



**USAID**  
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## EVALUATION

### Gender Equity through Education (GEE)

### End of Project Performance Evaluation Report

June 2012

This publication was produced for review by the United States Agency for International Development. It was prepared by Andrew I. Epstein and Simon P. Opolot, Management Systems International.



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END OF PROJECT

PERFORMANCE EVALUATION REPORT



Contracted under DFD-I-00-05-00251-00, Task Order No. 2

Services Under Program and Project Offices for Results Tracking (SUPPORT)

## **DISCLAIMER**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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## PROJECT DATA TABLE

<b>Program Name</b>	Gender Equity through Education (GEE) for Southern Sudan	
<b>Region/Country</b>	Africa/South Sudan (Geographic Area 668)	
<b>Program</b>	Bilateral under Strategic Objective A12/A055	
<b>Government of the Republic of South Sudan Counterpart</b>	Ministry of General Education and Instruction	
<b>Funder</b>	United States Agency for International Development (USAID)	
<b>Managing Contractor</b>	Winrock International (WI)	
<b>Agreement Information<sup>1</sup></b>	<p>Cooperative Agreement No. 650-A-00-07-00003-00 (August 6, 2007)</p> <p>Modification #01 (January 6, 2008): Add incremental funding of \$300,000 increasing the Total Obligated Amount from \$1m to \$1.3m.</p> <p>Modifications #02: September 30, 2008: Add incremental funding of \$2.5m increasing Total Obligated Amount from \$1.3m to \$3.8m.</p> <p>Modification #3 (September 1, 2008): Correct errors in Modification 1.</p> <p>Modification #4 (October 14, 2009): Add incremental funding of \$2,808,000 increasing the Total Obligated Amount from \$1.3m to \$6,608,000</p> <p>Modification #5 (October 15, 2009): Change numbering of Mod 2 to Mod 4 and correct obligated amount; De-obligate \$108,000 from agreement to reduce Total Obligated Amount to \$6.5m</p> <p>Modification #06 (February 18, 2010): Increase amount of award by \$3m from \$6.5m to US\$9.5m and Total Program Amount to from \$6,962,008 to \$10,179,705, including cost-share</p> <p>Modification #09 (June 6, 2012): Add incremental funding of \$495,985 and reduce cost-share contribution by \$221,712, revising total program cost to \$9,962,008.</p> <p>Modification #10 (June 30, 2012): Extend period of performance to September 30, 2012.</p>	
<b>Key Program Dates</b>	GEE Final Evaluation Mission	May 15–June 29, 2012
	GEE Mid-Term Evaluation Mission	May 29–June 29, 2010
	GEE Implementation Period	September 1, 2007 to September 30, 2012
<b>Total Program Amount Including Cost-Share</b>	\$9,962,008	
<b>Current Total Contract Value</b>	\$9.5m	
<b>Original Total Contract Value</b>	\$6.5m	
<b>Evaluation Provider</b>	MSI (Management Systems International)	
<b>MTE Mission Site Visits</b>	South Sudan States of: Central Equatoria, Eastern Equatoria, Western Bar El Ghazal, and Warrap.	

<sup>1</sup> Unless noted otherwise, all monetary amounts reported in this paper are in U.S. dollars.

## ACRONYMS

Acronym	Description
ACA	Associate Cooperative Agreement
AED	Academy for Educational Development
AOTR	Agreement Officer's Technical Representative
AP	Annual Plan
AusAID	Australian Agency for International Development
AWP	Annual Work Plan
BOG	Board of Governors
BRIDGE	Building Responsibility for the Delivery of Government Services
CA	Cooperative Agreement
CAFS	Conflict-Affected and Fragile State
CARE International	Cooperative for Assistance and Relief Everywhere, Inc.
CB	Capacity Building
CBO	Community-Based Organization
CE	Capacity Enhancement
CEC	County Education Center
CEO	County Education Office
CES	Central Equatoria State
CK	Comfort Kit
COP	Chief of Party
COR	Contracting Officer's Representative
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
CSPM	Conflict Sensitive Program Management
CV	Curriculum Vitae
DFID	Department for International Development (United Kingdom)
DG	Director General
DGESC	Directorate of Gender Equity and Social Change
DP	Displaced Person
EDC	Education Development Center
EES	Eastern Equatoria State
EMIS	Education Management Information System
EQUIP	Education Quality Improvement Program
ERDF	Education Rehabilitation and Development Forum
FAWE	Forum for African Women Educationalists
FCR	Findings, Conclusions, Recommendations
F2F	Face to Face

<b>Acronym</b>	<b>Description</b>
FBO	Faith Based Organization
FGD	Focus Group Discussions
FY	Fiscal Year
GBV	Gender Based Violence
GEE	Gender Equity through Education Project
GEM	Girls Education Movement
GER	Gross Enrollment Rate
GESC	Gender Equity and Social Change
GESP	Gender Equity Support Program
GRSS	Government of the Republic of South Sudan
GTWG	Gender Thematic Working Group
HEAR	Health, Education, and Reconciliation Program
ICT	Information and Communications Technology
ID	Institutional Development
IDF	Institutional Development Framework
INEE	International Network for Education in Emergencies
IRI	Interactive Radio Instruction
JRS	Jesuit Refugee Service
LLG	Local Level Government
LTA	Long Term Technical Assistance
M&E	Monitoring & Evaluation
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MoEST	Ministry of Education, Science and Technology
MoFEP	Ministry of Finance and Economic Planning
MoGEI	Ministry of General Education and Instruction
MOGSWRA	Ministry of Gender, Social Welfare and Religious Affairs
MOU	Memorandum of Understanding
MSI	Management Systems International
MTE	Mid-Term Evaluation
MTE Team	Mid-Term Evaluation Team
NBEG	Northern Bahr El Ghazal State
NESEI	New Sudan Education Initiative
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
OD	Organizational Development
OECD	Organization for Economic Cooperation and Development
OVI	Objectively Verifiable Indicator
PAGE	Promotion and Advocacy for Girls' Education

<b>Acronym</b>	<b>Description</b>
PMP	Program Management Plan
PTA	Parent Teacher Association
PU	Program Unit
RFA	Request for Applications
RSS	(Government of the) Republic of South Sudan
SBEP	Sudan Basic Education Program
SCF	Save the Children
SDC	Swiss Agency for Development and Cooperation
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SMoE	State Ministry of Education
SMoE HQ	State Ministry of Education Headquarters
SNV	Stichting Nederlandse Vrijwilligers (SNV) or Foundation of Netherlands Volunteers
SOW	Scope of Work/Statement of Work
SSDP	South Sudan Development Plan
SSIRI	Southern Sudan Interactive Radio Instruction Program
SSP	South Sudanese Pound (currency)
SSTAP/TAP	South Sudan Technical Assistance Project
STA	Short-Term Technical Assistance
STTI/STTC	State Teacher Training Institute or College
SUPPORT	Services Under Program and Project Offices for Results
SWAN	Sudanese Women's Advocacy Network
TA	Technical Assistance
TL	Team Leader
TOR	Terms of Reference
TOT	Training of Trainers
TTI	Teacher Training Institute
UNDP	United Nations Development Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Education Fund
UNIFEM	United Nations Development Fund for Women ( <i>Fonds de Développement des Nations Unites pour la Femme</i> )
UNS	Upper Nile State
USAID	United States Agency for International Development
USG	United States Government
VSO	Voluntary Services Overseas
WBEG	Western Bar el Ghazal State
WES	Western Equatoria State
WFP	World Food Programme

Acronym	Description
WI	Winrock International
WI HO	Winrock International Home Office



## EXECUTIVE SUMMARY

There has been much to celebrate since South Sudan's independence in 2011, including the fast rising number of primary schools and numbers of children enrolling in school. The education system continues to face debilitating challenges however, including large class sizes and language barriers on the part of both students and teachers. Continuing conflicts with the Republic of Sudan has caused the economy to worsen and families are going deeper into poverty. The costs of sending a child to school, especially a girl-child, are rising rapidly. Most schools lack learning materials such as notebooks and pens, and do not have adequate infrastructure, such as permanent structures, working latrines, and food and water. There are an insufficient number of qualified teachers; many teachers often do not have the proper education and training, and the rate of teacher truancy and attrition from the profession is high. Insecurity and lack of child safety, gender-based violence, teacher sexual predation, and early and forced marriage affects girls' access to schooling in particular.

Most schools do not receive support from the government other than teacher compensation. This forces schools to charge "registration fees" upwards of 200 SSP (\$45 USD) per year, and requires students to pay for their own uniforms, books and supplies. Despite this, school enrollment is expanding rapidly. The number of secondary schools has increased over the last four years and enrollment (S1-S4) has nearly doubled, reaching over 44,000 students in 2011.<sup>3</sup> Regardless of this progress, the secondary education sub-sector is particularly constrained, especially for girls: enrollment is very low, with only an 8% Gross Enrollment Rate (GER) for boys and 4% for girls.

The Gender Equity through Education (GEE) Program was funded by the United States Agency for International Development (USAID) and implemented by Winrock International in close partnership with the Republic of South Sudan Ministry of General Education & Instruction (RSS/MoGEI). USAID established GEE on March 23, 2007 to "continue, accelerate, and expand accomplishments achieved under the Gender Equity Support Program (GESp),"<sup>4</sup> which ran from July 2002 to September 2007. The GEE project objectives were to increase the number of girls and women attending secondary school, and Teacher Training Institutes (TTIs) by reducing financial and infrastructure, social, and institutional barriers. Its components included stipends for secondary school and TTI students, a mentoring program, small school improvement grants, and technical assistance to the MoGEI and State Ministries of Education (SMoEs).

In 2010, a mid-term evaluation (MTE) of the GEE project was conducted which revealed a number of findings and made recommendations that informed implementation strategies for the remainder of the life of the GEE project. The objective of this final performance evaluation is to ascertain the extent to which the MTE recommendations were implemented, whether project objectives and indicator targets were met, and the efficacy of the overall design. The evaluation was undertaken in May and June 2012, and included both qualitative and quantitative methods including a review of relevant documents and the GEE Education Management Information System (EMIS,) interviews with GEE staff and government officials, and field visits to three states where evaluators interviewed teachers, parents, and students. The evaluation team consisted of two external evaluators as well as representatives from USAID, Winrock, and the MoGEI.

The evaluators conclude that the GEE project is a good project embedded in a very weak system; a system that makes much of the GEE components either unsustainable or their benefits short-lived. While some important aspects of the project remained unimplemented until the latter years of the project, it generally came to be well executed. By the last years of the project, disbursement of stipends to over 5,300 beneficiaries over five years became well implemented and well monitored. GEE staff relationships and collaboration with national and state ministry officials appeared to be excellent and deeply appreciated.

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<sup>3</sup> MoGEI Education Management Information System (EMIS) 2001.

<sup>4</sup> USAID. (2007) Action Memorandum, March 12, 2007.

According to data collected by the evaluators from the EMIS and paper records, half the beneficiaries are known to have graduated a GEE-supported secondary school or TTI since its beginning 2008. The statuses of another 20% are unknown and it is likely that some of these students transferred to non-GEE schools. The remaining 30% of GEE beneficiaries dropped out of secondary school likely because of poverty, early marriage, gender based violence, or dissatisfaction with the quality of schooling, according to data collected for this evaluation. The evaluators estimate that the school retention rate<sup>5</sup> of GEE beneficiaries was approximately 15%-20% better than the state and national averages of their non-GEE counterparts, averaging around 80% to 85% being promoted each year of support. All interviewees including government officials, teachers, parents and students, directly linked the stipend component as positively impacting school retention of girls and marginalized boys.<sup>6</sup>

The mentoring component of GEE was also positively correlated by interviewees with school retention and unlike the stipends, has the most promise to remain after the project end.<sup>7</sup> There are major obstacles to overcome however. A persistent lack of institutional capacity and finances, including transportation and program funds, has made it difficult for government officials to utilize the capabilities they acquired with the assistance of GEE. On the one hand, changing conditions made sustainability plans, begun in year 3 of the project, difficult to implement. On the other hand, sustainability plans were first addressed too late in the project cycle and were not altered when conditions changed. Furthermore, while the development of an exit strategy was initiated by GEE in 2011 in discussions with USAID, it was not articulated in writing until three months before the project end. The GEE EMIS was improved halfway through the project, but in the end was only able to generate indicator data and not reliable analysis of program impact.

The more dominant and formal presence of continental and global constructs of gender and gender equity, as well as worsening economic conditions, limited the ability of GEE to attend to more localized gender equity challenges. These include the practices of pastoralist and other transhumant communities around girls, early and forced marriages and wealth, worsening economic conditions and poverty, and a lack of attention to specific socio-cultural and economic issues pertaining to boys and masculinity.

While a goal of GEE was to increase the number of female teachers in schools, there is very little incentive for girls to pursue teacher training. Teacher attrition is high in South Sudan, leaving the profession for jobs with the police, military and security companies who pay nearly three times the salary. Similarly, the government and NGO sectors heavily recruit educated young women, and so themselves compete with schools.

#### *Recommendations:*

1. Donors, implementing partners, and government institutions should better coordinate responses to evaluation recommendations and enable flexibility to respond to changing conditions in project settings. This can be accomplished by USAID requiring direct responses to MTE recommendations in the quarterly and/or annual work plan of the implementing partner immediately following the evaluation and the dissemination of a response paper that records the discussions and courses of action generated from a formal evaluation debrief meeting of all partners. USAID must also streamline procedures to modify contractual obligations and project design in order to respond quickly to the fast changing conditions characteristic of conflict-affected communities.
2. Capacity, sustainability, and exit strategies should be established before a project begins and required in all quarterly and annual work plans from the very beginning. In the design phase, this can be accomplished by backward mapping from an expressed vision of what should be left after

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<sup>5</sup> Retention rate is calculated similar to promotion rate, but includes repeaters so long as they return to school to repeat the grade. Neither GEE nor the EMIS account for transfer students, which is required to accurately calculate both promotion and retention rates. The evaluators accommodated this flaw by limiting promotion to 100%, and the subtracted the drop-out rate for that region and grade for 2011, which was further adjusted for multi-year trends. This produced an imperfect, but slightly more accurate accounting.

<sup>6</sup> This includes boys who were orphans, former child soldiers, displaced, disabled, or who lived in destitute households.

<sup>7</sup> DFID is investing in the secondary education sector in 2013 and will likely adopt some components of GEE; our intention here is to determine the extent to which GEE components will continue as a result of efforts by GEE and MoGEI staff.

a project has ended, and revised each year to better adapt to changing social, economic, and institutional realities of the project settings.

3. Building the capabilities of individuals is not the same thing as building institutional capacities or project sustainability if these institutions cannot enable individuals to utilize these capabilities effectively and efficiently; projects thus must consider the broader enabling mechanisms such as transportation and maintenance, operating budgets, equipment, communications, and information management in planning for sustainability since absence of these items can limit the effects of any individual or institutional capacity improvements.
4. The inadequacy of the GEE EMIS system to enable key impact analysis and lessons learned highlights the need for pre-project baseline research and agreed upon key indicators, their definitions, and disaggregation. Similarly, ministry officials and school managers should be subsequently trained and provided with resources to properly and consistently collect key data, especially those aligned with the South Sudan EMIS.
5. The severe and complex infrastructural, financial, material, and human resource challenges that schools face should be addressed in concert with projects that attempt to alter social practices around education. In other words, GEE is a project that encourages more girls to attend very weak schools. The evaluators recommend that any serious action to change social practices around education simultaneously the low quality of both primary and secondary schools, and be accompanied by large, phased, and conditional school improvement grants that are designed and managed by a certified, functioning Parent Teacher Association (PTA) or Board of Governors (BOG).
6. While a focus on girls and their access to education should be a major focus of gender equity projects, addressing social practices around boyhood, masculinity, and wealth should be of equal focus, because these practices directly impact girls' access to education. Gender issues should be firmly understood in their socio-cultural context—Dinka pastoralism for example—and solutions to inequities drawn from these same contexts so as not to be viewed in conflict with them, but rather seen as preserving while also transforming.
7. Because of the late age at which girls currently begin their schooling, gender equity projects, even if they target secondary schooling, should begin at upper primary school, from which they drop out in very large numbers. This would also address the biggest reason why girls remain under-represented in secondary school: the severe dearth of girls who finish primary school.
8. Stipend or scholarship programs can be sustainable if such projects invest at the beginning on building financial and administrative support for such programs from local businesses, civil society organizations, secular organizations, government ministries, and other donors and development institutions.
9. While there is recognition by development partners and government institutions of the need to address factors influencing girls' access, retention and completion of school, few examples of sustainable, collaborative, and locally initiated efforts exist. The evaluators thus recommend that any subsequent projects addressing gender equity and access should draw models from the Gender Thematic Working Group (GTWG), the Wau Mentor-Teachers' Union, and the Central Equatoria SMOE carry-on of the GEE mentor training regime.
10. Future education projects must confront more overtly and effectively the tension between access and quality. For example, families are reluctant to send girls longer distances to better quality schools—something that is done routinely for boys—while GEE beneficiaries cited poor quality education as a common reason for dropping out. The spatial aspects of gender practices in South Sudan thus demand a more robust investment in increasing the quality of schools that girls already attend and/or in communities that have particularly low attendance of girls. Large and ongoing school improvement grants designed and managed by PTAs and/or BOGs are desperately needed in most GEE-supported schools; without increasing quality, the cause of equity is not served.

