing bullying	Percentage of students experiencing bullying, adjusted gender parity index
h. % of female teachers (primary and secondary)	Percentage of female teachers by level
i. Gap in share of female teachers vs head teachers (percentage points)	Difference between share of lower secondary female teachers and female head teachers (Source: OECD TALIS and national sources)
j. % of lower secondary schools with no sanitation	Percentage of lower secondary schools with no sanitation service

Note: UIS is the source unless indicated otherwise. Based on UNESCO (2020b).

The annex of each of Global Education Monitoring Report's Gender Reports provides a yearly overview of these indicators for all countries for which data are available all in one place.

Box 7: How to use the gender parity index in education

As mentioned earlier, gender parity is measured through the use of the **gender parity index (GPI)**. A gender parity index measures the ratio of girls to boys or women to men.

A gender parity index shows if girls or boys are disadvantaged. A GPI below 0.97 means that girls are disadvantaged. A GPI in the range of 0.97 – 1.03 means that gender parity is achieved. A GPI over 1.03 means that boys are disadvantaged. In Belize, for instance, the GPI in the completion rate of lower secondary education was 1.15 in 2016, according to UIS data. This means a stark disadvantage for boys.

While the GPI is a useful initial measure of inequalities in education, it has its limitations. For instance, if a GPI for learning outcomes improved from 0.7 to 1.0, this can have two reasons (with the population remaining the same): girls' achievement has improved, and both girls and boys are learning equally, or boys' achievement has declined, and girls' achievement has remained the same. The latter would, of course, be undesirable.

Source: Based on UNICEF *et al.* (2019).

4.2.1.3 Examining quantitative data

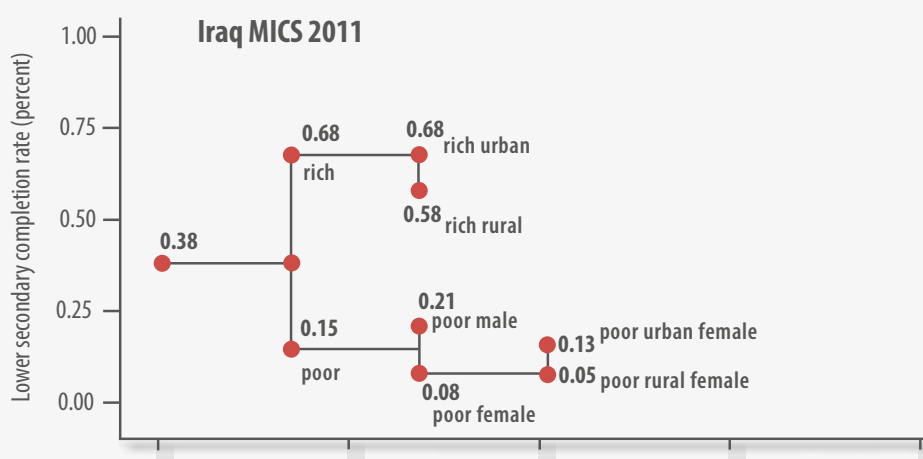
Once indicators have been identified, the collection of data and information can start. The first type of data to examine are **quantitative data** (Box 8).

Box 8: Quantitative data

Quantitative data deal with measurable statistical information. By examining quantitative statistics at multiple points in time for different indicators, patterns of marginalization in education can be identified.

Disaggregated data can uncover the factors that affect specific groups of girls and boys, women and men. They help in determining the most marginalized. Figure 12 shows household survey estimates of lower secondary school completion (among learners aged 17 to 19) in Iraq. Going from left to right, each node is split by the equity dimension (gender, location and wealth) that accounts for the next largest gap in completion. 'Rich' and 'poor' refer to the top and bottom quintile in the household wealth distribution.

Figure 12: Lower secondary completion rate by wealth, location and gender, Iraq



Source: Bilal Barakat, Global Education Monitoring Team, UNESCO. Data from UNICEF (2011).

Substantive insights can be gained from disaggregating data. The graph shows that the lower secondary completion rate is low overall. It shows that poor children are much less likely than rich ones to complete secondary education. Poor girls are less likely to complete than poor boys. Location further compounds education disadvantage for girls. Poor rural girls are thus the most marginalized group. Looking only at the national average of the lower secondary completion rate masks all of these inequalities.

Data disaggregated by sex, ethnicity and other factors of marginalization can be retrieved from many international and national sources, including:

- Education Management Information Systems (EMIS):** National bodies such as ministries of education use EMIS to collect and analyse administrative information at different levels. Information may be updated annually and disaggregated by region and by sex.

- National censuses:** Population census data can provide demographic data such as age, sex and place of residence, and may also include statistics on literacy and educational attainment.
- The UNESCO World Inequality Database on Education (WIDE):** WIDE aggregates information on disparities in education to highlight the influence of factors such as gender, ethnicity and geography on educational access and attainment. WIDE includes data from the Demographic and Health Surveys by the U.S. Agency for International Development (USAID), the Multiple Indicator Cluster Surveys (MICS) of the UN Children's Fund (UNICEF), other national household surveys and learning assessments from over 160 countries.

The database allows searching by country or indicator to find disaggregated data on a range of measures. For example, here is WIDE's entry on out-of-school children in Iraq, disaggregated by sex:

Figure 13: Out-of-school children, Iraq

Out-of-school children

Primary, MICS, 2011



Source: World Inequality Database on Education (WIDE), <https://www.education-inequalities.org>, 12 November 2021.

The entry shows that 13 percent of girls of primary school age and 7 percent of boys are out of school, and that the information comes from UNICEF's 2011 MICS.

The UNESCO Institute for Statistics (UIS) and UIS.Stat: UIS, the official statistical agency of UNESCO, produces internationally comparable data on a wide range of education indicators, searchable thematically or by country from their website. UIS has also created the UIS.Stat portal, which makes the most popular UIS data available in tabular form, disaggregated by sex and searchable by country. Data can either be accessed by **National Monitoring** or by **SDG 4 target**.

For example, the following are results from UIS.Stat (via National Monitoring) for the school life expectancy of primary school girls in Chad:

Indicator	2015	2016	2017	2018	2019
School life expectancy, primary, female (years)					
Chad	4.82	4.60	4.12	4.78	4.75

The result shows that in 2019, in Chad, school life expectancy of primary school girls stood at 4.75 years.

