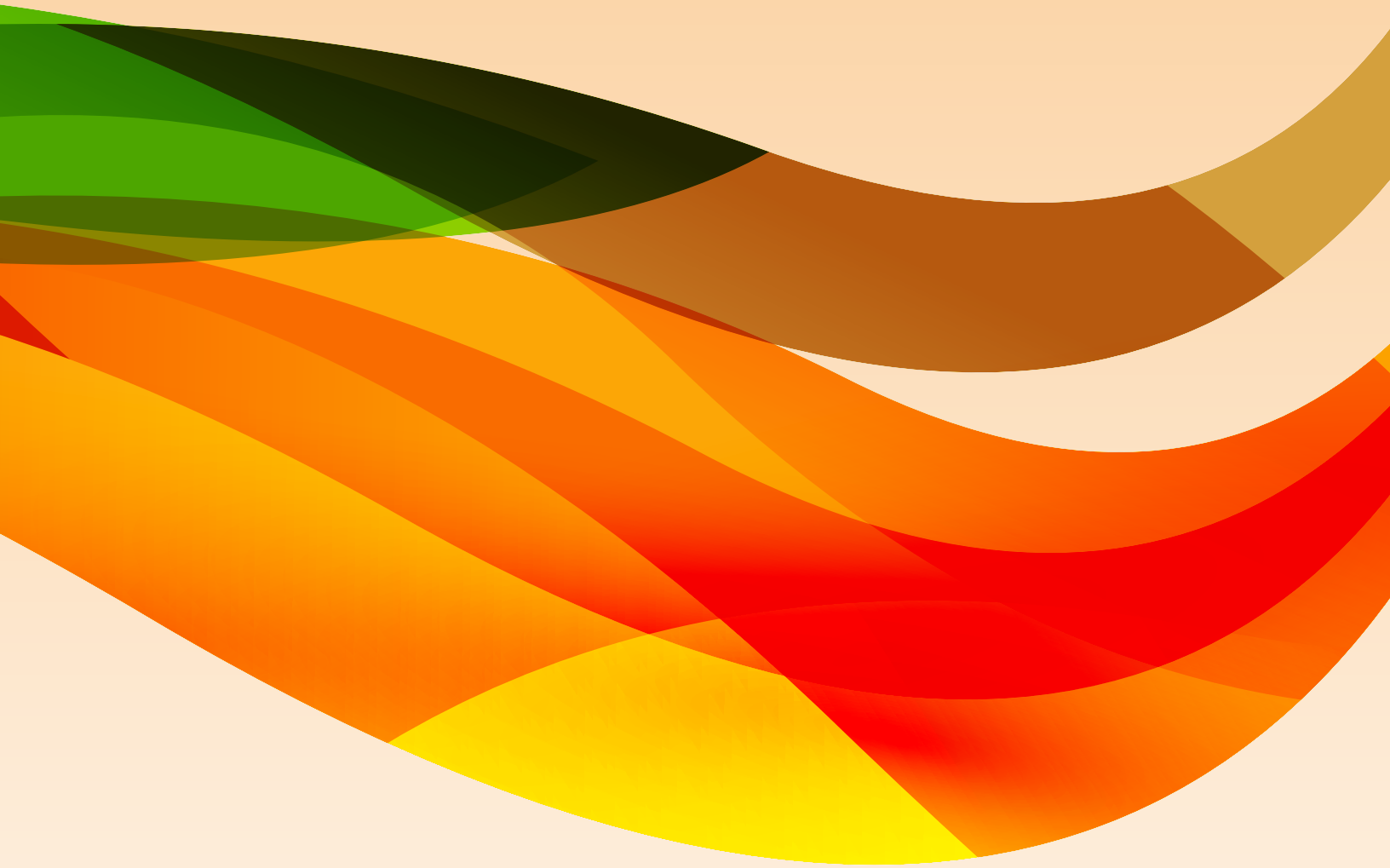
# The Evaluation of Comprehensive Sexuality Education Programmes:

## A Focus on the Gender and Empowerment Outcomes



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The Evaluation of Comprehensive Sexuality Education Programmes: A Focus on the Gender and Empowerment Outcomes

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# The Evaluation of Comprehensive Sexuality Education Programmes:
## A Focus on the Gender and Empowerment Outcomes

United Nations Population Fund

2015

# Foreword

I am pleased to share with you this publication on **The Evaluation of Comprehensive Sexuality Education Programmes: A Focus on the Gender and Empowerment Outcomes** that represents an important milestone in our understanding of new advances in the field of CSE evaluation. It offers an extensive review and analysis of a wide range of evaluation studies of different CSE programmes at different stages of development and from different contexts across the globe. It enriches our knowledge of new methodologies, available questionnaires and instruments that can be applied to future assessments and evaluations, most particularly to measure the gender empowerment outcome of CSE programmes. Most importantly, it addresses the adaptation of the methodology to various settings and age-specific groups of young people and children.

This publication is the outcome of an expert group meeting convened by UNFPA, UNESCO, WHO and IPPF in October 2014, an inspiring gathering of practitioners, programme evaluators and researchers from around the world. Our thanks go to everyone who participated in the meeting and shared generously their knowledge and experience. This meeting and its report has been developed under the direction and technical guidance of Mona Kaidbey, Deputy Director of the Technical Division. Great appreciation is extended to those experts that provided a wealth of information about advances in evaluating CSE programmes and measuring in particular their empowerment factor and contributed to the several rounds of reviews of the final report of the meeting:

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Eva Roca, Population Council
Jo Sauvarin, UNFPA
Sanderijn van der Doef, Rutgers
Grace Wilentz, YouAct

Special thanks to Dr. Mario Vergara, UNFPA Assistant Representative, Ecuador, and Ms. Ekua Yankah, consultant for their extensive support and coordinating the meeting. We are also grateful to Ms. Beatriz Martinez-Casas for her logistic provision. Thanks to Catherine Rutgers for editing the publication. Thanks also go to colleagues who contributed to the meeting: Elizabeth Benomar, Mathew Cogan, Leyla Sharafi, Lucy Wartenberg, Sylvia Wong and Ilya Zhukov.

I trust that this report will be a valuable asset to all who are working to advance our knowledge on what contributes to the effectiveness of CSE programmes.

Benoit Kalasa, Director
Technical Division

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# Executive Summary

This report is the outcome of The Comprehensive Sexuality Education (CSE) Evaluation Expert Meeting that brought together partners, practitioners, researchers and advocates from around the world to discuss the state of the art of monitoring and evaluation for CSE programmes. Held in October 2014 at UNFPA's headquarters in New York, the meeting aimed to build consensus on a framework for evaluation that identifies the indicators and variables of an "empowerment" approach to CSE, considering the overarching questions:

- → In the context of programme evaluation, both in and out of school, how do evaluation designs address the concepts of gender and human rights?
- → How are concepts such as "empowerment" and "rights" operationalized and measured in research and evaluation efforts?

In the presentation summaries, the meeting report offers examples of prominent approaches to the evaluation of CSE programmes at various stages of design and implementation. Throughout the meeting, CSE evaluation design, methodologies and indicators to measure programme effectiveness in developing gender-equitable relationships, promoting and protecting human rights, and generating values of tolerance, non-discrimination and civic engagement were the overarching focus of knowledge-sharing and discussion.

## Presentations: From operational definitions to global monitoring indicators

On the topic of operational definitions for CSE, and their implications for monitoring and evaluation, section 1 introduces the UNFPA Operational Guidance for CSE[1] and the European Expert Group on Sexuality Education standards. Additional summaries cover specific types of research and the use of a logic model, elucidated by a Population Council representative, and examples of engaging young people in research from the International Planned Parenthood Federation (IPPF) and YouAct.

Focusing on the measurement of gender norms and self-efficacy, section 2 begins with Save the Children's experience in developing scales on discrimination, gender roles, gender inequality and gender-equitable behaviour, in order to analyse quantitative data on the Choices programme for very young adolescents. The International Center for Research on Women's evaluation of gender attitudes and self-efficacy among participants in the Keep It Real project in Uganda is also discussed, along with the Global Early Adolescent Study that is assessing gender socialization among children aged 10-14 over the course of five years, and a review of instruments for measuring gender-based violence collated by a research expert from the Global Women's Institute, George Washington University.

1 United Nations Population Fund, *UNFPA Operational Guidance for Comprehensive Sexuality Education: A Focus on Human Rights and Gender*, UNFPA, New York, 2014; available at www.unfpa.org/publications/unfpa-operational-guidance-comprehensive-sexuality-education.

On situation analysis and programme assessment, section 3 covers UNFPA's and UNESCO's multi-country assessment of curricula in Eastern and Southern Africa (ESA), and the broad-based situation analysis of the status of CSE programmes in Latin America and the Caribbean, as well as UNESCO's multi-partner study of the status of teacher training in the ESA region.

Section 4 proceeds with an in-depth look at tools used to identify the factors that challenge, or facilitate, the effective delivery of CSE, and includes an introduction to the Sexuality Education Review and Assessment Tool (SERAT) developed by UNESCO, and Inside & Out, the IPPF's adaptation of SERAT for monitoring both in-school and out-of-school programmes. It also discusses the Guttmacher Institute's ongoing comparative process assessment in sub-Saharan Africa and Latin America; UNFPA, UNESCO, UNICEF and Population Council's assessment of CSE implementation in schools in Asia and the Pacific; Save the Children's midterm review of the Pan-African CSE project; the work of Beijing Normal University on engaging the parents of migrant school children in China; and a representative's view from the Centre for Sexual Health Research, University of Southampton, on the importance of acknowledging – and engaging – the wider context for CSE programmes, including families.

Outcome evaluation is the focus of section 5, which includes Rutgers' studies on programmes for children aged 4-12, in the Netherlands and Indonesia, highlighting the success and challenges of evaluation work with very young children; instruments and methods used to evaluate gender outcomes in India's Adolescent Education Programme; and the external evaluation of PESCC, Colombia's national programme for CSE and citizenship building by Universidad de los Andes and Universidad del Rosario.

The topics for impact evaluation, in section 6, were reflections on the time series analyses of Estonia's national programme, which was based on surveys and national registries to identify trends from 2001-2009; and the BALIKA randomized controlled trial that is expected to reach more than 10,000 adolescent girls in Bangladesh.

Section 7 taps UNESCO's expertise in the development of a global set of indicators for monitoring education sector responses to HIV, including sexuality education, and their use in the field at the regional/national level. The collaborative international effort to define a framework that includes 15 indicators for monitoring school-based interventions is described, with key lessons from the success of this initiative including the importance of building on existing partnerships, rigorous field-testing, and extensive consultation at all levels to ensure ownership and participation of stakeholders throughout the process. In subsequent application of these indicators, all countries in the Southern Africa Development Community have proposed their road maps for integrating the indicators in annual school censuses and/or school-based surveys by 2016, and Zambia was the first country to include all the recommended indicators in education management information systems as the beginning of a new initiative to scale up CSE nationwide.

## Main discussion and conclusions

The CSE Evaluation Expert Meeting offered an important opportunity to discuss the wide range of research that is already in place, with a view towards the applications of the tools and instruments to the future assessments and evaluations of the gender and human rights components of comprehensive sexuality education. The final section of the report highlights the discussion around three topics: (1) the importance

of clear understanding of the basic principles for CSE programmes and related pedagogic theories as well as theories of change; (2) understanding the barriers to implementation and analysis of the opposition to CSE; and (3) shared information about common methodologies, instruments and indicators to measure the gender empowerment outcome of CSE programmes and their adaptation to various contexts and age-specific groups of young people and children.

The presentations on operational definitions indicated that while we may have different perspectives and different names for "comprehensive sexuality education", overall, there is more agreement among the participating organizations and experts on what forms the basic principles of CSE and an essential minimum package. As reflected in the "Standards for Sexuality Education in Europe", for example, CSE should include attention to human rights, the right to self-determination, gender equality and acceptance of diversity. The standards also define holistic sexuality education as a lifelong process that begins in childhood and progresses through adolescence and adulthood, and includes the cognitive, emotional, social interactive aspects of sexuality.

This includes the understanding that CSE is a long-term formative and learning process that engages with, and recognizes the needs of, children and adolescents at all stages of their development as unique individuals. It also acknowledges the importance of analysing the contexts where CSE programmes are implemented, and the necessity of working with parents, caregivers and other stakeholders in the wider community.

This meeting confirmed the commitment to gender equality and human rights as core components of comprehensive sexuality education. In reality, however, many programmes are labelled as CSE without meeting the desired international standards. There is tremendous concern that we continue to witness opposition to and marginalization of CSE, including marginalization of approaches founded in non-discrimination and gender equality. It is evident from participants' experience that there are major obstacles to scaling up CSE nationally. Although innovative work has taken place in many countries, there is often a wide gap between progressive national policies and programme implementation at the local level.

The delivery of sexuality education is always affected by ongoing difficulties in education provision, including insufficiently trained or supported teachers, overcharged curricula, and large class sizes. In addition, both communities and schools are frequently beset by a high prevalence of sexual exploitation and gender-based violence, which impact on learners' lives as well as directly contradicting positive messages that could be passed through effective, rights-based sexuality education. Thus, throughout the meeting researchers were encouraged to examine school environments, specifically policies and practices to address bullying, sexual harassment, discrimination and other violations of rights that detract from a conducive, safe learning environment.

There is broad consensus that it is essential to understand the opposition to CSE in order to work with multiple stakeholders on implementing effective programmes. Much more needs to be done in this area – particularly additional research and evaluation on engaging parents – and it was suggested that the community of practice should hold a meeting on the topic of parental and community involvement.

During the final session, meeting participants engaged in a discussion on frameworks for programme evaluation, and indicators and variables one might track in an empowerment approach to CSE. A crucial aspect of this work is the development of activities, outputs, short- and long-term outcomes and goals for the programme, with evaluation processes identified for each of these components. This can be most effectively accomplished by using a logic model, such as the example provided in the full meeting report (*see page X*). CSE programme design that is supported by a logic framework facilitates the development of output indicators that match activities, and the careful selection of outcome indicators that can be effectively evaluated. It also promotes the integration of strong monitoring systems into the programme from its beginning.

Developing a theory of change for a CSE programme is an essential step for any outcome or impact evaluation, as we have seen from different examples presented in the meeting. The importance of a theory of change that not only guides programme implementation but is used in the design of outcome and impact evaluations was emphasized in several presentations, with outstanding examples including the models developed for the PESCC review in Colombia and the BALIKA evaluation in Bangladesh.

Among other key points, since current evaluation practice is dominated by short-term outcome studies, and very few studies are able to look at longer-term outcomes, there is a need for periodic assessment of the quality of ongoing programmes and for studies that are carried out over several years. In addition, evaluation design should rely on a number of different information sources and include mixed methods that are triangulated to build a plausible case for the effectiveness of sexuality education. It was also noted that data from implementation evaluations can be instrumental in making recommendations that will increase the support for teachers' training and the development of costed plans to support teachers.

There was a call for the development of programme evaluation criteria, indicators and research methods that diverge from what is currently dominant and better reflect positive aspects of "sexual health". CSE evaluation should not only focus on outcomes and impact, but also on programme implementation and quality, as well as assessment of the views of the young people themselves – and those views should be taken more seriously than they currently are. Indeed, the critical importance of involving young people in research and evaluation was highlighted as a way to empower young people to address barriers to their sexual well-being – and to encourage respectful partnerships between young people, programme staff and community stakeholders, build local capacity for evaluation and research, and improve the quality and use of collected data.

It is evident that the field of CSE evaluation has greatly advanced. We now have a number of valid and reliable measures of some of the most critical gender empowerment outcomes of CSE, which include formation of positive gender roles and norms, positive gender attitudes, self-efficacy and gender-equitable relations, among others.

During the meeting, there was a significant exchange of standard instruments and scales that could be used by researchers to measure the impact of CSE programmes in these areas. Research methods and instruments, however, need to be carefully tailored or adapted to the sociocultural context, gender and developmental stage of participants. Because there are variations across settings and populations, this will take into account, for example, how gender inequalities manifest in one setting may be different

in another, or what outcome indicators might be a priority in settings with high rates of early marriage compared to settings where later marriage is the norm. Furthermore, the evaluation of the impact of CSE on very young children and tracking the continued development and sustainability of positive gender norms and roles is particularly challenging. The meeting provided a few examples of ways that research and evaluation can be carried out among the very young.

Overall, there was consensus among the group that SERAT and Inside & Out have many promising features to assess programme quality. Global indicators for monitoring other areas have also been found to be useful tools that can be adapted to a specific national context for monitoring CSE programmes. In addition, one of the potential benefits of monitoring is that by institutionalizing CSE indicators into their systems for gathering information, countries are moving towards making their programmes sustainable.

In conclusion, collectively agreed sets of indicators provide international agencies, organizations and governments with the means to collect strategic information – at the global, regional, country and local levels – on how to focus CSE programme planning and where to dedicate scarce resources. The tools for ensuring that programmes include sound monitoring and evaluation components, with due consideration to gender and human rights, are in hand. Now it is up to the CSE community to use and adapt them in the ongoing work to provide comprehensive sexuality education that empowers young people to protect their health, well-being and dignity.