## I. INTRODUCTION

Since before colonial independence in 1956 and the signing of the 2005 Comprehensive Peace Agreement (CPA), South Sudan was characterized by years of underdevelopment, war, famine, drought and flood, producing a crisis of enormous proportions across the region and resulting in the devastation of economic, political and social structures. In addition to the loss of lives, opportunities and infrastructure, the war displaced families and divided communities. As a consequence, the health, education and infrastructure status of the South Sudanese people are among the poorest globally.

In January of 2011, as provided for in the CPA, the people of Southern Sudan voted overwhelmingly in a national referendum to secede from Sudan, creating the newest independent nation on earth, the Republic of South Sudan (RSS). Many challenges remain across most sectors. In education, South Sudan remains near the bottom of most measures compared with other nations, including on literacy and numeracy, net enrollment, school survival, and girls' access. The education system in South Sudan continues to face debilitating challenges stemming from three main types of barriers – financial and infrastructure, social, and institutional barriers. Schools often lack learning materials such as notebooks and pens, and do not have adequate infrastructure, such as permanent structures, working latrines, food and water. The education system itself faces challenges including a lack of transportation infrastructure that makes it difficult for RSS Ministry of General Education and Instruction (MoGEI) officials to monitor schools, and for teachers and students to come to school when it rains. Insecurity and lack of child safety protocols, gender-based violence, teacher sexual predation and early forced marriage also affect girls' access to schooling. There are an insufficient number of qualified teachers, many teachers often do not have the proper education and training, and the rate of teacher truancy and attrition from the profession is high. Additional challenges include large class sizes and language barriers on the part of both students and teachers.

While teachers do receive a meager salary – less than one-third of that earned by soldiers or security guards – most schools do not get any further support from their government even though all schools, including secondary schools, are supposed to be free to students and their families. The combination of infrastructure deficit and underfunding forces schools to charge “registration fees” upwards of 200 SSP per year, and requires students to pay for their own uniforms, books, and supplies. Since independence in 2011 and continuing conflicts with (northern) Sudan, the economy is worsening and families are moving deeper into poverty. The direct and indirect costs of sending a child to school, especially a girl-child, is rising rapidly. The education system, however, endured throughout the war period and continues to grow rapidly as more children enroll in school and tens of thousands of families return from exile. It was into this environment that Gender Equity through Education (GEE) project was implemented and operated.

In particular, secondary education has expanded rapidly in the last few years, increasing from 89 schools in 2008 to 196 today.<sup>8</sup> Likewise, the secondary school enrollment (S1-S4) grew from 23,522 in 2008 to 44,084 in 2011. However, as previously noted, looking across the new nation, there is only 8% Gross Enrollment Rate (GER) for boys and 4% for girls. Promotion, repetition, dropout, and completion rates compiled by the EMIS are not reliable, as it does not account for transfer students who represent the very large number of returnees from Khartoum and abroad.

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<sup>8</sup> MoGEI Education Management Information System (EMIS) 2011.

## II. DESCRIPTION OF PROJECT

The GEE Program was funded by USAID and implemented by Winrock International (WI) in close partnership with the RSS/MoGEI. USAID established GEE on March 23, 2007, building on and expanding the “accomplishments achieved under GESP,”<sup>9</sup> which ran for five years and ended in 2007. These accomplishments included helping women complete secondary school and TTIs, and building the capacity of the Ministry of Education, Science and Technology (MoEST)<sup>10</sup> to mainstream gender. A Cooperative Agreement (650-A-00-07-00003-00) was signed on August 6, 2007 by USAID and WI for GEE implementation over a five-year period (2007–2012) with an original budget of \$6.5 million. Modification 06 was signed on February 18, 2010, increasing the project budget to \$9.5 million, or US\$10,179,705 including the cost share. GEE was implemented in all 10 RSS states.<sup>11</sup>

GEE’s goals were to provide incentives to encourage girls and disadvantaged boys to complete secondary school and to mentor women to enter the teaching profession. These goals were to be accomplished by reducing financial and infrastructure, social and institutional barriers<sup>12</sup> that prevent females from attending secondary schools and becoming teachers, with stipends at the core of the project. WI’s initial project logic for GEE is presented in Figure 1 below<sup>13</sup>.

FIGURE 1: WINROCK INTERNATIONAL GEE PROJECT LOGIC<sup>14</sup>



The GEE project utilized a number of strategies to address the three objectives outlined in the logic frame:

**Financial and infrastructure barriers:** The GEE project addressed these constraints through the provision of stipends as tangible incentives for girls and young women to further their education at the secondary school and teacher-training college levels. Some marginalized boys, particularly those with special needs were also supported. Stipend packages included a small allowance for personal needs items and a school improvement grant to the benefiting schools.

<sup>9</sup> USAID. (2007) Action Memorandum, March 12, 2007.

<sup>10</sup> Now called MoGEI

<sup>11</sup> And Southern Kordofan and Southern Blue Nile, through June 2011

<sup>12</sup> These barriers are discussed in more depth in the introduction.

<sup>13</sup> This project logic was updated throughout the life of the project based on contextual realities

<sup>14</sup> Winrock International GEE. Gender Equity through Education Proposal, Annex, p. 7. April 3, 2007

**Social barriers:** These were addressed through the advocacy, community mobilization and mentoring programs. Sub-activities under this component included: distribution of comfort kits to female scholars, development and distribution of learning materials, a mentoring program for scholars, and support to other government programs that are related to increasing gender equity in education.

**Institutional barriers:** Addressed through provision of technical assistance and training to the MoGEI/Directorate of Gender Equity and Social Change (DGESC) and SMOEs. During Fiscal Year (FY) 2008, GEE placed two technical advisors in the MoEST (now MoGEI) DGESC to build capacity to: (1) increase the number of female teachers, (2) raise awareness of and support for girls' education at central and sub-national levels, (3) design and implement appropriate policies, and (4) integrate gender into all aspects of education planning and program implementation. GEE focused on advocacy, community mobilization, and training for MoEST staff, as well as leadership training at the state level.

## Project Implementation

A number of the originally planned components of the GEE were never fully implemented or were eliminated or modified including: the mother-daughter scholarships, the New Sudan Education Initiative (NESEI)/Yei Girls' Boarding School special scholarships, the longitudinal study, men's/boy's groups, and the Promotion and Advocacy for Girls' Education (PAGE) program support.

At the time of this evaluation, the GEE project components included:

- **Stipends for school fees, personal items and feminine hygiene items for secondary school and TTIs for girls and disadvantaged boys.** The scholarships (later called stipends) were distributed through a grant mechanism to secondary schools and the TTIs, in conjunction with the school/TTI improvement funds described below. Stipend Distribution Plans were developed in participatory workshops with scholars, non-scholars, instructors, school/TTI administrators, and county officials.
- **Small grants for school facilities improvements.** GEE provided school improvement grants initially based on \$20/scholar, but this was changed to a set amount, within a small range, per school. In the first year, each school received 1,050 SSP (\$471) except for schools that were inherited from the Sudan Basic Education Program (SBEP), which received 735 SSP; in subsequent years each school received 735 SSP (\$330). However, the “national “secondary schools receive 1,050 SSP (\$471) every year and the TTIs/Colleges (TTCs) receive 2,230 SSP (\$1,000) each year.
- **School-based student mentoring and community advocacy.** The scholar mentoring program advised scholars on a number of life skills and issues. It served as an early warning system if stipend recipients were having problems (at school, at home or with absenteeism) that threatened their retention, completion or academic performance in school. GEE and the MoGEI/DGESC initiated a state-led mentoring program at secondary schools and selected TTIs.
- **Materials distribution.** The following materials were distributed to beneficiaries and the schools they attended:
  - “Let’s Talk: Changing Times for Girls,” available in English and Arabic
  - “My Diary: A Year of Healthy Choices”
  - “HIV/AIDS: The Facts” pamphlet
  - “Puberty Awareness” brochure
  - Let’s Talk About HIV/AIDS” flipchart for schools
- **Technical assistance.** This included capacity-building to the RSS/MoGEI and SMOE through: 1) Leadership for Change trainings (one national and three regional trainings consisting of eight-day initial training plus three-day follow-ups); 2) technical assistance at the RSS/MoGEI and SMOE to launch mentoring programs in each of the 10 states; 3) gender training to professional and support staff at the MoGEI; 4) financial and technical support for Girls' Education Day celebrations at the national, state, county and payam levels; and 5)

technical support for the development of the Education Bill. Although the project began with a Gender Advisor embedded in the MoGEI and a second Advisor supporting at the state level, these positions were phased out in the fifth year of the project and replaced by support from a network of partners convened as the GTWG. This group was dormant and revitalized in the fifth year in partnership with the South Sudan Technical Assistance Project (SSTAP) and United Nations International Children's Education Fund (UNICEF). Finally, materials for training PTAs and BOGs, initially begun in the first year of the project, were developed by GEE for the MoGEI in the fourth year. These had not been utilized at the time of this report, though there were plans to do some initial training in July of 2012.



**Yei Girls Secondary School Stipend beneficiaries, Yei, Central Equatorial State**

The 2010 MTE revealed a number of findings and made recommendations that informed implementation strategies for the remainder of the life of the GEE project. One recommendation informed the redesign of a longitudinal study on the impact of USAID support for girls/women, to have been conducted throughout the life of the project, which was begun but not completed due to a change in priorities. Taking into account feedback from the MTE, which suggested that rather than continue with the original longitudinal study, its approach be redirected. In thinking through this, GEE revised the study goal to look closer at the underlying development hypothesis of the GEE program as provided by USAID (i.e., addressing barriers to girls' education, including providing incentives, would increase the number of girls completing secondary school and the number of women entering the teaching profession). The study is not a performance evaluation, but rather a research document that attempts to validate this hypothesis while contributing to the knowledge base for gender equity in education and USAID's efforts to support girls and women, particularly in South Sudan.

## III. EVALUATION OBJECTIVES & METHODOLOGY

### Evaluation Purpose

The primary objective of the GEE end-of-project performance evaluation was to document best practices, lessons learned and provide recommendations to inform evidence-based future programming of a similar intervention. To this end, the evaluation assessed the project's performance in implementing programmatic changes in accordance with findings and recommendations reported in the MTE. In addition, the evaluation questioned the GEE programming model through the conflict sensitive lens and recommended replicable aspects of the GEE approach based on a thorough review of the project's impact and the relevance of the approach to the evolving development context in South Sudan and other strategic directions on development programming within USAID/South Sudan.

### Evaluation Questions

Accordingly, the evaluation sought to answer following questions:

#### *Implementation of MTE Recommendations for Programmatic Changes*

1. To what extent (how thoroughly and with what specific adjustments) did GEE implement the 11 recommendations of the MTE? If recommendations were not implemented, is this justifiable based on the realities of South Sudan and the time remaining on the project?
2. What has been the outcome of the implementation of these recommendations on the overall effectiveness of the GEE approach in building and sustaining institutional capacity development at the MoGEI and SMoE levels?

#### *General Programmatic Questions*

3. How well were each of the GEE program objectives/outcomes met, and how did the program fare in implementing activities and meeting indicator targets?
4. What contributions has the GEE technical assistance intervention made at the MoGEI, SMoEs and DGESC during four of the five years of project implementation?
5. How well have the mentoring program and Leadership for Change initiatives of the GEE project achieved its objectives?
6. How adequate (strong) are the GEE sustainability/exit plans?

#### *Coordination and Relationships*

7. How well has the WI GEE project built a working relationship between partners including: government institutions (MoGEI, SMoEs, county ministries and DGSC), school administrations, and development partners?

### Methodology

Data for the evaluation was sourced from the review of project reports and other related documentation as part of the initial data collection process. Primary data was obtained through qualitative interviews (key informant interviews) conducted with leaders, education officials (at national, state and county levels), head teachers, teacher mentors and focus group discussions with GEE scholars. A mini-quantitative survey was integral to data collection.

Two consultants led evaluation activities in Central Equatoria (CES), Eastern Equatoria (EES), Warrap and Western Bahr el Gazal (WBEG) States, as detailed in Table 2. Consensus of managers from Winrock/GEE, MSI and USAID selected these sites prior to the involvement of the evaluation consultants based on safety and access considerations.

As mandated by the SOW, this evaluation was conducted in a participatory manner, meaning that relevant Winrock/GEE project staff, USAID representatives, and MoGEI officials at the national, state, county, and payam levels were present at most evaluative functions. Methods employed by the evaluation team to answer the primary research questions involved are described as follows:

**Desk study:** The evaluation team prepared for the evaluation by reviewing project documents sent to them by MSI, Winrock/GEE, and USAID including:

- All contract agreements and subsequent modifications;
- Project reports and plans including Annual Reports, Quarterly Reports, and Annual Work Plans;
- Training manuals and educational resources distributed to officials, teachers and project beneficiaries;
- GEE Monitoring and Evaluation (M&E) data including electronic and paper;
- MoGEI and SMOE policy documents, annual strategies, and gender actions plans; and
- USAID national and global strategy documents, project evaluations and M&E policies.

**Winrock/GEE office visits, staff interviews, and EMIS review:** Evaluators interviewed Winrock/GEE staff at the head office in Juba. At the head office, the evaluators conducted data quality checks by reviewing documents and data collection, and management procedures. Data was also collected to run initial analyses of retention, dropout and graduation rates of GEE beneficiaries.

**School visits:** Most of the schools selected for the evaluation still had GEE scholars, of whom most were in their final year. Yei TTI was visited although GEE scholars had all graduated by the time of the evaluation. A total of 14 schools and two TTIs/TTCS were visited where data was available. Table 2 lists the individual schools visited by state and county. Data was also collected on the training and educational attainment characteristics of teachers disaggregated by gender.

**Teacher mentor interviews:** Evaluation team members interviewed 17 teacher mentors (four female and 13 Male). About 36% of the teacher mentors who took part in the evaluation had participated in the GEE mentor training. 56 % had B.A. degrees (mostly in Education), 28% had only high school diplomas, 12% had Masters Degrees and 4% had secondary school education certificates. 66% of all mentor teachers were male. In addition to obtaining background information on barriers to girls' enrollment and retention as well as on what the teacher mentors were doing to address those barriers, interviewees were asked about the quality of support received from WI GEE, and their perceptions about the impact of mentoring on students in general and on GEE scholars in particular. Respondents were also asked about how GEE is monitored and managed in their school, and parent attitudes.

**Education officials' interviews:** Eighteen education officials were interviewed including State and County directors of secondary education, education inspectors, directors of gender, directors for girls' education, and county girls' supervisors. SSTAP officials were also interviewed or present. Most of the officials interviewed had attended both Leadership for Change and mentoring training.

**BOG/PTA focus group discussions:** Five BOG/PTA focus groups were convened, all of which were in Juba, Magwi and Lainya counties. Males dominated BOGs/PTAs with virtually no female members. Questions were asked about their perspectives on barriers to girls' enrollment and retention, and what they were doing to address those barriers, their knowledge about Winrock/GEE project activities, their perceptions of the project's impact on girls' access and retention, and their involvement in the school.

**Student beneficiary focus group discussion:** Discussions with GEE students were also designed to solicit their views and perceptions on barriers to girls' enrollment and retention. As primary beneficiaries of the project, their views on how stipends for school fees, personal items and feminine hygiene products helped them stay in school were sought in the evaluation.

**School statistics:** At each school visited, evaluators collected enrollment data by class disaggregated by gender, for the whole school generally and for GEE scholars specifically. These figures were used to calculate promotion and survival rates for comparison with EMIS averages.