And here is the chart showing the school life expectancy of primary school boys – which is much higher at 6.12 years.

Indicator	2015	2016	2017	2018	2019
School life expectancy, primary, male (years)					
Chad	6.32	6.01	5.45	6.17	6.12

Accessing data by SDG 4 targets allows the retrieval of parity indices for SDG target 4.5. The gender parity index for completion rate at lower secondary education in Belize, for instance, stood at 1.15 in 2016.

Sustainable Development Goals ¹ : 4.1.2 Completion rate, lower secondary education by sex and location

Indicator	2015	2016	2017	2018	2019	2020
Completion rate, lower secondary education, adjusted gender parity index (GPIA)						
Belize	--	1.15	--	--	--	--

UIS also has a visualisation gallery for their data.

Data disaggregated by sex, ethnicity and other factors of marginalization can be retrieved by topic. For example, information on **learning outcomes** can be accessed through:

- Country-specific assessments, such as national examination results.
- Regional assessments, such as the Southern and Eastern Africa Consortium for Measuring Educational Quality (SACMEQ), Southeast Asia Primary Learning Metrics (SEA-PLM) and Pacific Islands Literacy and Numeracy Assessment (PILNA).
- Results from regional examinations, such as Caribbean Secondary Education Certificate examination (CSEC).
- International student assessments, such as the Organisation for Economic Co-operation and Development (OECD)'s Programme for International Student Assessment (PISA), or International Association for the Evaluation of Educational Achievement (IEA)'s Progress in International Reading Literacy Study (PIRLS) and Trends in International Mathematics and Science Study (TIMSS).
- Large-scale citizen-led assessments, such as the Annual Status of Education Report in India and Pakistan.

Data on **teachers** are also available. The OECD **Teaching and Learning International Survey (TALIS)** asks teachers and school leaders about working conditions and learning environments at their schools to help countries face diverse challenges.

Quantitative data on norms, institutions, laws, policies and systems can help in answering **why certain groups are marginalized**. Data on this are available here:

- **World Values Survey:** The World Values Survey collects data globally on social values and how they change. This includes questions on education and gender equality.
- **OECD Social Institutions and Gender Index (SIGI):** The OECD Development Centre's SIGI measures discrimination against women in social institutions across 180 countries. By taking into account laws, social norms and practices, the SIGI captures the underlying drivers of gender inequality with the aim to provide the data necessary for transformative policy change.
- **Multiple Indicator Cluster Surveys (MICS):** UNICEF's MICS includes an indicator on 'Percentage of girls and boys 15–19 years old who consider a husband to be justified in hitting or beating his wife for at least one of the specified reasons, i.e., if his wife burns the food, argues with him, goes out without telling him, neglects the children or refuses sexual relations.' This shows how social norms contribute to marginalization such as violence against women and girls.

4.2.1.4 Examining qualitative data

Once the statistics needed are gathered, the understanding of the situation can be broadened using **qualitative data** (Box 9).

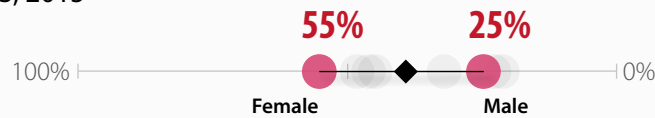
Box 9: Qualitative data

Qualitative data are data that cannot be expressed in numbers. They include research from trusted sources, for example, reports by UNESCO and other international organizations and articles in academic journals. Where quantitative data tell **who** is marginalized and may (where it concerns norms, institutions, laws, policies and systems) provide indications on **why** this is the case, qualitative data can help provide a more comprehensive answer on why they are marginalized. Qualitative data help to understand the underlying causes for trends captured in quantitative data.

The following simple example illustrates the difference between qualitative and quantitative data. WIDE shows that the out-of-school rate for girls at lower secondary level in Afghanistan is 55 percent compared to boys at 25 percent.

Figure 14: Out-of-school rate, lower secondary, Afghanistan

Lower secondary, DHS, 2015



Source: World Inequality Database on Education (WIDE), <https://www.education-inequalities.org>, 12 November 2021.

These data show *who* is disadvantaged, but not *why*. Qualitative data from trusted sources can give information on the kinds of barriers that are causing girls in Afghanistan to leave school early. For example, a report from Human Rights Watch gives the following information:

“ In a country where a third of girls marry before age 18, child marriage forces many girls out of education. Under Afghan law, the minimum age of marriage for girls is 16, or 15 with the permission of the girl’s father or a judge. In practice, the law is rarely enforced, so even earlier marriages occur. The consequences of child marriage are deeply harmful, and they include girls dropping out or being excluded from education. (Human Rights Watch, 2017) ”

This shows that social norms favouring early marriage are a key driver of exclusion from education. Other data within the report show the intersection of gender with other factors of marginalization:

“ Girls are often the first to be pushed out of school by poverty. Families that struggle to scrape together enough money for only some of their children to attend school are likely to send boys, not girls. When economic circumstances require that mothers work, daughters – not sons – are the ones likely to be kept home to do housework. (Human Rights Watch, 2017) ”

So, poverty and social norms intersect to keep girls out of education in Afghanistan.

The following global sources may help as entry points for qualitative data:

- **Her Atlas:** Her Atlas is UNESCO’s Interactive Atlas of girls’ and women’s right to education, conceived as a monitoring and advocacy tool.

It aims to enhance public knowledge of the status of national constitutions, legislation and regulations related to girls’ and women’s education rights. It includes data by country profile, covering various specific indicators.

- **Global Education Monitoring Report:** The Global Education Monitoring Reports and the accompanying Gender Reports, in particular, are a source of qualitative data at the global level.

4.2.1.5 Gender-related bottleneck/barrier analysis

Conducting a barrier analysis is an essential part of a gender analysis, linked to the examination of qualitative data. It is an important step for the design of strategies and activities to be used in a programme. Girls and boys, women and men, may be deprived of education because of prejudice, discrimination and stigma, for example. A barrier analysis focuses on four domains:

1. Enabling environment (including, for example, gender norms and legislation affecting gender equality)
2. Supply (including the resources available for girls’ and boys’, women’s and men’s education)
3. Demand (including the direct and indirect costs that can affect uptake of education)
4. Quality (including national and international standards that can impact access and attainment)

This table includes the key questions to answer in order to conduct a gender-related bottleneck/barrier analysis:

Table 3: Gender-related bottleneck/barrier analysis

The following table summarizes the key questions you need to answer to conduct a Gender-related Bottleneck/Barrier analysis of education.

