EVALUATION OF THE

GO TO SCHOOL INITIATIVE IN SOUTHERN SUDAN

FINAL REPORT

17 December, 2010

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Ministry of Education

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GO TO SCHOOL INITIATIVE

IN SOUTHERN SUDAN

FINAL REPORT

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LIST OF ABBREVIATIONS

AED	Academy for Educational Development
AIR	American Institutes for Research
AO	Area Office – the UNICEF Southern Sudan office
CFS	Child-Friendly Schools
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organisation
DfID	Department for International Development (UKAid)
EC	European Community
EFA	Education for All
EMIS	Education Management Information System
ERDF	Education Reconstruction and Development Forum
EU	European Union
GEM	Girls' Education Movement
GtS	Go to School Initiative
GoSS	Government of Southern Sudan
ICRP	Integrated Community Recovery Programme
IDP	Internally Displaced Person
IRB	Institutional Review Board
JAM	Joint Assessment Mission
JDT	Joint Donor Team
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MoE	Ministry of Education
MoEST	Ministry of Education, Science and Technology (former name of MoE)
OECD/DAC	Organization for Economic Cooperation and Development
OVC	Orphans and Vulnerable Children
PAGE	Promotion and Advocacy for Girls' Education
PRES	Programme Review and Evaluability Study
PTA	Parent-Teacher Association (similar to SMC, below)
RALS	Rapid Assessment of Learning Spaces
SMC	School Management Committee
StC	Save the Children (NGO working in Southern Sudan)
TA	Technical Assistance
TAP	Technical Assistance Programme
ToRs	Terms of Reference
TPD	Teacher Professional Development
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

I Executive Summary

American Institutes for Research (AIR) is pleased to submit this Final Report of the Go to School Initiative Evaluation. This document summarizes the findings of the evaluation and sets them in the context of the fragile state in order to develop useful conclusions and recommendations for the UNICEF Southern Sudan Area Office (AO) and its partners in the Government of Southern Sudan and its Ministry of Education. The overarching goal of the evaluation was to enhance UNICEF's ability to support education reform efforts in Southern Sudan so that these might increase educational opportunity in Southern Sudan. The Initiative supports this effort to date and will continue to do so with refined and improved methods based on evaluation findings and other research.

Upon signing the 2005 Comprehensive Peace Agreement (CPA), the Government of Southern Sudan (GoSS) has acted to improve educational opportunity for its citizens. But challenges in the fragile region remain numerous. Infrastructure is insufficient: the most common primary school learning space is still open-air, and just over half of primary schools have access to latrines and water. The GoSS budget for education is below targets and remained flat in 2009 and 2010, while enrolment has increased four-fold. School capacity to handle this growth is further challenged by the return of refugees, orphans, disabled children and other vulnerable groups (totaling 13% of the school-going population). High pupil-to-teacher ratios and a severe shortage of trained teachers exacerbate capacity limits. While the GoSS and Ministry of Education (MoE) have made great strides in their goals to institute a unified curriculum, difficulties remain in the transition from Arabic to English. There are critical shortages of teaching and learning materials across the system, with special need in rural areas, which constitute the greater part of enrolment. High drop-out rates reflect social norms such as early marriage, the need to contribute to family earning, instability and transience in communities, families' inability to cover school-related costs, and even poor nutrition and health.

The Go to School (GtS) Initiative comprises the MoE's range of reform activities, and UNICEF acts as the conduit for multi-donor collaboration with the MoE. Focusing on expanding access to quality teaching and learning, promoting gender equity and strengthening institutional development, the GoSS has directed its programmes toward meeting the Millennium Development Goals (MDGs) and Education for All (EFA) targets. These include universal primary education, improved educational quality, and the promotion of gender equity and the empowerment of women and girls.

The Initiative was launched in 2006 to support the GoSS and MoE in their efforts to reach these goals. Major component activities include increasing access for orphans and vulnerable children (OVC), particularly those out of school; teacher recruitment and training; infrastructure development for child-friendly school environments; development of curricula and distribution of learning materials; construction of water and sanitation facilities; establishment of strategic planning and coordination mechanisms; pupil recruitment; literacy and numeracy outcomes; development of pupils' life skills; strengthened capacity at the MoE; the inception of the Girls' Education Movement (GEM); and the initiation of Parent-Teacher Associations (PTAs). These activities are integrated with the larger education reform underway with the GoSS and MoE and their education donor community, as they provide crucial inputs and processes leading toward the Initiative's objectives.

Evaluation Questions and Methodology

UNICEF Southern Sudan requested the evaluation of the Initiative at this time to provide an "independent perspective to provide critical feedback on the progress and process of the Initiative" in its attempts to move toward a long-term strategic sector plan. With this in mind, the ToRs specified the need for an evaluation that developed the following outputs for the GoSS:

- Identify critical gaps and shortcoming[s] in the system

- Assess the roles and responsibilities of key education stakeholders
- Determine methods for improving the Initiative's design and implementation, with a special focus on the content and delivery of quality education
- Demonstrate to current and potential donors the need for continued support and possible expansion of the Go to School Initiative[1]

UNICEF Southern Sudan specified five overarching Evaluation Objectives, corresponding to the internationally accepted evaluation standards of Effectiveness, Impact, Efficiency, Relevance and Sustainability, and Project Design Improvement. The Objectives are fully described in the main body of the report, along with the specific evaluation questions derived from each.

The rationale for the study design, then, comes from these questions and the logistical requirements of research in Southern Sudan. Without systematic baseline data on key education indicators, the evaluation methodology began with a mixed-method programme evaluation approach, using qualitative and quantitative data collection design to triangulate findings from multiple sources. The design includes data collection at the school level, in payams and counties, state level and national level. A targeted convenience sample was derived from detailed discussions with regional UNICEF and state education officials, including each of the ten states of Southern Sudan, and a mix of urban and rural sites. While this sample is non-representative, it was designed to provide in-depth feedback on the variety of components comprising the Initiative in terms of both process and reported outcomes. Ninety schools, plus alternates, were selected to provide insight into the various components of the GtS – in particular, teacher training, GEM and PTA activities, materials distribution and school infrastructure. A third of the sample was selected as "Comparison" schools by virtue of not having the interventions. Some schools also had alternative education activities for older and returning pupils.

At the school level, the evaluation team interviewed teachers, head teachers, pupils and parents or community members. A school observation checklist captured Child-Friendly Schools and other physical indicators, while a classroom observation form noted teacher use of best practices, language, pupil engagement, and materials usage in class. These observation instruments allow the quantification of observable teacher behaviors, school characteristics, presence or absence of materials, and pupil engagement in classroom activities. The items on these instruments were tracked to the evaluation questions to ensure that the evaluation answered the MoE's key objectives. These data are corroborated with qualitative responses from implementers, education officials, donors and UNICEF education team members, which contributed insights on process and system-wide progress.