**Table 2: Categories of Evaluation Respondents by State (County, Payam/Town) by Gender**

State	County	Payam/ Town visited	Respondents		Gender		Total #
					Female	Male	
Central Equatoria	Juba, Yei River and Lainya	Juba and Yei (Schools visited: Juba Girls, Juba Commercial, Loka National school, New Generation Primary School, Emmanuel Model Primary School, and Jambo SS)	Key Informant Interviews	Education Official	4	1	5
				Teacher Mentor	2	6	8
			Focus Group Discussion	BOG/PTA	1	4	5
				Beneficiary	33	3	36
Eastern Equatoria	Torit, Magwi,	Torit, Magwi, (Schools visited: Magwi SS, Arapi TTI, Torit Day SS, Nile Progressive)	Key Informant Interviews	Education Official	1	4	5
				Teacher Mentor	1	5	6
			Focus Group Discussion	BOG/PTA	0	1	1
				Beneficiary	39	8	47
Western Equatoria			Key Informant Interviews	Education Official	1	0	1
				Teacher Mentor			
			Focus Group Discussion	BOG/PTA			
				Beneficiary			
Lakes State			Key Informant Interviews	Education Official	0	1	1
				Teacher Mentor			
			Focus Group Discussion	BOG/PTA			
				Beneficiary			
Warrap	Kuajok	Kuajok (Schools visited: Nyarakec)	Key Informant Interviews	Education Official	3	0	3
				Teacher Mentor	1	0	1
			Focus Group Discussion	BOG/PTA			
				Beneficiary	3	0	3
Northern Bahr el Gazal			Key Informant Interviews	Education Official	1	1	2
				Teacher Mentor			
			Focus Group Discussion	BOG/PTA			
				Beneficiary			
Western Bahr el Gazal	Wau	Wau (Schools visited: Mbili Girls, Wau girls, Wau Commercial)	Key Informant Interviews	Education Official	1	0	1
				Teacher Mentor	1	2	3
			Focus Group discussion	BOG/PTA	0	1	1
				Beneficiary	7	3	10
Total					99	40	139
Grand Total							139

**Data analysis:** Quantitative data was captured and processed before analysis using Microsoft Excel. Quantitative data analysis was done following an analysis plan at univariate and multivariate levels. Univariate analysis focused on responses to a single question or element at a time. Under this analysis, the range and average answers that respondents provided to each question are described and presented in support of findings. The number of respondents who provided the same response for each question were counted and the totals for each response category were translated into percentages or frequencies.

The analysis of key informant interviews and focus group discussions (qualitative) data involved coding, organizing, and describing the data collected by evaluators. Interpretation involved identifying variables/themes that could influence interpretation of evaluation questions.

This report presents a synthesis and analysis of the main findings, which emerged from the evaluation study by question, and offers recommendations to strengthen future processes and initiatives for girls' access, retention and completion of education generally, and secondary school and Teacher Training education in particular.

## Limitations of the Study

Although the participatory design of this evaluation strengthened the overall outcome and impact of the field research, it is important to acknowledge that the presence of USAID, WI and MoGEI officials at interviews and focus groups may have influenced responses to evaluators' questions. Most schools visited were notified in advance of the evaluators' arrival, and so it may be possible that preparations were made to present a state-of-affairs that did not accurately reflect normality. Based on the evaluators' observations and interviews however, this did not appear to materialize.

Poor record keeping in some of the schools visited may have impacted what was observed or observable. Some of the data needed from the WI EMIS database was not readily available. Access, security issues, and time constraints limited the areas where evaluators could visit schools. Not all scholars could be reached, especially those who had graduated.



Atanzio Mamgwi, Senior Inspector for Girl's Education in the Directorate of Gender Equity and Social Change, MoGEI, interviewing the president of the PTA, Magwi Secondary School, Magwi EES

## Evaluation Team

The evaluation team included staff of USAID, Winrock, and MoGEI. They are listed below:

- Dr. Andrew Epstein (External Evaluator/Team Leader)
- Simon P. Opolot (External Evaluator)
- Mr. Atanzio Mamgwi (Sr. Inspector for Girl's Education, MoGEI Gender Equity and Social Change Directorate)
- Mr. Francis Lokong (Senior M&E Officer, GEE-WI)
- Ezra Simon (Senior Education Officer, USAID)

- Mr. Anyieth Ayuen (Program Management Specialist, USAID)
- Ms. Jane Namadi (Education Specialist, USAID)
- Mr. Bernard Manase (Financial Analyst, USAID)

The evaluation team held briefings with Winrock/GEE, MSI and USAID representatives in Juba prior to commencing the evaluation. Based on these briefings, the evaluation team developed an evaluation work plan (Annex A) and data collection protocols (Annex B) designed to provide answers to the evaluation questions in the Scope of Work (SOW). A list of all sites visited is contained in Annex E.

## IV. RESEARCH FINDINGS AND CONCLUSIONS

The section below organizes the research findings by research question.<sup>15</sup>

### Implementation of MTE Recommendations

#### Evaluation Question I

To what extent (how thoroughly and with what specific adjustments) did GEE implement the recommendations of the MTE? If recommendations were not implemented is this justifiable based on the realities of South Sudan and the time remaining on the project?

The MTE report outlined 11 recommendations, each of which is individually addressed below:

- 1. Rationalize activities, focusing only on those that have a strong likelihood of becoming sufficiently embedded in MoEST's [MoGEI's] and the SMoEs' plans and budgets. Identify schools and counties where there is fertile ground for initiating school community-based support to soften the gap that will be left once GEE ceases operations.**

The stipend component of the project, one of the central design features and perhaps the least likely to be embedded in MoGEI and the SMoE's plans and budgets, has nearly achieved its planned phase-out with the exception of a handful of students who failed to be promoted at least once over the course of their benefits. Winrock's original implementation plan was to administer the stipends through local NGOs, but due to a lack of capacity by such NGOs to administer such a large project, Winrock distributed the stipends directly. Even if this had been achieved, the stipend component was seen as a non-sustainable aspect of the project as it relies almost entirely on the availability of funds. However, it does attempt to address one of the most commonly cited reasons why girls do not remain in secondary school – poverty. In comparison to boys, girls in South Sudan are seen as a solution to poverty to the extent that they bring bride wealth. While it is possible that girl-scholars – assisted as they were by GEE to stay in school – may have acted as role models for other girls and their families, there is as yet no evidence to support this. The stipend for school fees may also have acted rather as an incentive to raise funds locally, given that the stipend was only a small fraction of the school fees required to attend. The shift in moniker from “scholarship” to “stipend” was intended in part to emphasize this.<sup>16</sup>

As such, the project emphasis shifted away from stipends as they phased out and toward more sustainable and community-oriented components embodied by mentor training and PTA/BOG training. It is unfortunate however that these components have hit their stride at the very end of the project; their sustainability and lasting impact would likely have been more indelible had they been components from the start. They do face some serious limitations, however.

The evaluators found resounding confidence expressed by most government officials and head teachers that they were capable in leading mentor training for others; however the evaluators were not able to observe this directly. Training of trainers was provided to state education ministry officials in year three of GEE (2010). Then financial assistance was distributed in year four (2011) to the SMoEs to support the rollout of the mentoring project (15,000 SSP and 30,000 SSP to CES). GEE staff conducted follow-ups to check on action plans and budgets according to correspondence with the GEE Chief of Party (COP) and the year four annual report. Teachers, head teachers, and government officials most often mentioned this component as the one that will likely continue after the project funding cycle ends. However, the endurance of this component beyond the project lifecycle is weakened by a lack of transportation and program funds available for government trainers to reach and train more teachers. The high rate of

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<sup>15</sup> Many of the findings crosscut more than one question, so for efficiency, the authors will refer readers to the relevant section where necessary to avoid duplication.

<sup>16</sup> Beneficiaries were provided 42 SSP per year to cover school fees while on average fees exceeded 200 SSP per year including books and uniforms. Fees at boarding schools are higher.

teacher attrition throughout South Sudan will quickly deplete the gains made directly by Winrock. For mentoring to be an enduring legacy of GEE, a continuous, MoGEI-directed training regime is required. The SMOE in CES was able to conduct more training in 2012 using their own funds, a very promising development, but there are no known plans to continue. While most officials were eager to carry-on the mentor training on their own, the logistical capacity of the MoGEI and the SMOEs to do so remains questionable.

GEE finished the PTA/BOG training materials in 2011, but planned training was halted because of a radical shift in priorities spurred by a change in MoGEI personnel. Priorities have once again shifted back in favor of PTA/BOG training, and in response, Winrock has plans to begin pilot training in a few states in July of 2012. As August 2012 is the official end of the project there will not be any opportunity to evaluate the efficacy or outcomes of the training.

Perhaps the most promising outcome of the project in the area of sustainability is the mentor-teachers union in Wau, organized by mentor-trained teachers in July of 2011. Made up of roughly 15 members, each pays 10SSP per month to support presentations, advocacy, and further training to teachers and families on the value of girls' education. Its composition and leadership arrangements appear to have been designed to empower women as well as encourage the involvement of men in addressing gender equity concerns. This will likely be the most self-sustaining outcome of the project.

To the evaluators knowledge, there have not been any other activities conducted by Winrock to "soften the gap that will be left once GEE ceases operations" beyond the phase-out approach. This leaves few remaining secondary school students who received financial assistance. Most of the teachers, headmasters, and ministry officials interviewed said that while they were made aware of the project end, they were aware of no other activities designed to assist them in transitioning away from support from Winrock.

**2. Enact cost-saving measures and shift any savings to core activities (including expanding the value of the education stipends and the school improvement grants) taking into account a conflict sensitive analysis, sustainability (including building capacity in targeted skill and knowledge areas at the school, county, state and RSS levels), and exit activities.**

Cost-saving measures were enacted by Winrock in the cancellation of the mother-daughter stipend project, the closing of the Malakal field office, limiting staff travel days, the suspension of the NESEI/Yei Boarding School project, and the consolidation of the Winrock/GEE office and residential spaces. The evaluators were unable to procure the estimated savings of such measures.

It should be noted that there is some contradiction between this recommendation and recommendation number one described above. An increase in the value of the education stipends and school improvement grants – advocated here – does not "have a strong likelihood of becoming sufficiently embedded in MoEST and the SMOEs plans and budgets," as advocated in the first recommendation. It must be accepted that in some cases, project components that are not entirely *sustainable*, such as stipends, may still be necessary design features of education sector programming, especially where household poverty presents significant barriers to access and equity.

That said, the value of the education stipends earmarked for schools' fees did not change, and those earmarked for personal items and hygiene actually decreased dramatically as inflation soared more than 65% in South Sudan between May 2011 and May 2012.<sup>17</sup>

"Capacity in targeted skill and knowledge areas at the school, county, state and RSS levels" has been directly addressed through the mentoring and Leadership for Change training with a good deal of success. Most government officials interviewed by the evaluators expressed positive experiences from these trainings. They detailed aspects of the training that addressed educational access and equity issues, and many planned to pass much of it along to colleagues who had yet to be trained.

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<sup>17</sup> To illustrate, at the beginning of the project in 2008, 42 SSP, the amount provided for personal items, was worth roughly \$20. At the writing of this report, it is now worth just under \$9.

GEE exit strategies are described below in the MTE recommendation number three. The evaluators are aware of no past or current plans by Winrock to conduct conflict analyses of any components of the GEE project.

- 3. Immediately draft and put into effect a sustainability and exit strategy, and a standard risk management matrix taking into account GEE's ending date of August 31, 2012. The strategy should incorporate targeted capacity enhancement of secondary school heads and female teachers, BOGs (including the addition of females if they are underrepresented), and county education officers in school governance, community engagement and gender-sensitive schools in order to develop a School Equity Action Plan taking any Girls' Education Movement (GEM) and PAGE mentoring initiatives into account. These two initiatives are embedded within the MoEST and grew out of activities prior to the CPA.**

The recommendation does not make clear in what form sustainability and exit strategies should be drafted, but if the implication is for a dedicated set of written plans, this was not completed. Sustainability planning for GEE began in early 2010 in the third year work plan, and it depended almost entirely on branding the mentoring component with the PAGE program, a community advocacy program supported by UNICEF and embedded in MoGEI. This program never managed to maintain viability sufficient enough to support the mentoring component of GEE however. This dependence remained in the last and fifth year of the work plan until it was revised in May of 2012. Overall, sustainability plans were insufficient in that they were devised late in the project cycle and relied too heavily on a program that had yet to prove its own sustainability. The development of an exit strategy was initiated by GEE in 2011 in discussions with USAID, but never articulated in writing until three months before the project end in the revised fifth year work plan.

Articulated exit strategies included clear communication to participating schools about the phased end of the stipend support, redevelopment of and participation in the GTWG to replace the gender advisor position at MoEST,<sup>18</sup> three regional "lessons learned workshops" meetings with GEE-trained mentor teachers and government officials, as well as the planned distribution of soft copies of the HIV/AIDS and puberty awareness materials, the draft PTA and BOG guidelines, and training materials produced and distributed as part of the GEE program to the DGESC and the MoGEI Departments of Curriculum and Secondary Education.<sup>19</sup> A draft plan to distribute project assets to other related, USAID-funded projects, the MoGEI and schools was submitted to USAID in June of 2012. It is the conclusion of the evaluators that the sustainability and exit planning aspects of the project have received a lack of emphasis from the start and reflect last minute planning.

It should be noted that this is not an uncommon characteristic of many USAID-funded projects in South Sudan, and reflects as much a lack of proper guidance from USAID – if this is indeed an important priority of theirs – as much as an oversight on the part of GEE.

According to the GEE Chief of Party (COP), GEE supported schools were not located near areas where the GEM project was active. Both the PAGE program and GEM was described as inactive by the COP as well as by other partner staff the evaluators interviewed.

- 4. Immediately improve the monitoring and evaluation approach including: (1) finalizing the data entry for the Access database (as a matter of urgency) in order to provide accurate figures on the number of schools and the number and type of stipend students; (2) re-evaluating and potentially rationalizing and redefining the data being collected, including specifying outcome indicators and collecting supporting data; and (3) eliminating the Longitudinal Study or re-directing the approach to that of an end-of-project tracer study.**

A Microsoft Office Access database was completed shortly before the MTE and appears to contain most of the project indicator data points required by USAID and the MTE, including figures on the number of schools, and the number and type of stipend students. Data collection forms were redesigned to reflect an increase in the number and types of data fields in the new database. One useful feature of the database is

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<sup>18</sup> Due to personnel problems throughout the life of the GEE project, this position was never fully realized.

<sup>19</sup> This activity had not been completed by the time of the final evaluation.

its capability for sex and age disaggregation of data, and queries that can be run for most components of the project to date. But data could only be run for the current year or to-date, making any analysis of project impact over time not possible or extremely cumbersome. It was not possible for the evaluators to use the data to determine, for example, if retention and completion rates were impacted by GEE. This is a very unfortunate oversight.

The Longitudinal Study was cancelled, and in its place, a study led by Dr. Jane Kerubo Onsongo from The Catholic University of Eastern Africa in Nairobi, Kenya was initiated to answer the question: Does the GEE project increase the number of female teachers in South Sudan's schools? The study included interviews with GEE graduates. The evaluators attended a presentation of the study's findings, which at the time remained inconclusive. More data was needed.

- 5. In the short- and medium-term, USAID should provide predictable support for improving the condition of the secondary education sub-sector itself, including provision of textbooks. A positive impact on Southern Sudan's progress economically and on human development indicators will need a serious investment in this sub-sector by both donors and GRSS, including realistic amounts budgeted for conditional cash transfers and school improvement grants.**

There are no plans for USAID to invest in the secondary education sub-sector nor in the development or printing of textbooks. USAID's newest education project, SSTEP, is oriented to teacher training, and although the project has yet to fully take shape, there does not appear to be any focus on secondary school teachers. The other USAID education project, Health, Education, and Reconciliation Program (HEAR), is focused on primary schools.

The U.K.'s Department for International Development (DFID) is printing textbooks for both primary and secondary schools using the South Sudan curriculum, which although considered out of date since South Sudan hadn't ceded from Sudan at the time of its development, remains the only curriculum available. They are also investing close to 70 million EUR in the education sector in the supply and demand-side areas in both the primary and secondary subsectors, but the actual design of the project has yet to be finalized. Winrock will continue a girl's stipend project through DFID.

However, it remains to be seen whether the base needs of the secondary subsector will materialize at all in the near future, including proper school buildings, furniture and equipment, books and materials, the number and quality of teachers, proper management and oversight, and reliable and long-term operational finances. Without these things, projects addressing access and equity like GEE, even if they are well designed and well executed, will be embedded in a weak system and their benefits will likely not be absorbed or lasting.

- 6. Investigate the status of the WI cost-share contribution and mitigate any negative impact on specific project activities financed through the cost-share.**

Winrock's cost share was reduced by USAID from 6.83% to 4.22% on June 6, 2012. According to the GEE COP, they are on track to fully meet the reduced cost share.