Domain	Description	Gender-related Bottleneck/Barrier
Enabling environment	1. Social and gender norms: Widely-followed rules of behaviour that relate to gender equality	<ul style="list-style-type: none"> - What are the root causes of the deprivations girls or boys are facing that hinder their education? - What are the key societal beliefs about the value of educating girls? And the value of educating boys? - Is there widespread discrimination based upon poverty, ethnic identity, geographic location, disability, and/or fragile and crisis conditions? Does this discrimination affect boy and girls' education opportunities equally?
	2. Legislation/Policy that relate to gender equality. For example, GBV laws, education for pregnant girls, etc.	<ul style="list-style-type: none"> - What kind of policies and legal frameworks exist to prevent and/or enforce and address key issues that affect gender discrimination in the education system?
	3. Budget/expenditure: Allocation and disbursement of required resources	<ul style="list-style-type: none"> - Are the public budgets invested in education benefitting girls and boys to the same extent? For example, investments in quality schools and qualified teachers in remote rural areas, will not equally benefit girls if they are not allowed to attend school and the ones enrolled are mostly boys. - Are there systemic funding constraints for national entities that limit capacity to provide quality education for vulnerable priority populations thereby hindering progress?
	4. Management and coordination: Roles and responsibility/ coordination/partnership	<ul style="list-style-type: none"> - What national level coordination barriers hinder the enforcement of social protections that facilitate access to education particularly in humanitarian and emergency settings? Do these barriers affect boy and girls' education opportunities equally?
Supply	5. Availability of essential inputs	<ul style="list-style-type: none"> - What critical inputs are lacking within the delivery process of education to vulnerable populations?
	6. Access to adequately staffed schools, facilities and information	<ul style="list-style-type: none"> - What lacking resources prevent access to quality education including information that has a disproportional impact on vulnerable populations of boys or girls?
Demand	7. Financial access: Direct and indirect costs for education	<ul style="list-style-type: none"> - What factors impede demand for access to education that disproportionately impact a specific sex? - For example, families not valuing education for girls and preferring to educate boys
	8. Social, cultural practices and beliefs: Individual and community beliefs, awareness behaviour, practices, attitudes	<ul style="list-style-type: none"> - What social norms, practices, beliefs and behaviour hinder education outcomes for girls and for boys? For example, child marriage mainly affects education outcomes for adolescent girls.
	9. Continuity of use: completion of service/practice	<ul style="list-style-type: none"> - What barriers prevent continuity of schooling for girls and for boys?
Quality	10. Adherence to required quality standards of education (national or international)	<ul style="list-style-type: none"> - What are some of the quality standards that are not being adhered to that impact access and achievement in education for marginalized girls or boys? For example, not applying gender responsive pedagogies affects both boys and girls, but disproportionately affects the learning outcomes for girls.

Source: UNICEF et al. (2019).

4.2.1.6 Reviewing data and information, identifying gaps and consulting

After having reviewed the available quantitative and qualitative data and completed the gender-related bottleneck/barrier analysis, it is helpful to consider whether there are still unanswered questions about barriers and the reasons they exist. This may lead to the need to take steps to generate further data. Focus group discussions and in-depth interviews can be useful ways to further collect qualitative data – but in conducting them, it is crucial to ensure the engagement of local researchers and obtaining ethical review, in case the topics under discussion are sensitive (UNICEF et al., 2019).

Box 10: Ethical considerations: protecting children and vulnerable groups

When consulting minors or LGBTIQ youth to integrate their voices as actors into programming or conducting research more broadly, their protection comes first. The dignity of girls and boys and LGBTIQ youth must be honoured, and their rights and well-being respected at all times.

The compendium Ethical Research Involving Children by UNICEF Innocenti, the global research centre for children, provides support for making ethical decisions and improving research practice in international contexts.

The UNESCO technical brief, *Bringing it out in the open: Monitoring school violence based on sexual orientation, gender identity or gender expression in national and international surveys*, discusses challenges in collecting data on school violence based on SOGIE and provides guidance on how to report on it.

In any case, girls and boys, women and men who are impacted by the planned programme and their community should be consulted. Female and male experts and gender focal points at UNESCO should be consulted. This will help to gain further understanding of the situation and, in particular, information on who are the most marginalized groups in the context the programme is planned.

Checklist 2: Gender analysis

The following checklist helps to verify if the basic requirements of a gender analysis have been addressed:

- Are sex-disaggregated data included? What are the implications of these data for the programme/project?
- Were both girls and boys, women and men consulted and their views heard?
- Were differences in gender roles, needs and aspirations identified?
- Were any existing policies, practices or programmes that are discriminatory identified?
- Were any root causes of gender inequality identified?



Source: Based on UNESCO (2020a).

4.2.2 Designing the programme

4.2.2.1 Strategies for programmes on gender equality in and through education

Based on the gender analysis and barriers and bottlenecks identified, programmes need to include adequate strategies to address them and achieve their objectives.

UNESCO staff and partners should also consider UNESCO's priorities, using:

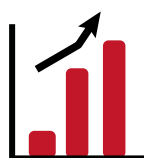
- Sustainable Development Goal 4 and its targets
- UNESCO strategy for gender equality in and through education 2019–2025
- UNESCO Priority Gender Equality Action Plan: 2014–2021, 2019 revision
- The relevant UNESCO Country Strategy.

Figure 15 presents several strategies that can be used to address barriers to education for girls and boys, women and men. They have shown varied levels of effectiveness depending on the context. These strategies can be combined as relevant and are non-exhaustive. The resources in the annex provide further information on these strategies.

Figure 15: Select strategies to improve gender equality in and through education

IMPROVE Gender equality in and through education

- Empowering girls and boys to fight stereotypes
- Engaging the community and local actors
- Increasing female participation in science, technology, engineering and mathematics
- Implementing cash and in-kind transfer programmes for girls or boys
- Developing second-chance programmes for girls who have left school or are at risk of dropping out
- Increasing technical and vocational education and training opportunities for girls
- Making teaching and learning material gender-responsive
- Making schools gender-responsive
- Making teacher education gender-responsive
- Recruiting qualified female teachers in rural areas
- Ensuring safe schools, including protection from attack and safe journey to schools
- Providing comprehensive sexuality education



Source: Based on UNESCO (2019e).