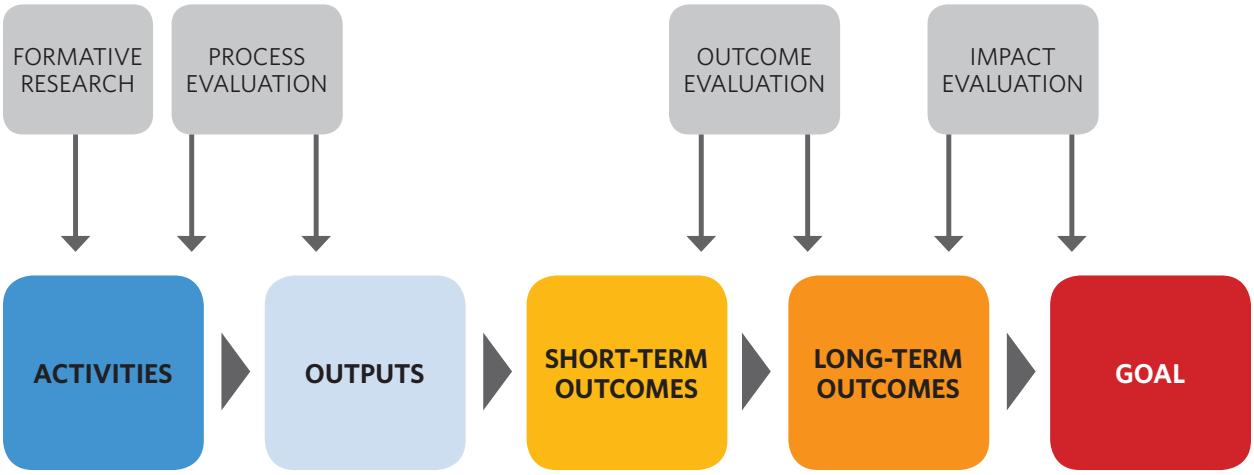
# Introduction

The expert meeting convened by UNFPA in October 2014 brought together partners, practitioners, researchers and advocates from around the world to discuss the state of the art of evidence-based monitoring and evaluation for comprehensive sexuality education (CSE) programmes. Held at UNFPA's headquarters in New York, the meeting aimed to build consensus on a common framework for programme evaluation that identifies the indicators and variables of the "empowerment" approach to CSE[2] and considered the following overarching questions:

- In the context of CSE programme evaluations, both in and out of school, how do evaluation designs address the concepts of gender and human rights?
- How are concepts such as "empowerment" and "rights" operationalized and measured in research and evaluation efforts?

This report from the UNFPA Comprehensive Sexuality Education (CSE) Evaluation Expert Meeting summarizes the content of the presentations, which offer examples of prominent approaches to measure the gender and human rights elements of CSE throughout the stages of programme design and implementation, according to the typology shown in figure 1.

**FIGURE 1. TYPOLOGY FOR CSE PROGRAMME RESEARCH AND EVALUATION**




The meeting report concludes with a recap of the participants' discussions as they related to three topics: (1) defining the basic principles of CSE programmes; (2) understanding opposition to CSE, particularly as reflected in analysis of engagement with parents; and (3) identifying effective methodologies and indicators for future evaluation.

2 See, for example: Haberland, Nicole, and Deborah Rogow, "Sexuality Education: Emerging Trends in Evidence and Practice", *Journal of Adolescent Health*, vol. 56, no. 1, January 2015, pp. S15-S21.

# 1. Operational Definition of CSE: Implications for Monitoring and Evaluation

Throughout the meeting, the overarching focus of knowledge-sharing and discussion were the questions around CSE evaluation design, methodologies and indicators to measure programme effectiveness in nurturing gender-equitable relationships, promoting and protecting human rights, and generating values of tolerance, non-discrimination and civic engagement. The presentations summarized in section 1 touch upon implications of the new paradigm for CSE, most specifically as they are reflected in the following conceptual frameworks:

- → UNFPA operational guidance and common definition of CSE
- → European standards for holistic sexuality education
- → Approaches to research on CSE, from diagnostic studies to impact evaluations
- → Methods for involving children and young people in research and evaluation.

## 1.1 "A New Era for CSE: Focus on Human Rights and Gender" – Mona Kaidbey, UNFPA

Mona Kaidbey introduced UNFPA's new Operational Guidance for CSE,[3] which defines "comprehensive sexuality education" as a right-based and gender-focused approach to sexuality education, whether in school or out of school. This definition was developed in alignment with the International Conference on Population and Development's "Programme of Action" and the Commission for Population and Development resolutions of 2009 and 2012. It has evolved from international standards, including the United Nations International Technical Guidance on Sexuality Education, and is compatible with the most widely held views among partner organizations on the crucial aspects of human rights-based and gender-focused sexuality education.

CSE embraces a holistic view of sexuality and sexual behaviour: it is age-appropriate, curriculum-based education that aims to equip children and young people, according to their evolving capacities, with the knowledge, skills, attitudes and values that will enable them to develop a positive view of their sexuality. When started early and provided over a long period of time, CSE empowers young people to make informed decisions regarding their sexuality and sexual behaviour, and to exercise their rights and responsibilities as citizens in school, the community and society at large. Accordingly, CSE programmes around the world will aspire to meet the following core principles:

- Respect for human rights and diversity, with sexuality education affirmed as a right.
- Critical thinking skills, promotion of young people's participation in decision-making, and strengthening of their capacities for citizenship.
- Fostering of norms and attitudes that promote gender equality and inclusion.
- Addressing vulnerabilities and exclusion.
- Local ownership and cultural relevance.
- A positive "life cycle" approach to sexuality.

3 United Nations Population Fund, *UNFPA Operational Guidance for Comprehensive Sexuality Education: A Focus on Human Rights and Gender*, UNFPA, New York, 2014; available at www.unfpa.org/publications/unfpa-operational-guidance-comprehensive-sexuality-education.

The definition and core principles combined can be viewed as a "package" of elements that need to be considered during design of CSE curriculum and throughout programme implementation, monitoring and evaluation.

According to the UNFPA Operational Guidance, the nine essential components of CSE are:

1. A basis in the core universal values of human rights.
2. An integrated focus on gender.
3. Thorough and scientifically accurate information.
4. A safe and healthy learning environment.
5. Participatory teaching methods for personalization of information and strengthened skills in communication, decision-making and critical thinking.
6. Strengthening youth advocacy and civic engagement.
7. Linking to sexual and reproductive health services and other initiatives that address gender equality, empowerment, social and economic assets for young people.
8. Cultural relevance in tackling human rights violations and gender inequality.
9. Reaching across formal and informal sectors and across age groupings.

CSE programmes that integrate these components create norms and attitudes that respect human rights and diversity policies and practices within schools, among students, young people and the community at large. Such programmes explicitly address vulnerabilities, fight exclusion and recognize the complexities of young people's lives.

To enable the effective implementation of rights-based CSE programmes, it is essential to ensure a safe and healthy learning environment for their delivery. Within the formal education system, this begins with the minimum requirement of zero-tolerance policies against bullying, discrimination and harassment, and gender-based violence in all its manifestations. Additionally, and perhaps most importantly for ensuring effectiveness, it is vital that CSE programmes are linked to sexual and reproductive health (SRH) services and other initiatives that address gender equality, empowerment, health-seeking behaviour, and the development of social and economic assets for young people, especially adolescent girls.

According to UNFPA guidelines, rights and gender are core components, not an add-on to CSE. Therefore, it is expected that CSE programmes can be a major intervention for the promotion of equality and rights and establish the basis for all young people, including the most vulnerable, to protect their sexual, reproductive and mental health and well-being. Based on this premise, the presentation concluded by posing the following questions:

- What do we mean when we say CSE programmes should have a basis in the core universal values of human rights? When they do, what does success look like through each phase of programme design, implementation, and outcome and impact evaluation?
- What does "empowerment" CSE look like through the eyes of children and young people? How do we know if and when younger learners have grasped concepts of fairness, respect, equal treatment, protection of bodily integrity, and freedom from stigma and violence?
- How do we measure children's and young people's application of what they learn in their everyday social lives? How does their learning impact the development of a positive approach to well-being and relationships?

- How do we measure the transformation in attitudes, values and skills in negotiating power dynamics?

These questions framed the discussions during the meeting and were reflected in various ways throughout the presentations.

## 1.2 "Standards for Sexuality Education in Europe" – Evert Ketting, Radboud University, Nijmegen, on behalf of the European Expert Group on Sexuality Education

The presentation by Evert Ketting, on behalf of the European Expert Group on Sexuality Education, outlined the development of standards for holistic sexuality education (or CSE), carried out in 2008-2010 through cooperation between experts from nine European countries, along with the World Health Organization (WHO) Regional Office for Europe, UNESCO and the International Planned Parenthood Federation (IPPF). As a result of this work, the WHO Regional Office and Germany's Federal Centre for Health Education published "Standards for Sexuality Education in Europe"[4] in 2010 as a framework for assuring the quality of sexuality education.

The current approach to sexuality education in Europe is rooted in decades of experience with long-term national programmes, started as early as 1955 in Sweden; other European countries followed suit by the early 1970s. Although many countries had independently developed and implemented programmes, there had been no standards for Europe as a whole to define the content and delivery of sexuality education. The "Standards" publication is intended to provide this definition and serve as a policy document and basis for curricula development.

The European approach to CSE emphasizes human rights, the right to self-determination, gender equality and acceptance of diversity. As defined by the standards, holistic sexuality education is a lifelong process that begins in childhood and progresses through adolescence and adulthood, and includes the cognitive, emotional, social interactive aspects of sexuality.

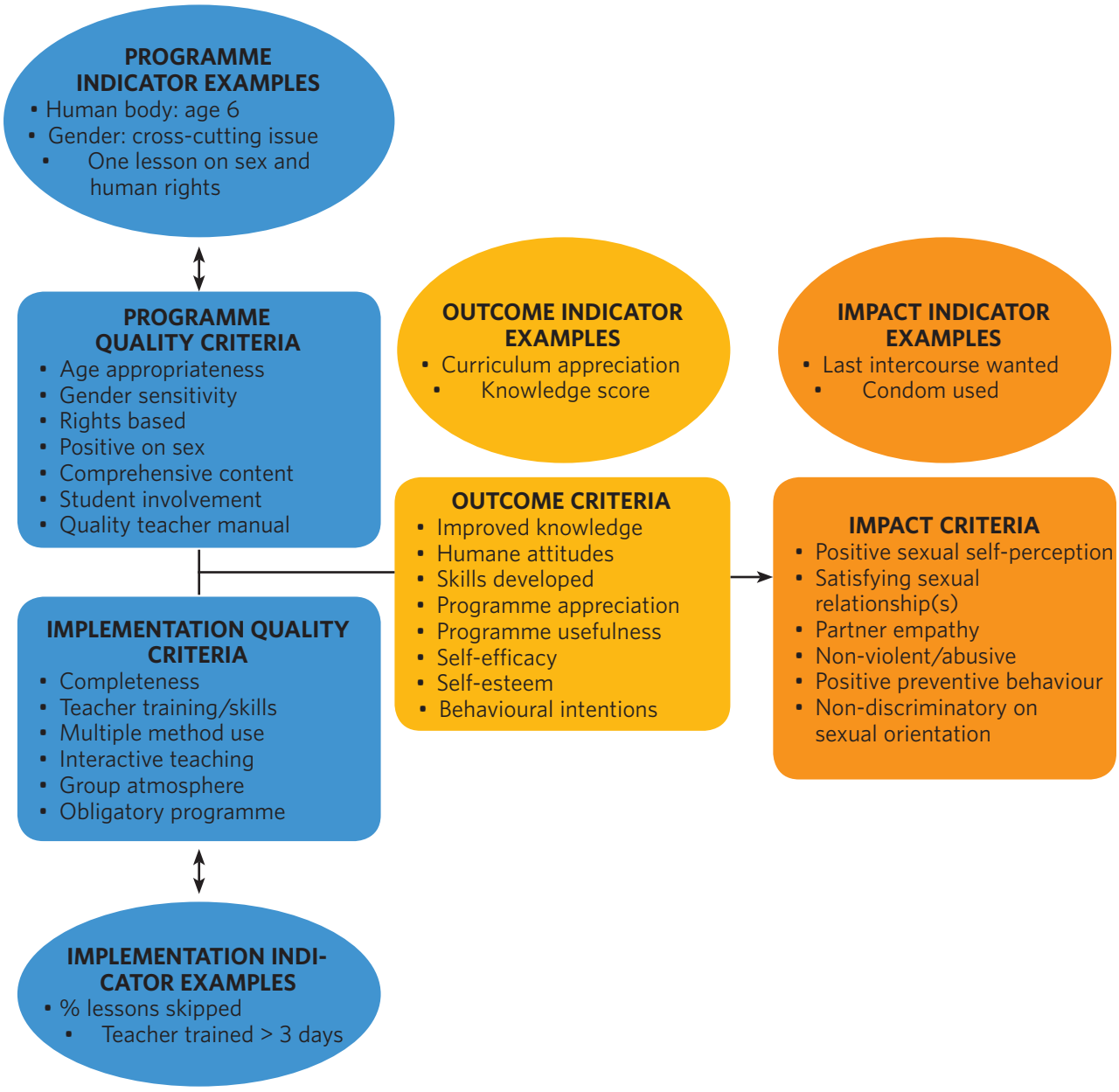
This education gradually equips and empowers children and young people with information, skills and positive values to understand and enjoy their sexuality, have safe and fulfilling relationships, and take responsibility for their own and other people's sexual health and well-being. The focus is on pedagogic theory, rather than theories of behaviour change; instead of attempting to "change" young people, it enables them to develop, understand and enjoy their sexuality.

In current evaluation practices, shortcomings in the implementation of CSE programmes are inadequately addressed, and other limitations include: the dominance of short-term outcomes; a strong focus on public health impact exclusively, though "satisfactory sexual life" is the core variable; focus on behavioural intention as a success criterion, though that behaviour takes place (many) years later; and dominance of randomized controlled trials to demonstrate causality, though the method is often inappropriate.

4 WHO Regional Office for Europe and BZgA (Bundeszentrale für gesundheitliche Aufklärung), "Standards for Sexuality Education in Europe: A Framework for Policy Makers, Educational and Health Authorities and Specialists", BZgA, Cologne, 2010; available at www.bzga-whocc.de/?uid=-20c71afcb419f260c6afd10b684768f5&id=home.

Appropriate research methods for CSE evaluation include document analysis (for programme quality); qualitative methods (in-depth interviews, focus group discussions); quasi-experimental designs; epidemiological time series analyses; population-based surveys; and cross-sectional (stakeholder) surveys. Sample criteria and indicators are outlined in figure 2.

## FIGURE 2. EVALUATION CRITERIA AND INDICATORS FOR HOLISTIC SEXUALITY EDUCATION




CSE programmes require evaluation criteria, indicators and research methods that diverge from what is currently dominant. Because "sexual health" is defined in positive terms, this should be mirrored in evaluation. CSE evaluation should not only focus on outcomes and impact, but also on programme implementation and quality, as well as assessment of the views of the young people themselves – and those views should be taken more seriously than they currently are.

## 1.3 "Reflecting a Broader Approach to CSE in Our Research: From Diagnostic Studies to Impact Evaluations" – Nicole Haberland, Population Council

As outlined in Nicole Haberland's presentation, there are many types of research that can be used to evaluate CSE programmes, and each stage of a programme offers distinct evaluation opportunities, as shown in figure 3.

### FIGURE 3. EXAMPLES OF CSE RESEARCH TYPES AND INDICATORS FOR AN ILLUSTRATIVE PROGRAMME THAT AIMS TO REDUCE STI RATES

DIAGNOSTIC

| MONITORING / PROCESS EVALUATION / OPERATIONS RESEARCH | | | OUTCOME EVALUATION | IMPACT EVALUATION | |
|---|---|---|---|---|---|
| **ACTIVITIES: PROGRAMME** | **ACTIVITIES: LEARNERS** | **OUTPUTS** | **SHORT-TERM OUTCOMES** | **LONG-TERM OUTCOMES** | **GOAL** |
| • Form curriculum writing team, including young people; females and males<br>• Finalize gender and rights-based curriculum<br>• Outreach with parents, principals, stakeholders<br>• Train teachers in use of curriculum and participatory methods<br>• Conduct a safe and equitable schools training for teachers and administrators<br>• Get condom source and delivery points<br>• Identify and establish referral with services<br>• Identify and establish connection with a savings programme<br>• Incorporate financial literacy module | • Activity critically reflecting on gender norms and how they manifest in the community<br>• Activity on human rights<br>• Activity on sexual coercion<br>• Activity on STI transmission, girls' greater vulnerability<br>• Activity on using a condom, including identifying why it might be difficult in some situations (social, gender)<br>• Personal reflection about power in relationships<br>• Advocacy/ community service activity<br>• Condom distribution<br>• Link with SRH services<br>• Savings and financial literacy | • Community sensitized<br>• Curriculum finalized; content examines gender norms, relationships, communication, power, intimate partner violence; information on condoms, contraception, STIs, pregnancy<br>• Teachers trained from 80 schools, including on participatory methods, gender/ power<br>• Teachers teaching all content<br>• Teachers using participatory methods<br>• Non-discriminatory classroom<br>• Condoms available in all participating schools<br>• Service referral system established<br>• Savings and financial literacy programme meets regularly after school | • Increased condom and STI knowledge<br>• Increase in gender equitable attitudes<br>• Increased refusal or condom use self-efficacy<br>• Improved critical thinking skills<br>• Decreased acceptance of intimate partner violence<br>• Greater access to condoms<br>• Increased savings | • More frequent use of condoms<br>• Delay of sexual initiation<br>• Fewer sexual partners<br>• Decrease in intimate partner violence<br>• More equitable power in relationships | • Reduction in STI rates |

Addressing gender and power in CSE is a key characteristic of effective programmes.[5] To shape the development and design of CSE programme activities, gender and rights should be integrated into the basic logic model components: activities > outputs > short-term outcomes > long-term outcomes > goals. This model can then be used to guide research design for monitoring and evaluating results of the programme.