There are significant limitations to the external validity, or generalizabililty, of the findings. The sample was not selected as a representative sample for all schools in Southern Sudan, but rather based on logistics, implementation, geography and security issues. Therefore while the findings provide an excellent survey of conditions in these schools, they are not generalizable to all schools in Southern Sudan. In addition, contamination effects from interventions involving training of school-level stakeholders are likely, given the widespread interest in improved methods and training. However, good practices and concerns that were raised in these school visits provide excellent insights and examples of implementation process and outcomes. Finally, a very small comparison sample was ultimately obtained, due to loss of data. The small number of schools in the comparison group, and their limited range of representative characteristics, means that comparisons are less likely to find significant results of the GtS interventions.

[1] Terms of Reference; Evaluation of the Go to School Initiative Southern Sudan," UNICEF Southern Sudan, received January 2010.

Challenges in data collection affect the comprehensiveness of results. Certain key data were not available either because they are not regularly kept or captured (such as pupil attendance or assessment data.) Without baseline data on these key indicators of access and quality, AIR's ability to report on changes in these key indicators (attendance and achievement) is curtailed. Nevertheless, school level data that were collected do provide some information on these indicators, which is included in the findings and analyses that follow. One such way is by the use of the simple literacy and mathematics assessments in the pupil interviews. While these are non-psychometric measures, they provide a rough guide to pupil learning in key subjects. Also, pupil and parent reports of attendance, and attendance vs. enrolment in classroom observations, provide data points to give indications of trends in these indicators.

Other data collection limitations were encountered in the field. Some schools were closed for recess, or inaccessible. Most had more than one intervention, including some of those called "comparison" schools in the regional offices. While the GtS design used these overlapping interventions to maximize benefits in a given school, the pattern limits the evaluation's ability to isolate impacts by intervention. A further limitation is that the results of the evaluation show high standard deviation on many measures, meaning that there is great variability of results. Averages do not always tell the whole story. Nevertheless, the findings reported note this challenge and discuss ways to interpret the data based on these characteristics of the interventions and the results found.

Key Findings

Effectiveness: achievements and implementation

SCHOOL LEVEL

- GEM initiative has brought girls and boys to school
- English language training is in high demand
- Materials distribution has had mixed results, but some are quite positive
- Teacher training appears to have provoked gains in the literacy assessment results
- *But* teacher instructional practices are generally the same at GtS and comparison schools.

MINISTRY LEVEL

- System building efforts have been extensive, as with EMIS and payroll systems
- *But* transfer of skills has not happened. The MoE must internalize management, operations and funding for these functions.

Relevance

- Initiative design shows commitment to girls' education, inclusive education, and range of learner needs, as in AES
- *But* funding and logistics in remote areas present serious challenges to achieving relevance
- Relevance is compromised when disadvantaged populations have less access to benefits
- Access for disadvantaged and out of school youth will be paramount after referendum
- Teacher recruitment and training levels are insufficient to improve quality or to lower the pupil-teacher ratio.

Efficiency

- EMIS and informatics systems increase efficiency and provide general education data
- *But* intervention data are not tracked or aggregated. Cost data should also be monitored and structured more efficiently and attentively

- Technical Assistance (TA) should always include systematic skills transfer to the MoE
- Construction work has been inefficient: some contractors failed to deliver, costs increased exponentially, and only a fraction of targets were met
- Learning materials did not reach schools in states charged with "last mile" delivery. There are reports of materials wasting in storage. Teachers were not trained in their use.
- When donor activities replicate functions that the Ministry is unable to carry out, using international staff, these activities tend to be more costly than they would be if carried out by the Ministry.

Viability of partnerships and coordination

- There is a coordination system in place (ERDF); though not always active, it provides a forum for stakeholder voices and avoids duplication of effort
- State MoEs have coordinated fruitfully with implementers in their areas
- Joint monitoring visits to project sites encourage collaboration and on-site monitoring
- There is a current effort to revive and make proactive the coordination body
- *But* there are many members and working groups, and this can slow the process
- MoE must take responsibility for convening and coordinating ERDF and demanding action

Sustainability and capacity development

NATIONAL LEVEL

- Capacity gains in curricular and materials development
- *But* sustainability will also depend on distribution, training and monitoring of these elements
- Capacity gains in informatics provide basis for informational sustainability at MoE
- *But* skills transfer for the MoE to integrate these roles has been very limited
- Funding from GoSS for education has been stagnant, and few funds for Initiative efforts
- The sector is underfunded, cannot improve quality outcomes if fixed costs are over 80% of current funding allotment
- This underfunding acts as an implicit demand on the international community to anchor GoSS educational activities, and abdicates control and ownership
- Strategic planning, advocacy at national and state levels need capacity reinforcement
- Sustainability is enhanced when the MoE coordinates the ERDF

SCHOOL LEVEL

- Head teacher supervisory and management capacity have been built
- Capacity built with parents in PTAs, GEM pupils bringing out-of-school peers to school
- Also increases community demand for quality education, which supports sustainability
- *But* this requires work to increase support for girls' enrolment and local ownership of schools and outcomes. Likely to be a lower priority for MoE, so sustainability is threatened

The impact of logistics

- Logistics challenges cannot be overstated. Remote and rural schools have needs beyond those in urban areas. But their needs are harder for the Initiative to meet and monitor.
- Poor road infrastructure, difficult weather, and long distances will continue. The Initiative and the MoE will have to create ways to overcome them more effectively:
    - Situating teacher trainers locally
    - Covering materials transport for "the last mile" from local government to schools
    - Construction and renovation can occur on a more focused scale.

Highly effective practices

- *The EMIS and teacher head count and payroll systems*

- *The GEM peer-to-peer model for pupil recruitment*
- *Alternative education options* reaching out to disadvantaged and out of school youth capture the spirit of "Education for All."
- *A unified Southern Sudanese curriculum*
- *Materials distribution where schools have* high average numbers of materials in classrooms.

Critical gaps and shortcomings

- *Excellent TA but without skills transfer* throughout the Ministry (national, state, and so on) and across themes: EMIS and informatics, also budgets, strategic planning, and advocacy.
- *Teacher training* has had uncertain outcomes. Both pre-service and in-service need to be very high priority; more teachers must be recruited and trained. Training should include:
    - Training on new materials and their use
    - Active learning and other pedagogy, plus subject matter training
    - Psychological or psychosocial support training, as follows.
- *Psychological/psychosocial support:* Most schools have nothing in place. With returnee populations growing, these issues are likely to arise frequently in classrooms.
- *Overly ambitious targets and conspicuous problems in infrastructure development* damaging the credibility of the Initiative.
- *Monitoring and tracking outputs, outcomes and expenditures* is insufficient. Evaluating is constrained, and GtS can't demonstrate the value of the programme to potential donors.