- 7. Facilitate a discussion between MoEST and Winrock to consider placing a senior Gender Advisor within a Special Office located under and with direct oversight by the Office of the Undersecretary. The adviser should have demonstrated experience in assisting government ministries in a decentralized system to mainstream gender, develop gender-sensitive policies, and undertake gender-responsive budgeting at a national level. Any technical assistance (TA) at the state level should reflect a similar arrangement. For future TA, consider locating personnel under the Academy for Educational Development's (AED)<sup>20</sup> SSTAP rather than within a new or existing gender equity project, assuming SSTAP or a similar program continues beyond 2011.**

The GEE Gender Advisor position was eventually dropped in favor of lending support to the reemergence of the GTWG. GEE determined not to have the Gender Advisor sit full time at the

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20 Now implemented by FHI360

DGESC starting in June 2011 when the last expat advisor resigned. GEE helped revive the working group to ensure the DGESC had a group to support them, rather than just one person. GEE still had a fulltime Gender Advisor as well as a Gender Officer in April 2012. At that time, the Gender Advisor resigned to take up a position as CES Education Minister. GEE did not fill that position for the last four months of the project with agreement from USAID. The position suffered multiple personnel setbacks and resignations beyond the control of Winrock managers over the course of the project and according to the GEE COP never met its full potential. The SSTAP project ends at the same time as GEE.

The GTWG now has multiple participants from GEE, SSTAP and UNICEF as well as the MoGEI, DGESC, Voluntary Services Overseas (VSO), World Food Programme (WFP), United Nations Educational, Scientific and Cultural Organization (UNESCO), and DFID, based on meeting minutes and email lists. Its initial meetings have had diverse participation, addressed a number of gender issues across sectors, and directed participants to assist in the development of terms of reference. With assistance from UNICEF, the group has already helped inform a draft of a gender strategy for MoGEI. While still dependent on external development partners, the GTWG shows promise as a lasting resource for policy guidance at many levels of government.

**8. Allow stipend-award and recipient indicator targets to be reduced so that no new students are taken on to replace recipients who have left GEE prematurely, especially those who have moved outside South[ern] Sudan. This shift should enable a greater emphasis on quality and sustainability.**

With few exceptions, no new stipend recipients were taken into the system after 2010 and most current beneficiaries are expected to graduate by the end of the 2012 school year. The only change in the stipend regime was in 2011, the fourth year of the project, with a shift from comfort kits to cash awards earmarked for the purchase of hygiene products chosen by the students and purchased in the local market by the student and a teacher-mentor. In some schools, the sanitary pads are kept at the school and dispensed by a teacher. In other schools the girls receive their entire allotment of pads at once. Students and teachers interviewed seemed pleased, or at a minimum nonplused, by the change which appears to have addressed some concerns over the quality of the items and the consumption of comfort kit items by family members and other non-scholars.

Still, as mentioned above, the stipend regime is the least sustainable component of GEE without the continued financing of an external partner to the MoGEI. Not a single interviewee thought any semblance of stipends for girls or boys would continue after the end of the GEE funding cycle. According to staff at DFID, stipends may be a component of new funding in the near future.

**9. Improve the quality of the “indicators” (including improved disaggregation) against which GEE must report to consist of a mix of input, output, and outcome (short-, medium-, and long-term) indicators.**

The only change in the performance monitoring indicators coincided with the Modification of Assistance mentioned in number six, where the amount of assistance was increased by \$3 million – from \$6.5m to \$9.5m – and required an increase in the number of stipends awarded from 6,870 to 9,500 over the life of the project. There were no other modifications to the Performance Monitoring Plan (PMP).

**10. With USAID and GEE, put into place a functional approach for utilizing technical assistance, particularly long-term technical assistance, that incorporates roles and responsibilities, mutual accountability, and a mechanism to ensure that lack of progress on the part of either party can be resolved effectively and efficiently. TA is an extremely expensive form of aid and ineffective and/or inefficient use of this resource and must be addressed for the benefit of all concerned, particularly the child in the school.**

After interviewing a number of government education official at the national and state level, including the Director for Partner Coordination, the evaluators found no modifications to the approach MoGEI took in utilizing technical assistance. Most wondered aloud why such assistance by USAID was coming to an end, as the GEE, SSTAP, and Southern Sudan Interactive Radio Instruction Program (SSIRI) projects were all simultaneously coming to the end of their funding cycles

**11. Initiate action on MoEST-funded stipend program and incorporate the GEE Leadership for Change and mentoring program initiatives into the MoEST and SMOE annual plans (specifically under the PAGE and GEM initiatives) in order to address the issue of sustainability of benefits.**

The evaluators found no plans by MoGEI or Winrock to incorporate a stipend program or to continue the Leadership for Change training regime even though there was much interest in doing so, especially of the latter. Most government officials interviewed did not believe a stipend program was possible without external assistance from an international NGO or bi-lateral partner.

There was earnest desire to continue the mentoring program and this component of GEE seems to be the most likely to continue in some form without assistance from Winrock. It was described as included in the MoGEI's draft strategic plan by the Director of Secondary Education, but the evaluators have not been able to confirm this. The sustainability of the mentoring program, as mentioned above, is threatened by a lack of transport and program support funds to enable state and county ministry mentoring focal points to train more teachers as mentors and visit schools regularly to monitor the mentoring activities. .



**Stipend beneficiaries, Jombu Secondary School, outside Yei, CES**

## **Evaluation Question 2**

*What has been the outcome of the implementation of these recommendations on the overall effectiveness of the GEE approach in building and sustaining institutional capacity development at the MoGEI and SMOE levels?*

### **Findings**

According to nearly all the government officials at the national, state, and county levels interviewed by the evaluation consultants, the impact of the GEE project on staff at the MoGEI and SMOE to address gender equity issues has been very good and deeply valued. It can be said with some certainty that the mentoring and Leadership for Change components of GEE have built staff capabilities within both ministries, and many seem emboldened to initiate positive change in their respective departments and missions. Following Training of Trainers (TOT) training in 2010, and the rollout of the mentor training regime in 2011, most ministry officials the evaluators interviewed expressed confidence that they could

train others using the mentor training materials provided by GEE. The CES Ministry of Education expressed interest in funding a second round of mentor training and received further funds from GEE and SSTAP. Included in this second round was mentor training for police. Most government officials however, simultaneously expressed a deep skepticism about being able to continue mentor training in the future, citing a lack of transport and program funds.

Success in the areas of sustainability and capacity could also be found in the Mentor's Union in Wau. Organized by a group of teachers trained to be mentors by the WBEG SMoE staff with the assistance of GEE, they organized themselves in order to provide continuous support to each other. Responding to a lack of program support and monitoring capacity on the part of the state ministry and the impending departure of Winrock, they conducted mentoring workshops at each other's schools, advocated for the education of girls among parents and their broader community, and lent support to individual teachers. They meet once a month in addition to their activities and each member pays 10SSP per month. This mentor's union represents a stellar, but unfortunately rare, example of teachers dedicating themselves, their time and their money, to sustaining an important component of the GEE project.

As mentioned above, the GEE EMIS has been greatly improved and the GEE Senior M&E Officer should be commended. However, too much time was lost before this occurred. Data was not collected or disaggregated in such a way that conclusions about the project's impact could be assessed.

There was generally no change in the stipend component of GEE except for the change in the way hygiene items were distributed. The shift from comfort kits to the distribution of cash to purchase such items in the local market had both positive and negative effects. On the positive side, beneficiaries had more control over the products they purchased and these products were kept at the school to keep other female household members from consuming them. On the negative side, severe inflation decreased the market value of the amount disbursed, which in turn limited number and type of materials girls could obtain.

## Conclusions

It is the evaluators' intent here to distinguish between the *capabilities* of staff, the institutional *capacity* to enable these staff to apply and share these capabilities effectively and efficiently, and the *sustainability* of these capacities in the longer term. There is clear evidence that GEE has effectively facilitated an increase of the capabilities of government and school staff. Not only is staff confident about its ability to train others but also it has utilized these capabilities to directly confront many of the factors that cause girls to drop out of secondary school. Mentors recounted to the evaluators numerous stories of girls who have sought the assistance of mentors in resisting early and forced marriage, and in problem-solving around their families' inability to pay school fees.

As mentioned earlier, many and complex challenges in the education sector in South Sudan will not only limit but also potentially diminish the gains achieved by GEE. It is a relatively well designed and executed project embedded in a very weak system. Secondary schools remain severely under-resourced and with a few exceptions, are of very low-quality. Projects like GEE present a conundrum in that it encourages more students—in this case girls—to attend poor schools. It has effectively increased the capabilities of education ministry staff that have few resources or the capacity to utilize them. One must ask why a project would train a government official to train teachers in gender sensitive mentoring when this official has little ability to reach them; why it would provide technical assistance to help states develop action plans around gender equity when there are no funds to enact them; why it would encourage girls to go into teaching when the government is no longer hiring teachers - most TTIs are closed, and the social and economic capital of the teaching profession has severely diminished; why it would expect families to stop marrying their girls at a young age for the wealth it would bring in an era when their economic poverty, already severe by international standards, is growing worse.

These contradictions limit the sustainability of the gains made by GEE despite their varying responses to the MTE recommendation. Worsening poverty, lack of institutional financing and budget capacity, lack of transportation and program funds, and lack of available teaching jobs and training were not areas designed to be addressed by GEE and so the project should not be held accountable for such challenges.

Too often, however, projects like GEE may indeed have impact for a short time, only to nearly disappear at the end of its funding.<sup>21</sup> While the objectives of institutional capacity and the sustainability of project components are nearly always included in USAID's Requests for Application (RFAs) and project evaluations, many recent projects have met severe challenges in effectively meeting these objectives.<sup>22</sup> If these should remain an integral part of USAID's overall education strategy – and certainly not all aspects of a project must justifiably be *sustainable* – new approaches should be found that account for the realities of the social, economic and institutional environment of South Sudan.

## General Programmatic Questions

### Evaluation Question 3

*How well were each of the GEE program objectives/outcomes met, and how did the program fare in implementing activities and meeting indicator targets?*

#### **Program Objective 1: Reducing financial and infrastructure barriers for girls and women to attend secondary school and TTIs.**

##### **Findings**

Financial barriers to girls' education in South Sudan included severe poverty and parents' inability to afford school fees, uniforms/shoes, sanitary supplies, and the opportunity costs of losing that child's labor or dowry value. Early and forced marriage is another common factor mentioned in all the communities the evaluators visited. The low quality of the school environment and unqualified teachers were also commonly mentioned as barriers to girls making the effort to stay in school. The GEE project has attempted to address these constraints through the provision of Secondary School and TTI stipends which included 42 SSP (\$20 USD) for school registration fees, 42 SSP for personal items such as uniforms, shoes or books, and 120 SSP (\$60 USD) for personal hygiene items for girls such as tampons and pads, soap, and lotion. Some marginalized boys, particularly orphans and those with special needs and disabilities have also been supported. Stipends were distributed through a grant mechanism to the schools, in conjunction with the school/TTI improvement funds.

School/TTI improvement grants were mostly used (as intended) for repairs, equipment, learning materials, or other needed educational resources.

Stipend distribution involved participatory workshops with GEE staff, scholars, teachers, school/TTI administrators, and county officials where beneficiaries budgeted their stipends with the help of a teacher mentor, and all the parties involved, including county or state officials, signed documents acknowledging the receipt of financial assistance. GEE financial interventions may have contributed to a 15%-20% increase in school retention, according to an initial analysis of GEE and EMIS data. Given the extremely low numbers of female teachers, in combination with a low absorptive capacity for new trainees at TTIs in South Sudan, the GEE Program attempted to support most women scholars in functioning national TTIs and the Yei TTC.

Since the amounts were small, especially the school registration fee assistance, evaluators found that they acted sometimes as incentives to raise the additional amounts, as school registration fees typically exceed 200 SSP per year. One student in Wau took her 42 SSP, bought raw groundnuts, shelled, roasted and salted them, and sold them in the market. She took the profits and paid most of her fees. Other students recounted similar schemes, one even brewing and selling alcohol locally. Others however, told of former GEE scholars who dropped out of school because they simply could not make up the difference.

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<sup>21</sup> It is possible that both USAID and Winrock have been aware of DFID's intent to do a follow-on girls' education program since December 2009 – the first design being done in early 2012 – and many of the GEE activities were planned to feed into the new DFID program.

<sup>22</sup> See the SSTAP or SSIRI project final evaluations as examples.

According to the improved GEE database, 30% of GEE recipients dropped out of school and another 20% did not complete secondary school and are unaccounted for. Some of these students may have transferred to a non-GEE school. Some teachers recounted that some students eventually returned after dropping out. The specific award amounts were determined by the original RFA, which stated that the division should be \$20 for tuition, \$20 for personal needs, and \$20 for a per capita school improvement grant. 42 SSP was the exchange rate when the project began and continued through the life of the project, since fees were not being raised based on new exchange rates (except perhaps in the final year, 2012). The 120 SSP was calculated by taking the amount budgeted for the comfort kits (valued at a cost of \$17 per kit including items and labor), which at the then current exchange rate equaled 60 SSP, then doubled it to be 120 SSP.

The original GEE schools were inherited from the SBEP program. Winrock/GEE reports that additional schools were selected with inputs from state ministries. The majority of new schools were supposed to be outside of the Equatorias because historically the Equatorias had received more inputs by donors. GEE appears to have incorporated nearly every single accessible and functioning school that had a female enrollment outside of the Equatorias. Complaints remained however as the evaluators got an earful from the EE State Minister of Education who complained that GEE did not support schools equitably throughout the regions of his state. While many boys are sent great distances to go to good schools, families are less inclined to send girls far away; if there is not a secondary school nearby, most girls in that community will likely not attend school past primary level. There are only 196 secondary schools in the entire country as of 2011. It should be noted that the GEE schools in EES were formerly supported by SBEP and formed the basis for their selection.

Of these schools, the environment and infrastructure of most remain sorely inadequate. The poor condition of buildings, overcrowding, inadequate supply of water, food and sanitation, and incidences of physical and psychological violence perpetuated by male teachers and students remain common. These characteristics threaten retention, graduation and achievement, and effect stipend recipients as much as non-recipients. In one school visited in CES, girls still shared toilet facilities with teachers. For obvious reasons, lack of separate sanitation facilities particularly affects adolescent girls. It should be noted however, that most female secondary school students are not girls; they are young women. The median age of female GEE recipients is 23.

When the project encountered the fact that large numbers of girls and young women were coming in as returnees and had been in secondary schools in Sudan (Khartoum primarily), GEE was generally unable to include them in GEE or to adjust to their particular needs, including language and lack of housing. As described by one young woman,

*“They arrive with higher levels of education, no land, no property, and staying with relatives, often ‘uncles’. They risk staying at home and doing nothing – or worse. Why not have them bring their hands together and start a business or get them involved?”*

However, the influx of returnees came in mid-2011 and GEE took no new scholars after 2010. Although USAID requested that GEE include the returnees, the budget could not accommodate this and USAID was unable to increase the envelope.

Finally, according to data collected by the evaluators from the GEE EMIS and paper records, half the beneficiaries are known to have graduated a GEE-supported secondary school or TTI since its beginning in 2008. Thirty percent of GEE beneficiaries dropped out of secondary school likely because of poverty, early marriage, gender based violence, and dissatisfaction with the quality of schooling, according to data collected for this evaluation. The remaining 20% are unaccounted for as described above. The evaluators estimate that the school retention rate<sup>23</sup> of GEE beneficiaries was approximately 15%-20% better than the state and national averages of their non-GEE counterparts, averaging around 80% to 85% being promoted each year of support. All interviewees, including government officials, teachers, parents and

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<sup>23</sup> Retention rate is calculated similar to promotion rate, but includes repeaters so long as they return to school to repeat the grade. Neither GEE nor the EMIS account for transfer students, which is required to accurately calculate both promotion and retention rates. The evaluators accommodated this flaw by limiting promotion to 100%, and the subtracted the drop-out rate for that region and grade for 2011, which was further adjusted for multi-year trends. This produced an imperfect, but slightly more accurate accounting.

students, linked the stipend component to direct and positive impacts on school retention of girls and marginalized boys.<sup>24</sup>

## Conclusions

The disbursement of financial assistance was well executed. The implementation of project activities was participatory, ensuring that the intended beneficiaries of the project were involved in the Stipend Distribution Plans, budgeting and planning. This provided an excellent forum for directly engaging scholars, teachers, school/TTI administrators, and county officials. However, the value of stipends remained constant through the life of the project while inflation skyrocketed (especially in the last two years of the project), devaluing the assistance. This raises the question of whether USAID and Winrock/GEE fully considered right-financing that would effectively support girls' access and completion of secondary school and teacher training education in South Sudan. The manner of selection of GEE schools and beneficiaries has been questioned and may inadvertently fan conflict. Furthermore, an initial analysis of project data indicates that GEE has made a modest impact on girls' secondary school retention and completion, but faces broad and persistent social, political, and economic barriers to making these gains sustainable.