The pre-selected strategies need to be assessed to increase overall chance of their success. The following checklist will help assess strategies:

Checklist 3: Assess strategies

- Is the strategy based on evidence of what works?
- Is it feasible based on the available resources and capacities?
- Is it appropriate to the country context and aligned with its higher policy objectives?
- Is it affordable?
- Is it cost-effective?
- Is it sustainable?



Source: Based on UNICEF et al. (2019)

4.2.2.2 A gender-responsive theory of change

A key part of understanding and explaining how a programme will contribute to building gender equality is a gender-responsive **theory of change** (ToC), which includes the strategies to achieve progress towards the objectives of the programme. A ToC is a tool that facilitates the process of making sense of how a development intervention works and is intended to lead to change. In particular, it assists in moving at each step from implicit, unstated assumptions to explicit causal connections. Accordingly, defining assumptions is critical.

Related to gender equality, UN Women notes:

“On the basis of research on context and programmatic experience, the theory of change visualizes the pathways through which a gender intervention’s outputs or intermediary results are expected to contribute to the gender equality-related longer-term development outcomes of a given sector (UN Women, 2014, p. 41).”

A clear theory of change can help to:

- Translate the gender analysis findings into concrete options for programming
- Explain the objectives, targets and budgets to make clear to donors and stakeholders what 'success' entails
- Identify potential risks and unintended consequences
- Think about long-term change rather than short-term victories.

A ToC begins with the formulation of the impact statement. Working backwards, thereafter, the outcome, output and finally the activity statements (interventions) should be formulated. It is helpful to think about whether the changes envisaged are:

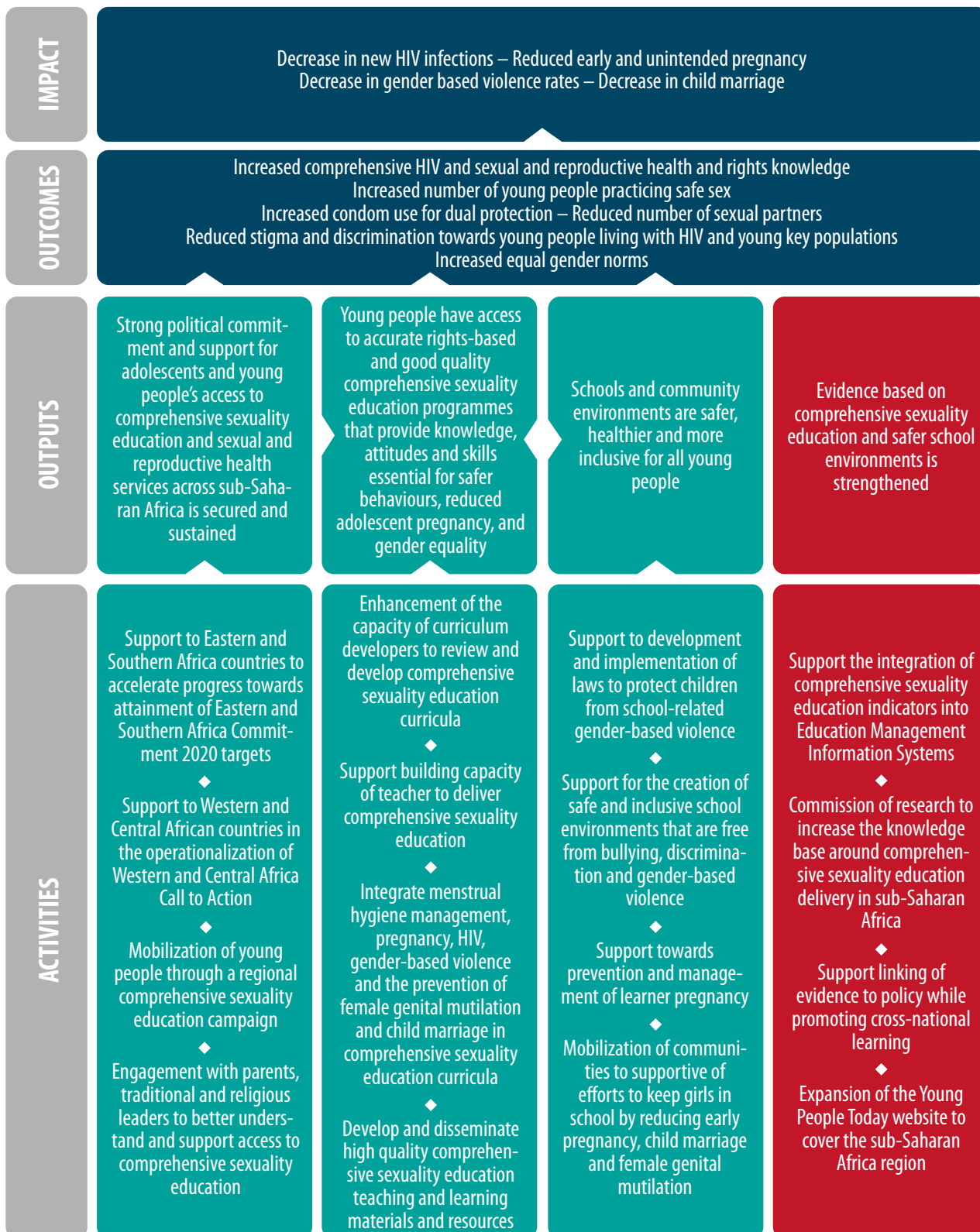
- Informal and individual – aimed at changing attitudes and behaviour of individual girls and boys, women and men
- Informal and systemic – aimed at addressing discriminatory norms and exclusionary practices
- Formal and individual – aimed at increasing individual girls' and boys', women's and men's access to resources
- Formal and systemic – aimed at altering laws, policies, institutions and service providers to increase gender equality.

For more information: see UN Women, 2014



The following is an example of a theory of change from the UNESCO Our Rights, Our Lives, Our Future (O3) Programme (see Figure 16).

Figure 16: Theory of change: O³ Programme



Source: UNESCO (2019), p.7.

4.2.2.3 Checklist for project and programme design

The following checklist helps assess the design of projects and programmes from a gender perspective. It will help you determine whether the project or programme is gender-responsive or gender-transformative (see sections 4.1 and 4.1.1).