For any given goal, it helps to define indicators and intervention content for each segment of the logic framework by answering the following questions:

- What are the goals of the programme?
- What are the specific risk and protective factors (including contextual factors such as violence or gender inequalities) the programme might target?
- What are the antecedents to the longer-term outcomes?
- What activities are needed to bring about these outcomes?
- What are the programmatic outputs that will lead to these outcomes and indicate that activities have been successfully implemented?

The purpose of and methods for measurement vary for each type of evaluation. Diagnostic research, for example, helps identify the distinct needs and context of different subgroups, and can clarify policy and programme priorities. The findings can be utilized to inform programme design, mobilize and engage stakeholders and partners, and guide advocacy.

Situation assessments shed light on who is actually reached by existing programmes, and who is not; when CSE is taught; and what policies and guidelines are in place. Monitoring or process evaluation tracks activities, inputs, outputs and progress, while operations research identifies programme delivery problems and tests new solutions. Outcome evaluation assesses achievements, such as changes in knowledge, attitudes and skills among the programme participants. And finally, impact evaluation examines longer-term achievements that are linked to a particular programme. These are assessed through research methods such as randomized controlled trials or quasi-experimental designs. It should be noted, however, that such trials are expensive and few CSE programmes have the capacity to conduct rigorous impact evaluations.

For all CSE programmes, aspects of gender and power should be woven into the finalized curriculum, teaching content, teaching methods (participatory, positive, non-judgemental), the classroom environment, school policies and the school ethos. From a gender perspective, research typically aims to identify the prevalence and experience of gendered practices, rights violations and gender attitudes – but it is also about understanding inequality, vulnerability and who has the greatest needs in each setting, which is vitally important, especially for reaching marginalized girls.

5 Haberland, Nicole, "The Case for Addressing Gender and Power in Sexuality and HIV Education: A Comprehensive Review of Evaluation Studies", *International Perspectives on Sexual and Reproductive Health*. vol. 41, no. 1, March 2015.

## 1.4 "Youth Participation in Research and Evaluation" – Doortje Braeken, IPPF, *and* "Participatory Methods for Engaging Young People and Adolescents" – Grace Wilentz, YouAct

Doortje Braeken, in her presentation on a qualitative review undertaken in Nepal, discussed the overall aims of involving young people in research and evaluation. These include empowering young people to address barriers to their sexual well-being and encouraging respectful and beneficial partnerships between young people, programme staff and community stakeholders, as well as building local research skills and collecting good-quality data.

The evaluation in Nepal set out to document "stories of change" that resulted from participation in a CSE programme funded by the Danish International Development Agency. For this study, nine young people received training to conduct in-depth interviews with staff, youth, teachers and parents. The methodology was based on the Rapid PEER approach for participatory ethnographic evaluation and research developed by IPPF.[6] After collecting the stories, the researchers expressed the results in storyboards and quotes from beneficiaries.

The experience shows that it is possible to involve young people in gathering first-hand accounts of a project's impact, a type of qualitative data that is not routinely collected in evaluation and documentation of IPPF projects. Many of the responses indicate that sexuality education made a difference to young people, for example: "I thought contraceptives are for boys only." "I thought kissing is oral sex – so I did not let my boyfriend kiss me." "I thought sex is about getting pregnant. Pleasure was not in my mind ever. Now I think of pleasure first." Teachers and parents were also affected by the programme, including the example of a teacher building a changing room at school for girls to use during menstruation. In addition, an adult interviewee stated: "If we give CSE to everyone, I am sure violence will be reduced, discrimination will be reduced, misconceptions will be reduced."

Challenges encountered during the research include adults not accepting young people as researchers and potential stigma associated with discussing sexuality issues, which may particularly risk harming a girl's reputation. Both interviewers and informants need to be protected during field research, and recommendations for avoiding risk include selecting researchers who are assertive, provide them with specialized training on conducting interviews, and make sure that young researchers work in pairs or a team and are supported by an adult coordinator.

Grace Wilentz presented a case study on the European Dialogue for Youth Rights sponsored by YouAct, the European Youth Network on Sexual and Reproductive Rights. YouAct defines "youth participation" as a process enabling young people to affect the decisions that impact them. Not only is participation a human right, but young people are best placed to inform policy and programme approaches.

During the European Dialogue project, participants collaboratively developed recommendations with

6 International Planned Parenthood Federation, "Rapid PEER Review Handbook", IPPF, London, March 2013; available at www.rutgerswpf.org/our-products/tools/explore.

a rights-based sex-positive approach and attention to the specific needs of marginalized young people, particularly those who are out of school. These recommendations were shared in a hearing that reached 750 Members of the European Parliament, leading to working relationships with approximately 80 Members and follow-up in a series of parliamentary committees. The young people gained confidence in influencing the political sphere, and contribute ongoing knowledge of how to develop a supportive policy environment in Europe.

Regarding how to replicate these activities in other regions and contexts, the presentation concluded with the following recommendations:

- Invest in youth leadership and bringing young people together.
- Create safe spaces that provide ground rules and intercultural awareness to ensure that all voices participate in the process of making recommendations and sharing experiences.
- Develop relationships with decision makers as a key aspect.
- Provide support for young people in navigating political structures and processes.
- Develop resources to capture learning gained during these activities.

# 2. Measuring Gender Norms and Self-Efficacy

Integrating a gender perspective into sexuality education is more than a matter of human rights: it matters urgently for young people's sexual health, as well as for equitable and respectful relationships. By emphasizing this two-pronged approach, CSE programmes can aim to influence a wider range of outcomes – promoting safe schools, empowering young people to advocate for their own rights, reducing gender-based violence and bullying, promoting more equitable relationships between boys and girls, and advancing gender equality more broadly.

The presentations summarized in section 2 reflect major advancements that have been made in measuring gender norms and self-efficacy, especially in the development and testing of innovative research tools designed as part of CSE programmes or adapted from existing scales. The specific topics covered are:

- → Measuring gender norm transformation in Nepal.
- → Evaluation of gender attitudes and self-efficacy in Uganda.
- → Conceptual framework of a longitudinal, global study that examines the formation of gender norms during early adolescence.
- → Instruments and standards for measuring gender-based violence experienced by children and adolescents.

## 2.1 "Measuring Positive Gender Norm Formation" – Brad Kerner, Save the Children

Save the Children's "Choices" curriculum is part of a package on positive gender norm formation that recognizes early adolescence as an opportunity to make a difference in the lives of boys and girls, before gender roles and norms are solidified. Choices explores the themes of gender inequity and power, identifying small actions that can promote equity and respect, proactively engage boys, and empower girls. The curriculum consists of eight activities designed to stimulate discussions about hopes and dreams, actions that are fair and unfair, and communication and respect.

In his presentation about the programme implemented in Nepal, Brad Kerner based the description of methodology and scales on the evaluation conducted by Rebecka Lundgren in association with the Institute for Reproductive Health, Georgetown University.[7] A "pre-post, quasi-experimental" design was used to assess the effectiveness of Choices in shifting attitudes, behaviours and practices among members of 12 community-based child clubs. The control group consisted of 298 young adolescents who participated in regular child club activities, and the experimental group consisted of 309 members who participated in the Choices curriculum.

Both qualitative and quantitative methods were utilized, including innovative methodologies developed

7 Lundgren, Rebecka, et al., "Whose Turn to Do the Dishes? Transforming Gender Attitudes and Behaviours among Very Young Adolescents in Nepal", *Gender & Development*, vol. 21, no. 1, 2013, pp. 127-145.

for very young adolescents. Pre-tested research tools aimed to shift the "balance of power" from the researcher to the children, and included such activities as card games, photo pile sorts, vignettes and story reading, time-task distribution and photo interviewing. Structured, age-appropriate interviews were conducted with all participants at baseline and end line. Qualitative information was collected at end line only, among a sub-sample of participants from the control and experimental groups, including equal numbers of males and females.

Results indicate that more boys in the experimental than the control group recognized gender inequity and said they were making changes in their behaviour (helping their sisters and mothers with household chores, advocating for their sisters' education and against early marriage) and that they were engaging in discussions with family members, friends and neighbours to do the same. Similarly, girls who participated in the Choices activities said that their brothers and other boys in their communities were making changes towards supporting gender equality. During focus group discussions, parents of children who participated in the curriculum reported that their sons had started to help their daughters with schoolwork and chores, and their households were more peaceful and harmonious as a result.

As part of this evaluation, scales for discrimination, gender roles, gender inequality and gender-equitable behaviour were constructed to analyse quantitative data on incremental change and evaluated for "reliability", or internal consistency. The discrimination scale and the gender roles scale had the strongest reliability, as measured by Cronbach's alpha coefficients of 0.62 and 0.83, respectively. Given the strong measures of reliability and validity of the instruments, the tools used in Nepal have also been used in Uganda, after adjusting the scale elements and stories. The Choices curriculum has been rolled out in several countries – including Egypt, Ethiopia and Malawi – and is being assessed through a multi-level evaluation.

## 2.2 "Measuring Gender Attitudes and Self-Efficacy in CSE Programs: Examples from the Keep It Real Program in Kampala, Uganda" – Jeffrey Edmeades, ICRW

Jeffrey Edmeades began his presentation by noting that gender attitudes and self-efficacy should be measured in CSE evaluation because:

- Both are critical intermediate outcomes on the pathway to behavioural change.
- Gender attitudes shape partner relationships and expectations across the full range of sexuality, with broad effects.
- Self-efficacy is the critical link between knowledge and behaviour.
- Self-efficacy around sexual matters is crucial to CSE, but taking a broader view is also important.

Save the Children Netherlands' Keep It Real project, which is also implemented in Ethiopia, aims for a 32 per cent increase in the proportion of young people aged 10–24, both in and out of school, who are informed on SRH and rights, and thus able to make healthier choices regarding their sexuality. Keep it Real works with the Ugandan Ministry of Education and Sports, which provides training for teachers and

delivers sexuality education across the country. Local partners are Action for Community Development, the Straight Talk Foundation and Restless Development, a youth-led advocacy group. For the evaluation, the International Center for Research on Women (ICRW) is the global partner, with the International Institute of Social Studies conducting operational research and Save the Children USA providing technical support. The project team collaborates with the HIV/Sexuality Education Technical Working Group, UNESCO and UNFPA to develop and review material, teacher training, and follow-up on the Eastern and Southern Africa (ESA) Ministerial Commitment.

In the methodology, 35 primary and secondary schools in Kampala were randomly selected and divided equally into intervention and comparison groups. Before the baseline study was rolled out, the ICRW team conducted cognitive testing of the questions in focus group discussions with students and teachers. The research questionnaires were self-administered, and baseline data were collected from 1,165 students in primary schools and 1,182 students in secondary schools, with roughly equivalent numbers of female and male respondents.

To measure gender attitudes, the Gender Equitable Men scale[8] was adapted to contain 17 primary questions and 14 secondary items. Among the main findings, there were no significant differences between girls and boys in overall scores in primary school, but young women in secondary school scored significantly higher, i.e., had more gender-equitable views, than young men. Compared to primary school responses, opinions on sexually related questions were more clearly defined and equitable in secondary school, indicating that age and sexual experience lessened inequity in attitudes.

The evaluation also made use of the General Self-Efficacy Scale,[9] which measures the degree to which respondents feel that they are able to successfully perform challenging tasks. For example, respondents rate themselves on such statements as: "I can always manage to solve difficult problems if I try hard enough" and "It is easy for me to stick to my aims and accomplish my goals." The scale was adapted to include questions about the ability to protect oneself and make choices within the domain of sexual behaviour. End-line data were being collected in November 2014, and results for secondary students will be released in 2015.

Results indicate that the questions used in the adapted scales captured variations in gender attitudes and self-efficacy, and reflected both age differences and female/male differences – and the presentation concluded with recommendations on applying this experience to future studies.

Because the reliability of self-administered questionnaires is mixed, the research approach and instruments need to be carefully tailored to the sociocultural context and the developmental stage of participants. Evaluation measures for very young children need to be improved in order to better understand how attitudes "solidify" and when the ideal intervention points are. It is also important to find better ways to capture the links between attitudes, self-reported capabilities and actual behaviour. Finally, this evaluation shows that gender-inequitable norms and low self-efficacy around key issues remain high, even in urban areas. Thus, it is crucial to conduct more research and evaluation.

8 Pulerwitz, Julie, and Gary Barker, "Measuring Attitudes toward Gender Norms among Young Men in Brazil: Development and Psychometric Evaluation of the GEM Scale", *Men and Masculinities*, vol. 10, no. 3, April 2008, pp. 322-338.

9 The General Self-Efficacy Scale was developed by Ralf Schwarzer and Matthias Jerusalem (1995) and is available at http://userpage.fu-berlin.de/health/selfscal.htm.

## 2.3 "The Global Early Adolescent Study" – Robert Blum, Johns Hopkins Urban Health Institute, and V. Chandra-Mouli, WHO; and "Adolescent Brain Development: What Does Neuroscience Tell Us about Adolescent Behaviours?" – Robert Blum, Johns Hopkins Urban Health Institute

The presentation by Robert Blum and V. Chandra-Mouli offered an introduction to the Global Early Adolescent Study, which aims to help fill the gap on empirical evidence regarding the factors that influence gender attitudes, beliefs and subsequent behaviours. During early adolescence, gender socialization most directly influences the formation of healthy sexuality, which includes gender-equitable relationships. The overarching goal of the study is to understand the development of gender norms in early adolescence that predispose young people to subsequent sexual health risks and, conversely, that contribute to healthy sexuality so as to provide the knowledge base for young people and adult caregivers to improve SRH outcomes.

Collaborators in 11 countries – Belgium, China, Egypt, India, Kenya, Malawi, Nigeria, Scotland, South Africa, the United States and Viet Nam – are discussing four possible sites for the study: Bolivia, Ecuador, the Democratic Republic of the Congo and Burkina Faso. The first phase of the study was under way in 2014 and included three key activities:

1. Systematic review of the gender-socialization literature globally as it pertains to young adolescents, 10-14 years old.
2. Development of three new cross-cultural instruments – a vignette-based instrument to assess gender norms in the context of relationships; reliable, valid and internationally relevant gender norm scales to be used in quantitative studies among young adolescents.
3. Development of an Audio Computer-Assisted Self-Interview adolescent health behaviour and relationships instrument that is valid across cultures.

The Global Early Adolescent Study will use the newly developed and validated instruments in a longitudinal study that describes gender socialization as an evolving process, from early to later adolescence, in various cultural settings. This phase aims to:

- Investigate the influence of parents/adult caregivers and peers on gender socialization of young adolescents.
- Understand how the contexts (schools, neighbourhoods, media, culturally diverse settings) within which a young adolescent develops moderate the influence of parents/adult caregivers on gender socialization.
- Understand how gender socialization influences sexual and other health-related behaviours during middle and late adolescence.

In the phase two, the study will aim to enrol 1,400 young people (aged 11-13) who are living in low-income neighbourhoods; taking attrition into consideration, the usable sample is expected to be 900 participants per site. The methodology will use respondent-driven sampling, which allows for network analysis and

enables exploration of the effects of peers on gender socialization, as well as parent/caregiver influences. Three waves of data collection, each separated by 18 months, will take place over five years.

In another presentation, Robert Blum discussed scientific advances in understanding how the brain develops and its implication to adolescent risk taking behaviour. It is now recognized that brain development extends into the adolescent years and includes maturation that should be reflected in improved "executive functions" such as future orientation, response inhibition, planning, and managing risk and reward.

However, it is essential to understand that brain development occurs within the context of the environment, and toxic environments impede normal brain development. The impact of chronic abuse, for example, can lead to impaired executive functioning, diminished emotional control, and problems with social relationships and academic performance. Although our understanding of neurodevelopment and its consequences is still emerging, evidence suggests that maturation process affects adolescent judgement. In addition, cognitive processing and emotional regulation are closely related – and sexuality education is at the interface.

## 2.4 "Measuring Gender-Based Violence Experienced by Children and Adolescents: Instruments Used in GBV Surveys and School-Based Programme Evaluations" – Manuel Contreras-Urbina, George Washington University

Manuel Contreras-Urbina provided a comprehensive review of methods for measuring gender-based violence (GBV), including several sample surveys and scales. Current examples of studies that address the issue of GBV include Demographic and Health Surveys, Violence Against Children Surveys developed by the United States Centers for Disease Control and Prevention and supported by UNICEF and other United Nations agencies, the WHO Multi-Country Study on Women's Health and Domestic Violence against Women, ICRW's International Men and Gender Equality Survey, and the UN Women literature review on Ending Violence Against Women and Girls in the Pacific Islands.
Globally, the most widely used scale is the Conflict Tactics Scale, which covers physical, sexual, psychological and economic factors. Other scales that can be used to measure GBV include the Sexual Experience Survey and the Conflict in Adolescent Dating Relationships Inventory.

Sample indicators that are used to gather data on GBV prevalence, as well as positive potential for preventing or responding to sexual violence, include those for the proportion of:

- Women/girls who experienced physical/sexual violence by a current partner in the past 12 months.
- Women (aged …) who have experienced sexual violence by a non-partner in the past 12 months.
- People who think that a man is justified in beating his partner in at least one circumstance.
- Women who experienced violence in the past 12 months who seek help from formal institutions.
- Girls who feel able to say "no" to sexual activity.
- People who would assist a woman being beaten by a partner.

In adapting these indicators for CSE evaluation, both process indicators (attitudes) and outcome indicators (experience of violence) should be included. Typically, GBV questionnaires include very specific questions about violent acts committed by different perpetrators; these questions are often triangulated with qualitative data. Factors that affect respondents' disclosure include how the questions are phrased, the number of opportunities to disclose, context in which questions are asked, social stigma attached to the issue, and the characteristics and skills of interviewers.