## Objective 2: Reducing social and cultural barriers for girls and women to attend secondary school and TTIs.

### Findings

Girls' access to and completion of secondary education in South Sudan requires a careful and determined navigation through a number of social and cultural barriers. As in other patriarchal societies, girls in South Sudan often marry into another family. This, among other barriers, makes parents feel that an investment in their daughters' education is not a good use of scarce resources. They are also seen as sources of wealth obtained through their marriage dowries. The pressure to marry daughters intensifies with poverty and is part of the cause of early and forced marriages. GEE has supported a number of activities aimed at enhancing gender equity and awareness in the schools/TTIs and communities in South Sudan. The evaluation study established that activities were designed and coordinated with those of the MoGEI DGESC, as well as the Department of Secondary Education. These activities were, for instance, aimed at helping teachers sensitize parents and the communities on the importance of girls' education and on issues of early marriage, early pregnancy, alcoholism and promoting sex education. Despite these efforts, the evaluators found that early and forced marriage, gender based violence, and low status of women and girls persist for GEE and non-GEE students alike.

There have been a number of creative approaches to these issues, such as SMoE-organized radio dramas and talk shows around girls and gender. The police force in Kajo Keji expressed interest in the mentor training after intervening in a forced marriage of young girl. Suicide was cited one of the likely responses of young girls who are forced to marry wealthy and elderly men for a desperately needed dowry. Other innovations mentioned were mobile theater and drama groups. For a program that's tackling long standing social and cultural issues that affect girls' access to education, these were creative and innovative ways to effectively reach many people.

While boys participated in school mentoring groups, issues specific to boys and masculinity were not addressed, despite the fact that it is generally the practices of men that present the most formidable barriers to girls' access to education.

## Conclusions

Project activities appear to have been effectively coordinated with the MoGEI and DGESC. Mentor workshops were useful in training and equipping teacher and other mentors. GEE has attempted to

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<sup>24</sup> This includes boys who were orphans, former child soldiers, displaced, disabled, or who lived in destitute households.

challenge issues that have historically created barriers to girls' education, primarily through mentors. A few innovations such as radio dramas and talk shows, and sensitization drives focused issues of early marriage, early pregnancy, negative cultural and traditional attitudes on girls' education, dangers of alcoholism, and sex education. Although the project had planned to address issues of boyhood and masculinity, this did not materialize, and ultimately neglected to fully realize the lessons of gender approaches to aid and development.

### Objective 3: Reducing institutional barriers for girls and women to attend secondary and TTIs.

#### Findings

Perhaps the biggest barrier to girls' accessing secondary education is the very low numbers of girls completing primary school. According to the EMIS, girls and boys approach relative parity in lower primary school, but a huge drop off of girls occurs between Primary 4 and 6. Because girls have tended to begin primary school at more advanced ages, these are the grades when girls typically go through puberty, and shortly thereafter are considered eligible to be married. The exclusive focus of the GEE project on secondary students reflects a major flaw in its design.

Another contributor to girls' dropping out of school is the lack of female teachers. It is evident that although male teachers were able to provide mentoring to female students, the impact of female-to-female mentoring is far greater. GEE has attempted to address the lack of female teachers by supporting scholars at the few operating TTIs and TTCs, and informally encouraging girls to seek teaching careers through mentoring. However, about one in five girls interviewed by evaluators planned to pursue a career other than teaching. The natural range of interests and capabilities plays a role, but the status of the teaching profession in South Sudan exerts a strong negative influence. The decreasing social and economic capital of teachers has made the profession less attractive, and in the least is seen as a temporary and even unfortunate necessity should other jobs or post-secondary education opportunities become unavailable. This was a difficult current against which GEE had to operate.

GEE has also addressed institutional constraints through provision of TA and training to the MoGEI/DGESC and State Ministries of Education through the reorganization of the GTWG as an ongoing resource to state and national officials.

#### Conclusions

There were attempts to provide TA through deployment of Gender Advisors to MoGEI and DGESC and through training of mentor trainers and Leadership for Change training. The reestablishment of the GTWG is a positive development, which, if nurtured and taken advantage of, can bring the much needed technical advice and support to the MoGEI and SMoE.

In terms of meeting indicator targets, GEE has nearly met or exceeded them. Table 3 below outlines the numbers collected to date.

TABLE 3: INDICATOR DATA THROUGH YEAR 5 —SECOND QUARTER (JUNE, 2012)

Indicator	Baseline	Achievements as of the second quarter in GEE's fifth year	Achievements by Gender as of the second quarter in GEE's fifth year		Life of Project (LOP) Target by Gender	
			F	M	F	M
Number of Beneficiaries	1,776	5,313	4,542	771	3,420	380
Number of Stipends Disbursed	1,776	9122	7,914	1,208	8,075	1,425
Number of Pre- Service Teacher Scholarships	35 (35)	435	402	33	568	0

Number of In - Service Teachers/Educators scholarships	35 (35)	115	97	8	142	0
Number of Learners Enrolled in USG-Supported Schools	4,776 (1,776)	66,224	21,890	44,334	13,015	25,700
Number of Comfort Kits Distributed	(No data available or reported)	(No data available or reported)	(No data available or reported)		(No data available or reported)	
Number of Learning Materials Distributed	(No data available or reported)	20,265			11,680	
Number of Administrators/Officials Trained	(No data available or reported)	347	132	215	80	40
Number of Policies/Guidelines Developed	(No data available or reported)	1			5	

NB: Figures within parentheses indicate the number of females out of the total number reported.

#### Evaluation Question #4

*What contributions has the GEE technical assistance intervention made at the MoGEI, SMOEs and DGESC during four of the five years of project implementation?*

#### Findings

Secondary school education in South Sudan faces a number of institutional challenges, both for women and men, due to the long-lasting armed-conflict. Some of institutional barriers to education include inadequate organizational capacity at the MoGEI for addressing persistent gender inequities, lack of reliable data about girls' education generally, and the low number of female teachers – fewer than 10% of all teachers are women. Without these role models, gender equity at all levels of education will be significantly harder to achieve.

As described in earlier sections, GEE has provided TA and training to the MoGEI/DGESC in a number of ways. Two GEE Gender Advisors were embedded at the MoGEI to decentralize gender equity strategies in education and make them operational. These technical resources were to provide capacity-building assistance to the MoGEI/DGESC and other directorates, support efforts to decentralize activities through the State Departments of Gender, and conduct visits to states in partnership with the DGESC. However, the MoGEI/DGESC was unable to effectively utilize these resources. As a result, the Gender Advisor (eventually appointed as a Government Minister) had, in the last year of the project, been operating from the Winrock/GEE office.

GEE has also been delivering the three-day follow-up training to the week-long initial Leadership for Change training course for representatives from DGESCs at both MoGEI and state levels. This course was initially planned for only the first two years of the project and aimed at developing skills in leadership, strategic planning, and management for leaders and policymakers concerned with gender equity and institutional change. Testimonies of evaluation respondents and GEE records show that this TA has been deeply valued. GEE and its government partners have continued conducting trainings with GEE support at the state or regional level to support government plans for decentralization. At the time of this evaluation, GEE was conducting the final regional Leadership for Change follow-up trainings for the Greater Equatoria, Greater Bahr el Gazal and Greater Upper Nile regions. The total number of MoGEI, SMOEs and DGESC staff trained in the five years of GEE is outlined in Table 4.

TABLE 4: NUMBER OF MoGEI/DGESC STAFF TRAINED IN THE FIVE YEARS OF GEE BY STATE AND GENDER

Level Where Training Delivered	Number Trained in Leadership for Change		Number Mentors Trained (including trainees at school level)	
	Female	Male	Female	Male
National (MoGEI/DGESC)	08	01	00	00
Central Equatoria State	06	05	22	27
Eastern Equatoria State	01	07	06	17
Western Equatoria State	09	02	07	20
Northern Bahr el Gazal	02	08	03	22
Western Bahr el Gazal	04	07	08	11
Warrap	04	07	03	27
Unity State	03	08	Started 25th July 2012	
Lakes State	04	07	06	16
Jongolei	02	09	05	30
Upper Nile	03	08	08	21
<b>Sub Total Trained</b>	46	69	68	191
<b>Grand Total Trained</b>	90		257	

GEE stopped mid-way through its originally planned longitudinal study<sup>25</sup>. In its place, a study on how stipends and supporting activities influence female access to education and the teaching profession has been conducted. The goal of the study was to determine the extent to which GEE program activities increased female secondary school completion rates, improved availability of teacher training to qualified females and whether or not they ultimately contributed to a change in the number of female teachers in South Sudan. The evaluators attended a presentation of the data by the researchers. The study results so far are inconclusive.

## Conclusions

The deployment of Gender Advisors to MoGEI and DGESC morphed into support for the GTWG, a potentially more sustainable form of TA in the end. The training of mentor trainers of trainers and leadership for change training was successful and both have the potential for lasting impact. More details about both programs are contained in the next section.

## Evaluation Question #5

*How well have the mentoring program and Leadership for Change initiative of GEE project achieved its objectives?*

## Findings

The mentoring project has been described in detail in the previous sections (see Annex D for lessons learned). Here, the Leadership for Change program is described. The Leadership for Change training course was adapted to the South Sudan context from Winrock's existing Leadership for Change program.

<sup>25</sup> Reason given in the revised GEE fifth year Work Plan May 2012

The training is a two-part sequence of eight days of initial training followed by three days of follow-up<sup>26</sup>. GEE has been delivering the Leadership for Change training course for representatives from DGESCs at both MoGEI and state levels - developing skills in leadership, strategic planning, and management for leaders and policymakers concerned with gender equity and analysis.

The course, funded by private Winrock money, was initially planned for only the first two years of the project<sup>27</sup>. However, due to its success there have been requests to continue the program and deepen the impact at state level. Accordingly, GEE raised additional matching funds and has conducted regional Leadership for Change trainings in year five<sup>28</sup>, reaching 100 additional SMOE participants, 10 from each state.

The program, especially the mentoring component, is much appreciated by a majority of stakeholders and since its launch in 2011 has reached non-GEE schools. Community leaders have also been engaged and sensitized on issues affecting the girl child's access to education. As a result, the mentoring program appears to have made inroads in terms of reaching out to and engaging key stakeholders in girls' access to education.

The Leadership for Change course was intended to develop skills in leadership, strategic planning, and management for leaders and policymakers concerned with gender equity and analysis. The training appears to have been well received by the ministry trainees as participants in the evaluation have been requesting for the continuation of the program.

SMoEs have reportedly supported the mentoring initiative in a number of ways including: acknowledging the roles and positions of school level mentors; requiring the inclusion of mentoring in school timetables; participating in the monitoring of mentoring activities through Inspectors of Schools and local education authorities; and taking action on reports of criminal offenses against school children. State ministries have also submitted mentoring reports to the DGESC.

The evaluators briefly attended two of the final Leadership for Change workshops convened by Winrock/GEE for Greater Equatoria and Greater Bahr el Gazal that took place in Juba and Wau respectively. Both workshops were conducted entirely in English because they were refresher trainings. However, it was clear that a greater proportion of participants, especially those in greater Bahr el Gazal who speak and understand Arabic, was not absorbing the information or able to express themselves. This disproportionately affected women participants. A similar issue came up in relation to the My Diary, which are only available in English. Although many other resources were made available in Arabic, this could have been taken further. In particular, the fact that the mentoring manual is also in Arabic was stated to be a reason that it will survive the test of time post-project.

## **Conclusion**

Both the Leadership for Change and mentoring components of GEE have had positive effects on ministry staff as well as on teachers and GEE beneficiaries. The mentoring project could have started much earlier in the project life cycle. Both appear to have a good likelihood of continuing after the project ends. Institutional challenges remain however, such as lack of transportation and program funds that are essential in enabling state-level trainers to continue these valued training regimes.

## **Evaluation Question #6**

*How adequate (strong) are the GEE sustainability/ exit plans?*

## **Findings**

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<sup>26</sup> GEE YEAR FIVE Work Plan 2011-2012 Revised May FINAL\_June 6

<sup>27</sup> Ibid

<sup>28</sup> The fifth year of Leadership for Change training was taking place at the time (may – June, 2012) of the performance evaluation

The mentoring component of GEE, as mentioned earlier, has the most promise to continue in some form after the end of the project cycle. The cash stipends for school fees, supplies and hygiene disbursed to beneficiaries were phased out beginning in 2011. Like the stipends, interviewees positively correlated the mentoring component of GEE with school retention. Unlike the stipends, it has the most promise to remain after the project end.<sup>29</sup> There are major obstacles to overcome however. A persistent lack of institutional capacity and finances, including transportation and program funds, has made it difficult for government officials to utilize the capabilities they acquired with the assistance of GEE. Although sustainability planning for GEE began in early 2010 in the third year work plan, it depended on branding the mentoring component with the PAGE program and a community advocacy program supported by UNICEF and embedded in MoGEI. This program never managed to maintain viability sufficient enough to support the mentoring component of GEE however. This dependence remained articulated in the fifth year work plan until it was revised in May 2012, when it shifted the focus to building the capabilities of government staff to continue the mentoring project and transition TA from Winrock staff to a recently revived GTWG embedded in MoGEI and supported in part by a number of international NGOs.

On one hand, changing conditions made sustainability plans difficult to implement. On the other, sustainability plans were first addressed too late in the project cycle and were not altered when conditions changed. Furthermore, while the development of an exit strategy was initiated by GEE in 2011 in discussions with USAID, it was not articulated in writing until three months before the project end.

## Conclusions

Overall, sustainability plans were insufficient in that they were modified too late in the project cycle to reflect changed conditions and relied too heavily on a program that had yet to prove its own sustainability.

## Evaluation Question #7

*How well has the Winrock/GEE project built a working relationship between partners including: government institutions (MoGEI, SMOEs, county ministries and DGSC), school administrations, and development partners?*

## Findings

As stated through this evaluation report, GEE was able to build excellent working relations with relevant government institutions – MoGEI, SMOEs, county ministries and DGSC – for the implementation of project activities. The evaluators found, for instance, that GEE staff worked alongside state and national ministry counterparts in distributing stipends, conducting training, and confronting community-based challenges in preventing early and forced marriages and gender-based violence. The project also had good working relationships with schools, according to headmasters, headmistresses, and teachers.



Stipend beneficiaries, Arapi Teacher Training Institute, Arapi EES

<sup>29</sup> DFID is investing in the secondary education sector in 2013 and will likely adopt some components of GEE; our intention here is to determine the extent to which GEE components will continue as a result of efforts by GEE and MoGEI staff.

The GEE project had originally planned to distribute stipends through local NGOs, but this did not materialize. GEE has had limited partnerships with other development organizations, the primary example of which is through the GTWG where they work together with UNICEF and FHI 360 (SSTAP). They have coordinated with the Winrock Building Responsibility for the Delivery of Government Services (BRIDGE) project, which also distributes scholarships to girls, but this coordination was limited to ensuring that there was no overlap in the schools and beneficiaries targeted.

## Conclusions

One of the biggest strengths of the GEE project overall has been its relationship with the MoGEI, the SMOEs, and school administrations. Except for issues with the utilization of the Gender Advisor, which also had personnel issues beyond the control of the ministries or Winrock, these relationships were reported by all government officials interviewed by evaluators to be very positive and valued. There have been fewer opportunities to coordinate or collaborate with other development partners, and this contributed in part to the lack of sustainability for most components of the project.

## Summative Conclusions

Based on data collected during the evaluation activities, the team reached the conclusion that the GEE project is a relatively good project embedded in a very weak system, where its components are either unsustainable or benefits short-lived. It was generally a well-executed project, though some important aspects were implemented too late to be effective.

By the last years, the disbursement of stipends to beneficiaries was well implemented and well monitored. Relationships between GEE staff and national and state ministry officials were effective and value by all parties. Because of these relationships, the mentoring component of GEE appears to be poised to remain in some form after the project end. The sustainability of the other GEE components, however, is unlikely. This is due to a lack of institutional capacity and finances, or else, in the case of stipends, a specific design to phase them out. Overall, there were no dedicated sustainability plans. Exit strategies were articulated three months before the project end.

The GEE EMIS was improved halfway through the project, but in the end was only able to generate indicator data, and not deeper analysis of program impact. While the new system was approved by the Data Quality Assessment conducted by USAID in 2010, the system was not able to provide evaluators with important data such as the number of boys and girls who were enrolled in a particular grade in a particular school in any given year of the project except for the current year. In order to determine retention and graduation rates of GEE beneficiaries, the evaluators and the M&E coordinator instead went through paper forms by hand. In essence, the EMIS was designed to produce current and year-to-date indicator data, but did not enable analysis of important quality and impact data over the life of the project.

Based on an initial analysis of admittedly imperfect data, both from GEE as well from the South Sudan EMIS, the evaluators estimate that the school retention rate<sup>30</sup> of GEE beneficiaries was approximately 15%-20% better than the state and national averages of their non-GEE counterparts, averaging around 80% to 85% being promoted each year of support. According to GEE records however, 50% of GEE beneficiaries left GEE schools before graduating throughout the life of the project. Most of this 50% dropped out of school entirely, but the status of one-quarter of this group is unknown. Some likely transferred to other non-GEE schools, but based on interviews, most who did not graduate were likely to have gotten married, a good deal of them forced, while others could not afford school registration fees despite the little help they got from GEE.