Recommendations

CAPACITY BUILDING

Prioritize comprehensive capacity building at the Ministry.

Construct a plan with definitions of necessary TA, skills transfer, and create progress benchmarks.

- Create time-bound targets and monthly or quarterly feedback
- Recruit local consulting firms, NGOs and others for their management expertise
- Fund training for locals (workshops, study tour, on-line, etc.), with the expectation that they then apply their learning at the Ministry

STRATEGIC PLANNING AND PRIORITY-SETTING

The evaluation results call for adjustments to GtS priorities.

- Boost teacher training and recruitment over other priorities
- Conduct strategic planning to set the next priorities
- Use what works (like English language training, GEM, AES) and maximize them
- In problem areas like infrastructure, pilot innovative approaches
- Push funds and authority down to lower levels of the MoE: empower them to undertake tasks that the national MoE struggles to carry out nationwide

MAKE TEACHER PROFESSIONAL DEVELOPMENT TOP PRIORITY

Teacher professional development (TPD) must be a high priority

- Replace one-off trainings with a comprehensive, ongoing plan for TPD
- Include pedagogy (e.g., active learning methods) and subject matter (English, mathematics)
- Push training down through MoE. Use school in-service coordinators or other local bodies
- Cascade appropriately:

- Provide support materials
- Train multiple teachers in a given school to change its teaching culture
- Train trainers directly to avoid dilution of content
- Train trainers in adult learning principles as well as content

MONITORING AND TRACKING PROGRAMMES AND COSTS

Create a system for tracking and aggregating outputs, outcomes and expenses at all levels

- Develop results-based indicators and simple but clear reporting for each activity
- Tie these programme outputs to the expenses used to generate them
- Conduct follow-up and verification (as in the question of efficacy of materials distribution)
- Require implementers and state MoE offices to work together on data reporting, and UNICEF and implementers at all levels need to implement expense reporting by programme
- Use these data for the Initiative's own formative self-assessment, including assessing value for output and variances by region.

MEETING LOGISTICAL NEEDS

Prioritize the remote and rural schools of the country for GtS interventions

- Phase this strategically and realistically, because costs will affect roll-out
- These are the hardest-to-reach, most disadvantaged groups, and returnee populations will likely swell and outstrip gains made to date
- Follow with more easily accessed central and urban areas as MoE capacity is institutionalized

DONOR COORDINATION

The Ministry must take ownership and responsibility for the donor coordination function

- Create a unit or champion within the MoE that progressively assumes greater responsibility
- UNICEF, major donors and NGO partners will lead some efforts but primary coordinating must be owned by the MoE
- Take advantage of the renewal of ERDF to assert MoE leadership and focus on actions

PLANNING AND BUDGETING

Advocate vigorously for increased budgetary support

- Take the new GtS plan to the GoSS, and advocate vigorously for increased budget
- The post-Referendum South will need their own education system, not one created and maintained by international donors.

Making the effort match the need

Solutions to the problems in the educational system in Southern Sudan will continue to face the enormous scope of need. Funds available will not stretch to resolve all the issues, but an empowered and well-financed Ministry can prioritize based on locally defined needs and goals. Southern Sudan is entering a new period in the coming months. Strategic planning will make a difference in the Ministry's effectiveness, supported technically by donors and the locally available expertise from NGOs, research groups, the university and other interested education stakeholders. Adequate and targeted monitoring will give internal actors the data they need to make decisions, and will give external audiences confidence in the use of potential funding to make a difference.

II Introduction

American Institutes for Research (AIR) is pleased to submit this Final Report of the Go to School Initiative Evaluation. This document summarizes the findings of the evaluation and sets them in the fragile context in order to develop useful conclusions and recommendations for the Southern Sudan Area Office and its government partners in the Government of Southern Sudan and its Ministry of Education. The ultimate goal of the evaluation is to enhance UNICEF's ability to support education reform efforts in Southern Sudan so that these might increase educational opportunity for the children in the region. In fragile states, education can be seen as a tool for prevention of further conflict, protection for its people, and peace building and psychological support (Rose and Greeley 2006). The Go to School Initiative was found to support the GoSS efforts to date and will continue to do so with refined and improved methods based on these evaluation findings and other research.

AIR's design strategy for this evaluation is to produce relevant, usable and action-oriented results for key stakeholders. UNICEF Southern Sudan has called for this evaluation at a crucial juncture in Southern Sudan. With the upcoming vote on whether to solidify their independence, education authorities are currently discussing strategic decisions about future programming. This evaluation presents a valuable opportunity to gather reliable school- and community-level information on beneficiary effects, and a wide range of information on implementation and cost issues from national- and regional-level actors. Taking both streams of data into consideration during analysis, the evaluation examines both the outcomes to date and the processes that support and inhibit progress for the Initiative.

A Description of the Go to School Initiative

The Go to School Initiative has been the GoSS' main set of directions toward the achievement of the Millennium Development Goals, Education for All and the Joint Assessment Mission (JAM) Targets.[2] The Initiative rests on four pillars: opening doors, making schools work, making systems work, and ensuring accountability. Pillar One, "opening doors," looks at the issue of access by creating new learning spaces and Alternative Education Programs to provide educational opportunity to all children, including those originally denied education during the war. Pillar Two, "making schools work," deals with issues of quality. The end goals of Pillar Two are keeping children in school and providing quality educational opportunity. Interventions include the creation of Child-Friendly Schools with proper sanitation, and life skills training. With Pillar Three, "making systems work," the Initiative attempts to build capacity in both national and subnational MoE staff as well as with teachers and head teachers. One illustrative intervention for working systems is the creation of payroll systems to pay (and therefore retain) trained teachers, who have at times gone unpaid for months at a time. The fourth Pillar, "ensuring accountability," looks to create sector plans for the purpose of coordinating multiple players, including the government, INGOs, local NGOs, and other education stakeholders. The EMIS system and its annual census reports since 2007 have been used in conjunction with technical assistance to support sector planning, prioritisation and student monitoring.

The four pillars of GTS were meant to create a holistic approach to sustainable and sweeping educational reform in Southern Sudan. Some areas of effort, such as in increasing access under Pillar One, result in greater challenges for the second Pillar on educational quality, because of greatly increased access. For example, in a 2007 UNICEF presentation[3], UNICEF explained that the dramatic increase in enrollment has created a positive emergency, with schools becoming severely

[2] Further description of the Initiative is available in the Appendices.

[3] [3]Internal document, 2008. "FRAMEWORK", provided by UNICEF Southern Sudan.

overcrowded and under resourced; students in some areas attending school in as many as three shifts for as few as two hours a day. The GtS Initiative has been part of the massive increase in pupil enrolment. As enrolment has increased, however, GoSS spending on education has decreased. This had led to a severe shortage of learning spaces, well paid teachers, and learning materials. Teachers, especially in rural areas and in ALPs, remain unpaid for months at a time.