Checklist 4: Project and programme design

Defining general project/ programme objectives	Yes	No	Don't know	Evidence
1. Are project/programme objectives explicitly related to both women's, men's, girls' and boys' immediate or practical needs?				
2. Do the project/programme objectives also include the long-term strategic needs with a view to achieving gender equality in education?				
3. Do these objectives adequately reflect women's, men's, girls' and boys' needs?				
4. Have women and men of the project/programme target populations equally participated in setting those objectives?				
5. Have there been any earlier efforts towards similar objectives?				
6. How has the present proposal built on earlier activity/lessons learnt?				
Identifying possible negative effects	Yes	No	Don't know	Evidence
1. Is there any risk that the project/programme might negatively affect the current situation/condition of the target population? If so, please explain.				
2. What will be the effects of the project/programme on women and men, girls and boys in the short and longer term?				



Implementation	Yes	No	Don't know	Evidence
1. Does the project/programme implementer ⁷ have a gender-responsive organizational culture ⁸ and a track record of empowering people, men and women, boys and girls?				
2. If not, has the project/programme implementation team been given gender training?				
3. Has the implementation team been assisted to develop gender specific guidelines prior to the start of the project/programme?				
4. Are the risks, high-risk behaviours and vulnerabilities of men and women, boys and girls in the target group being appropriately addressed? ⁹				
5. Does the project/programme include women and men, girls and boys who are disadvantaged?				
If the project/programme involves training	Yes	No	Don't know	Evidence
1. Are the 'life experiences' of the female and male learners valued in the training?				
2. Are the content and methods appropriate for male and female learners?				
3. Are female and male learners able to use the knowledge/skills gained in the local labour market, in their communities, or in their homes?				
4. Is there a gender balance of both trainers and learners?				
5. Are follow-up (post-training) services provided to the learners/trainees, or are regular contacts made with them by the trainers?				

Source: Adapted from UNESCO (2019).



⁷ Examples of implementers: NGOs, education research groups, community learning centres, parent teacher organizations, teacher training colleges, school management teams, curriculum development teams.

⁸ An organization with a gender-responsive culture equally values the knowledge and skills of women and men, and facilitates their role as partners in decision-making. It employs, promotes and builds capacity of both.

⁹ Examples of high-risk behaviours are behaviours that put children at risk of being infected with HIV/AIDS, being pulled into drug use or prostitution, and being vulnerable to violence or child labour.

4.2.3 Monitoring and evaluating gender results in education programmes

4.2.3.1 What is gender-sensitive monitoring and evaluation?

Gender-sensitive monitoring and evaluation helps to understand whether an intervention is addressing the needs of girls and boys, women and men, and whether and how it is affected by gender dynamics. By doing so, it helps to build the evidence base for better gender equality programming and ensures accountability on progress on gender issues. It also contributes to more effective programming in general.

Monitoring happens throughout the project's life cycle. It tracks short-term results to help adjust activities if needed. Evaluation happens at the end of the programme cycle and assesses medium-term outcomes. Evaluation helps to identify achievements,

challenges and good practices; assess the relevance of objectives; and identify lessons learned. At UNESCO, monitoring is typically done by staff, whereas an evaluation is typically done externally.

Along with positive results, monitoring and evaluation should also aim to track negative results, such as a lack of results and unintended consequences. For example, evaluation might show that improving girls' attendance at secondary school has led to increased violence experienced by girls on their way to school. It is important to be aware, though, that in some cases, unintended results may indicate that the programme is working, by providing evidence that those invested in maintaining the status quo are fighting the positive change that is taking place (UN Women, 2014).

Drawing up a results framework based on the findings of the gender analysis helps to monitor progress.

The following is an example of a project that aims to make textbooks free from gender stereotypes.

Table 4: Example results framework

Activity	Organizing capacity development workshops with education ministry staff on elaborating education policies to eradicate gender stereotypes in textbooks
Output	Capacities of policymakers strengthened to elaborate/implement education policies which ensure that textbooks are free from gender stereotypes
Output performance indicator	Percentage of education ministry staff (male and female) who are empowered to elaborate/implement education policies to eradicate gender stereotypes in textbooks
Outcome	Policymakers have put in place education policies, which ensure that textbooks are free from gender stereotypes
Outcome performance indicator	Number of education policies which have been elaborated and/or implemented to ensure that textbooks are free from gender stereotypes

Source: UNESCO (2020a).

Box 11: Results-based management definitions

Results-based management (RBM)

helps to improve programme delivery and increases management effectiveness, efficiency and accountability. UNESCO staff are encouraged to produce evidence-based results-oriented programming, monitoring and reporting. RBM at UNESCO is defined through six concepts:

- **Inputs** are financial, human, material, technological and information resources used for development interventions.
- **Activities** are actions taken or work performed through which inputs are mobilized to produce specific outputs.
- The **reach** of a development intervention indicates the geographical scope and stakeholders (i.e. the beneficiaries and partners) involved who benefit from it.
- **Outputs** are changes in skills or abilities and capacities of individuals or institutions, or the availability of new products, goods and services induced by the completion of activities within a development intervention.
- **Outcomes** are changes in a state or condition that derive from a cause-and-effect relationship. They represent changes in the institutional and behavioural capacities or development conditions that occur between the completion of outputs and the achievement of impacts.
- **Impacts** are positive and generate long-term effects on identifiable population groups produced by a development intervention, directly or indirectly, intended or unintended.

More on RBM at UNESCO can be found here: <https://en.unesco.org/strategic-planning/Results-based-management>

Source: UNESCO (2020c).

4.2.3.2 Developing gender equality indicators

The first step towards effectively monitoring and evaluating gender results in education programming is developing gender-related indicators. Gender-related indicators:

- Address the gender gaps and inequalities which are planned to be redressed
- Require the collection of data, disaggregated by sex, as well as by age and socio-economic and ethnic group
- Take into account a long-term perspective (because social change takes time)
- Use participatory approaches. Girls and boys, women and men must actively take part in the planning of performance measurement frameworks, in their implementation, and in the discussion of their findings (UNESCO, 2018d).

Indicators should be both **achievable** and **measurable**: that is, it should be possible to verify that they can be achieved, and it should be possible to demonstrate a clear link between the indicator and the objective that it is intended to measure.