The safety of respondents and the research team is paramount and should guide all research project decisions. In addition, it is essential to:

- Protect confidentiality to ensure both participants' safety and data quality. Recognize that the potential repercussions of disclosing violence are very serious, and follow strict ethical guidelines, including those for research with young people under age 15.
- Carefully select all research team members and provide them with specialized training and ongoing support. Fieldworkers should be able to refer individuals who request assistance to local services and sources of support.
- Build upon current research to ensure that prevalence studies are methodologically sound and minimize the under-reporting of violence and that they follow ethical guidelines for conducting research among young people. Researchers and donors have an ethical obligation to help ensure that study findings are properly interpreted and used to advance policy and intervention development.

Although school-based interventions have been shown to have an impact on reducing GBV, much remains to be done by the education sector. Sexual harassment is widespread in educational settings in many parts of the world. Few ministries of education have explicit policies on prohibiting sexual violence, and few have developed guidelines on the definition of harassment and how educational institutions should respond. Often, only the most egregious cases of school-based sexual violence result in criminal prosecution. The challenge for schools is twofold: to reduce all forms of discrimination that contribute to GBV within the school setting, and to strengthen the capacity of schools to promote non-violence in families and communities.

The formal education system can be a key site for eliminating the gender-based stereotypes that lead to violence by taking the following actions: provide gender-sensitivity training for teachers; create a school environment that rejects and prevents violence; offer courses on human rights, including women's rights; and foster non-violent social relationships and mutual tolerance among students.

# 3. Situation Analysis and Programme Assessment

Section 3 reviews three presentations that address situation analysis and assessment of CSE programme coverage and quality, both in and out of school. The topics are:

- → A multi-country assessment of curricula in Eastern and Southern Africa (ESA).
- → A broad-based diagnosis of programmes in Latin America and the Caribbean.
- → A multi-partner study of the status of teacher training in the ESA region.

## 3.1 "Curriculum Scan in 10 ESA Countries (UNFPA and UNESCO) within the Context of ESA Commitment" – Asha Mohamud, UNFPA

Asha Mohamud reported on the methodology used for the sexuality education curriculum scans conducted in Botswana, Lesotho, Kenya, Malawi, Namibia, South Africa, Swaziland, Uganda, Zambia and Zimbabwe.[10] The assessments took place in advance of the high-level meeting in December 2013, when ministers of education and health from the ESA Ministerial Commitment countries came together to affirm their pledge to eliminate all new HIV infections among adolescents and young people aged 10-24 by 2020. CSE is considered to be an integral part of achieving this goal, and targets for the end of 2015 include the delivery of good-quality, comprehensive sexuality education as well as SRH services for young people in the region.

The methodology used in the assessments aimed to investigate whether CSE curricula were age-appropriate, gender-focused, rights-based, skills-based and empowering young people to adopt protective behaviours against HIV, sexually transmitted infections (STIs), pregnancy and gender-based violence. The review tool included a checklist with 13 broad categories and was based on the United Nations *International Technical Guidance on Sexuality Education*[11] (ITGSE) and the Population Council's *It's All One Curriculum*.[12] The United Nations Inter-Agency Task Team in each country coordinated the collection of materials. Ministry of education staff, UNFPA and UNESCO staff, and academics then validated the materials at a regional workshop. The scans identified gaps in curriculum content or topics that were not being taught the appropriate age, and the findings were used to guide curriculum revisions in country offices.

The plans for 2014-2015 are to continue with the curriculum review process using the Sexuality Education Review and Assessment Tool (SERAT), which had not yet been finalized when the original assessments took place. Potential uses for the new findings are to train curriculum developers, support teachers through the development of pre-service and in-service teacher training modules, develop a CSE package for young people who are out of school, and assess the legal frameworks in several countries to better advocate for gender and rights-based CSE and the provision of youth-friendly health services.

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10 United Nations Educational, Scientific and Cultural Organization, United Nations Population Fund and Population Council, *Sexuality Education: A Ten-Country Review of School Curricula in East and Southern Africa*, 2012.

11 UNESCO, UNAIDS, UNFPA, UNICEF and WHO, *International Technical Guidance on Sexuality Education: An Evidence-Informed Approach for Schools, Teachers and Health Educators*, UNESCO, 2009; available at www.unesco.org/new/en/hiv-and-aids/our-priorities-in-hiv/sexuality-education/international-technical-guidance-on-sexuality-education.

12 Haberland, Nicole, and Deborah Rogow, editors, *It's All One Curriculum: For a Unified Approach to Sexuality, Gender, HIV, and Human Rights Education*, *Population Council*, 2009; available at http://www.popcouncil.org/research/its-all-one-curriculum-guidelines-and-activities-for-a-unified-approach-to-

## 3.2 "Highlights of the Assessment: State of the Art of Comprehensive Sexuality Education in Latin America and the Caribbean" – Alma Virginia Camacho-Hübner, UNFPA

Alma Virginia Camacho-Hübner shared lessons learned from the "Diagnosis of the State of Art of the Comprehensive Sexual Education in Latin America and the Caribbean" completed in 19 countries in 2013. The assessment was carried out by administering a questionnaire that covered such factors as:

- The existence of specific policies and a legal framework for CSE programmes.
- Whether a curriculum exists and is integrated in the public education curriculum, and how CSE is taught, the subjects it is embedded within and what grades it covers.
- Actors involved in delivering the curriculum, including teachers within the education system and other institutional and multisectoral partners.
- The existence of monitoring and evaluation plans, and progress and setbacks that have been identified in each of the countries.

Among the findings is that successful and sustainable programmes receive family and community support as well as political and financial support. Collaborative and multisectoral joint actions with partners in the public and private sectors extended the reach of CSE and adolescent SRH services beyond the education system – confirming that successful CSE programmes are linked to youth-friendly services. At the informal level, the active participation of young people at all stages of the CSE process led to greater acceptance and coverage, and peer education has been particularly successful for out-of-school young people.

Recommendations for supporting UNFPA country offices in the region included providing technical assistance to ensure that CSE programme activities are monitored and evaluated in a systematic and permanent manner. This includes the development of tools and methodologies to assess the quality of education and its relevance to the target population's needs, and support for qualitative research methodologies to measure impact.

While the high-level Ministerial Declaration in Latin America and the Caribbean "Preventing through Education" was a catalyst for CSE programmes, implementation was slowed down in the majority of countries by a lack of agency within the education ministries, while HIV and teen pregnancy prevention have always been priority entry points for ministries of health.

Some countries, such as Brazil and Chile, are moving youth-friendly services into schools with UNFPA support; countries are also demanding effectiveness evaluations that measure biomedical outcomes. This presentation underscored the demand-generation potential of CSE for youth-friendly, integrated SRH services, and the need to formalize and measure referral mechanisms between participants in sexuality education and access to these services.

## 3.3 "Comprehensive Sexuality Education in Teacher Training in East and Southern Africa" – Patricia Machawira, UNESCO

Patricia Machawira described a review of CSE training for teachers in 21 ESA countries. One concern the multi-partner study aimed to address is the contrast between the very low knowledge levels of most students about HIV and AIDS, and the very high knowledge levels of most of their teachers. The evidence suggests that despite the fact that teachers may know about HIV-related issues, this knowledge and information is not reaching learners.

To more fully understand the vital link between teachers and effective CSE delivery, the study was carried out to help answer these questions:

- What policies, strategies, guidelines and standards exist for both pre- and in-service teacher education in CSE?
- What is the quality and content of CSE curriculum and learning materials for teacher education?
- What tools are available for monitoring and evaluation both pre- and in-service teacher education?
- What is the gap between the number of teachers who receive training and number of teachers actually teaching sexuality education? What are the obstacles and barriers for trained teachers to effectively deliver CSE?
- Are there any good strategies and practices with potential to scale up in the region, and key institutional, human and financial resources to tap into?
- What institutions offer pre- and in-service teacher education programmes at the regional and country level?

The study team developed a detailed protocol for desk reviews and mapping, and in-depth analysis was conducted in six countries: Lesotho, Malawi, Mozambique, Tanzania, Uganda and Zambia. An online survey was administered to both pre- and in-service teachers; data collection also involved face-to-face and Skype interviews. In total, there were 150 participants in the six countries.

Among the challenges identified in the findings, the lack of policy direction on life skills-based sexuality education remains a barrier to the development of effective training programmes. It is also clear that CSE training needs to help teachers clarify their values and their own views on sexuality before they can talk about sensitive topics with learners.

This assessment generated many new lines of inquiry to be pursued. For example, more in-depth analysis is needed around the impact and cost-effectiveness of the different implementation approaches for CSE – as a stand-alone subject, or integrated within "carrier" subjects – and the implications for teachers' training. In addition, monitoring and evaluation are required to measure progress in the CSE teaching field and its impact on national HIV, STI and pregnancy trends.

# 4. Implementation Evaluation

The presentations summarized in part 4 offer an in-depth look at the tools and methods being used to identify the factors that challenge, or facilitate, the effective delivery of CSE. The specific topics are:

- → An overview of SERAT, and an application of this tool for monitoring both in-school and out-of-school programmes.
- → An ongoing comparative process assessment in four countries.
- → Assessing CSE in schools in Asia and the Pacific.
- → Tools and indicators from the evaluation of the Pan-African CSE project.
- → Engaging the parents of migrant primary school children in China.
- → Broadening the emphasis on school settings to acknowledge the importance of the wider context, including families.

## 4.1 "SERAT: Sexuality Education Review and Assessment Tool" – Joanna Herat, UNESCO, and "Inside & Out: A Comprehensive Sexuality Education Assessment Tool" – Doortje Braeken, IPPF

Joanna Herat explained that SERAT was developed by a UNESCO staff member in West Africa, concerned that the process of reviewing national CSE programmes lacked national ownership and often led to the production of large amounts of data and lengthy reports that were not relevant to stakeholders and decision makers. SERAT, on the other hand, is an accessible interactive Excel-based tool that enables stakeholders to conduct detailed assessments of CSE programmes within the formal education sector. The tool allows for a detailed review of curriculum content in four different age categories, as well as the overall programme design, national policy, teachers' training, and monitoring and evaluation.

SERAT can be used to assess a CSE programme according to global norms (ITGSE and It's All One Curriculum), with a strong focus on gender and human rights. It is designed to help users develop or support comprehensive and high-quality CSE programmes that respond to national or subnational needs by identifying strengths and gaps in all aspects of programme implementation, and highlighting critical data on health and social issues, such as early pregnancy and gender-based violence, that should be addressed within the curriculum.

Its features include built-in instructions, tabs for each topic, drop-down answers, and the ability to convert data into graphs to produce "instant results". When used correctly, SERAT reveals weaknesses in programme design and content. Inputting data requires a participatory process of several stakeholders, which can be supported by an outside expert while fostering joint ownership. By bringing diverse stakeholders together, using SERAT minimizes subjectivity/single perspective and creates opportunities for dialogue and collaboration.

UNESCO has used SERAT in more than a dozen countries, and UNFPA has used the tool in five countries. Among the major findings from this work is that teachers' training is always the weakest element in implementation, and that curriculum content shows similar weaknesses in all countries: an insufficient focus on gender and social norms.

Doortje Braeken described how the IPPF is adapting SERAT for the non-formal/civil society sectors. The adapted tool, Inside & Out, is designed for out-of-school settings as well as school-based programmes, and is based on IPPF's CSE framework. Rather than sorting data by age groups, the adaption covers five types of interventions: (1) peer educator training; (2) adult educator training; (3) engaging parents; (4) courses or series; (5) and single sessions. Each component that is assessed receives a score, with 100 per cent indicating full coverage, in line with international standards.

At the time of the CSE meeting, Inside & Out was being introduced across all regions. Improvements and updates include the "Demystifying Data" guide designed to explain how to use evidence to promote young people's sexual health and rights, including enhanced understanding of primary data sources such as the Demographic and Health Surveys. Along with follow-up and support for those who have completed Inside & Out assessments, a roll-out was to be delivered in conjunction with master training.

## 4.2 "A Comparative Process Assessment of Sexuality Education in Ghana, Kenya, Guatemala and Peru" – Sarah Keogh, Guttmacher Institute

Sarah Keogh discussed the ongoing assessment of CSE programmes in sub-Saharan Africa and Latin America, which is being conducted by the Guttmacher Institute, with funding from the Dutch Ministry of Foreign Affairs. After identifying the primary gaps in international research, Ghana, Kenya, Guatemala and Peru were chosen for the study because CSE implementation is at varying stages in each country. In terms of methodology, an outcome evaluation was not possible because none of the countries had collected baseline data. As a foundation, there are five study objectives:

1. Document policies and curricula in each country.
2. Describe how these curricula are implemented in schools.
3. Assess opinions, attitudes and knowledge of students and teachers regarding CSE.
4. Provide recommendations to support national implementation of CSE in schools.
5. Use the findings to provide generalized recommendations in other countries.

The study design includes policy and curricula review, meetings with stakeholders, and in-depth interviews with 25 key informants in each country, including policymakers, programme planners, advocates, civil society representatives and members of local communities. The interview topics are designed to cover the spectrum from the state level to classroom realities, while gathering information on support for, or opposition to, sexuality education.

Two surveys in secondary schools – one for teachers and principals, the other for students – will be conducted in 80 schools per country, selected through random sampling and reaching approximately

300-400 teachers/principals and approximately 2,500 students aged 15-16. The teacher/principal surveys are administered by interviewers, with questions and topics drawn from *It's All One Curriculum*, SERAT, and other surveys that have been used in the United States and developing countries. The student surveys are self-administered, with questions based on the same sources plus non-school-based sources such as the Demographic and Health Surveys and the Guttmacher Institute's Protecting the Next Generation project.

Preliminary results of the policy and curriculum review show that although all four countries have some type of sexuality education policy and a national curriculum, the level of implementation ranges from "fairly well" to "poorly", with little coordination and lack of standardization in three out of four countries.

## 4.3 "Tools for Assessing Implementation of CSE in Schools in the Asia and Pacific Region" – Kelly Hallman, Nicole Haberland and Eva Roca, Population Council, Jo Sauvarin, UNFPA

The presentation by Jo Sauvarin, Kelly Hallman, Nicole Haberland and Eva Roca outlined the collaborative process for developing data collection tools and a research protocol that would enable thorough analysis of CSE programmes in Asia and the Pacific. Previous studies established that a large number of countries in the region report integrating HIV/sexuality education in their curriculum. However, less than half of the countries in Asia had a national CSE programme as of 2012, and gaps remain in reaching primary school-age children, teacher training, and curriculum content.

It was clear that a more detailed analysis was needed to fully understand the scope, coverage and quality of CSE content and programme implementation. UNESCO, UNFPA and UNICEF regional offices, the Population Council and a Technical Advisory Committee worked together to meet this need – developing a set of tools and guidance for diverse settings, while maintaining an approach that would provide comparable, quality data.

Data collection was expected to start in Bhutan, China and Thailand in late 2014/early 2015, with the groundwork to take place in India in 2015. The surveys for students, teachers and principals are aligned with ITGSE, *It's All One Curriculum*, SERAT and measures validated for the regional context, and informed by the Trends in International Mathematics and Science Study protocols for school-based data collection. The Microsoft Word questionnaires will be adapted in each country, and are likely to be available in new formats for use with digital devices.

To define the necessary steps for designing and conducting the study, the initiative's research protocol:

- Laid out roles and responsibilities for United Nations country offices, national research groups and national stakeholder committees.
- Outlined the steps for literature review and defined the study's purpose.
- Provided guidance on making sampling decisions (what data to use, how many schools to include, what grades, inclusion/exclusion criteria, participant recruitment plan).
- Explained the identification and preparation of protocols and documentation for an ethical

review board; informed consent forms for adults, minors and their guardians, including defining the risks and benefits to participants.

- Outlined basic study design and methods, including creating a cross-sectional sample of schools, and provided quantitative questionnaires for principals, teachers and students, and interview guides for key informant interviews.

The protocol clarified that the tools developed in the Asia-Pacific region are designed for programme implementation assessment rather than "pre-post" comparison, i.e., that this type of study cannot determine whether sexuality education improved students' knowledge, attitudes or behaviours. It also offered guidance on training for data collection, statistical analysis and developing a timeline.

## 4.4 "Pan-African Comprehensive Sexuality Education and Information Project Mid-Term Review Feedback" – Yumnah Hattas, Save the Children

As shared by Yumnah Hattas, Save the Children's Pan-African Comprehensive Sexuality Education and Information project began in August 2012 and aims to reach 340,000 children, aged 5-18 years old, by July 2015. The out-of-school project is implemented in 12 countries in Western, Southern and Eastern Africa.

The Pan-African CSE project is built on the process-oriented approach, promoting positive and healthy sexual development by starting with understanding one's own sexuality before engaging others about their sexuality. It focuses intensively on parents, community leaders and religious leaders in order to create the types of supportive environments children and young people need for healthy sexual development.

The midterm review used the Most Significant Change methodology. This qualitative approach draws on participatory monitoring and evaluation methods to gather and write "stories" based on intensive interviews that are conducted by researchers who received training in the Pan-African project. These stories were gathered on three general domains of change: (1) knowledge; (2) attitudes, beliefs and perceptions; and (2) training practices. For the evaluation, stakeholders, researchers and mentors worked together to select one "significant" story per country.

Conclusions from follow-up to the midterm review indicate that the process-oriented approach and Most Significant Change are a "perfect fit". Post-review measures include the option to alter the "change" domains, based on testing of knowledge, attitudes and practices before and after the training. The Pan-African project's progress is tracked quarterly, as the participant researchers collect new stories, revisit old stories, and note the emerging patterns.