Another aspect of Pillar Two, dealing with educational quality, is the provision of quality teaching and learning materials to classrooms. The presence and effective use of materials has been shown in repeated studies to be a key element of effective teaching and learning, even in challenging environments. As such, provision of materials has been the target of an immense effort on the part of UNICEF and the GoSS to ensure that each learning space in Southern Sudan, whether it is a simple site under a shade tree or a multi-classroom school block, has sufficient materials for its pupils. Though successful in some areas, the effort has also stalled due to poor coordination and logistical problems (UNICEF, 2008) in those areas. In many ways, this links in with Pillar Three's capacity building mandate. UNICEF has had to increase its efforts in this area to provide technical assistance not only at the national but also subnational level. Capacity building, as will be discussed in this report, is an area of GtS that requires significant strengthening, but the design and activities of the Initiative have indeed made provisions for these needs.

Pillar Four, "ensuring accountability," has in part been targeted through the establishment and work of the Education Reconstruction and Development Forum (ERDF). The Go to School Initiative and UNICEF are key collaborators with the MoEST in the education sector, and have been described as a force "holding [the education sector] together," particularly the GtS (Retamal (2005), 98). They worked together with numerous other initiatives and organizations in the Multi-Donor Trust Fund (MDTF) and with the ERDF. UNICEF now works in conjunction with the Joint Donor Team, which replaced the MDTF, which was intended as a coordination mechanism to manage the input of many donors more effectively by reducing transaction costs and managing high risk levels. The coordination mechanism represented by this body, as well as that of the ERDF, represent some of the Initiative's design concepts that attempted to build accountability into the system. This evaluation finds important ways in which this attempt to build accountability can be improved, but in the design of the Pillars that support the GtS, this was taken closely into consideration.

The high ambitions represented by these Four Pillars have inspired and challenged the GtS Initiative, which has evolved as a result since its beginning in 2006. Early documentation indicates that the strategic goal of the GtS Initiative is focused on ensuring that "out-of-school girls, boys, orphans and vulnerable children (OVCs) and adolescents are increasingly and progressively enrolled and participating effectively at Basic Education level in the ten states of South Sudan."[4] These goals were to be reached through an array of key interventions, including teacher recruitment and training; infrastructure development for child-friendly school environments that are appropriate as well for special needs pupils; development of curricula and distribution of learning materials; PTA development; GEM clubs for girls' and community mobilization and sensitization; alternative education options, and construction of appropriate water and sanitation facilities. Further goals have related to the establishment of strategic planning mechanisms and committees, pupil recruitment, and public outreach. In a later logframe document,[5] desired results have expanded to include literacy and numeracy outcomes, development of life skills among pupils, the meeting of child-friendly schools criteria, and strengthened capacity at the MoE. Other documents show increasing focus as well on Girls' Education Movement (GEM) clubs and social mobilization, and Parent-Teacher Association (PTA) activities. In the logframes, output indicators such as appropriate

[4] Internal document, 2006. "LogFrame - Go to School Quantitative RBM", provided by UNICEF Southern Sudan.
[5] Internal document, 2009. "Go to School Initiative Logframe 2009 to 2012 qualitative," provided by UNICEF Southern Sudan.

pupil assessment results lead to outcome results, such as pupils' ability to utilize their numeracy and literacy skills. Both qualitative and quantitative measures are included in the results chain, to show multifaceted progress toward improved educational institutions and educational opportunity for Southern Sudanese pupils.

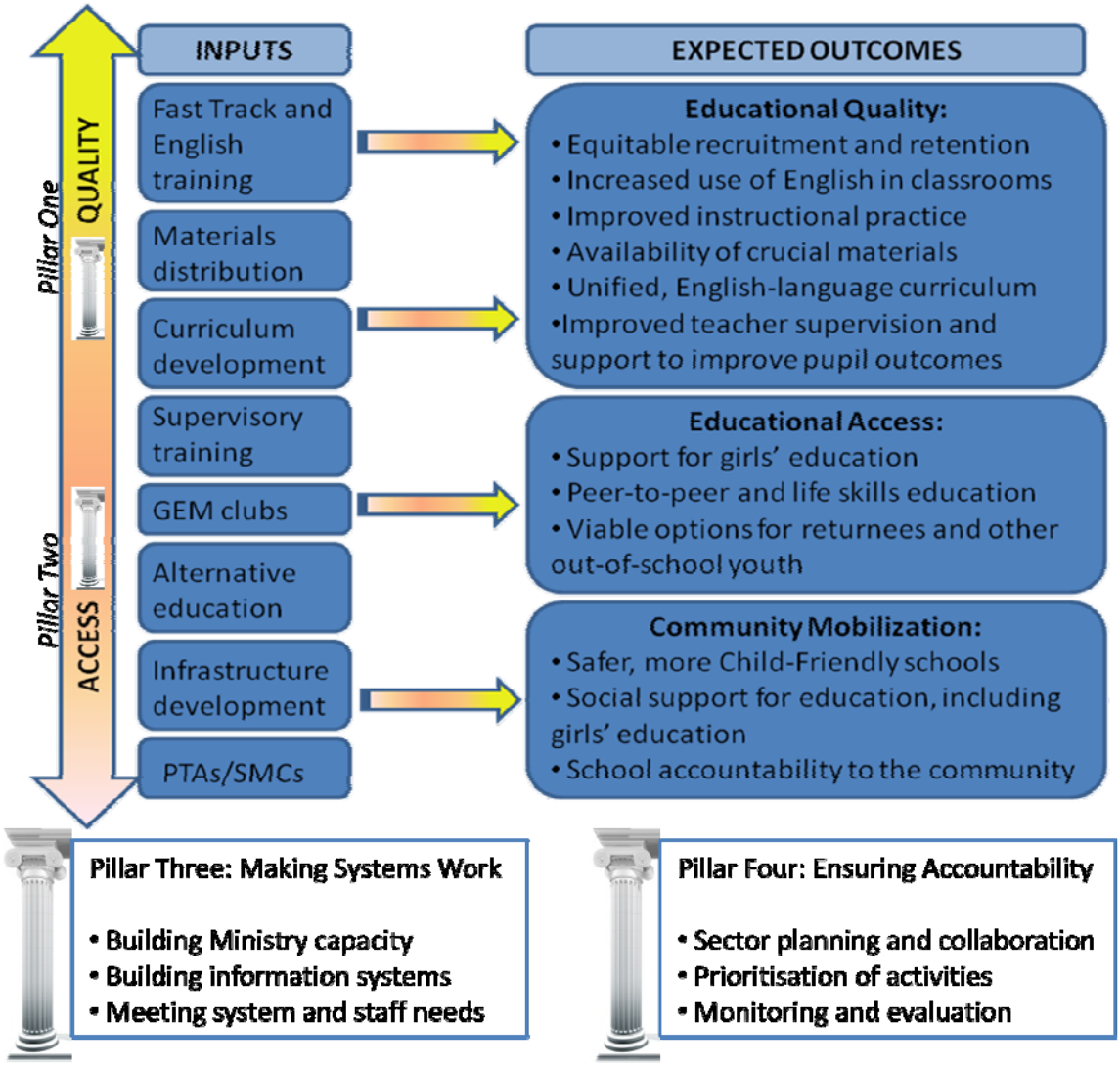
These goals and the results chain to achieve them have provided a framework for this evaluation. UNICEF Southern Sudan has acted as the chief coordinating partner for the efforts to support the GoSS and MoE in its wide-ranging reform. The scope of the reform is nationwide, and UNICEF's provision of donor funds reaches varying parts of the country, differentiated by intervention. For example, the distribution of teaching and learning materials was funded and supported as a nationwide effort designed to reach all schools. Infrastructure and teacher training programmes reached much smaller populations, because of their greater cost, with the expectation that GoSS and the MoE would expand successful programmes with budgetary support.