Both **quantitative** and **qualitative** indicators should be included.

Quantitative indicators are those that can be measured in numbers – the percentage or total number of girls and boys or women and men involved in or affected by a particular activity. For example, a programme might aim to increase women’s membership of school boards to 50 percent by the end of its third year.

Qualitative indicators, on the other hand, show more than just participation; they tell something about the *quality* of participation. For example, the programme might seek to ensure that at least 50 percent of women on school boards report that they have been involved in decision-making by the end of the

programme's third year. These indicators should be developed with the participation of target groups.

Indicators that relate to **input, process (activity and output), outcome and impact** should be included.

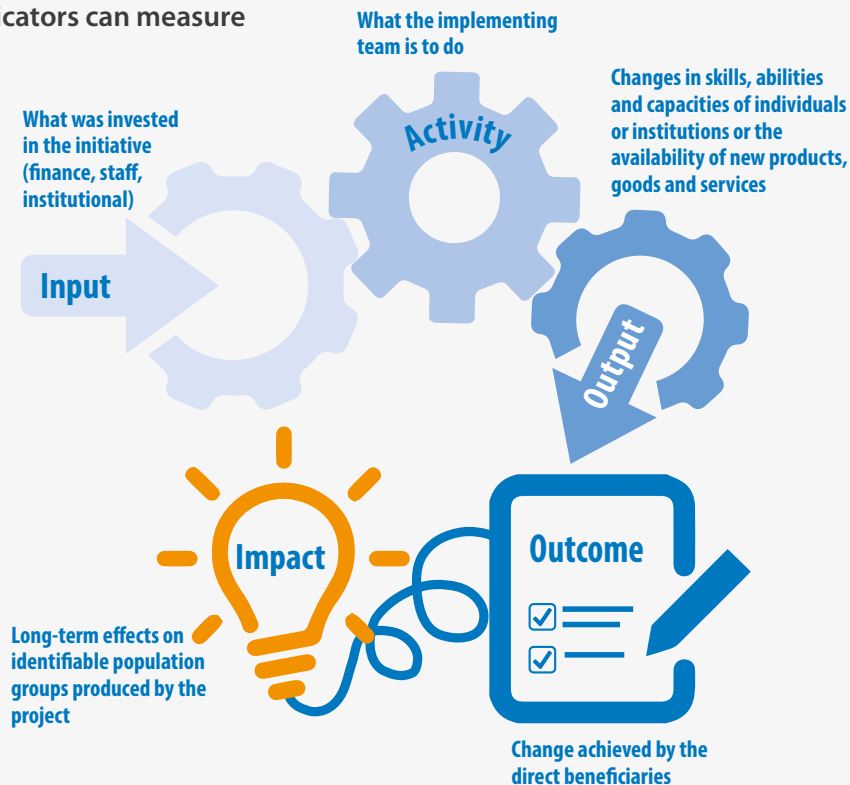
Input indicators measure what was invested in the project and will usually be **quantitative**. **Process**

indicators measure what happened during the project and will usually be **qualitative**. **Outcome** indicators measure what was achieved by the project and should be determined in cooperation with the target groups involved in the project.

Impact measures the long-term effects of the intervention (UNESCO, 2018d).

Figure 17: Performance indicators

Performance indicators can measure



Source: UNESCO (2020a).

Here are some more tips from the United Nations Evaluation Group (UNEG) on creating appropriate gender equality indicators:

- 1. Think SMART:** Indicators need to be Specific, Measurable, Accurate, Relevant, and Time-bound. For gender equality indicators, their formulation needs to address these aspects in a very clear manner.
- 2. Identify suitable indicators:** Indicators must give as detailed, accurate and comprehensive a picture of progress as possible, convincingly demonstrate how an intervention is developing, and focus on the most critical aspects necessary for the results to be achieved.
- 3. Clarify concepts:** Gender (a social construct of what it means to be male and female) must not be confused with sex (a biological difference between men and women). For example, gender issues and women's issues are not the same.
- 4. Do not treat stakeholders as a uniform group,** especially beneficiaries: Beneficiaries of an intervention have the right to be treated fairly, pertaining to their specific situations and addressed accordingly. Disaggregating indicators and collecting information on different groups (according to gender, race/ethnic group, age, area of residence, disabilities, income level, sexual orientation, literacy and education level, employment

type, political affiliations, religious affiliation, involvement in conflict, etc.), is a powerful ally in this process.

5. Use a mix of qualitative and quantitative indicators

to measure the results of an intervention: A balanced mix is essential to generate more and diverse information, to add credibility to the data and to probe on more profound aspects of the changes demonstrated.

6. Consult stakeholders when formulating and choosing indicators:

They may have additional ideas and the contextual knowledge to identify what information will

be most relevant to understand the changes to which the intervention contributes (UNEG, 2014, p. 54).

4.2.3.3 Involving stakeholders in evaluation

The UN mandates that stakeholders, whether the implementers or the beneficiaries, of any intervention should be involved in the evaluation process. As far as possible, it is best to involve stakeholders from the earliest stages of the process. To decide who should be included when, a **stakeholder analysis** needs to be conducted.

UNEG has created a matrix that can help carry out this analysis.

Table 5: Stakeholder analysis matrix

Who (stakeholders, disaggregated as appropriate)	What (their role in the intervention)	Why (purpose of the involvement in the evaluation)	Priority (how important to be part of the evaluation process)	When (stage of the evaluation to engage them)	How (ways and capacities in which stakeholders will participate)
Duty bearers with the authority to make decisions related to the intervention Example: government organizations; government officials; government leaders; funding agency					
Duty bearers who have direct responsibility for the intervention Example: funding agency; government, programme managers; partners (individual and organizations); staff members					
Secondary duty bearers Example: private sector; other authorities; employers					
Rights holders who in one way or another benefit from the intervention Example: women, men, girls, boys, other groups disaggregated					
Rights holders who are in a position disadvantaged by the intervention Example: women, men, girls, boys, other groups disaggregated					
Other interest groups who are not directly participating in the intervention Example: other development agencies working in the area; civil society organizations; other organizations; private businesses, non-state actors such as guerrilla movements, etc.					

Source: UNEG (2014), p.63.