## 4.5 "Parental Engagement in a Primary School Sexuality Education Project for Migrant Children in China" – Wenli Liu, Beijing Normal University

Wenli Liu reported on the extensive parental engagement component of an ongoing sexuality education project for primary school children from migrant families in China.[13] Launched in 2007 by Beijing Normal University, with support from the Ford Foundation, the project reaches children in grades 1-6 in ten primary schools in Beijing.

To support implementation of the project's school-based curriculum, student learning, and training for teachers and volunteers, the component includes parent-child activities, home visits by project staff, and surveys of parents' knowledge and attitudes to sexuality education before, during and after the school year. An online "WeChat" platform offers advice, and the project also uses text messaging, a blog and a website to reach parents. Training sessions for parents are held at the beginning of each semester to:

- Explain the importance of sexuality education in primary school.
- Explain why parents should value sexuality education for their children.
- Introduce what their children will learn from the course.
- Provide techniques and skills to initiate sexuality-related discussions with their children.

The implementation evaluation combined qualitative and quantitative methodologies. A baseline survey consisted of group interviews, complemented by questionnaires for both students and parents. Home visits were conducted to enable the programme managers to know more about living conditions of the children and their relationships with their parents. Group and individual interviews with mothers/fathers were conducted at the beginning and end of each semester, and followed up with student interviews.

Evaluation findings indicate that the home visits provided important information on the precarious situations migrants face, therefore infusing a reality check into the content and approach of the programme. The interview results show that many parents directly benefit from sexuality education, for example, spending more time talking with and listening to their children, communicating more openly about sexuality and health, and sensing a strong improvement in family relationships. Plans for further evaluation include an assessment of training for parents whose children are in different age groups (preschool, primary school, middle school and high school) and follow-up research on the student graduates of the programme and their parents, using telephone interviews and a questionnaire.

## 4.6 "Reflections on the School and Family Interface" – Roger Ingham, University of Southampton

Roger Ingham highlighted the necessity of expanding the current emphasis on school settings and direct focus on young people to acknowledge the wider context for CSE programmes, including family settings.

13 *See:* Liu, Wenli, and Yufen Su, "School-Based Primary School Sexuality Education for Migrant Children in Beijing, China", Sex Education, vol. 14, no. 5, 2014, pp. 568-581.

In many situations, including the multicultural context of the United Kingdom, parents may be deeply opposed to CSE, and politicians and faith leaders sometimes use "the rights of parents" as a reason for not supporting sexuality education.

The mechanisms of parents' overt and covert resistance to CSE include direct challenges to school-based efforts, withdrawing a child from classes and modelling behaviours/attitudes that contradict CSE messages. This opposition has a broad range of negative impacts on young people and teachers that can severely reduce the effectiveness of sexuality education, including secrecy, mutual suspicion and lack of confidence among teachers.

Experience suggests that working cooperatively with parents and other members of the community may help overcome some of the barriers to implementing CSE programmes. Consequently, programme design and implementation should take into consideration the following questions:

- To what extent are the aims and objectives of school-based CSE compatible with parents' hopes, fears and concerns?
- If the objectives are generally compatible, how can collaborative approaches be developed, supported and maintained? If not, what are the sources of difference and how might they be addressed?
- How should these issues be monitored and evaluated?

After providing examples of current studies on parent/caregiver engagement and respondents' comments on CSE, the recommendation was made that opportunities for success can be maximized if programme managers and implementers recognize adult family members as a crucial part of this endeavour. It is vital to develop indicators to assess activity on family engagement both in advance of programme implementation and after it has started. Indicators for operational assessment include the percentages of children who report discussing CSE issues at home and who report receiving parents' support for CSE coverage, as well as the percentages of children who are withdrawn from CSE school lessons.

# 5. Outcome Evaluation

Outcome evaluations of CSE programmes frequently focus on measuring such results as increased knowledge and changes in attitudes and behaviours. For a CSE programme that places central attention on gender and rights, outcome evaluation should also include development of self-esteem and self-efficacy, tolerance and respect of others, empowerment and gender equality. Section 5 presents research that explores the degree to which CSE programmes have succeeded in achieving such transformative results. The topics are:

- → Outcome evaluation of programmes implemented Dutch primary schools and in Indonesian kindergartens.
- → Instruments and methods used to evaluate gender outcomes in India.
- → Evaluating Colombia's national programme for CSE and citizenship building.

## 5.1 "Evaluating CSE for Young Children" – Sanderijn van der Doef, Rutgers

Sanderijn van der Doef described two CSE programmes for children under age 12 developed by Rutgers, and outlined the evaluation methodology, key findings, and challenges of evaluation work with young children. As defined in the presentation, the aim of CSE in primary school and kindergarten is not primarily based on behaviour change – the important focus is to support young children in their sexual development in order to empower them to make responsible and healthy decisions related to their sexuality now and later in life, with respect to others. In addition, CSE, at any age, is fundamentally about the right of children and young people to access information.

The Relaties and Seksualiteit (Relationships and Sexuality) programme implemented in the Netherlands offers a CSE teachers' manual for use in primary schools with students aged 4-12. The evaluation was conducted in 2008-2010,[14] and included a process evaluation among teachers and parents and an effectiveness study among upper-primary students, aged 10-12. In total, 1,002 students were involved, from 28 experimental schools and 16 control groups. Self-administered paper surveys were used for students, digital questionnaires for parents, and logbook and interviews with teachers. The main indicators included:

- Knowledge on puberty, relationships and sexuality
- Self-esteem, assertiveness and self-confidence
- Empathy and attitudes towards sexual diversity
- Communication skills and sources of information about sexuality.

Evaluation findings indicate that children who participated in Relaties and Seksualiteit had more knowledge about sexuality, relationships and sexual abuse, and increased appreciation of the school and teachers as sources of information. Although these students reported an increase in assertiveness, there

14 Bagchus, L., M. Martens and M. van der Sluis. "Relationele en seksuele vorming in het basisonderwijs", Rescon, Amsterdam, 2010.

was no change in communication skills (levels were already high), self-confidence, or empathy (low at the start). The majority of students had increased positive attitudes towards sexual diversity, though this was not the case for students from cultural minorities. Students said the timing of the programme was right and that it covered all of the important topics. The overall conclusion: CSE has positive effects on 10- to 12-year-old children.

The Indonesian programme, You & Me, is designed for kindergarten children, aged 4-6, and is intended to empower children against sexual violence, as it contributes to the development of social skills (friendship and interaction with adults), social values (respect and care for family), self-esteem, and gender equality within and outside the family.

The sample for the You & Me study comprised four schools, two in the experimental group (43 children) and two in the control group (42 children); nine parents and four teachers participated.

The You & Me evaluation methodology included individual interviews with children, observations, drawing and animation; focus group discussions with mothers and fathers; and interviews with teachers.[15] The research questions were:

- Do children who received the programme … Have more knowledge about sexuality? Respond more positively to questions about self-esteem? Know better what behaviour of strangers is appropriate or inappropriate?
- What are the pedagogic methods used by the teachers? How do the teachers evaluate the programme?
- How do the parents evaluate the programme?

The interviews with children were based on 39 open questions, and lasted no longer than 15 minutes. All questions were recorded, and the procedure employed age-appropriate instruments – a mirror was used when the children were asked questions about themselves, pictures were used for questions on sexuality, and dolls were used for questions about (in)appropriate body touching.

There are several challenges for evaluating outcomes such as attitudes and self-esteem among children aged 4-6, who are in the midst of developing gender identity, morals and "theory of mind" and may give socially desirable answers to questions asked by adults. Instruments/methods that can be used in research with young children include interviews supported by drawings, and observation by teachers, daycare staff and mothers, as well as researchers.[16]

Results from the evaluation of the Indonesian programme indicate that children were able to identify and correctly name the genitals of boys and girls, and had increased knowledge about the birth process, though not on conception. Although there was no measureable increase in self-esteem and ability to report sexual abuse, parents' and teachers' observed improvements in communication skills and more interaction between girls and boys among children in the experimental group.

15 Krijgsman, Patty, "Let Me Tell You 'Bout the Birds and the Bee: What Is the Impact of the You & Me Program?", Master thesis, University of Amsterdam, 22 July 2012.

16 de Graaf, Hanneke, and Jany Rademakers, "The Psychological Measurement of Childhood Sexual Development in Western Societies: Methodological Challenges", *Journal of Sex Research*, vol. 48, no. 2, 2011, pp. 118-129.

## 5.2 "Evaluating Gender Outcomes in India's Adolescence Programme: Instruments and Methods" – Deepti Priya Mehrotra, Nehru Memorial Museum and Library

Deepti Priya Mehrotra spoke about India's Adolescent Education Programme (AEP), which is based on principles of equity and social justice, is participatory and non-judgemental, and enables adolescents to understand and negotiate their continually changing realities. Evaluation of AEP took place during 2010-2011, utilizing a quasi-experimental design to explore students' and teachers' knowledge, attitudes and skills, and the influence of AEP on the school environment. This logistical exercise utilized quantitative data collection carried out in 200 schools and involved 22,000 students (grades 9-12) and 1,200 teachers and principals.

Most of the evaluation instruments were specifically designed for this appraisal, including innovative questions using carefully crafted vignettes and case studies. The research team decided not to use "I believe" statements because they were considered to be likely to produce high social-desirability bias. Qualitative data were collected in 15 schools through in-depth interviews and focus group discussions. Media images were used to stimulate guided discussion on gender roles among student groups. Interviews with teachers and principals explored teaching methods, views and experiences with AEP.

The instruments elicited responses to such issues as body image, menstruation taboos, sexual attraction, gender norms, HIV and AIDS, substance abuse and sexual harassment. Most questions were common across students' and teachers' questionnaires.

The results were analysed across gender, school types and types of teachers, and the evaluation detected positive outcomes on most indicators, with modest improvements in knowledge and attitudes for students as well as teachers. Young women had more gender-equitable attitudes compared to young men and were more assertive in dealing with sexual harassment. Students, teachers and principals see AEP as a useful programme that fills a gap in the school curriculum.

AEP evaluation findings have been used to assist curriculum revision, improve programme implementation and develop better advocacy material. Some of the evaluation tools are now being adapted for use in another programme.

## 5.3 "PESCC: Sexual Education and Citizenship Building Programme" – Marta Carolina Ibarra, Universidad Los Andes

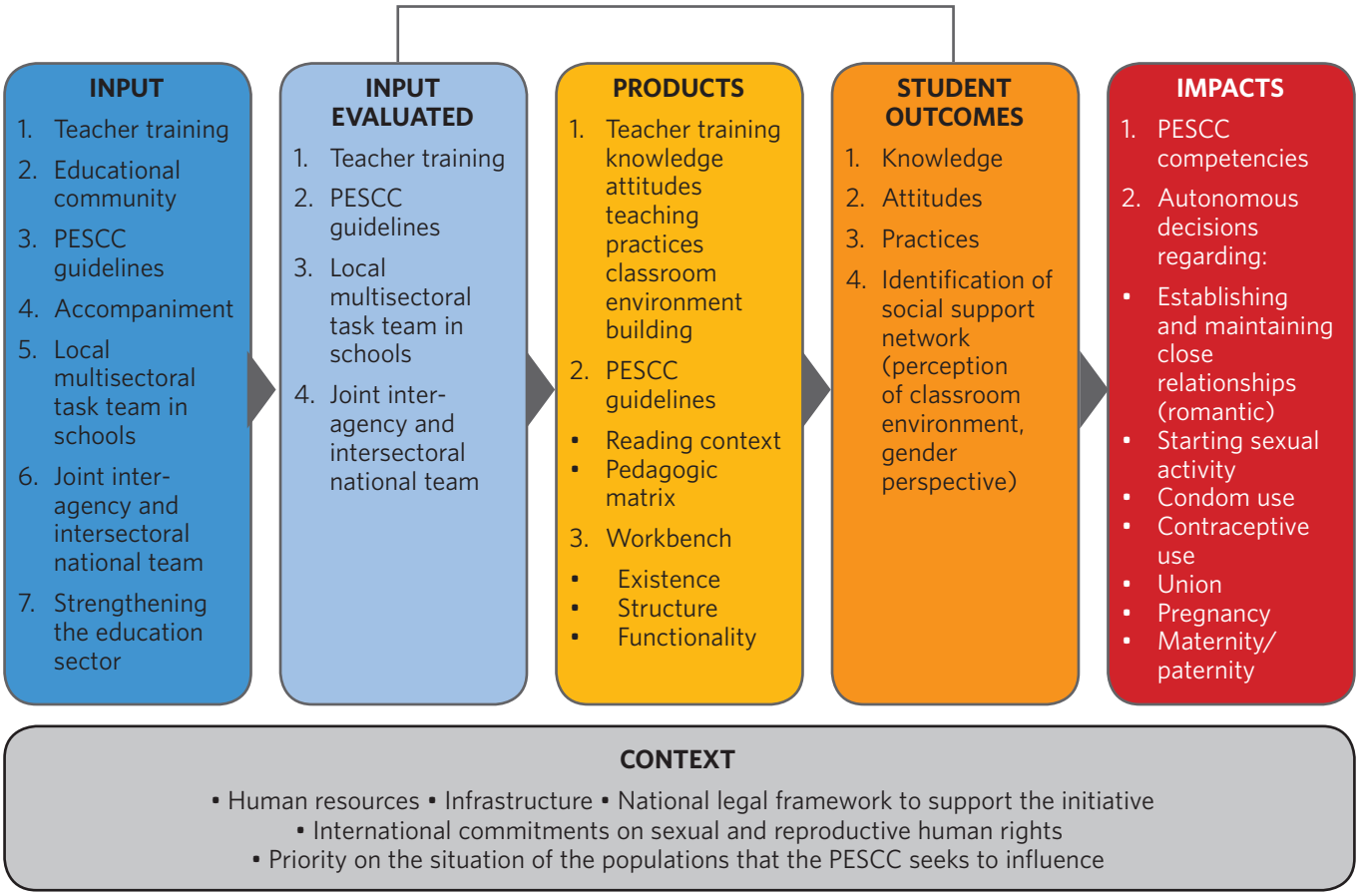
Marta Carolina Ibarra explained the methodologies used to evaluate Colombia's Programa de Educación para la Sexualidad y Construcción de Ciudadanía[17] (PESCC), a programme that integrates CSE into citizenship education and was rolled out nationally in 2007. PESCC is backed by political commitment from the national and local governments. Training and coaching are provided by Ministry of Education staff, with cascade training provided by previous participants. Local multisectoral teams – students, teachers, parents,

17 Vargas-Trujillo, Elvia, Marta Carolina Ibarra, Carmen Elisa Flórez, and Darwin Cortés, "Informe final de la evaluación del PESCC", 2015; available at http://fys.uniandes.edu.co/site/index.php/productos/productos-educacion-sexual

service providers – are engaged in the programme design, which encompasses curriculum development and analysis of local contexts regarding sexual and reproductive human rights.

The evaluation design was a quasi-experimental, explanatory sequential study with three phases: (1) development of the programme's theory of change; (2) design of three structured, self-administered questionnaires for collection of quantitative data; and (3) data analysis and qualitative exploration of programme inputs and outcomes. Figure 4 illustrates the PESCC theory of change that was developed based on a qualitative inquiry involving five key informants and 65 teachers, as well as a review of nine key documents.

## FIGURE 4. PESCC THEORY OF CHANGE




The overarching evaluation question was whether there are significant differences in knowledge, attitudes, practices and self-efficacy between students who have participated in PESCC and those who have not. For students who have had sexual intercourse, the study sought to look at sexual behaviour outcomes. For the collection of quantitative data, 90 schools were randomly selected after controlling for programmes with similar objectives. The final sample included 9,072 students and 802 teachers. Participants filled out rigorously tested self-administered questionnaires.

For students aged 14 and over questions include knowledge, attitudes, self-efficacy and behaviours related to sexuality and sexuality education, as well as questions about the school and classroom climate. The teachers' questionnaire includes knowledge, attitudes and behaviours related to sexuality, teaching practices and self-efficacy regarding sexuality education; and the school questionnaire asks about school characteristics, including the physical and social context.

The evaluation was designed by a committee composed of members from Universidad de los Andes and Universidad del Rosario, plus an independent consultant, Carmen Elisa Flórez; the Universidad del Rosario team conducted the quantitative analysis independently. Implementation of the evaluation is coordinated by a technical committee composed of members from the National Ministry of Education, UNFPA and Universidad de los Andes.

The final phase of the PESCC evaluation included a visit to the two schools with the highest scores for outcome indicators, and focus group discussions were conducted with students, teachers and parents, along with key informant interviews. The data collected through these instruments were being analysed in 2014, with results expected to be available in first-quarter 2015.

# 6. Impact Evaluation

The aim of many CSE programmes is to improve young people's health and well-being, including having safe, healthy and fulfilling relationships. Short and longer term outcomes of human rights-based and gender-focused CSE may include gender-equitable relationships, reduced stigma and discrimination, and increased civic engagement. Indicators of impact may include actual health outcomes – such as reductions in STIs – as well as reductions in indicators such as intimate partner violence or child marriage.

Presentation topics in section 6 are:

- → Reflections on evaluating a sexuality education programme in Estonia.
- → Highlights of the ongoing assessment for a project that aims to delay marriage in Bangladesh.

## 6.1 "Impact Assessment of a Holistic Sexuality Education Programme in Estonia" – Evert Ketting, on behalf of the European Expert Group on Sexuality Education

Evert Ketting's presentation on evaluation of the Estonian programme began with a summary of the European Expert Group's approach to CSE.[18] This underscored that a satisfactory sexual life encompasses relationships that are based on mutual consent, experienced positively and characterized by gender equality. In other words, "safe" behaviour includes but is not limited to prevention of unwanted pregnancy and sexually transmitted infections, coercion, abuse and violence.