The size and scope of the Go to School Initiative has changed over the term of the Initiative, as needs were reassessed and new directions were take. In close cooperation with the GoSS and the MoE, the Initiative was intended to make substantial impacts on several areas of the education system, including:

- Infrastructure development (school and classroom construction and renovation, including for special needs children and meeting Child-Friendly Schools goals – 40,000 new classrooms, 5,000 new schools and 500 new sets of appropriate latrines)
- Teacher recruitment and training in interactive methods, and trained trainers (9,000 teachers recruited and trained, and 1,000 teacher trainers; 25% to be women)
- Pupil access, particularly for vulnerable groups: girls, OVCs, disabled children, returned refugees and other out-of-school adolescents and disadvantaged groups (total enrolment targeted at 1.6m pupils)
- Distribution of materials (500,000 sets with three topics of textbooks, plus educational kits, teacher kits and head teacher kits for all schools in the country) and their appropriate use in classrooms
- Head teacher training for 2,500 head teachers in supervision and management
- Capacity building for the MoE in finance, management, supervision, training, annual planning, and other themes, along with a functioning EMIS, alternative education centers and teacher payroll system
- Unified curriculum in English, and 5,000 teachers prepared to use it in English
- Educational quality improvements, including 75% of pupils meeting English and mathematics standards for their grade levels
- 80% of 2m Pupils demonstrating lifeskills learning with no differentiation between achievement for girls and boys
- Parent-Teacher Associations and publicity campaigns mobilizing support for girls' education

There are few, if any, comparably ambitious education reform efforts active in Africa at present. The targets for these activities are much higher than those of even single-intervention efforts elsewhere, and few reform efforts are nearly so comprehensive. Of course, this reflects the particular circumstances in Southern Sudan: in emerging from civil war, the region is making a concerted effort to rebuild and build a fully functioning educational system. The activities undertaken as part of the GtS Initiative are integrated under the rubric of the Initiative as well as within the larger education reform environment in Southern Sudan. The results frameworks of these varied activities have provided a crucial guide for the evaluation team in understanding activities, targeted beneficiaries, and expectations for success. A simple graphic at Figure 2.1, below, shows basic GtS inputs and expected results:

Figure 2.1: Inputs and Expected Outcomes, Go to School Initiative



UNICEF Southern Sudan provided some of its periodic logframe documents detailing the evolving plan for monitoring progress on key indicators across the education system in Southern Sudan. This plan includes a wide-ranging review of key operational areas and provides a useful framework for following process, outputs and outcomes of the various Initiative components. The Programme Review and Evaluability Study (PRES) conducted in January 2010 added to this understanding of the monitoring data to be used to follow GtS process and progress, including data sources and availability, set amid the constraints of activities in-country. During the evaluation, issues did arise about data quality and completeness across the areas of implementation and intervention components; these issues are discussed at length in the findings chapter that follows. Perhaps most salient to mention at the outset is, again, the size and scope of the Initiative as a whole, set in an environment of sociopolitical and economic insecurity.

Early project budgets given to the evaluation team show ambitious cost projections: for 2006, one work plan projected S46m US for basic education.[6] A Multi-Donor Trust Fund (MDTF) was established to maximize coordination and at one time showed a total of some $91.6m US for education activities. The fund's coordinating structure faced problems over the years and has been supplemented with the Joint Donor Team (JDT), while the projections were not realized. For 2009-2010, as shown in the cost analysis chapter below, $18.4m US is allotted across the two year period. Across the respondents, it was clear that capacity limits reduced GtS' ability to undertake such ambitious targets, and funding difficulties such as the strained performance of the MDTF complicated efforts as well. These issues are discussed in more detail in the cost analysis chapter,.

Key stakeholders for the Initiative and for this evaluation are the GoSS and MoE, who have primary responsibility for the systematization of education processes in Southern Sudan. GtS efforts are guided by the working group of members charged with each of the major components, and they meet with UNICEF Southern Sudan and other active donors in the sector. Major donors include European aid agencies, and these actors are involved through UNICEF's programmatic guidance, while providing technical and operational expertise appropriate to the mission.

Some GtS components are managed from the GoSS level, across the regions and states of Southern Sudan; others are managed from regional, state and payam levels, through MoE staff in alliance with UNICEF regional education officers. Implementers are contracted to carry out activities relating to each of the major components, and many of these implementers are locally based in one or more of the regions of Southern Sudan. In this way a decentralized structure has been utilized for some of the component activities, with oversight (such as a registry of implementing partners) from the central and regional UNICEF and MoE offices.

B Purpose and context for the evaluation

The evaluation was requested by the GoSS to provide an "independent perspective to provide critical feedback on the progress and process of the Initiative" in its attempts to move toward a new, long-term and strategic sector plan. With this in mind, the ToRs specified the need for an evaluation that developed the following outputs for the GoSS:

- Identify critical gaps and shortcoming[s] in the system
- Assess the roles and responsibilities of key education stakeholders
- Determine methods for improving the Initiative's design and implementation, with a special focus on the content and delivery of quality education
- Demonstrate to current and potential donors the need for continued support and possible expansion of the Go to School Initiative[7]

UNICEF Southern Sudan specified five overarching Evaluation Objectives, corresponding to the internationally accepted evaluation standards of Effectiveness, Impact, Efficiency, Relevance and Sustainability, and Project Design Improvement. The Objectives are fully described below, along with the specific evaluation questions derived from each.

This evaluation carries both formative and summative elements: formative in that the GtS is likely to expand and results from the evaluation should inform planning for such expansion; summative in that there are over four years of activities whose impacts are to be brought to light. The Initiative did not plan for and cannot undertake an experimental design for the evaluation; for this reason, the generalizability of the evaluation results is not assured. However, the type of evaluation offers

[6] Internal document, 2006. "Go to School Annual Work Plan 2006 Final," provided by UNICEF Southern Sudan.
[7] Terms of Reference; Evaluation of the Go to School Initiative Southern Sudan," UNICEF Southern Sudan, received January 2010.

quantitative and qualitative evidence and insights for future planning, in a comprehensive manner across the Initiative's components.