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<sup>30</sup> Retention rate is calculated similar to promotion rate, but includes repeaters so long as they return to school to repeat the grade. Neither GEE nor the EMIS account for transfer students, which is required to accurately calculate both promotion and retention rates. The evaluators accommodated this flaw by limiting promotion to 100%, and the subtracted the drop-out rate for that region and grade for 2011, which was further adjusted for multi-year trends. This produced an imperfect, but slightly more accurate accounting.

GEE had a limited ability to deconstruct local gender biases due to the more dominant and formal presence of continental and global constructs of gender and gender equity. Practices of pastoralist and other transhumant communities, early and forced marriages, poverty, as well as a lack of attention to specific socio-cultural and economic issues pertaining to boys and masculinity limited GEE's ability affect greater change at a micro-level for South Sudanese school girls. The poor state of the economy increased these challenges as well. Similarly, despite the small school improvement grants, the quality of most schools' infrastructure and teachers' ability are low. Many GEE beneficiaries cited these as common reasons girls dropped out of school.

Despite GEE's goal and effort to increase the number of female teachers, there is little incentive for girls to pursue the career when others pay up to three times as much. Overall, teacher attrition is high in South Sudan, and jobs with the police, military and security companies, as well as government and NGOs themselves are not only competitive with local schools but offer salaries and benefits that far outweigh those of teachers.

## V. RECOMMENDATIONS

1. Donors, implementing partners, and government institutions should better coordinate responses to evaluation recommendations and enable flexibility to respond to changing conditions in project settings. This can be accomplished by USAID requiring direct responses to mid-term evaluation recommendations in the quarterly and/or annual work plan of the implementing partner immediately following the evaluation and the dissemination of a response paper that records the discussions and courses of action generated from a formal evaluation debrief meeting of all partners. USAID must also streamline procedures to modify contractual obligations and project design in order to respond quickly to the fast changing conditions characteristic of conflict-affected communities.
2. Capacity, sustainability, and exit strategies should be established before a project begins and required in all quarterly and annual work plans from the very beginning. In the design phase, this can be accomplished by backward mapping from an expressed vision of what should be left after a project has ended, and revised each year to better adapt to changing social, economic, and institutional realities of the project settings.
3. Building the capabilities of individuals is not the same thing as building institutional capacities or project sustainability if these institutions cannot enable individuals to utilize these capabilities effectively and efficiently; projects thus must consider the broader enabling mechanisms such as transportation and maintenance, operating budgets, equipment, communications, and information management in planning for sustainability since absence of these items can limit the effects of any individual or institutional capacity improvements.
4. The inadequacy of the GEE EMIS system to enable key impact analysis and lessons learned highlights the need for pre-project baseline research and agreed upon key indicators, their definitions, and disaggregation. Similarly, ministry officials and school managers should be subsequently trained and provided with resources to properly and consistently collect key data, especially those aligned with the South Sudan EMIS.
5. The severe and complex infrastructural, financial, material, and human resource challenges that schools face should be addressed in concert with projects that attempt to alter social practices around education. In other words, GEE is a project that encourages more girls to attend very weak schools. The evaluators recommend that any serious action to change social practices around education simultaneously the low quality of both primary and secondary schools, and be accompanied by large, phased, and conditional school improvement grants that are designed and managed by a certified, functioning PTA or BOG.
6. While a focus on girls and their access to education should be a major focus of gender equity projects, addressing social practices around boyhood, masculinity, and wealth should be of equal focus, because these practices directly impact girls' access to education. Gender issues should be firmly understood in their socio-cultural context—Dinka pastoralism for example--and solutions to inequities drawn from these same contexts so as not to be viewed in conflict with them, but rather seen as preserving while also transforming.
7. Because of the late age at which girls currently begin their schooling, gender equity projects, even if they target secondary schooling, should begin at upper primary school, from which they drop out in very large numbers. This would also address the biggest reason why girls remain under-represented in secondary school: the severe dearth of girls who finish primary school.
8. Stipend or scholarship programs can be sustainable if such projects invest at the beginning on building financial and administrative support for such programs from local businesses, civil society organizations, secular organizations, government ministries, and other donors and development institutions.

9. While there is recognition by development partners and government institutions of the need to address factors influencing girls' access, retention and completion of school, few examples of sustainable, collaborative, and locally initiated efforts exist. The evaluators thus recommend that any subsequent projects addressing gender equity and access should draw models from the GTWG, the Wau Mentor-Teachers' Union, and the Central Equatoria SMoE carry-on of the GEE mentor training regime.
10. Future education projects must confront more overtly and effectively the tension between access and quality. For example, families are reluctant to send girls longer distances to better quality schools—something that is done routinely for boys—while GEE beneficiaries cited poor quality education as a common reason for dropping out. The spatial aspects of gender practices in South Sudan thus demand a more robust investment in increasing the quality of schools that girls already attend and/or in communities that have particularly low girls' attendance. Large and ongoing school improvement grants designed and managed by PTA's and/or BOG's are desperately needed in most GEE-supported schools; without increasing quality, the cause of equity is not served.

## VI. ANNEXES

### Annex A: Draft SOW Performance Evaluation of the Gender Equity through Education (GEE) project

**Drafter:** Pia Phillip (EDU)

**Reviewers:** Sanja Vukotic (PO), Ingrid Orvedal (MSI)

**Update** May 16th, 2012

#### 1. Background - Program Identification

**Name:** Gender Equity Through Education (GEE) Project

**Contracting Instrument:** Cooperative Agreement No. 650-A-00-07-00003-00

**Program Funding:** Total estimated amount: \$ 9,945,985

Winrock Cost Share: 462,008

Overall project Cost: 9,957,993

**Program Beginning/End Dates:** 09/01/2007 – 08/31/2012

**Key Agreement/Contract Modifications:** Mod# 1, 3, 5 and 6

**Implementing Partner:** Winrock International

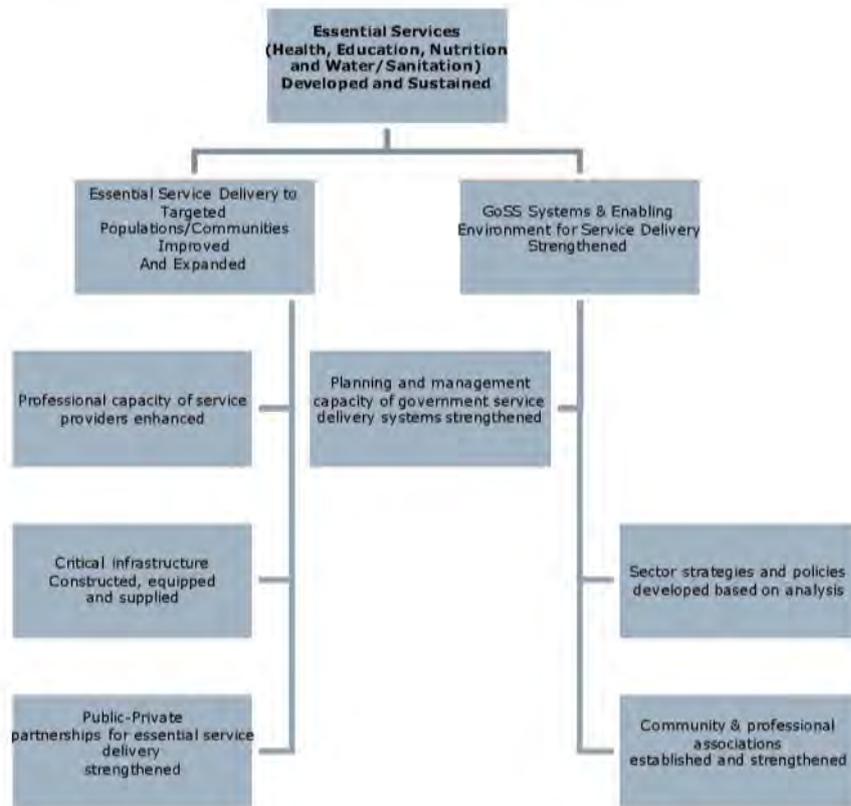
**USAID/South Sudan Technical Office:** Education Office – Juba

**Agreement Officer's Representative (AOR):** Pia Philip Michael

#### 2. Background – Development Hypothesis

The GEE project was initially funded in 2007 to address USAID/Sudan's Mission Fragile States Strategy (FSS) 2006-2008 designed to nurture the achievement of a just and lasting peace through the successful implementation of the Comprehensive Peace Agreement (CPA). Under the FSS, the education portfolio of the Mission contributed to achievement of results under SO 9: "Avert and Resolve Conflict" and SO10: "Promote Stability, Recovery and Democratic Reform". Currently under a new strategy, approved in January 2011 for the transition period – 2011 to 2013, the education portfolio is contributing to Development Objective (DO) 3 which is focused on developing and sustaining the delivery of "Essential Services in Health, Education, Nutrition and Water and Sanitation. The Results Framework for DO3 from the USAID/South Sudan Transition Strategy is below.

## 8 Development Objective 3: Essential Services (Health, Education, Nutrition, and Water/Sanitation) Developed and Sustained<sup>7</sup>



GEE was designed to contribute to gender parity among students and teachers by addressing financial infrastructure, social, cultural, and institutional barriers. The GEE program funds scholarships for girls and disadvantaged boys for secondary schools and young women to teacher training institutions; finances improvement grants to institutions; provides learning materials to scholars and comfort kits to girls; and, mentors scholars and education officials. In addition, it supports PTAs and BOGs and provides critical technical assistance to central and state ministries of education to encourage gender sensitive policies and practices. GEE specifically addresses the Millennium Development Goal #3 - Promoting gender equity and empowering women.

This project was awarded to Winrock International in September 2007 with a total estimated amount of \$6,500,000. Through modification # 6, the total estimated cost of the Cooperative Agreement (CA) was increased to \$9,500,000. It is expected that GEE will continue to be relevant and contribute to the achievement of results under the newly approved USAID/South Sudan Transition Strategy. GEE operates in all the ten states of South Sudan.

Over the course of the previously mentioned strategy periods, USAID/Sudan supported development assistance activities in the education sector by assisting to establish foundational activities which bolster confidence in the CPA and the new Republic of South Sudan (RSS) among its constituents. The activities serve to support the foundations for a fledgling education system in South Sudan by standing up the MoGEI, and by improving education service delivery at the state and county levels. This effort strengthens the government's education institutions through teacher training, as well as the Directorate of Gender Equity and Social Change (DGESC) through technical assistance to education officials and managers, and policymakers at the Central and State Ministries; and provides technical assistance to develop policies and laws which allow effective implementation of education policies. The GEE program has been particularly pivotal in providing incentives to encourage girls and disadvantaged boys to

complete secondary school and mentor young women to enter the teaching profession, assisting to minimize cultural, financial and institutional barriers to girls' education in South Sudan.

### Description of the GEE Program:



The overall goal of the GEE program is to provide incentives to encourage females to complete secondary school and continue their education at teacher training institutes in order to become teachers thus impacting female enrollment and role models in education over time. Specifically, GEE has three main objectives which contribute to the overall goal:

- a) Reducing financial and infrastructure barriers for girls and women to attend secondary school and teacher training institutes;
- b) Reducing social barriers for girls and women to attend secondary school and teacher training institutes; and
- c) Reducing institutional barriers for girls and women to attend secondary school teacher training institutes.

*Each objective is addressed by a specific set of activities.*

Financial and infrastructural barriers: The GEE project address these constraints through the provision of scholarships as tangible incentives for girls and young women to further their education at the secondary school and teacher-training college levels. Some marginalized boys, particularly those with special needs are also supported. Scholarship packages include a small allowance for personal needs items and a school improvement grant to the benefiting schools.

Social barriers to gender equity in education: These are addressed through the advocacy, community mobilization and mentoring programs. Sub-activities under this component include: distribution of comfort kits to female scholars, development and distribution of learning materials, a mentoring program for scholars, and support to other government programs that are related to increasing gender equity in education.

Institutional constraints: Addressed through provision of technical assistance and training to the MoGEI/ DGESC and State Ministries of Education and focus groups examining men's and boy's issues in education.

In 2010, a mid-term evaluation (MTE) of the GEE project was conducted which revealed a number of findings and made recommendations that informed implementation strategies for the remainder of the life of the GEE project. The complete report of the MTE is attached. This performance evaluation

therefore, will among others, ascertain the extent to which MTE recommendations have been implemented to improve project performance and recommend replicable aspects of the GEE approach based on a thorough review of the project's impact and the relevance of the approach to the evolving development context in South Sudan and other strategic directions on development programming within USAID/South Sudan.

As indicated above, the GEE project was developed within the framework of the USAID/Sudan fragile states strategy of 2006/2008. GEE project activities were designed to consolidate, build upon, and expand accomplishments under previous USAID education programs. Since the MTE, a new Transitional Strategy has been developed and approved for USAID/South Sudan. The new Transitional Strategy (2011-2013) has the overall goal of enhancing an *'Increasingly Stable South Sudan, Post CPA'*. USAID/South Sudan's education program falls within the Development Objective 3 framework of the Transitional Strategy with the overall objective of ensuring that *'Essential Services in Education are Developed and Sustained'* through; (a) improving and expanding the delivery of education services to targeted populations and communities – Result Area 1, and (b) strengthening RSS systems for the creation of an enabling environment for service delivery – Result Area 2.

Concurrent with the design of USAID/South Sudan's new Transitional Strategy was the development of the Agency's Basic Education Strategy. This strategy has articulated the programmatic considerations and indicated specific education intervention results expected from development assistance programming in post conflict countries. These results and directed intervention areas include: providing safe learning opportunities; strengthening crisis prevention efforts; and strengthening institutional capacity to provide services. The education program under the Transitional Strategy is expected to contribute directly to the achievement of results under the Agency's Basic Education Strategy.

In addition to the development of these new strategic frameworks for the programming and design of education development interventions at the Agency and Mission levels, the RSS has recently developed a South Sudan Development Plan (SSDP) that is expected to guide development investments and efforts for the new South Sudan nation through 2015. Education development targets and programs are captured under the Social and Human Development Pillar of the SSDP with the strategic goal of *ensuring equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan*. Development assistance resources are expected to be aligned with and support the RSS in achieving the targets expressed in the SSDP.

Thus the GEE activity and any redesign efforts must be directed at ensuring the alignment and relevance of program focus and interventions to all three strategic planning documents developed at the Agency, Mission and RSS levels. It is expected that this evaluation assignment will assess, and provide programming design recommendations to ensure close alignment and relevance of the GEE model or any future similar design with all other referenced strategic planning documents.

## 1. Background - Existing Performance Information

- Program description of the Cooperative Agreement, annual, quarterly and other program implementation reports;
- The GEE mid-term evaluation report;
- The USAID Basic Education Strategy;
- The USAID/South Sudan Transitional Strategy;
- The South Sudan Development Plan;
- The draft Education Sector Strategic Plan;
- The draft education Bill

These documents will be made available to the evaluation team via email once the team is selected.

## 2. Evaluation Purpose

The primary objective of the GEE performance evaluation (Estimated start date: May 2012) is to document best practices, lessons learnt and provide recommendations to inform evidence-based future programming of a similar intervention. To this end, the evaluation will assess Winrock's performance in implementing programmatic changes in accordance with findings and recommendations reported in the mid-term evaluation (conducted in June 2010). In addition, given an increased interest in

gender and education within USAID and among other International Education donors worldwide in investigating the interrelationships between gender, education and conflict, this evaluation is expected to question the GEE programming model through the conflict sensitive lens and provide recommendations for effective gender programming in education especially in a post-conflict context.

The evaluation report will be used to make decisions by USAID/South Sudan, government of South Sudan Ministry of General Education and Instruction (MoGEI), development partners, and USAID personnel in other missions interested in designing similar projects.

## 5. Evaluation Questions

The following questions should be addressed by the GEE performance evaluation team, in light of the purpose described above:

### Implementation of MTE recommendations for programmatic changes

1. To what extent (how thoroughly and with what specific adjustments) did GEE implement the recommendations of the MTE? If recommendations were not implemented is this justifiable based on the realities of South Sudan and the time remaining on the project?
2. What has been the outcome of the implementation of these recommendations on the overall effectiveness of the GEE approach in building and sustaining institutional capacity development at the MoGEI and SMoE levels?

### General Programmatic Questions

3. How well were each of the GEE program objectives/outcomes met, and how did the program fare in implementing activities and meeting indicator targets?
4. What contributions has the GEE technical assistance intervention made at the MoGEI, SMoEs and DGESC during four of the five years of project implementation?
5. How well has the mentoring program and Leadership for Change initiative of GEE project achieved its objectives?
6. How adequate (strong) are the GEE sustainability/exit plans?
7. To what extent has Winrock international provided sufficient oversight and guidance to the GEE project administration and management?