Regarding evaluation studies of sexuality education, the European experience has only limited visibility in the international literature. This is primarily because sexuality education in Europe is embedded throughout the curriculum, so it is very difficult to assess the behavioural impact of the entire school curriculum versus the impact of CSE. Furthermore, the curricula are frequently implemented at a national scale, making it difficult – if not impossible – to use an experimental or quasi-experimental design to measure impact

The Estonian CSE programme was initiated in 1997 and has been updated twice since then. The integrated intra-curricular programme is fully scaled up nationally, reaching 328 basic schools and 28,000 students as of 2009. The entire programme, which aims to build citizenship and promote personal development, starts for students at age 7. For the 11-14 age group, 35 lessons specifically on sexuality are spread over three years.

Because all schools in Estonia implement the programme, there is no control group of non-exposed young people, making it impossible to use a cluster randomized controlled trial for the evaluation. Therefore, the research team opted for time series analyses based on surveys and national registries of births and

18 Ketting, Evert, Minou Friele and Kristien Michielsen, "Evaluation of Holistic Sexuality Education: A European Expert Group Consensus Agreement", *European Journal of Contraception and Reproductive Health Care* (in press).

abortions, and surveillance records for HIV and STIs; in addition, 12 studies/surveys were implemented between 1994 and 2007.

The analyses compared statistics for the 15-19 and 20-24 age group, and results were presented as trends in three impact indicators for 2001-2009: (1) abortions; (2) diagnosed STIs; and (3) diagnosed new HIV infections. For all indicators, in both age groups, results show dramatic declines in Estonia. However, one of the limitations of this research is that the impact of sexuality education cannot be separated from the impact of youth-friendly services because they were developed and implemented simultaneously.

## 6.2 "BALIKA: Bangladeshi Association for Life Skills, Income and Knowledge for Adolescents – Measuring Gender and Rights in an RCT" – Sajeda Amin, Population Council

Sajeda Amin explained that BALIKA's objective is to generate evidence on what works and why to delay marriage in Bangladesh. Activities encompass safe spaces programmes that include life skills, plus gender/rights awareness, education support or livelihoods training; community mobilization; capacity building for trainers, staff and participants; and monitoring and evaluation. The study is being implemented in 96 villages, with the intervention operating for 18 months. The project partners are the Population Council, Population Service and Training Center, Center for International Development Initiatives Nijmegen and mPower Social.

Since its start in 2012, BALIKA has recruited nearly 9,000 rural girls, aged 12-18, in southern Bangladesh. Adolescent girls are selected based on a listing of households per village. Seventy-five per cent of the girls who participate are in school; the programme does not include girls who are married. Additional activities are run for parents, advocates and trainers.

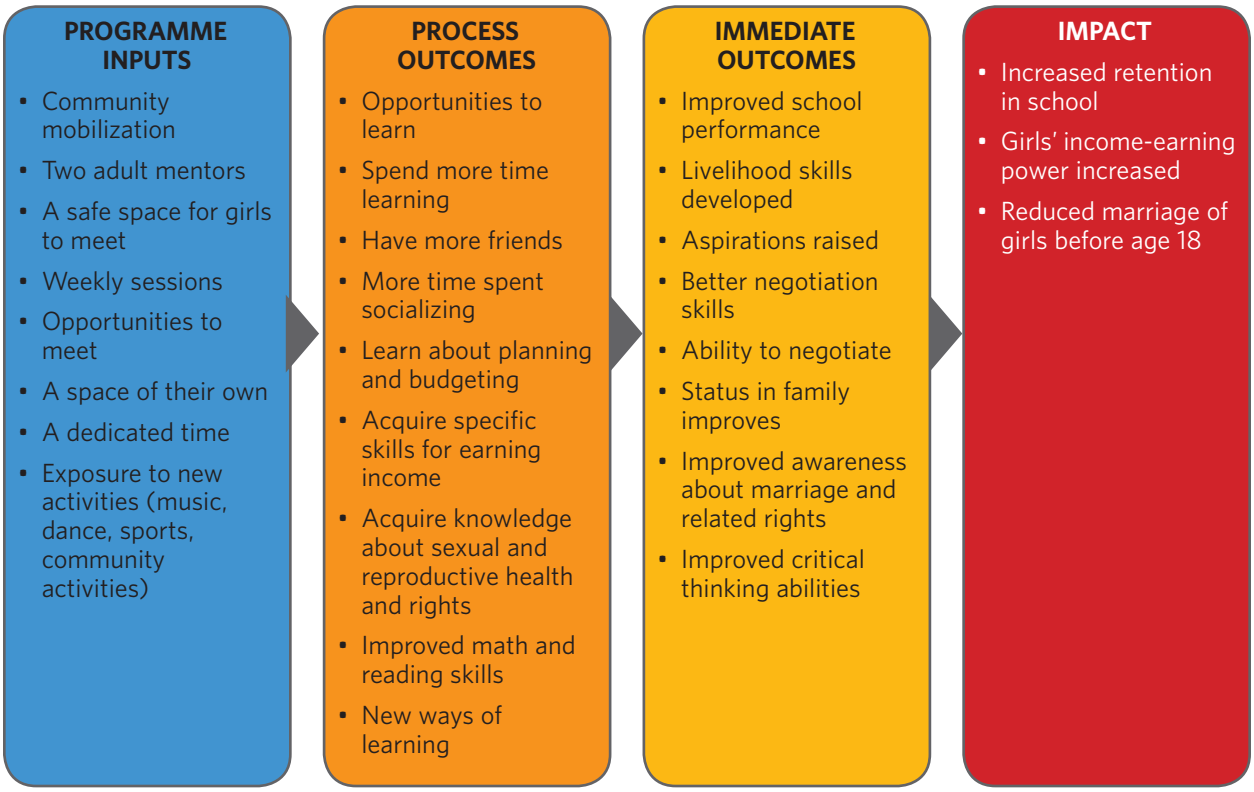
The randomized controlled trial (RCT) is designed to test the impact of three types of interventions, which all include basic life skills: (1) gender, rights and awareness, using an adaptation of *It's All One Curriculum*; (2) education, including encouraging participants to stay in school; and (3) livelihoods and financial education, which helps participants develop skills for earning income. The trial randomized 96 clusters to these three intervention arms and a control arm. Thus, each arm is comprised of 24 clusters, and each cluster has 120 girls.

Baseline and end-line surveys will measure learning outcomes, critical thinking, self-confidence and/or agency at the community level. Periodic monitoring and evaluation is conducted to assess changes in gender and body image, behaviours, aspirations, attitudes, knowledge of health and analytical thinking among the girls who participate in BALIKA. Sample questions include:

- I read for pleasure last night.
- I played an outdoor sport at least once in the past seven days.
- It is more important for a girl to learn cooking than is to study math and English.
- I study so that I can get married to a good husband.
- It is okay to beat a wife if she argues with her husband.

The theory of change behind BALIKA, as illustrated in figure 5, is that community mobilization and having a safe space to meet weekly will improve school performance, critical thinking and negotiation skills, improve status within the family and raise aspirations for adolescent girls. This in turn will lead to increased school retention, increased earning power and reduced marriage before the age of 18.

## FIGURE 5. BALIKA THEORY OF CHANGE



# 7. Global Monitoring Indicators and Regional Applications

Taking advantage of the presence of UNESCO experts who are working with CSE indicators for monitoring, session 7 was organized to inform meeting participants about recent developments; the presentation topics are:

- → The development of global indicators for measuring school-based CSE.
- → Integration of the global framework indicators into education management information systems (EMIS) in the Eastern and Southern Africa region.

## 7.1 "Indicators for Measuring Sexuality Education in School" – Joanna Herat, UNESCO

Joanna Herat elucidated the collaborative international effort to develop core indicators for monitoring national implementation of school-based sexuality education, part of a broader monitoring framework for education and HIV.[19] Education sector policymakers and managers often have low awareness of the importance of monitoring and evaluating the education sector's response to the HIV epidemic, and there has been a lack of resources and capacity to analyse data, including the absence of core indicators related to HIV and education.

To help remedy this deficit, UNESCO and the UNAIDS Inter-Agency Task Team for Education engaged with other partners in international and regional processes to recommend global indicators that are relevant for all countries. The following list for identifying and prioritizing the indicators was established for the development and review process:

- Is this indicator needed to measure the education sector's contribution to the national AIDS strategy or a key international commitment?
- Is it clear how data from this indicator will be used by the education sector to manage its response to HIV and AIDS?
- Is there national/international agreement on this indicator?
- Is there consensus among technical experts in this thematic area that this indicator should be monitored?
- Will this indicator be valid, reliable and robust to measure what it intends to measure?
- Are systems available to allow this indicator to be measured?
- Does the measurement of this indicator add a burden on human/financial resources?
- Is the indicator fully defined?
- Has this indicator been used in practice?

19 United Nations Educational, Scientific and Cultural Organization, *Measuring the Education Sector Response to HIV and AIDS: Guidelines for the Construction and Use of Core Indicators*, UNESCO, Paris, 2013; available from http://unesdoc.unesco.org/images/0022/002230/223028E.pdf.

Ultimately, eight globally relevant indicators were developed, as shown in the following table:

| | |
|---|---|
| **PROCESS INDICATORS** | (1) National commitments and policy instrument |
| | (2) % of educational institutions that have rules and guidelines for staff and students related to physical safety, stigma and discrimination, and sexual harassment and abuse that have been communicated to relevant stakeholders |
| | (3) % of schools that provided life skills-based HIV and sexuality education within the previous academic year |
| | (4) % of schools that provided an orientation process for parents or guardians of students regarding life skills-based HIV and sexuality education programmes in schools in the previous academic year |
| | (5) % of schools with teachers who received training, and taught lessons, in life skills-based HIV and sexuality education in the previous academic year |
| **OUTCOME INDICATORS** | (6) % of students, aged 10–24 years, who demonstrate desired knowledge levels on the transmission of HIV and reject major misconceptions about HIV and AIDS |
| | (7) % of young people, aged 15–24 years, who have had sexual intercourse before the age of 15 |
| | (8) % of women and men, aged 15–49 years, who had more than one partner in the past 12 months who used a condom during their last sexual intercourse |

In addition, there are seven indicators for countries with high HIV prevalence, including on such issues as access to education for orphans and vulnerable children, and teacher attrition due to HIV. School-based indicators were field-tested in 2011-2012, in Namibia, South Africa, Tanzania, Zambia, Viet Nam and Jamaica, and the core indicators were finalized, endorsed and published in 2013.

The indicator on life skills-based HIV and sexuality education captures a set of 16 "essential" and 11 "desirable" topics (in line with global norms), which are reviewed during a school-based survey to monitor the quality of the programme by assessing whether it meets basic criteria. Gender equality and gender roles, condoms, sexual anatomy and physiology, and society, culture and sexuality are all examples of essential topics. A simplified version of this survey can be used, with the benefit of achieving greater school coverage, but with a result that focuses in less detail on quality or detailed assessment of content.

Key lessons learned from the development of these indicators include: Use existing recognized and accepted indicators as a foundation, and follow a rigorous approach, recognizing, for example, that field-testing can also provide a capacity-building opportunity. Engage in extensive consultations at all levels to ensure ownership and participation of stakeholders throughout the process – and build on existing partnerships with the UNAIDS Inter-Agency Task Team and other United Nations joint teams, strengthening linkages and partnerships across sectors and within the education sector.

Because national systems are already overburdened, supporting the feasibility to collect data is essential. While ensuring that indicators can be integrated with existing mechanisms such as EMIS, it should also be

emphasized that information management systems and school-based surveys are not the only options for data collection, and ministries of education should be encouraged to make use of the other data sources that are available.

## 7.2 "Use of the Global Indicators in the Region: The ESA Experience" *and* "Comprehensive Sexuality Education in Teacher Training in East and Southern Africa" – Patricia Machawira, UNESCO

Patricia Machawira reported on the process of regional integration of the global indicators, which began with ministers of the Southern Africa Development Community (SADC) approving the global HIV and AIDS indicators for inclusion in EMIS and other school surveys. This followed-on from the 2013 ESA Ministerial Commitment for CSE and youth-friendly services.

The indicators were field-tested in Namibia, South Africa, Tanzania and Zambia in 2012. The purpose of the field test was to determine the feasibility to collect and analyse the data for the selected indicators, particularly through EMIS. A dissemination workshop was held in May 2013, in Johannesburg, South Africa, where the result of the field tests were shared with SADC members.

As with the implementation of any new system or process, the quality of the monitoring through EMIS depends to a large extent on a functional ministry of education. By producing more data, ministry officials must be encouraged to make use of this data at the country level to review and analyse the strengths and weaknesses of the CSE programme implementation and outcomes.

At the national level, developments in the integration of core indicators in EMIS include:

- By October 2014, national EMIS officials from all SADC countries, plus Kenya, Rwanda, South Sudan and Uganda have received training on the utilization of the indicators.
- All SADC countries have proposed their road maps for integrating the indicators in annual school censuses and/or school-based surveys by 2015 or 2016.
- Progress has been made towards the integration of the indicators in EMIS by the countries involved in the field test.

Zambia is the first country to have included all recommended indicators in its EMIS as the beginning of a new countrywide initiative to scale up CSE. The first statistical bulletin that will capture the HIV-sensitive indicators was scheduled to be ready by November 2014.

The core indicators have also been integrated into a national survey of upper primary education, secondary education, and teacher training institutions. Baseline data have been collected on key indicators relating to CSE delivery and access to services for Zambian young people aged 10-24. Preliminary findings show that while many schools reported providing life skills-based HIV and sexuality education in the previous academic year, important elements are missing. Only 23 per cent of schools are considered to provide CSE, and less than 38 per cent of government and community schools had teachers trained in teaching life skills and sexuality education.

Use of the new indicators is one step towards the regular monitoring of progress in terms of teacher training, implementation and outcomes that will strengthen CSE programmes.

# 8. Common Principles, Multiple Perspectives: Building Consensus on CSE Programme Evaluation

The CSE Evaluation Expert Meeting offered an important opportunity to discuss the wide range of research that is already in place, with a focus on assessment of gender and human rights as core components of comprehensive sexuality education. This final section of the report highlights the discussion around three topics: (1) the basic principles for CSE programmes; (2) analysis of the opposition to CSE, and the importance of engaging parents to support sexuality education; and (3) methodologies and indicators for evaluation.

## 8.1 Defining Basic Principles for CSE Programmes

The presentations on operational definitions indicated that while we may have different perspectives and different names for "comprehensive sexuality education", overall, there is more agreement among the participating organizations and experts on what forms the basic principles of CSE and an essential minimum package. Most participants share basic principles for CSE. But notwithstanding this consensus, it was noted that "comprehensive" means different things to different people. To some it means meeting the needs of all young people. To others it refers to the depth and breadth of CSE content and implies that implementers cannot conveniently pick and choose various topics to include or exclude when committed to CSE.

> CSE embraces a holistic view of sexuality and sexual behaviour: it is age-appropriate, curriculum-based education that aims to equip children and young people, according to their evolving capacities, with the knowledge, skills, attitudes and values that will enable them to develop a positive view of their sexuality.
>
> When started early and provided over a long period of time, CSE empowers young people to make informed decisions regarding their sexuality and sexual behaviour, and to exercise their rights and responsibilities as citizens in school, the community and society at large. (1.1)

Among key points made in the discussions on principles, CSE should start at an early age by providing information about health and well-being, promoting health-seeking behaviours and opportunities to build skills and assess personal values and attitudes. It is a long-term learning process delivered according to the age and developmental phase of the child and is offered over multiple years in a safe and supportive learning environment.

In order to have an impact on sexual health and well-being, CSE must openly discuss sexual relationships and healthy sexual practices, and provide information or links to services. CSE should be taught by teachers who receive training specifically on how to deliver the content, including with interactive, participatory methodologies. In some national school-based programmes, CSE has been successfully integrated through other subjects such as citizenship, social studies or broader life skills.

Maintaining a safe and supportive learning environment is an essential requirement for the delivery of CSE both in school and out of school. This implies that schools and other learning spaces have protective policies and zero tolerance for harassment, bullying and discrimination, and that teachers and staff in

both formal and non-formal educational settings are held accountable when they breach professional codes of conduct.

CSE is recognized as an education sector response that can integrate SRH and HIV strategies by delivering comprehensive information, which simultaneously generates demand for services. Thus, it is essential to link CSE programmes with youth-friendly services for sexual and reproductive health, including HIV prevention, treatment and care.

CSE in schools should be complemented with outreach and social mobilization strategies to reach out-of-school young people, including vulnerable and marginalized groups. This includes interventions for groups with specific needs, such young people who are living with HIV, children with disabilities and young married women.

> For all CSE programmes, aspects of gender and power should be woven into the finalized curriculum, teaching content, teaching methods (participatory, positive, non-judgemental), the classroom environment, school policies and the school ethos.
>
> From a gender perspective, research typically aims to identify the prevalence and experience of gendered practices, rights violations and gender attitudes – but it is also about understanding inequality, vulnerability and who has the greatest needs in each setting, which is vitally important, especially for reaching marginalized girls. (1.3)

**Gender and human rights:** Research shows that gender and human rights are key drivers of effective CSE programmes – and the meeting confirmed a commitment to this focus. Many of the presentations addressed the evaluation of the gender components of CSE programmes, though human rights is far less evident in assessment indicators. In response to this gap, research groups were encouraged to develop human rights-based indicators for CSE evaluation studies, including ways to measure dignity, fairness, respect, and equal treatment.