It is important to consider how to ensure that girls and boys, women and men will be able to meaningfully participate in the evaluation. Some questions to consider include:

- Will all stakeholders be consulted together, or will they be engaged separately? In each case, what will the implications be in terms of timing and cost?
- If stakeholders are consulted together, how will it be ensured to hear everyone's perspectives? Power relations, confidence levels, gender norms and literacy levels may have an effect on people's willingness to share experiences.
- On sensitive issues, such as sexual violence, stakeholders may be unwilling to share information, as they seek to protect individuals or because of gender norms. How will it be ensured that knowledge is accessed in a sensitive and respectful way? How will it be ensured that the privacy of these individuals is respected?

The scope of any evaluation will also depend on the budget available.

4.2.3.4 Choosing an evaluation team

A successful evaluation process needs to have a good team behind it. In selecting team members for the evaluation process, it is important to choose a diverse team with a good mix of skills and perspectives.

Here are some things to think about when choosing the team:

- Both women and men should be included in the team, both for enumerating results and for analysis; research shows, for example, that female interviewers improve disclosure of events such as sexual assault, regardless of the gender of the respondent (UN Women, 2014).
- To ensure getting the widest possible range of perspectives, it is best to include members of varying ages, geographical origins and types of expertise.
- Both male and female evaluation team members should have gender expertise, evaluation knowledge, sectoral experience and context knowledge.
- Team members should be capable of appreciating and listening to each other's expertise, creating a dynamic in which the team values different perspectives.

Evaluation is an opportunity to draw attention to gender equality considerations and results, increase understanding of gender equality among programme staff and stakeholders during the process, and produce lessons on how to better integrate the gender equality perspective in the future. Therefore, evaluations require a management response, which confirms the acceptance, partial or complete rejection of each recommendation from the evaluation. Based on the management response, staff responsible for the management of the project or programme need to take action. A follow-up process is also required to ensure that lessons learned are duly integrated into future projects and programmes.

4.2.3.5 Checklist on project and programme monitoring and evaluation

The following checklist helps assess the monitoring and evaluation of projects and programmes from a gender perspective:

Checklist 5: Project and programme monitoring and evaluation

Monitoring and evaluation				
Data requirements	Yes	No	Don't know	Evidence
1. Does the monitoring checklist include clear gender mainstreaming requirements?				
2. Does the monitoring checklist include sex-disaggregation of information?				
3. Does the project/programme have sex-disaggregated baseline data, gender objectives, expected gender equality results and related indicators, so as to enable the project/programme team as well as the beneficiaries to carry out the gender audit and assessment at various stages of the project/programme life-cycle?				
4. Are women and men, girls and boys equally involved in designing the data requirements?				
Data collection and analysis	Yes	No	Don't know	Evidence
1. Are the data collected at sufficient intervals so that necessary adjustments could be made during the project/programme?				
2. Are the data fed back to project/programme personnel and beneficiaries in an understandable form and on a timely basis to allow adjustments?				
3. Are women and men equally involved in the collection and interpretation of data?				
4. Are data analysed so as to provide guidance to the design of other projects/programmes?				



Planning and conducting the evaluation	Yes	No	Don't know	Evidence
1. Has an evaluation team been selected with knowledge of and commitment to gender equality and experience in gender analysis? Is diversity in the team ensured?				
2. Do criteria and evaluation questions include specific criteria on gender equality? Are evaluation questions formulated through a gender lens? Are criteria specific to the context of the initiative being evaluated?				
3. Do evaluation questions measure change in laws and policies, attitudes and behaviours? Do they measure changes in beneficiaries' access to services and beneficiary's well-being?				
4. Does the evaluation use a combination of evaluation methods that ensure the contribution of diverse perspectives? To what extent are the methods effective in capturing and integrating gender equality concerns in the evaluation?				
5. Will the evaluation team reach out to diverse stakeholders during the evaluation? Will the evaluation ensure that all stakeholder groups identified in the initial analysis were consulted?				
6. Does the report discuss findings related to gender equality? Does the report include sex-disaggregated data? Do the conclusions and recommendations specifically address gender-related issues?				
7. Will the evaluation be used to scale up good practices? Will the evaluation report be circulated to diverse stakeholder groups? Does the management response consider the issues related to gender equality raised in the report? Was the management response prepared in consultation with a diverse group of stakeholders who are affected by gender equality issues?				

Source: UNESCO (2020a; 2019j).



Final thoughts

Integrating gender equality in an education project or programme will help make this work more effective and contribute to building a more equal world. This toolkit provides some key tools to help in doing so.

For any questions or proposals on how to improve this toolkit, please contact the Section of Education for Inclusion and Gender Equality:
gender.ed@unesco.org

Any feedback on how this toolkit is used and examples of promising practices and lessons learned are welcomed.

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Annex: Resources for including gender in programming in UNESCO's areas of work

Here are some resources that can help you to think about gender-responsive and gender-transformative approaches in different thematic areas.

Gender-responsive policy and legislation:

- UNESCO. 2021. *Guidelines to strengthen the right to education in national frameworks*. Paris, UNESCO.
- UNESCO. 2021. *Her Atlas, UNESCO's Interactive Atlas of girls' and women's right to education*. Paris, UNESCO.
- UNESCO. 2021. *Observatory on the right to education*. Paris, UNESCO.
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- UNESCO and Right to Education Initiative. 2019. *Right to education handbook*. Paris/London, UNESCO/Right to Education Initiative.

Gender-responsive education sector planning:

- UNESCO International Institute for Educational Planning (IIEP). 2015. *A matter of right and reason: gender equality in educational planning and management*. Paris, UNESCO IIEP.
- UNESCO IIEP and Global Partnership for Education (GPE). 2015. *Guidelines for education sector plan appraisal*. Paris/Washington DC, UNESCO/GPE.

- UNESCO IIEP Pôle de Dakar, World Bank and UNICEF. 2014. *Education sector analysis methodological guidelines. Volume 1: Sector-wide analysis, with emphasis on primary and secondary education*. Dakar/Washington DC/New York, UNESCO/World Bank/UNICEF.
- UNGEI. 2021. *Gender Equality in Education Snapshot (GES) Toolkit*. New York, UNGEI.
- UNGEI and Malala Fund. 2021. *Spending Better for Gender Equality in Education: How can financing be targeted to improve gender equality in education?* New York, UNGEI.
- United Nations Girls' Education Initiative (UNGEI) and GPE. 2017. *Guidance for Developing Gender-Responsive Education Sector Plans*. New York/Washington DC, UNGEI/GPE.