### Coordination and Relationships

8. How well has the Winrock/GEE project built a working relationship between partners including: government institutions (MoGEI, SMoEs, county ministries and DGSC), school administrations, and development partners?

Evaluation team answers to the questions above will contribute to evaluation recommendations that address, at minimum:

- a. Follow – on programs to expand and sustain current efforts and provide tangible benefits in terms of improving education opportunities and outcomes for girls and young women in schools, Teacher Training Institutes (TTI) and County Education Centers (CECs). Suggested replicable components are anticipated to inform further Mission investments in similar activities.
- b. Interventions which are appropriately responsive and relevant to the new USAID Education Strategy Goal three (3), USAID South Sudan Transitional Strategy, the Republic of South Sudan (RSS) priorities as stipulated in the draft Education Sector Strategic Plan (ESSP), South Sudan Development Plan (SSDP) and the draft Education Bill.
- c. The design of future USAID investments in South Sudan that are designed/implemented to enhance alignment and contributions of USAID assistance to the achievements of key education targets in the SSDP and Agency Education Strategy

## 6. Evaluation Questions - Gender Considerations

USAID expects that in answering each of the questions above the evaluation team will disaggregate data by sex on all questions involving people. Methods used to collect and analyze data pertinent to the questions above, and the manner in which the evaluation team presents its findings, should make it clear whether and how men and women differed in their participation in project activities, ability to access services, and benefits received from the project. Information about differential participation in and benefits to men and women is important for designing future projects in ways that produce equitable results.

## 7. Evaluation Methods – Evaluation Design and Data Collection

In line with the USAID Evaluation Policy (2011), increased rigor of methodologies will be required to achieve the intended objective of this exercise. In particular, the evaluators will have to use empirical evidence to support and qualify their findings, conclusions and recommendations.

Prior to their arrival in South Sudan, evaluation team members are expected to review and be familiar with information contained the documents listed in Section 3 above which will be provided to them by MSI as soon as the evaluation team is formed. The Evaluation team will also be expected to create a draft methodology (including drafted tools) and a draft report outline. These will be discussed and finalized on arrival in Juba.

The evaluation activities may include a focus group discussion with some key respondent from the MoGEI. In addition, site visits and meetings are expected to be held with key stakeholders at SMOEs, benefiting secondary schools, and TTIs. It is anticipated that site visits will involve field trips to not less than three SMOEs. Field work is envisioned to include meetings in Juba and visits to four (4) States including Central Equatoria (i.e. WBG, UN and EES). Sites will be chosen based on length of project implementation at the site, level of project activity that can be seen and ability to move around/access sites. The exact location of the field trips will be determined prior to the team's arrival and will be handled by MSI in conjunction with USAID and Winrock/GEE.

Methods to be applied can include, but is not limited to:

- Desk review of key documents (project, background, other secondary data)
- Key informant interviews (see examples of informants above)
- Field visits (as described above) with specific observation protocols developed if possible.
- Beneficiary surveys (school administrators, teachers, students, etc.)
- Analysis of GEE project database
- Survey of TTI's

The entire team is expected to arrive in Juba at the same time for the initial briefings and discussions with USAID's Education Office Team Leader, Agreement Officer's Representative (AOR) and other Mission officers, as well as Winrock and RSS/MOGEI representatives. On arrival to Juba, the external members of the evaluation team will be expected to finalize an appropriate evaluation plan including data collection and data analysis methods and instruments, an annotated report outline and an evaluation assignment work plan. Such pre-tests as are required to ensure the validity and meaningfulness of evaluation instruments should be carried out as part of the team's evaluation planning process. MSI and USAID review and approval of the team's evaluation design, data collection and data analysis methods and work plan is required prior to starting field work for this evaluation.

After completion of its field work and data analysis, and prior to writing its draft report, the evaluation team will provide an updated report outline and orally and in writing present a summary of its findings, conclusions and recommendations in a briefing for MSI and the USAID for the evaluation. This briefing should be provided soon after the team has analyzed the evaluation data, pursuant to the analysis plan developed prior to data collection. The briefing's purpose is to verify that all evaluation questions have been adequately addressed and that the team's report outline and associated data and instrument deliverables conform to USAID expectations.

The team will also hold a more formal presentation to MoGEI and other stakeholders. The team will present key findings, conclusions and recommendations for comment from the stakeholders. The team

will record all relevant feedback from the meeting and will respond to all comments in completing its draft reports. The evaluation team need not include all suggestions in the report, but must consider such suggestions in finalizing its draft report.

## **8. Evaluation Methods – Data Analysis Plan**

Given the qualitative nature of the document review, key informant interviews, and field visits suggested above, the evaluation team will need one or several qualitative data analysis techniques, including content analysis, to transform raw field notes into useful information from which conclusions can be drawn. For each question the evaluation team will address, the team's pre project plan should explain how evaluation data will be analyzed.

## **9. Evaluation Methods – Strengths and limitations**

This evaluation will be primarily qualitative in nature. As there is no baseline information about the project, evaluators will be collecting primarily subjective information about successes and challenges. Thus, some of the limitations of this evaluation include:

- Heavy reliance on qualitative data and memory of past experiences (potentially leading to recall bias)
- Limited institutional knowledge among USAID, Government and NGO staff - staff turn over issues and loss of institutional memory
- Small number of sites visited, meaning that generalizations may not be valid
- Heavy reliance on Key Informants

## **10. Deliverables**

*During the Team Planning Meeting:*

- Draft work plan for evaluation site visits and interviews;
- Evaluation methodology (data collection tools/plan and analysis plan),
- Preliminary report outline

The team will present for USAID approval a draft outline of the final Evaluation Report and plans for producing related evaluation documentation during its first week in country.

*During Field Work*

- Interim progress briefings to MSI and the USAID Mission, as determined during the Team Planning Meeting
- Validate findings with key stakeholders as necessary

*At Conclusion of Field Work and prior to departure:*

- Out-briefing, with supporting documents, conducted with USAID prior to completing the draft report.
- Presentation to MoGEI and other stakeholders.
- Draft report on the findings, conclusions and recommendations presented to MSI to be shared with USAID/South Sudan Education Team.
- All data/documents will be left with MSI for filing

*From Home Base:*

- Final report submitted to MSI 10 work days after the consultants' receipt of USAID's final written comments.

## **11. Team Composition – Expertise Required, USAID and partner involvement**

USAID/South Sudan is conducting the Performance Evaluation of GEE in a collaborative manner to maximize USAID, RSS/MoGEI and Winrock learning opportunities. Accordingly, the team will be comprised as follows:

- Two External Evaluators (skill sets detailed below), provided by MSI
- One representative of USAID
- One representative of RSS/MoGEI
- One representative of Winrock/GEE

USAID expects active participation of the USAID representative, MoGEI/DGSC and representative from the implementing agency. Additional inputs may come from other staff from these agencies, as needed, and as coordinated by the respective team member.

Between the two External Evaluators, the following capacities must be brought to the team:

1. Strong skills in assessment and analysis of USAID Gender Equality in Education programs in developing world especially in post conflict context;
2. Extensive experience working in Africa and/or similar post-conflict environments;
3. Expertise evaluating gender parity in education for decentralized provision of education services in a similar – and preferably African – context;
4. Experience leading participatory evaluations, or at least evaluations where evaluation teams include critical stakeholders as active participants;
5. Experience arranging and facilitating meetings, setting up travel schedules for field visits, reporting on meeting outcomes, and generally managing the logistics of the review (although significant logistical assistance will be provided by the SUPPORT team in Juba).

#### Team Member Roles and Responsibilities

USAID, RSS/MoGEI, and Winrock/GEE team members will provide historical, contextual and programmatic background information that will inform the assessment. They will be expected to participate in the Team Planning Meeting (TPM), field visits, interviews, brainstorming on findings, conclusions, and recommendations, and in the frequent reflections on evaluation learning, often occurring after a long day of interviews and traveling. These individuals participate as representatives of their respective organizations and are expected to share their learning with their home organizations so that all three key organizations are kept abreast of progress. It may well happen that the External Evaluators will ask USAID, MoGEI, or Winrock/GEE representatives to be excluded from certain portions of interviews in order to ensure candid responses.

The External Evaluators will take the lead in conducting the evaluation, leading interviews, framing the analysis, facilitating group discussion and consensus building, preparing for the debriefing, and drafting the evaluation report. One of the External Evaluators will serve as the overall Evaluation Team Leader. The Evaluation Team Leader will take full responsibility for managing the team, organizing its work, and ensuring quality control and delivery of a final report acceptable to USAID.

Note: MSI's field office in Juba will be responsible for travel arrangements (travel, housing in the field, etc.) for the USAID and RSS/MoGEI team members. MSI will fund travel-related costs for the RSS/MoGEI team member, but not for the USAID team member. MSI and Winrock/GEE will jointly arrange all meetings for the Evaluation Team, in coordination with RSS/MoGEI. The team will be provided office and meeting space, as needed, at MSI SUPPORT's Juba Office Compound.

## **12. Schedule and Logistics**

It is envisioned that the External Evaluators will be in South Sudan the entire duration of the evaluation in-country component, i.e., four weeks (six-day work weeks are authorized). In addition to travel days, an additional five days are provided for the External Evaluators to complete reading and processing all background information prior to departure for South Sudan. Three additional days (four for the Team Leader) are provided for report finalization.

### Projected Level of Effort (LOE) and Timeline

<b>Tasks</b> (Both External Evaluators, unless otherwise noted)	<b>Work Days</b> (6-day weeks in South Sudan; 5 in home base)	<b>Timeline for Completion</b>
<b>Initial Preparation</b> Review advance background documents and SUPPORT Project's Evaluation and Special Study Guide, make travel preparations, and travel days to Juba.	5 – preparations 2 - travel	May 2012
<b>In Country Preparation – TPM, initial meetings (USAID, GEE, MOGEI) and field testing in Juba (visit 2 schools, SMoE)</b>	6	Approx. 4 <sup>th</sup> wk of May 2012
<b>In-Country field work</b> Interviews in Juba and field visits to CES, EES, NBG or WBG, and UN	17	
<b>Data Analysis, debriefings (2) and draft report preparation</b>	6	
<b>Return travel</b>	2	
<b>Final Report Preparation in home base.</b> Incorporate collective South Sudan feedback, complete final report, and submit to MSI.	3 (4 for Review Team Leader)	
<b>Total # of days for Evaluation Team member</b>	41	
<b>Total # of days for Evaluation Team Leader</b>	42	

### 13. Reporting Requirements

The report must:

- Distinguish clearly between findings, conclusions (based strictly on findings) and recommendations (based clearly on the evaluation findings and conclusions);
- Comply with all instructions of the SUPPORT Projects “Evaluation Special Study Quality Management Guide” and meet the specific requirements of the “Evaluation Report Review Score Sheet”, contained therein;
- Include a Table of Contents, a list of acronyms, an Executive Summary of no more than three pages; a section describing the project to be evaluated and purpose of the evaluation; a section on the methodology employed, a section discussing the findings and conclusions, a section on recommendations and a Lessons Learned
- Annexes: Vital source documents consulted and any other relevant materials that cannot be part of the body of the report, including: SOW; Tools/data; Sources cited.
- Be submitted to the Development Experience Clearinghouse upon final approval.

An electronic (in MS Word) copy of the report will be presented to USAID/South Sudan Mission – Education Team by MSI prior to the departure of the Evaluation Team Leader. The document will not exceed 30 pages, excluding annexes. USAID can share the draft report with the Winrock/GEE team as they see fit.

The Mission and Winrock/GEE will submit comments on the draft report *electronically* to MSI using the “track changes” and “comments” functions in MS WORD as much as possible. Each of the Mission and Winrock will submit its comments on the draft report within ten work days of receiving the draft report.

The Final Report will be submitted to USAID via MSI ten working days after the Evaluation Team Leader’s receipt of USAID’s and Winrock’s final written comments on the draft. The Mission will receive an electronic version of the final report, once the Mission has accepted the product.

The Evaluation Team will ensure that the evaluation is fully compliant with the terms for Project Evaluations contained in the USAID Automated Directives System (ADS) Series 203 and other relevant regulatory requirements, as may be determined by USAID. More specifically, the evaluation

team should make itself familiar with USAID standards against which its evaluation will be reviewed, including Appendix 1 of the USAID evaluation policy provided below and USAID ADS 203.3.2.8 on documenting evaluations. The review may also include USAID’s published checklist for reviewing evaluation reports which is available at:

[http://www.usaid.gov/policy/evalweb/evaluation\\_resources.html](http://www.usaid.gov/policy/evalweb/evaluation_resources.html). Additionally, the Team will utilize MSI’s “SUPPORT Evaluation/Special Study Quality Management Guide.” The Guide will be presented to the Team members during the initial in-country briefing.

APPENDIX I  
CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people’s opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

## Annex B: Field Data Collection Protocols

### GEE Project Evaluation

#### Education Official Interview Protocol

Name of Interviewer \_\_\_\_\_ Date \_\_\_\_\_

Location (town/County/State) \_\_\_\_\_

1. Name of official \_\_\_\_\_ 2. Title \_\_\_\_\_

3. How long have you been in this position? \_\_\_\_\_ 4. Gender: M / F

1. What are the biggest challenges to girls enrolling in secondary school in your community?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. What are the biggest challenges to girls staying in school in your community?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Tell me about each of the components of the GEE/Winrock project in your state/county?

Secondary Scholarships \_\_\_\_\_

TTI Scholarships \_\_\_\_\_

Mentoring \_\_\_\_\_

Hygiene Items \_\_\_\_\_

4. Have you attended the *Leadership for Change* training workshops? yes / no

How would you rate it's usefulness to your work as a government official? Good / Medium / Poor

5. Have you attended the *Mentorship* training workshops? yes / no

How would you rate it's usefulness to your work as a government official? Good / Medium / Poor

Would you add or change anything to the training? \_\_\_\_\_

Has your office received any funds to support teacher-mentor motivation? yes / no / do n't know

If so, how have the funds been used? \_\_\_\_\_

6. Which parts of the GEE project will continue after the end of the funding cycle? all / some / none

Explain \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Has your office implemented any other interventions (not GEE) that address gender issues? **yes / no**

If so, describe them. \_\_\_\_\_  
\_\_\_\_\_

8. Did you and/or your colleagues in the office acquire any new knowledge or skills as a result of the GEE/Winrock project? **yes / no**

If so, what are they? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. Have you established any new partnerships or linkages with other government or NGO projects around gender equity? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

10. How would you rate the GEE/Winrock project's provision of assistance to your office?  
**Good / Medium / Poor**

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

11. How would you rate the GEE/Winrock project's support to girls and disadvantaged boys in secondary school? **Good / Medium / Poor**

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12. How would you rate the GEE/Winrock project's preparation of you and other officials for the end of the project? **Good / Medium / Poor**

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13. What would you add to or change about the GEE/Winrock project?