Ideally, the aim of "empowerment" in many programmes is to challenge existing norms and the way young people conceptualize intimate relationships. While this approach to CSE recognizes that young people have diverse personal experiences and live in diverse social contexts, it also necessitates an awareness of the risks involved in challenging social norms.

Another topic of discussion was the effect of sexual consent laws on CSE efforts to uphold human rights. It was noted that because these laws are not uniformly applied, they can be used to "criminalize" certain groups (young people who are lesbian, gay, bisexual or transgender; ethnic and low-income minorities) rather than for their protection. While it is clear that raising the age of consent to marriage is crucial to protecting the rights of girls and young women, we must be vigilant that sexual consent laws do not hinder young people's right to non-discrimination and autonomy.

There is tremendous concern that we continue to witness opposition to and marginalization of CSE and related programs, including but not limited to the marginalization of approaches founded in non-discrimination and gender equality. Practitioners and programme mangers face many challenges in the design and implementation of gender focused and human rights based CSE programmes. Not least among them are unsafe and non-enabling environments and negative perceptions that are fuelled by restrictive

policies and human rights violations, discrimination against sexual minorities, and limitations imposed by government, including ministries of justice.

Several participants reflected on the difficulties of working in countries where governments are establishing or reinforcing laws that criminalize homosexuality. The recommendation was made that programme planners and advocates not only need to work with the ministries that have responsibility for overseeing education, health, gender, youth and sport, they should also work directly with ministries of justice or in alliance with advocates working with justice to remove these harmful and restrictive policies.

The methodology used in the assessments aimed to investigate whether CSE curricula were age-appropriate, gender-focused, rights-based, skills-based and empowering young people to adopt protective behaviours against HIV, sexually transmitted infections (STIs), pregnancy and gender-based violence.

The review tool included a checklist with 13 broad categories and was based on the United Nations *International Technical Guidance on Sexuality Education and the Population Council's It's All One Curriculum.* (3.1)

**CSE is a long-term process:** Parents provide messages about sexuality to their children, either consciously or unconsciously, beginning when a child is born. For children in kindergarten and early primary school, CSE seeks to impart basic messages about the body and health, in order to promote healthy social and cultural values as well as raise awareness about sexual abuse. The evaluation of a CSE programme for kindergarten children aged 4-6 , for example, indicates that it is possible for young children to participate in CSE.

It was also noted that asking young people about what they actually want and need from CSE programmes is a vital way to avoid imposing adult preconceptions. For example, Save the Children's publication "Tell Me More!" asked young people in several sub-Saharan African countries what they needed.[20] The young people said that they do not want abstinence as the sole or dominant message: They said that they wanted to be safe.

Regarding advances in neurological research, findings that younger adolescents process risks and rewards differently compared to older adolescents will have implications on the design of CSE programmes for adolescents at different stages of development, though further operations research is needed to define how this type of information can be used. One participant advised the group to be cautious about biological versus social determinism, which may undermine gender-equality efforts by explaining away sexual aggression among young men.

20 Thomsen, Sarah C., "Tell Me More!: Children's Rights and Sexuality in the Context of HIV/AIDS in Africa", Save the Children Sweden and the Swedish Association for Sexuality Education, Stockholm, 2007; available at http://resourcecentre.savethechildren.se/library/tell-me-more-childrens-rights-and-sexuality-context-hivaids-africa.

## 8.2 Understanding Barriers to Implementation and Opposition to CSE Programmes

The safety of respondents and the research team is paramount and should guide all research project decisions. It is essential to:

- Protect confidentiality to ensure both participants' safety and data quality. Recognize that the potential repercussions of disclosing violence are very serious, and follow strict ethical guidelines.
- Carefully select all research team members and provide them with specialized training and ongoing support. Fieldworkers should be able to refer individuals who request assistance to local services and sources of support.
- Build upon current research to ensure that GBV prevalence studies are methodologically sound and minimize the under-reporting of violence. (2.4)

It is evident from participants' experience that there are major obstacles to scaling up CSE nationally. Although innovative work has taken place in many countries, there is often a wide gap between small-scale implementation and widespread coverage of good quality implementation. Even in countries with progressive national policies, implementation at the local level may not be guaranteed. For example, CSE may be mandatory for students but not for teachers, and if the goal is to change social norms, teachers need to have training in all aspects of sexuality education, including gender equality and human rights.

The issues facing CSE range beyond the implications of national policy, and discussions pinpointed the harsh realities of young people's lives in many contexts where programmes are implemented, and the increasing urgency of engaging with parents to assuage the backlash against sexuality education.

**School and community environments:** We know from experience that young people are not able to implement what they learn in unfavourable environments. Throughout the meeting, researchers were encouraged to look at school environments, specifically policies and practices to address bullying, sexual harassment, discrimination and other violations of rights that detract from a conducive, safe learning environment.

As reflected in presentations and discussions, there is a high prevalence of sexual exploitation and gender-based violence in communities and in schools. When advocates and practitioners are asking colleagues on the ground to conduct rights-based and gender-transformative work in violent environments, it is essential to identify practical ways to create safe and healthy learning environments. As a community of practice, we also need to consider what happens to the children and youth who participate in CSE when they go home. Important questions to address include:

- What responsibility do we as CSE practitioners and advocates have to bridge the gap between the gender equality and rights promotion in schools and the realities of local communities that continue to reinforce negative gender norms?
- Can you teach young people about gender and human rights and dispense with the sex? If CSE delivers such mixed messages, how do we encourage young people to manage the contradictions as they navigate their lives?

- Is the school giving young people the skills to challenge gender inequalities and human rights violations within their homes and local communities in ways that are respectful to parents and community leaders?
- In situations where the young people in our programmes are facing enormous amounts of violence, how do we help protect them?

> Most of the evaluation instruments were specifically designed for this appraisal, including innovative questions using carefully crafted vignettes and case studies. Media images were used to stimulate guided discussion on gender roles among student groups. Interviews with teachers and principals explored teaching methods, views and experiences with the programme.
>
> The instruments elicited responses to such issues as body image, menstruation taboos, sexual attraction, gender norms, HIV and AIDS, substance abuse and sexual harassment. Most questions were common across students' and teachers' questionnaires. (5.2)

The issue of gender-based violence, sexual abuse and other violations of children's and young people's right to safety and security is a complex problem that requires multi-pronged interventions. There is a clear need for this effort to engage a wide spectrum of policies, programmes and actors – as well as the whole community of teachers, parents and learners. The origins of gender-based violence can, in part, be traced to the ways masculinity is constructed. Participants discussed the need to work with both boys and girls to address gender norms and inequality, both as part of ongoing CSE and also specific activities to engage men and boys. It was pointed out, for example, that many young men experience sexual activity through abuse or peer pressure, and that working with young fathers is one way to create change among boys and men.

**Addressing backlash and engaging the opposition:** Meeting participants spoke about the backlash that occurred in several countries when CSE programmes were rolled out. One participant reported that xenophobia and discrimination are deepening the divides between new communities and host countries, particularly in Europe, and that this is generating more opposition to CSE programming. Another described parental resistance to CSE as a universal phenomenon.

> The mechanisms of parents' overt and covert resistance to CSE include direct challenges to school-based efforts, withdrawing a child from classes and modelling behaviours/attitudes that contradict CSE messages.
>
> This opposition has a broad range of negative impacts on young people and teachers that can severely reduce the effectiveness of sexuality education, including secrecy, mutual suspicion and lack of confidence among teachers. (4.6)

In situations of extreme opposition, implementing CSE through informal education may become particularly important. However, questions remain on how to ensure that CSE in and out of school, through outreach and social mobilization, complement each other. One participant described how work with parents and community leaders opened the dialogue by asking: Where do you think young people learn about sexuality and sexual health? This discussion encouraged parents who were against CSE programmes to think about the alternatives, and facilitated the process of seeing the value of standardized, accountable, evidence-based programmes.

Participants also shared examples of support for CSE, including the establishment of provincial support groups

in Africa, and successful collaboration with religious groups in initiatives against child marriage and in countering the challenge to abortion rights. It was also noted that parents and other stakeholders can be part of the implementation process through advocacy, parent-teacher associations and education for parents/caregivers, and that CSE programmes need to make sure that their engagement is resourced.

There is broad consensus that it is crucial to understand the opposition to CSE in order to work with multiple stakeholders on implementing effective programmes. It was suggested that CSE activists need ready-made strategies, and they need to be clear about their own values and communicate them effectively. Much more needs to be done in this area – particularly additional research and evaluation on engaging parents and community leaders – and it was suggested that the community of practice should hold a meeting on the topic of parental and community involvement.

## 8.3 Identifying Methodologies and Indicators for CSE Evaluation

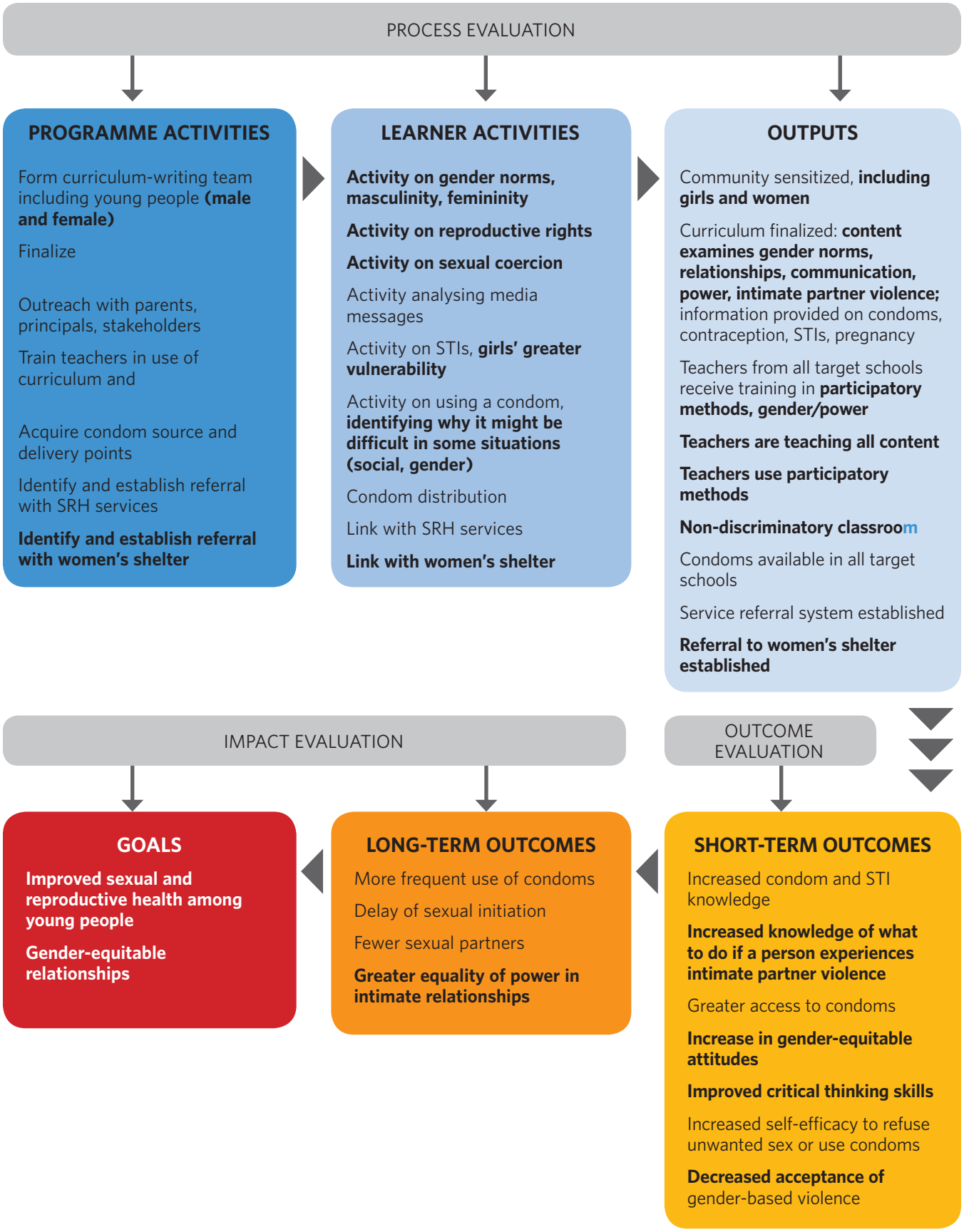
CSE programme evaluation requires evaluation criteria, indicators and research methods that diverge from what is currently dominant. Because "sexual health" is defined in positive terms, this should be mirrored in evaluations that go beyond experimental and biomedical research models.

CSE evaluation should not only focus on outcomes and impact, but also on programme implementation and quality, as well as assessment of the views of the young people themselves – and those views should be taken more seriously than they currently are. (1.2)

During the final session, meeting participants engaged in a discussion on frameworks for programme evaluation, and indicators and variables that reflect an empowerment approach to CSE. A crucial aspect of this work is aligning the development of programme activities, outputs, outcomes and goals, while identifying evaluation processes for each of these components. This can be most effectively accomplished by using a logic model, such as the example shown in figure 6.

CSE programme design that is supported by a logic framework facilitates the development of activities that match the desired outputs, and the careful selection of outcome indicators that can be effectively evaluated. It also promotes the integration of strong monitoring systems into the programme from its beginning. Presentations also emphasized the importance of a theory of change for CSE programmes that not only guides implementation but is crucial to the design of outcome and impact evaluations. Outstanding examples include the models developed for the PESCC review in Colombia and the BALIKA evaluation in Bangladesh.

## FIGURE 6. SAMPLE LOGIC MODEL FOR CSE PROGRAMMES (GENDER-RELATED ITEMS IN BOLD TEXT)



Among other key points, since current evaluation practice is dominated by short-term outcome studies, and very few studies are able to look at longer-term outcomes, there is a need for periodic assessment of the impact of ongoing programmes. The evaluation design should rely on a number of different information sources that can be triangulated to build a plausible case for the effectiveness of sexuality education.

SERAT can be used to assess a CSE programme according to global norms such as ITGSE and It's All One Curriculum, with a strong focus on gender and human rights.

It is designed to help users develop or support comprehensive and high-quality CSE programmes that respond to national or subnational needs by identifying strengths and gaps in all aspects of programme implementation, and highlighting critical data on health and social issues, such as early pregnancy and gender-based violence, that should be addressed within the curriculum. (4.1)

It was noted that data from evaluations can be instrumental in making recommendations that will increase the support for teachers' training and the development of costed plans to support teachers. This entails supporting quality, comprehensive pre- and in-service teacher training, the development of teaching and learning materials, review of policies around whether CSE is examinable and/or a mandatory or optional subject area, and the monitoring of classroom implementation.

Overall, there was consensus among the group that SERAT and Inside & Out have many promising features to assess programme quality. Global indicators for monitoring other areas have also been found to be useful tools that can be adapted to a specific national context for monitoring CSE programmes. In addition, one of the potential benefits of monitoring is that by institutionalizing CSE indicators into their systems for gathering information, countries are moving towards making their programmes sustainable.

**Common scales and self-administered questionnaires:** While noting the importance of keeping a balance between making indicators relevant for a specific programme and having indicators that are comparable across various contexts, it was agreed that there is a high value in having comparable indicators. One example is the Sexual Relationship Power Scale,[21] which has been adapted for different settings and used with men and women of all ages in many different contexts. The counterargument is that scales and questionnaires may not be comparable across cultures, and that all questionnaires have built-in biases. If researchers are looking at parent-child communication, for example, what is considered to be "a little" communication in a country such as The Netherlands might be considered "a lot" in a country such as Nepal.

There was also discussion on how phrasing in self-efficacy scales could be improved. Reference was made to using "if then" statements such as: If an adult in my school makes sexual advances towards me, then I know where to ask for help. In addition, it was noted that individual subscales cannot be assumed to contribute equally to the overall scale, and it was suggested that researchers should avoid reporting mean scores for items on a subscale.

21 Pulerwitz, Julie, Steven L. Gortmaker and William DeJong, "Measuring Sexual Relationship Power in HIV/STD Research", *Sex Roles*, vol. 42, no. 7-8, April 2000, pp. 637-660.

Several participants were cautious about the use of self-administered questionnaires, and there was consensus that all questionnaires should be grounded in thorough formative research and rigorously tested with users before they are applied. Ideally, quantitative data will be triangulated with qualitative data. It was also noted that results from self-reporting, which is often used in sexuality-related research, may be affected by respondents' bias, making the case for triangulation and rigour in the development and testing of instruments that much stronger.

Because the reliability of self-administered questionnaires is mixed, the research approach and instruments need to be carefully tailored to the sociocultural context and the developmental stage of participants.

Evaluation measures for very young children need to be improved in order to better understand how attitudes "solidify" and when the ideal intervention points are. It is also important to find better ways to capture the links between attitudes, self-reported capabilities and actual behaviour. (2.2)

In conclusion, collectively agreed sets of indicators provide international agencies, organizations and governments with the means to collect strategic information – at the global, regional and country levels – on how to focus CSE programme planning and where to dedicate scarce resources. The tools for ensuring that programmes include sound monitoring and evaluation components, with due consideration to gender and human rights, are in hand. Now it is up to the CSE community to use and adapt them in the ongoing work to provide sexuality education that empowers young people to protect their health, well-being and dignity.