Sector-wide planning is upcoming for GoSS and the MoE, in concert with UNICEF and the other active donors. The evaluation will provide inputs into decision-making for future activities of the GtS Initiative, beginning immediately with sector planning meetings.

The scope of the evaluation excluded some aspects of data quality at the national level, as aggregate results data were not readily available by intervention. Collecting and aggregating those data from the state or regional level – a very in-depth monitoring exercise – was beyond the scope of the evaluation. As a result, unit costs were not calculable with respect to expenditures reviewed in the cost analysis. The UNICEF offices were able to provide data on expenditures but in the format of donor liquidation reports, and these only for 2009. Lacking sufficient detail and the link to programme outputs, it was not possible to calculate unit costs with any degree of accuracy.

Indeed, the broad scope of the evaluation demands a wider perspective, as opposed to a narrow and in-depth investigation of, for example, one of the teacher training components. The emphasis, therefore, is on the readily discoverable impacts of those components, plus the larger interactions and coordination of efforts on a more macro scale.

C Evaluation Criteria

The OECD/DAC evaluation criteria (Effectiveness, Impact, Efficiency, Relevance and Sustainability, and Project Design Improvement) comprise a set of internationally known and accepted standards in the evaluation of development programmes. Each evaluation focuses more on some than others, due to client and stakeholder needs; but in most evaluations, each of these key areas should be examined in order to understand what the programme has brought to bear on its intended impactees.

These five criteria are directly linked to the Evaluation Objectives accorded with the UNICEF Southern Sudan office and the GoSS partners. These Objectives form the framework for this evaluation and for this report. As noted, some criteria do not apply as keenly to a given evaluation; during the MoE working group meeting in July it was determined that significant recent research has played an important role in establishing the relevance of the GtS components for learners and schools in Southern Sudan. Accordingly, this criterion was given less attention in the evaluation design as well as in this report.

The Impact and Effectiveness criteria are challenging to meet with an evaluation that cannot meet the standards of an experimental design – that is, there are no pre-test or baseline data for the comparison schools in the current study. Without this baseline there is little generalization that can be made from this research; however, the impact data that are captured attempt to show the picture of how GtS inputs did have their results in programme outputs and then, in the best of cases, in desired outcomes. For example, in looking at efforts to increase access, enrolment outputs are positive: each year, enrolment rises by substantial factors. However, retention and education quality results tell the more vital story of Impact and Effectiveness. In this way, there are limits to the evaluation's ability to make categorical statements about interventions' impacts. Instead, we show correlations, triangulation of various perspectives, and a range of experiences and judgments.

D Evaluating UNICEF's attention to impactees' rights

The GtS Initiative interventions demonstrate a substantial level of relevance to the situational needs of learners in Southern Sudan as well as to the needs of the fragile context; this has been determined in earlier rounds of research carried out by the UNICEF AO. This relevance relates closely to UNICEF's and the GoSS' attention to impactees' human rights and educational priorities: the activities were designed to meet those needs and the standards demanded by a focus on human rights. With the GtS components of community mobilization (PTAs, GEM, and other aspects), the criterion of assisting rights-bearers to claim their rights. Moreover, the consistent focus of the Initiative design has been the most vulnerable populations – OVCs, returning refugees, marginalized groups, girls, disabled pupils and others for whom claiming rights is much more difficult. Indeed, major research carried out by the UNICEF office ("Socio-Economic and Cultural Barriers to Schooling in Southern Sudan,") for example, has drawn out the most salient challenges and the most promising practices for the Southern Sudanese environment with respect to this outreach.

The evaluation also looked at the ways in which GtS stakeholders adequately monitored that these positive activities were taking place, and ensuring that these high standards went beyond planning to actually occur, regularly and by design, in the field. Finally, the evaluation examined the effectiveness of GtS programming from the perspective of capacity building at the MoE: whether or not GtS adequately focus on analyzing and assisting the educational duty-bearers to fulfill their obligations, or the relative level of success in the realm of capacity building. Each of these are discussed in the findings chapters that follow.

E Evaluating UNICEF's utilization of results based management (RBM)

The evaluation sought to understand the availability and use of information at various levels of the programme, such as with the EMIS and other data sources, to improve decision-making and direct activities toward better results. At each level of MoE and UNICEF actors, along with NGO stakeholders, interviews included key questions on monitoring and evaluation (M&E), communication and the sharing of data on results and processes. Prior programme reports and monitoring data provided important inputs for respondents in general, but there was also more decentralization in the GtS activities than was perhaps anticipated. This meant that information needed at one level was likely collected at that level, and may or may not have been shared up or down the hierarchy of actors.

Interviewees were asked about cases when evaluation or other research or data inspired changes or programme adjustments. For many respondents, the culture of regular monitoring is still quite new and at times unfamiliar; the EMIS system provided important general education data but programme adjustments were said to have come about most often as a result of an identified problem, rather than regular monitoring. The findings chapters discuss in more detail the degree to which results-based management was used by GtS stakeholders.

III Methodology

A Overall design

Studying impact means looking for the intended changes from the Initiative activities. In order to evaluate the impacts of the Go to School Initiative, this study used a mixed-method design, utilizing quantitative methods intended to detect correlations between different components of the Initiative and an array of educational indicators, and qualitative methods to gather summarizing statements, experiences and judgments about Initiative components and their value.

The rationale for the study design comes from the Evaluation Objectives accorded by AIR and UNICEF Southern Sudan, in concert with the Ministry of Education GtS working group. The design is further shaped by the logistical parameters of research in the fragile context in Southern Sudan. Without systematic baseline data on key issues among the Evaluation Questions, the evaluation methodology began with a mixed-method programme evaluation approach, using qualitative and quantitative data collection design to triangulate findings from multiple sources. The design includes data collection at the school level, in payams and counties, state level and national level. A convenience sample was derived from detailed discussions with regional UNICEF and state education officials, including each of the ten states of Southern Sudan. A robust mix of 90 schools (plus alternates) from urban and rural sites; the selection reflected a range of the GtS components – teacher training, GEM and PTA training and activities, materials distribution and school infrastructure. A third of the sample was selected as "Comparison" schools by virtue of not having the interventions; however, all schools were to have received teaching and learning materials and the new curriculum, so the "comparison" schools were known to have been exposed to these GtS interventions. Some schools also had alternative education activities for older and returning pupils.

The evaluation design was created and developed, in discussion with UNICEF Southern Sudan, to meet the Evaluation Objectives listed below.