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

14. What other recommendations or conclusions would you make about the GEE/Winrock project?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**GEE Project Evaluation**  
**Head Teacher/Mentor Interview Protocol**

**Interviewer** \_\_\_\_\_ **Date** \_\_\_\_\_  
**School Name** \_\_\_\_\_ **Interviewee Name** \_\_\_\_\_  
**Town/Payam** \_\_\_\_\_ **County** \_\_\_\_\_ **State** \_\_\_\_\_

1. Gender: **M / F**      2. Years as Head Teacher \_\_\_\_\_      3. Total years of teaching \_\_\_\_\_
4. GEE Mentor Training **Yes / No**      When: \_\_\_\_\_
5. Highest level of education completed: \_\_\_\_\_
6. Have you had any formal teacher training? **YES / NO**  
If yes, describe: \_\_\_\_\_
7. What class(es) do you teach? \_\_\_\_\_  
What subject(s) do you teach? \_\_\_\_\_
8. What are the biggest barriers to girls enrolling in secondary school in your community? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
9. What are the biggest barriers to girls staying in secondary school in your community? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- What are the best ways to address these issues? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
10. Has there been an increase in girl's enrollment in your school? **YES / NO**
11. Has there been an increase in girl's enrollment in your school? **YES / NO**  
What are the reasons why? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
12. Are there any boys receiving assistance from GEE? **YES / NO**  
If so, how were they chosen? \_\_\_\_\_  
\_\_\_\_\_
13. Are there any other projects on gender equity being implemented in your school? **YES / NO**

If so, please list them: \_\_\_\_\_  
\_\_\_\_\_

14. How would you rate the mentoring's usefulness to the students? **Good / Medium / Poor**

15. Is the mentoring class on the school timetable? **Good / Medium / Poor**

Describe the activities you do as a mentor. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

16. Do most students use the diaries that are provided? **YES / NO**

How often? \_\_\_\_\_

17. Would you add or change anything to the mentoring program or training? \_\_\_\_\_  
\_\_\_\_\_

18. Are the mentoring activities effective in addressing the reasons why girls drop out? **YES / NO**

19. How would you rate the GEE/Winrock project's support to girls and disadvantaged boys in secondary school/TTI's? **Good / Medium / Poor**

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

20. How would you rate the GEE/Winrock project's preparation of you, the staff, and other students for the end of the project? **Good / Medium / Poor**

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

21. What would you add to or change about the GEE/Winrock project?

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

22. What other important information about the GEE/Winrock project should we know about?

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**FOR TTI/TTC's**

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23. Do you track if your graduates get jobs as teachers? **YES / NO**

If so, how many GEE beneficiaries currently have teaching positions? \_\_\_\_\_ out of \_\_\_\_\_

24. What are the biggest challenges for graduates getting jobs as teachers?

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25. Are there challenges particular to females? \_\_\_\_\_

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**GEE Program Evaluation**

**Beneficiary Focus Group Protocol**

Observer \_\_\_\_\_ Translator \_\_\_\_\_

School \_\_\_\_\_ County \_\_\_\_\_ State \_\_\_\_\_

Date \_\_\_\_\_ Number present \_\_\_\_\_ Males \_\_\_\_\_ Females \_\_\_\_\_

Group Description \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

1. What are the biggest barriers to girls enrolling in school in your community?
2. What are the biggest barriers to girls staying in school in your community?
3. What are the best solutions to increase the number of girls enrolling and staying in school?
4. How has the GEE project helped you enroll and stay in school? How?
  - Scholarships
  - Hygiene assistance
  - Personal Materials
  - Mentoring
  - Diaries
5. Are there things you would change or improve about the GEE project?
6. Is it important for there to be women teachers in schools. If, so, why?
7. How many of you intend to go to university?
8. What careers do you intend to pursue?
9. Would you consider becoming a teacher? Why or why not?
10. Are you prepared for the GEE/Winrock project to end this year?

**GEE Program Evaluation**

**Parent/PTA/BOG Focus Group Protocol**

Observer \_\_\_\_\_ Translator \_\_\_\_\_

School \_\_\_\_\_ County \_\_\_\_\_ State \_\_\_\_\_

Date \_\_\_\_\_ Number present \_\_\_\_\_ Males \_\_\_\_\_ Females \_\_\_\_\_

Group Description \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

1. What are the biggest barriers to girls enrolling in school in your community?
2. What are the biggest barriers to girls staying in school in your community?
3. What are the best solutions to increase the number of girls enrolling and staying in school?
4. Raise your hand if you have a girl-child in school?
5. If so, why do you send her/them to school?
6. Raise your hand if you know about the GEE project.
7. Has it helped increase the number of girls enrolling and staying in school? If so, how?
8. Are there things you would change or improve about the GEE project?
9. Are there girls or other groups of children who need assistance enrolling in or staying in school?
10. Is it important for there to be women teachers in schools. If so, why?

For PTA/BOG groups:

11. What training/skills do you need as a PTA/BOG group?
12. Have you been involved in the planning and/or implementation of a School Improvement Grant?
13. How do you identify scholarship candidates?

**GEE**

**SCHOOL STATISTICS PROTOCOL**

School Name:

Date:	town/payam	county	state	School Feeding Y / N	Years of GEE:
Data collector name:			School rep./position:		

#	GEE	Indicator	GEE Stipend Recipients				Total Students					
			MALE	FEM	TRANS	REPEAT	MALE	FEM	TRANS	REPEAT		
1		2012, total				M	F				M	F
2		2012, 1st year										
3		2012, 2nd year										
4		2012, 3rd year										
5		2012, 4th year										
6		2011, total										
7		2011, 1st year										
8		2011, 2nd year										
9		2011, 3rd year										
10		2011, 4th year										
11		2010, total										
12		2010, 1st year										
13		2010, 2nd year										
14		2010, 3rd year										
15		2010, 4th year										

#	GEE	Indicator	GEE Stipend Recipients				Total Students					
			MALE	FEM	TRANS	REPEAT	MALE	FEM	TRANS	REPEAT		
16		2009, total				M	F				M	F
17		2009, 1st year										
18		2009, 2nd year										
19		2009, 3rd year										
20		2009, 4th year										
21		2008, total										
22		2008, 1st year										
23		2008, 2nd year										
24		2008, 3rd year										
25		2008, 4th year										
								MALE	FEM	PAID	VOL	
26		Total # of teachers										
27		# of teachers who completed high school										
28		# of teachers who completed formal teacher training program										
29		# of teachers with a university degree										
30		<b>PTA or BOG or NONE (circle one)</b>		Year Started		F / M		current # of trained teacher-mentors working at this school:			F / M	
<b>Indicate Areas of Use of School/TTI Improvement Funds</b>												
	Salaries	Training	Transport	Learning Materials	Equipment	Latrines	Building Upgrade	Other				

GEE Indicator			2008	2009	2010	2011	2012
31		# of grantees graduated each year (by F/M)	F / M	F / M	F / M	F / M	F / M
32		# of grantees attending (by F/M)	F / M	F / M	F / M	F / M	F / M
33		total \$ value of tuition stipend					
34		total \$ value of material/extra support					
35		# of comfort kits <b>OR</b> \$ value of hygiene material support					
36		total \$ value of facilities improvement grant					
37		# of teacher-mentors trained					

## Annex C: List of Interviewees

Education Officials and Partners						
Name	Title	Gender		State	County	
1	Elizabeth Jada	Director of Gender SMoE	F		CES	Juba
2	Robina Araba	Deputy director of Gender SMoE	F		CES	Juba
3	Eva Nderu	SSTAP Chief of Party	F		CES	Juba
4	Suzan Monah	county girl child supervisor	F		CES	Yei
5	Lomoro Moses	Country Inspector Secondary Education		M	CES	Yei
6	Rhoda Elisa Tata	Deputy Director for Gender, SMoE	F		WES	Yambio
7	Otto James	Inspector		M	EES	Torit
8	Luka Patrice	Senior Director for Secondary Education, SMoE		M	EES	Torit
9	Regina Anek	Deputy Director for Gender, SMoE	F		EES	Torit
10	Caesar Kenyi	SSTAP Auditor		M	EES	
11	Amoko Anthony Alibe		F	M	EES	Magwi
12	Mary Poni	Director of Secondary Education	F		Warrap	
13	Alalia Elnur		F		Warrap	
14	Veronica	Gender Office	F		Warrap	
15	Gibriel Fulla Allajabo		F		Lakes State	
16	John Lual Dhal			M	NBeG	
17	Elizabeth Abuk		F		NBeG	
18	Duku Azaria	Director of Secondary Education		M	National	
19	Mama Helen Maya	Director of Gender and Social Change	F		National	
20	Christene Meling	Inspector for Partner Coordination	F		National	

## Annex D: Lessons Learned on GEE Mentoring Program

<b>GEE Mentors Assessment of Mentoring Program</b>			
Innovations	Accomplishments	Challenges	Way Forward
<ul style="list-style-type: none"> <li>▪ Training of peer mentors</li> <li>▪ Raising community awareness on importance of girls' education</li> <li>▪ Sensitization of boys and girls' on education and social issues, etc. on local media</li> <li>▪ In Introduction of debating clubs in schools</li> <li>▪ Formation of school norms and school code conduct</li> <li>▪ Involving of church women's group, school dropouts &amp; chiefs were involved</li> <li>▪ Extension of mentoring program to primary schools using the strategies of work planning &amp; training of teachers and payam officials</li> <li>▪ Individual family counselling to parents</li> <li>▪ Training of community members - chiefs, parents/guardians, some PTAs/BOGs</li> <li>▪ Organizing radio talk shows with parents</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mentoring introduced and supported in GEE schools (targeting head teachers, teachers, students)</li> <li>▪ Enforced dress code for school girls and boys</li> <li>▪ Mentor training of peer mentors and parents of GEE scholars</li> <li>▪ Inclusion of mentoring in the timetables of some GEE schools</li> <li>▪ Behavioural change realized (e.g. drug abuse reduced, class attendance improved, rampant use of cell phones also improved, bullying/teasing of girls by boys reduced)</li> <li>▪ More regular school attendance by girls and general</li> <li>▪ Improvement in performance of girls</li> <li>▪ Girls and community leaders reported cases of forced marriages to schools and county education office (e.g., Kapoeta East County)</li> <li>▪ Reduction of drop out of girls due to early marriage</li> <li>▪ Acquisition of most needed materials for mentoring work (procured by mentors through the small incentives provided by Winrock)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Less or no female teachers in secondary schools</li> <li>▪ Some cultural taboos are difficult to change</li> <li>▪ Orphans/poverty</li> <li>▪ Forced marriage</li> <li>▪ Peer influence to alcoholism and prostitution</li> <li>▪ Few staff trained for the program</li> <li>▪ Some schools have not yet included the program on their timetables</li> <li>▪ Poor parent attitudes; not attending mentoring program meetings</li> <li>▪ High rate of dropout for girls especially in the primary schools where the program does not exist</li> <li>▪ Time limitation since mentoring is not included in school timetables of some schools</li> <li>▪ Inadequate materials for mentoring (e.g., flipcharts, marker pens, and "My Diary")</li> <li>▪ Lack of means of transport for reaching distant schools</li> <li>▪ Poor coordination among schools, counties and states due to lack of communication (poor mobile phone networks)</li> <li>▪ Inadequate incentives to support mentoring programs</li> <li>▪ Lack of county-level mentor trainers</li> <li>▪ Inadequate numbers of mentors in the schools</li> <li>▪ Boys complain of being left out</li> </ul>	<ul style="list-style-type: none"> <li>▪ Recruitment of school matrons</li> <li>▪ Training of more mentors (e.g., teacher mentors, peer mentors, and community [chiefs, parents/guardians, PTA/BOG, religious leaders, women's groups])</li> <li>▪ Involving the government in the GEE program</li> <li>▪ Formation of PTAs/BOGs</li> <li>▪ More audio talk shows on mentoring</li> <li>▪ Inter-school and Inter-class debates on social and gender-related issues</li> <li>▪ Sponsorship for the best performing girls/boys</li> <li>▪ Continued provision of comfort kits</li> <li>▪ Secure funding the mentoring program (MoE)</li> <li>▪ Extension of mentoring program to all the schools (primary/secondary)</li> <li>▪ Encouraging school dropouts to go back to school</li> <li>▪ Get news coverage on gender-related issues</li> <li>▪ Secure a reading corner on print media for creating awareness and behavioural change</li> <li>▪ Train the Police on mentoring</li> </ul>

## Annex E: GEE Evaluation Work plan

### WORK PLAN

#### MISSION

DATES (In-Country) May 25- June 27 (Approx)

CONSULTANTS Andrew Epstein, Simon Opolot

USAID CONTACT PER Anyieth

Other team members: GEE? MOE?

#### TELEPHONE NUMBERS:

+ 5 days of prep in USA +/- 3 days remote report writing followup

Day	Date	City	Activity	Time	Tasks/Notes
Thursday	24-May	JUBA	Preparation		Revised scope of work, matrix, and draft inception report sent out
Friday	25-May	Juba	Preparation		arranged.(INTERNAL: TA's prepared for Torit, and Wau trips, All travel arranged).
Saturday	26-May	Juba	Work on interview tools.		
Sun	27-May	Juba	OFF		OFF
Mon	28-May	Juba	Simon Opolot and Andrew Epstein arrival (AM). When team is ready MSI Internal team meeting, security debrief, AOB		Juba accomodation, vehicle arranged. Small conference room booked.
Tue	29-May	Juba	Broader TPM with USAID (900-1200) (possibility of USAID interviews?). Team to work on data collection tools and continue with other prepwork		Juba accomodation, vehicle, interviews arranged.
Wed	30-May	Juba	Juba meetings		Meeting with participants of GEE Leadership for Development Workshop (8:30 - 12:00 am) GEE to provide agenda and time for team to talk w participants. Finalize Assessment Tools (PM)
Thu	31-May	Juba	Juba meetings		Meet Juba Commercial (Headteacher, PTA member, Mentor, Scholars) - pretest of evaluation tools (10:00am - 2:00pm)
Fri	1-Jun	Juba	Juba meetings		Meeting Juba Girls Secondary (Headteacher, PTA member, Mentor, Scholars) - observe scholarship distribution; pretest of evaluation tools (10:00am - 2:00pm); courtesy call if possible (3:30 - 5:00)
Sat	2-Jun	Juba	finalize tools based on pretest - Team time		Vehicle. Final team prep for Torit. Interviews for Torit scheduled with Francis Lokong.
Sun	3-Jun	Juba	OFF		
Mon	4-Jun	Juba	Juba meetings		Observe GEE study presentation (Data Analysis workshop for GEE internal assessment), obtain raw data (AM); courtesy call if needed (PM)
Tue	5-Jun	Juba-Torit	Travel to Torit		Travel to Torit- meet with State Gov officials
Wed	6-Jun	Torit(EES)	Torit meetings		Interviews in Torit - meet with GEE project staff

Thu	7-Jun	Torif Juba	Arepi TTI meeting; Magwi meetings; and visit school in Magwi en route to Juba		Interviews at Arepi TTI, travel to Juba - visit school in Magwi if possible on trip back to Juba. Ensure Juba lodging.
Fri	8-Jun	Juba	Juba meetings		Eva - COP - TAP/FHI360 (10:30 - 11:30am); Synthesize information (AM); meet w Necia and Francis (PM). TA for Kwajok Wau arranged.
Sat	9-Jun	Juba	Juba. Synthesize information, interviews as needed. Trip prep for Kwajok Wau). 4:00 pm meeting?		Juba. Synthesize information, interviews as needed. Trip briefing for Wau/ Kwajok (Finance, security, logistics, interpreter)
Sun	10-Jun	Juba	OFF		Kwajok/ Wau
Mon	11-Jun	Juba-Kwajok	Fly to Kwajok. Drive to Wau. Courtesy visits, Interviews.		Flight to Kwajok booked. Accomodation in Wau (Amarula?). Vehicle. Interviews arranged.
Tue	12-Jun	Kwajok-Wau	Travel to Wau. Wau Courtesy Visits, interviews.** TBD based on GEE mentoring workshop schedule		Vehicle. Accomodation in Wau. Interviews arranged.
Wed	13-Jun	Wau	Wau interviews.		Vehicle to Wau. Interviews arranged. Accomodation in Wau. Invites for debriefings (Juba team).
Thu	14-Jun	Wau	Kwajok Interviews. Return to Wau in the evening		Vehicle to Kwajok. Interviews and Accomodation in Kwajok. Followup.
Fri	15-Jun	Kwajok-Juba	Follow up AM interviews in Kwajok. Travel to Juba.		Flight to Juba. Juba Accomodation. Travel briefing for Yei (Finance, security, logistics, interpreter). 4:00-5:30 (?) UNICEF Lillian. Followup
Sat	16-Jun	Juba	Juba, begin report drafting analyzing, synthesizing.		Vehicle, Juba Accomodation.
Sun	17-Jun	OFF			Vehicle Juba Accomodation.
Mon	18-Jun	Juba CES	Travel to Yei		Vehicle, Juba Accomodation.
Tue	19-Jun	Yei CES	Yei interviews		Courtesy visits in Yei; Yei accommodation is @ Twins Hotel
Wed	20-Jun	Yei CES	Yei interviews		Yei school visits, TTI, etc.
Thu	21-Jun	Yei CES	Attend to unfinished business in Yei (AM); drive to Juba (PM)		Yei school visits, TTI, etc.
Fri	22-Jun	Juba	Data Synthesis, follow up meetings, etc. - Team time		9-10am Duku Azaria Director for Secondary Education 0956 167184, Mama Helen 10-11 am 0914 732 114, director for Gender, Christene Meling 11-12, 0956007956 Director for partner coordination.
Sat	23-Jun	Juba CES	Analyzing and synthesize data collected from Yei		Vehicle, Juba Accomodation.
Sun	24-Jun	OFF	OFF		
Mon	25-Jun	Juba	report drafting/data synthesis		
Tue	26-Jun	Juba	report drafting/data synthesis		
Wed	27-Jun	Juba	Internal debrief w USAID -- report drafting/data synthesis		Internal debrief, room booked. MSI Large conference room. 10am. Followed by meeting at USAID at 1600.
Thu	28-Jun	Juba	Report drafting - government wider audience debriefings/presentations		External debrief. 10am-12pm. Large Conference Room
Fri	29-Jun	Juba	Draft report submitted.		submit draft and depart Juba
<p>** For each location team will need to meet with State and County level education officials, the local partner and visit schools and teacher training Institutions.</p>					