# Abbreviations

| | |
|---|---|
| **AEP** | Adolescent Education Programme (India) |
| **CSE** | comprehensive sexuality education |
| **EMIS** | education monitoring and information system |
| **ESA** | Eastern and Southern Africa |
| **GBV** | gender-based violence |
| **ICRW** | International Center for Research on Women |
| **IPPF** | International Planned Parenthood Federation |
| **ITGSE** | International Technical Guidance on Sexuality Education |
| **PESCC** | Programa de Educación para la Sexualidad y Construcción de Ciudadanía (National CSE Programme, Colombia) |
| **RCT** | randomized controlled trial |
| **SERAT** | Sexuality Education Review and Assessment Tool |
| **SRH** | sexual and reproductive health |
| **STI** | sexually transmitted infection |
| **UNAIDS** | Joint United Nations Programme on HIV/AIDS |
| **UNFPA** | United Nations Population Fund |
| **UNESCO** | United Nations Educational, Scientific and Cultural Organization |
| **UNICEF** | United Nations Children's Fund |
| **WHO** | World Health Organization |

# Appendix I. List of participants

## Partners:

1. **Sajeda Amin** – Population Council, New York
2. **Robert Blum** – John Hopkins Urban Health Institute, Baltimore, Md.
3. **Doortje Braeken** – International Planned Parenthood Federation, London
4. **V. Chandra-Mouli** – World Health Organization, Geneva
5. **Manuel Contreras-Urbina** – Global Women's Institute, Washington, D.C.
6. **Jeff Edmeades** – International Center for Research on Women, Washington, D.C.
7. **Nicole Haberland** – Population Council, New York
8. **Kelly Hallman** – Population Council, New York
9. **Yumnah Hattas** – Save the Children, Johannesburg
10. **Joanna Herat** – UNESCO, Paris
11. **Marta Carolina Ibarra** – Universidad Los Andes, Bogota
12. **Roger Ingham** – University of Southampton, United Kingdom
13. **Anna Kaagesten** – Global Early Adolescent Study, Baltimore, Md.
14. **Sarah Keogh** – Guttmacher Institute, New York
15. **Brad Kerner** – Save the Children, USA
16. **Evert Ketting** – Radboud University, Nijmegen
17. **Wenli Liu** – Beijing Normal University, Beijing
18. **Patricia Machawira** – UNESCO East and Southern Africa Regional Office, Johannesburg
19. **Anna Martinez** – International Planned Parenthood Federation, London
20. **Deepti Priya Mehrotra** – Nehru Memorial Museum and Library, New Delhi
21. **Sanderijn van der Doef** – Rutgers, Utrecht
22. **Grace Wilentz** – YouAct, Dublin
23. **Ekua Yankah** – Consultant

## UNFPA:

24. **Sasha Bodiroza** – Arab States, Cairo
25. **Maria Bakaroudis** – East and Southern Africa, Johannesburg
26. **Alma Virginia Camacho-Hübner** – Latin America and the Caribbean, Panama
27. **Asha Mohamud** – East and Southern Africa, Johannesburg
28. **Jo Sauvarin** – Asia and the Pacific, Bangkok
29. **Mathew Cogan** – HIV/AIDS Branch, Technical Division, New York
30. **Mona Kaidbey** – Technical Division, New York
31. **Edilberto Loaiza** – Population and Development Branch, Technical Division, New York
32. **Leyla Sharafi** – Gender, Human Rights and Culture Branch, Technical Division, New York
33. **Mario Vergara** – HIV/AIDS Branch, UNFPA Ecuador, Quito
34. **Sylvia Wong** – Sexual and Reproductive Health Branch, Technical Division, New York
35. **Ilya Zhukov** – HIV/AIDS Branch, Technical Division, New York

# Appendix II. Meeting agenda

## Comprehensive Sexuality Education (CSE) Evaluation Expert Meeting

### Venue: UNFPA, 605 Third Avenue, New York 10158, USA, 5th Floor CR-5D

### Dates: October 29-31, 2014

| TIME | DAY ONE: OCTOBER 29, 2014 |
|---|---|
| 8:45 – 9:30 | Catered Breakfast in CR-5D |
| 9:30 – 10:00 | **Opening** |
| | **Welcome and Opening Remarks** – Bruce Campbell, Director, TD UNFPA, and Mona Kaidbey, Deputy Director, TD UNFPA<br>A welcome message by Doortje Braeken, IPPF, and V. Chandra-Mouli, WHO<br>**Review of the agenda and methodology** – Ekua Yankah, Consultant |
| 10:00 – 10:45 | **Session 1**<br>**Panel: Operational Definition of CSE – Implications for Monitoring and Evaluation** |
| | The objective for session 1 is to set the tone for the three-day meeting. The meeting is focused on sharing information on evaluation design, methodologies and indicators that address the measurement of effect of CSE programmes on the development of gender equitable relationships, promotion and protection of human rights, generating values of tolerance, fighting stigma and discrimination, and promoting civic engagement. Presentations in this session will touch upon the new paradigm for CSE, an example of definitions and pedagogical theories, methods for involving children and young people in the M&E of programmes and an introduction to an illustrative logic model for the M&E of CSE.<br><br>**Moderator:** V. Chandra-Mouli<br>• **A New Era for CSE: A focus on Gender and Human Rights** – Mona Kaidbey, UNFPA<br>• **Definitions and pedagogical theories underpinning the European Approach to Evaluating Holistic Sexuality Education** – Evert Ketting, Radboud University Nijmegen, the Netherlands<br>• **Implications for Participatory Methods for and Engaging Children and Young People** – Doortje Braeken, IPPF, and Grace Wilentz, YouAct |
| 10:45 – 11:00 | Coffee Break |
| 11:00 – 12:20 | **Session 1 (continued)**<br>• **Reflecting a Broader Approach to CSE in Our Research: From Diagnostic Studies to Impact Evaluations** – Nicole Haberland, Population Council<br>Discussion session 1 (1 hour) |
| 12:20 – 13:00 | **Session 2**<br>**Addressing Gender and Human Rights Components of CSE** |
| | The objective of session 2 is to introduce CSE programmes with a gender and rights-based approach and to introduce the tools they have developed to measure empowerment and gender transformation in children and young people.<br>**Moderator:** Maria Bakaroudis<br>• Measures to Analyze Positive Gender Norm Formation among Children – Brad Kerner, Save the Children<br>Discussion session 2 (25 min) |

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|---|---|
| 13:00 – 14:00 | Catered Lunch in CR-5D |
| 14:00 – 15:00 | **Session 2 (continued)**<br>• **Scales to Measure Self-Efficacy and Gender Attitudes in Addis Ababa, Ethiopia – Jeff Edmeades, ICRW**<br>Discussion session 2 continued (45 minutes) |
| 15:00– 16:00 | **Session 3**<br>**Panel: CSE – Situation Analysis** |
| | The objective of session 3 is to provide examples of formative research on policies and programme support and situation assessments to identify who is being reached, what is happening in classrooms, what is happening in the school environment, how teachers are being trained to deliver CSE content and what policymakers need to know about CSE to overcome barriers for supporting it. There will be additional discussion of high-level commitment processes that are in the process of being followed up.<br>**Moderator:** Sasha Bodiroza<br>• **Methodology and instruments for the Diagnosis and Assessment of CSE Programmes in Latin America and the Caribbean** – Vicky Camacho, Regional Technical Advisor, UNFPA LACRO<br>• **CSE Curriculum Scans** – Asha Mohamud, UNFPA<br>• **Assessment of CSE in Teacher Education** – within the Context of the ESA Commitment Process – Asha Mohamud, Regional Technical Advisor, UNFPA ESARO, and Patricia Machawira, UNESCO ESARO |
| 16:00 – 16:15 | Coffee Break |
| 16:15 – 17:00 | **Session 3 (continued)**<br>Discussion session 3 (40 min) |
| 17:00 – 17:30 | **Reflections on the Day** – Sanderijn van der Doef |

| TIME | DAY TWO: OCTOBER 30, 2014 |
|---|---|
| 8:30 – 9:00 | Catered Breakfast in CR-5D |
| 09:00 – 10:15 | **Session 4**<br>**Panel: New research and opportunities** |
| | The objective of session 4 is to gain an insight into new frontiers in neuroscience and its implications for education in general. This session will also introduce the rationale and methods for the Global Early Adolescent Study.<br>**Moderator:** Wenli Liu<br>• **New Frontiers in Neuroscience and its implications for Sexuality Education and Education in General** – Robert Blum, Johns Hopkins University<br>• **Global Early Adolescent Study (GEAS)** – Robert Blum, Johns Hopkins University<br>Discussion session 4 (45 min) |
| 10:15 – 10:45 | **Session 5**<br>**Panel: CSE Implementation Evaluation** |

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|---|---|
| | The objective of session 5 is to get an in-depth understanding of the tools and methods researchers are using to monitor programme activities, to assess the quality of implementation, who is actually receiving the programme, and what is the breadth and diversity of the programme's reach. The quality of the implementation of CSE programmes depends on the quality and content of curricula and teaching guides, the teachers' and youth workers' attitudes, skills and ability to teach the content, the teaching methodologies employed, the support that is given to teachers and youth workers as well as safety and support within the school/community environment.<br><br>**Moderator:** Evert Ketting<br>• **Use of the SERAT Tool for Monitoring of In-School and Out-of-School Programmes – Doortje Braeken, IPPF, and Joanna Herat**, UNESCO Paris<br>• A Comparative Process Assessment of CSE in Ghana, Kenya, Guatemala, and Peru – Sarah Keogh, Guttmacher Institute |
| 10:45 – 11:00 | Coffee Break |
| 11:00 – 12:25 | **Session 5 continued**<br>• **Tools for Assessment of the Implementation of CSE in schools in Asia Pacific** –Kelly Hallman, Population Council, and Jo Sauvarin, Regional Technical Advisor, UNFPA APRO<br>Discussion session 5 (1 hour 10 min) |
| 12:25 – 13:00 | S**ession 6**<br>**Presentation: Global, Regional and Country-Level Monitoring** |
| | The objective of session 6 is to introduce existing efforts spearheaded by UNESCO and partners for monitoring CSE with internationally agreed indicators.<br><br>**Moderator:** Asha Mohamud<br>• **Overall Global, Regional, and Country Level CSE Monitoring: Tools and Indicators (including the case of Zambia) –** Joanna Herat, UNESCO Paris, and Patricia Machawira, UNESCO ESARO<br>Discussion session 6 (15 min) |
| 13:00 – 14:00 | Catered Lunch in CR-5D |
| 14:00 – 15:45 | **Session 7**<br>**Panel: Implementation Evaluation, Indicators and Tools** |
| | Outcome evaluations must be carefully planned. This will include baseline and end-line tracking and analysis of outcome indicators directly or indirectly related to the CSE programme goals. The objective of session 7 is to get an in-depth understanding of the tools and methods researchers are using to conduct outcome evaluations of existing CSE programmes around the globe.<br><br>**Moderator:** Jeff Edmeades<br>• **Tools and Indicators from a Mid-term Evaluation of the Pan-African Sexuality Education and Information Project** – Yumnah Hattas, Save the Children<br>• **Tools and Indicators from the Implementation Evaluation with Primary and Pre-Primary School Children in the Netherlands and Indonesia** – Sanderijn van der Doef, Rutgers<br>• **Measuring Gender-based Violence Experienced by Children and Adolescents. Instruments used in GBV surveys and School-based Programme Evaluations** – Manuel Contreras-Urbina, George Washington University |
| 15:45 – 16:00 | Coffee Break |

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| 16:00 – 17:00 | **Session 7 continued**<br>**Discussion (1 hour)** |
| 17:00 – 17:30 | **Reflections on the Day** – Grace Wilentz |
| 17:30 – 19:00 | Reception in the Orange Cafe Lounge Area, 5th floor |

| TIME | DAY THREE: OCTOBER 31, 2014 |
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| 8:30 – 9:00 | Catered Breakfast in CR-5D |
| 9:00 – 10:00 | **Session 8**<br>**Panel: Parental Engagement** |
| | The objective of session 8 is to learn about the assessment of a parental engagement component for a small-scale CSE programme for migrant children in China and to reflect on the history of parental engagement in the national CSE programme in the United Kingdom.<br><br>**Moderator:** Anna Martinez<br>• **Parental Engagement in Primary School Sexuality Education project for Migrant Children in China** – Wenli Liu, Beijing Normal University<br>• **Reflections on the School and Family Interface based on Experiences from Developed and Developing Countries** – Roger Ingham, Southampton University<br>Discussion session 8 (30 min) |
| 10:00 – 10:45 | **Session 9**<br>**Panel: Measuring outcome and Impact – Country Experiences** |
| | The objective of session 9 is to get an in-depth understanding of programme goals; pathways of change leading to the development of gender equitable relationships, the promotion and protection of human rights, generating values of tolerance and fighting stigma and discrimination; as well as measureable indicators in three existing CSE programmes. The focus of this session will be on the tools and methods researchers have used to assess the impact of these goals.<br><br>**Moderator:** Manuel Contreras-Urbina<br>• **Evaluating the National CSE programme in Colombia (PESCC): Logic model and methodology for assessing transformative changes in gender, human rights and citizenship competencies** – Marta Carolina Ibarra, University of Los Andes, Colombia<br>Discussion session 9 (30 minutes) |
| 11:00 – 11:15 | Coffee Break |
| 11:15 – 13:00 | **Session 9 continued**<br>**Moderator: V. Chandra-Mouli**<br>• **Evaluating Gender Outcomes in India's Adolescence Programme** – Instruments and Methods – Deepti Priya Mehrotra, Independent Consultant<br>• **Impact Assessment of a Holistic Sexuality Education Programme in Estonia** – Evert Ketting, Radboud University Nijmegen, the Netherlands<br>• **Evaluating the Impact of It's All One with Adolescent Girls in Bangladesh** – Sajeda Amin, Population Council<br>Discussion session 9 (1 hour) |

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| 13:00 – 14:00 | Catered Lunch in CR-5D |
| 14:00 – 15:00 | **Session 10**<br>**A Logic Model for Monitoring and Evaluation of CSE Programmes** |
| | The objective of session 10 is to engage in a moderated discussion that will build consensus on a common framework for programme evaluation, which will identify the indicators and variables of the empowerment approach to CSE.<br><br>**Moderator:** Marta Carolina Ibarra<br>Discussion session 10 (1 hour 30 min) |
| 15:00 – 15:15 | Coffee Break |
| 15:15 – 16:30 | **Summary of Conclusions and Recommendations of the Meeting & Closing Remarks**<br>**Open panel discussion (1 hour 15 minutes)** |
| | The objective of the open panel discussion is to summarize the main points that were agreed during the 3-day meeting and to bring the meeting to a close.<br><br>**Moderator:** Mona Kaidbey |

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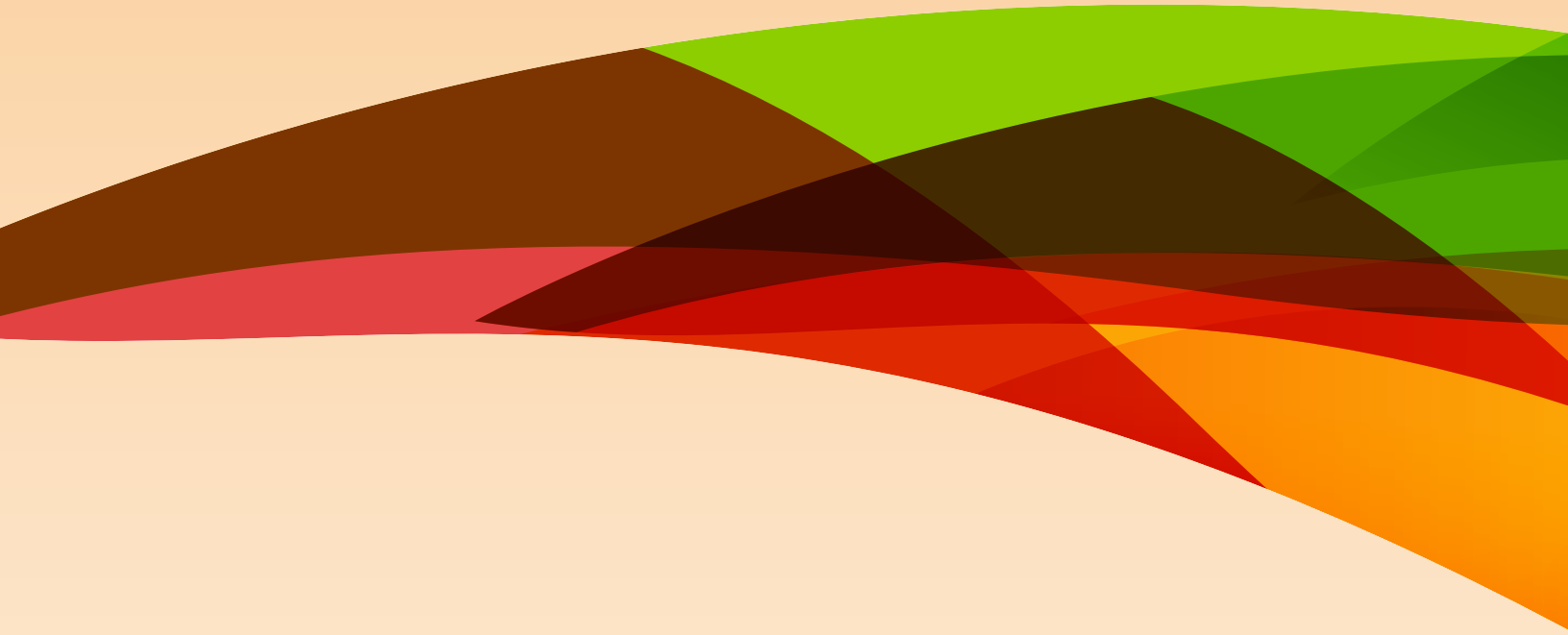

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