1. Assessing the effectiveness of the Go to School Initiative – measuring its achievements and implementation against its stated objectives and timeframes
2. Assessing the relevance of the programme against the context and situational needs of learners in Southern Sudan
3. Assessing the efficiency of the Initiative with regard to the financial and social benefits gained against resources spent
4. Assessing the sustainability of the Initiative with regard to institutional capacity and the likelihood of continued progress without external funding
5. Assessing the viability and effectiveness of key partnerships and coordination mechanisms relevant to the delivery of basic education through the GTS Initiative

In order to ensure the coherence of the evaluation strategy, AIR has woven the key factors of Effectiveness, Impact, Efficiency, Relevance and Sustainability, and Project Design Improvement into the evaluation questions and outlined these in relation to the five Evaluation Objectives, as shown in the Evaluation Questions Annex. Finally, to respond to the expressed wish that the evaluation provide guidance for future decision-making, we have added a sixth Evaluation Objective:

6. Assessing opportunities for growth and lessons learned.

For this objective we added a series of important questions related to effective practices, obstacles and shortcomings, recommended adaptations, replications or deletions in design or implementation, and other recommendations for the near and longer-term future prospects of the Initiative.

Evaluation Questions were determined for each of these Objectives, to operationalize each Objective in terms of the interventions and characteristics of implementation.

B Description of data sources

The scope of the evaluation is broad; for example, the list of "key stakeholders" provided by UNICEF for interviewing reached some 150 individuals. In an attempt to focus clearly on the evaluation objectives and questions, AIR chose key informants from among MoE staff (in Juba, as well as in states, counties and payams); NGOs (both regional level and those working in one or more states); UNICEF staff (education team members, gender specialists, Juba-based and in the greater regions of Southern Sudan); and school-level interviews of head teachers, teachers, pupils and parents or community members. Given the Initiative's own focus on girls' education, our instruments included multivariate aspects of girls' education, from various perspectives, and with the attempt to reach as many women and girls as possible in the field work.

Two teachers and five pupils were to be interviewed from each school, along with the head teacher and one or two parents or community members. A school observation checklist captured Child-Friendly Schools indicators, while a classroom observation form noted teacher use of best practices, language, pupil engagement, and materials usage in class. The items on these instruments were tracked to the evaluation questions to ensure that the evaluation answered the MoE's key concerns in the findings. Quantitative responses from teachers, head teachers, parents, pupils and others are aligned with qualitative responses from implementers, education officials, donors and UNICEF education team members. Qualitative interviews complement these findings for school level outcomes and impacts, while also adding insight on process and system-wide progress. The study contrasted the results of the observations and interviews between those at schools with Initiative programming and those in schools without explicit GtS interventions.

Gender equity remains an important concern among education stakeholders in Southern Sudan. Across these respondent types, males are more likely to hold positions in all levels of education stakeholder organizations and agencies, right down to the school level. Despite gains in girls' enrolment, boys are still more likely to be enrolled than girls. As such, the interview data in this evaluation are weighted toward male responses; this, despite the attention of the UNICEF programme and of the evaluation itself to outcomes for girls and women in education. The evaluation team wanted to ensure that this characteristic of the populations to be studied was understood and made explicit, while also making explicit the need to counterbalance this tendency in our data.

For this reason, the evaluation team leaders oversampled women from among the respondent groups. To do this, we actively sought women for our data collection teams in the field, focused on gender equity in the data collection training, and required that each classroom observation result in an interview of one girl pupil and one boy pupil from the class. Data collection teams were also asked to include female teachers in observations and interviews, when they were available. In addition, certain questions from the instruments allowed for a greater exploration of gender issues in the field: asking about GEM participation and recruitment, the differential value placed on girls' education (if any), the varied treatment of girls and boys in school, parental support for girls' education, school policies on sexual abuse and early marriage and pregnancy, and other issues. The result is a dataset that brings more female perspectives (particularly from pupils) than might

otherwise have been gathered, but also reflects Sudanese sociocultural norms in that parents, teachers, head teachers, and education officials and stakeholders are most commonly men. To ensure that perspectives were fairly considered, the data are disaggregated by sex when appropriate.

C Data collection methods and analytical tools

AIR developed instruments for four classes of school-level stakeholders involved with the GtS Initiative: (i) pupils; (ii) teachers; (iii) head teachers and; (iv) parents. Two observation instruments were also prepared, to allow for the quantification of observable behaviors and characteristics. The School Observation protocol comprised a checklist and rating scale for school infrastructure, security, water and sanitation, and other Child Friendly Schools criteria. The Classroom Observation protocol provided primary data on teacher instructional practice, student engagement, and the presence or absence and classroom use of learning materials. These instruments were administered between the months of August and September of 2010 by a field team of 12 professionals recruited and trained by AIR in-country staff and recorded in paper-and-pencil manner.

Items on all of the instruments were tracked or linked to the Evaluation Questions, which were in turn derived from the Evaluation Objectives. This was done to ensure that the final instruments effectively answered Ministry concerns in the evaluation findings. For the quantitative data, chi squares and t-tests were performed to assess the statistical significance of any differences between treatment and comparison group means.

Data quality was maximized in several ways. First, the instruments themselves (if not all of the component items) and the procedures for using them have been utilized and testing in at least seven African countries in the last 48 months. Then, in Sudan, each question was revisited in training to ensure (1) coordination with Evaluation Objectives and Evaluation Questions to fit the MoE's goals for this evaluation; (2) practiced aloud in English by trained Sudanese data collectors, and then in local languages, to ascertain the fit of the items into the Sudanese context and modifications were then incorporated; (3) inter-rater reliability on observation items was tested (discussed in the Technical Appendix); (4) the instruments were tested in a school near Juba for any reliability or validity issues that would arise in situ; and (5) supervisors were trained to monitor completed data forms each day with the data collectors, to ensure completion, timeliness and accuracy.

The data entry was independently entered twice and then compared by a third party who checked the scanned copy in the case of conflicts. In this way, data entry mistakes were minimized. The process of cleaning the data was done with Microsoft Excel XP and Stata 11 and the analysis of the data was conducted using Stata 11. Quantitative data were analyzed using chi squares, t-tests and regressions to assess whether the differences between the mean of participants and comparison groups were statistically significant. Qualitative data was also collected and analyzed through MaxQDA software, allowing for compilation of relevant patterns in the interview responses. These responses came from school level – head teachers, teachers, pupils and parents – and from regional and national level education officials and UNICEF and implementer staff. These interviews aimed at gathering different stakeholders' impressions of the programme and insights about how to improve different components of the Initiative. Using coding trees linked to the Evaluation Questions, analysis highlighted patterns and outliers by situating all related responses and commentary together for organized review.

D Sampling

One of the main challenges of this study was that of identifying exactly which schools had benefited from which Initiative components (such as Fast Track Teacher Training or infrastructure development.) A comprehensive list of schools and their GtS interventions does not exist, as the evaluation team had presumed in initial planning. Because of this, probability or random sampling methods could not be used, but rather a convenience sampling method was chosen in order to make selections in the field, at regional level, once the data collection teams reached the regional capitals. This means that the sample was not intended to be representative of Southern Sudan as a whole, but rather to provide data on a range of schools with particular characteristics as described below.