Teacher policy, teacher training and gender-responsive teaching materials:

- Forum for African Women Educationalists (FAWE) and VVOB. 2019. *Gender-responsive pedagogy in early childhood education: A toolkit for teachers and school leaders*. Nairobi/Brussels, FAWE/VVOB.
- Forum for African Women Educationalists (FAWE). 2018. *FAWE's gender responsive pedagogy: a toolkit for teachers and schools*. 2nd edition. Nairobi, FAWE.
- UNESCO IICBA. 2021. *Gender-responsive education: toolkit for teachers, teacher educators, school managers and curriculum developers in Africa*. Addis Ababa, UNESCO IICBA.

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- UNESCO. 2015. *A guide for gender equality in teacher education policy and practices*. Paris, UNESCO.

Gender-responsive learning environments:

- IREX and USAID. 2015. *Developing gender responsive learning environments toolkit: An IREX toolkit for teachers*. Washington DC, IREX/USAID.
- International Research and Exchanges Board and USAID. 2014. *Creating supportive learning environments for girls and boys: A guide for educators*. Washington DC, IREX/USAID.

School-related gender-based violence:

- UNESCO. 2019. *Bringing it out in the open: Monitoring school violence based on sexual orientation, gender identity or gender expression in national and international surveys*. Paris, UNESCO.
- UNESCO. 2019. *Behind the numbers: Ending school violence and bullying*. Paris, UNESCO.
- UNESCO. 2016. *Out in the open: Education sector responses to violence based on sexual orientation or gender identity/expression: summary report*. Paris, UNESCO.
- UNESCO and UNGEI. 2019. *Ending school-related gender-based violence: a series of thematic briefs*. Paris/New York, UNESCO/UNGEI.
- UNESCO and UN Women. 2016. *Global guidance on addressing school-related gender-based violence*. Paris, UNESCO/UN Women.
- World Bank. 2015. *Violence against women and girls resource guide: Education Sector Brief*. Washington DC, World Bank.

Boys' disengagement from education:

- Barker, G., Verma, R., Crownover, J., Segundo, M., Fonseca, V., Contreras, J.M., Heilman, B. and Pawlak, P. 2012. Boys and education in the Global South: Emerging vulnerabilities and new opportunities for promoting changes in gender norms, *Journal of Boyhood Studies*, Vol. 6.2, pp. 137–50.
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Technical and vocational education and training:

- Colleges & Institutes Canada. 2017. *Skills development as a means to women's empowerment: Integrating gender equality in TVET*. Ottawa, Colleges & Institutes Canada.
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Higher education:

- National Education Opportunities Network (NEON) and the Northern Consortium (NCUK). 2021. *The equity policy map*. London, NEON and NCUK.
- O'Connor, P., Carvalho, T., Vabø, A. and Cardoso, S. 2015. 'Gender in higher education: A critical review'. In: Huisman, J., de Boer, H., Dill, D.D. and Souto-Otero, M. (eds.) *The Palgrave International Handbook of Higher Education Policy and Governance*. London, Palgrave Macmillan.
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Literacy and non-formal education:

- Ghorbani, M. 2020. *Genre et projets d'alphabétisation en contexte d'urgence et d'insécurité — Note d'enjeux*. Paris, F3E. (French)
- Robinson-Pant, A. 2016. *Promoting health and literacy for women's empowerment*. Hamburg, UNESCO Institute for Lifelong Learning (UNESCO-UIL).
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- UIL. 2017. *Learning together across generations: Guidelines for family literacy and learning programmes*. Hamburg, UIL.
- UIL. 2016. *Narrowing the gender gap: empowering women through literacy programmes*. Hamburg, UIL.
- UIL. 2014. *Literacy and education for sustainable development and women's empowerment*. Hamburg, UIL.
- UIL. 2013. *Literacy and women's empowerment: Stories of success and inspiration*. Hamburg, UIL.

Gender-responsive STEM education:

- UNESCO. 2020. *STEM education for girls and women: Breaking barriers and exploring gender inequality in Asia*. Bangkok, UNESCO.
- UNESCO. 2017. *Cracking the code: Girls' and women's education in science, technology, engineering and mathematics (STEM)*. Paris, UNESCO.
- UNESCO. 2015. *A complex formula: girls and women in science, technology, engineering and mathematics in Asia*. Bangkok, UNESCO.
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- UNICEF, EQUALS and the International Telecommunications Union. 2020. *Towards an equal future: Reimagining girls' education through STEM*. New York, UNICEF.

Gender-responsive digital education and training:

- EQUALS. 2020. *EQUALS Digital Skills Hub*. Geneva, EQUALS.
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Education for Sustainable Development and gender:

- Kwauk, C. and Braga, A. 2017. *Three platforms for girls' education in climate strategies*. Washington DC, Brookings.
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Comprehensive sexuality education:

- UNESCO, UNAIDS, UNPFA, UNICEF, UN Women and WHO. 2021. *The journey towards comprehensive sexuality education: global status report*. Paris, UNESCO.
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COVID-19 pandemic:

- UNESCO. 2021. *When schools shut: Gendered impacts of COVID-19 school closures*. Paris, UNESCO.
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Gender equality in education in emergencies:

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- UNICEF. 2021. *Reimagining girls' education: solutions to keep girls learning in emergencies*. New York, UNICEF.

Global Education Monitoring Report:

- UNESCO. 2020. *Global Education Monitoring Report 2020: Gender Report – A new generation: 25 years of efforts for gender equality in education*. Paris, UNESCO.
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United Nations
Educational, Scientific
and Cultural Organization

From access to empowerment

Operational tools to advance gender equality

in and through education

This toolkit has been developed to strengthen individual and institutional capacity to integrate gender equality into education programmes in an effective manner.

It has been prepared for all UNESCO Education Sector staff, including those at Headquarters, in Field/Regional/Cluster Offices and in Institutes as well as for implementing partners.

This toolkit provides orientation and operational tools to meaningfully integrate gender into all education programmes. The first part provides a short introduction to key concepts on gender equality in and through education and an overview on how gender equality in education links to UNESCO's vision and internationally agreed objectives. The second part provides practical guidance on how to mainstream gender equality into an education programme, how to design gender-transformative programmes and finally, how to monitor and evaluate gender results in education programmes.