Sampling selections were derived from detailed discussions with regional UNICEF and state education officials, including each of the ten states of Southern Sudan, and included a mix of urban and rural sites. Ninety schools, plus alternates, were selected to provide insight into the various components of the GtS – in particular, teacher training, GEM and PTA activities, materials distribution and school infrastructure. A third of the sample was selected as "Comparison" schools by virtue of not having had these interventions; however, all schools were to have received teaching and learning materials and the new curriculum, so the "comparison" schools were known to have been exposed to these GtS interventions. Some schools also had alternative education activities for older and returning pupils.

Once a school was selected, AIR's in-country team approached the school's head teacher for permission to visit the school and conduct observations and interviews. The first contact was usually by phone, in order to alert the head teacher of the arrival of the research team, and to request time in their schedule as well as interviews with parents or community members. State Ministry of Education offices assisted with this function on occasion. Researchers debate the merits of unannounced versus announced visits to schools; the former allows for a more natural view of daily activities, but the latter is more likely to ensure that the school is open and stakeholders are present. In this evaluation the choice was made to announce the visit and so to minimize the possibility of schools being closed upon arrival; as long as each school had the announcement prior to the visit, they each had the same time to prepare. Moreover, the research team determined that schools with prior knowledge of the visit might "put their best foot forward," which – as long as all sampled schools were treated in the same way – could have the effect of maximizing research findings relevant to the interventions.

Interviews were to include the head teacher, two teachers from grade four, five pupils also from grade four, and one or two parents or community members. The teachers were purposely selected based on grade and the pupils were randomly selected from all pupils in the classrooms of a selected teacher. Grade five teachers and pupils were eventually included as well, when there were many schools in the sample with only one grade four section.

Despite prior announcement, some schools were indeed closed upon arrival. In other cases, team members learned that the school calendar had called for a recess in all schools of a given payam or county on the dates proposed for the visit. Security clearance at regional UNICEF offices was sometimes time-consuming as well, postponing field activities. On occasion, teams found a school to have different interventions than those noted by the regional offices. Other logistical challenges such as poor road conditions, safety and security concerns, and weather threats, combined to create a challenging research environment, marked by delays. The teams understood the possibilities of such difficulties, and so created a back-up list of several schools per area in their routing. Still, it was not possible to reach all schools proposed in the original research design.

In total, the evaluation visited 66 schools in 49 villages, across 32 counties representing all ten states of Southern Sudan. The information about the specific village, county and state was obtained at the school and then linked to the MoE's EMIS code. A total of five schools were new and did not yet have a government-assigned EMIS code. Table 3.1 below lists the number of sample schools by state, and the numbers of counties and villages represented in the sample. A full list of sample schools by region and state is provided in the Technical Appendix.

Table 3.1: Sampled Schools, by State, County and Village

State	Number of schools	Counties	Villages
Central Equatoria State	9	3	7
Eastern Equatoria State	8	3	6
Jonglei State (Southern Area)	4	4	4
Lakes State	3	2	3
Northern Bahr El Ghazal	8	4	7
Unity State	9	5	6
Upper Nile	5	1	3
Warrap State	8	4	6
Western Bahr El Ghazal	5	3	3
Western Equatoria State	7	3	4
Totals	66	32	49

Some 83 percent of head teachers in the sample reported that their schools were government schools. Church, private and community schools made up 13 percent of the sample. Three schools were reported to be alternative education centers only, that is, not schools for typical school-age pupils. Three were community girls' schools, and two schools were for boys only. The sample was evenly divided between urban and rural schools. Government schools in the sample were evenly divided between rural and urban areas, while community schools were most commonly in rural areas (88%) and the single-sex schools were all in urban areas.

Interviews were conducted with 63 head teachers, 125 teachers, 234 pupils and 44 parents. A total of 124 classroom observations and 66 schools observations were completed. However, in twelve of the school visits, the EMIS code was incorrectly recorded at the time of the visit, resulting in only 44 school observations being included in the analysis. The table below summarizes the data collected.

Table 3.2: Data collection instruments completed

State	Number conducted
School visits	66
School observations	44
Classroom observations	124
Head teacher interviews	63
Teacher interviews	125
Pupil interviews	234
Parent/Community member interviews	44

As the sampling process began, the evaluation team found that deployment of interventions to be overlapping. Schools often had more than one intervention, which is beneficial for schools so benefited but challenging for evaluation. This is because the particular mix or combination of intervention effects is unknown. That is, schools with more than one intervention cannot be reliably

tested for the effects of either, as the extent and content of the interventions may vary. Therefore, the design of the study was modified to compare schools with an intervention, regardless of what other intervention it might have, as compared to schools with only materials distribution. Though this is very similar to the original design, there is a significant loss of precision in statements that can be made about any one GtS intervention, when there are few or no schools sampled with that intervention in isolation.

Table 3.3 below depicts the number and proportion of sampled schools receiving the various components. Since schools could receive more than one component of the programme, the sum of the percentages totals more than 100 and the sum of the frequencies is greater than the number of schools.

Table 3.3: GTS components in sampled schools

Component	Freq	Percent
Fast Track Teacher Training	29	44%
English Language Training	46	70%
GEM	25	35%
PTA	55	83%
Infrastructure	36	55%
Comparison	6	9%

Though 90 schools were proposed for the evaluation, logistical challenges made data collection exceedingly difficult and increased the time required to undertake the evaluation visits. Weather, poor road conditions, schools closed for local holidays and recess, transportation planning, security concerns and clearances, and other issues extended the data collection timeline. Though these concerns were considered in planning, indeed more time than was planned was spent on managing them. In addition, at the close of data entry, it was found that a number of schools' data were mishandled, and likely destroyed by the data entry firm.

E Comparison schools

Impact evaluation attempts to answer the counterfactual questions of how would Initiative impactees have fared in the absence of the programme, and how would others have fared had they been exposed to the programme (Duflo 2004)? Comparisons are necessary because we cannot reliably estimate the impact of a programme when many other influences independent of the programme can also affect impacts. Thus, in this evaluation we do not seek to understand programme impacts on individuals, but rather set the impactees as a group beside those not exposed to GtS interventions.

The sampling frame included schools with each of the key GtS interventions (Fast Track Teacher Training, English language teacher training, infrastructure development, PTA and GEM), along with thirty comparison schools. It was known that all schools were to have received the teaching and learning materials and new curriculum, so comparison schools as well as intervention schools were assumed to have received these, and comparison is understood to be inclusive of those interventions by design. This "basic packet" of interventions was to have been provided to all schools in Southern Sudan, and as such comprises the baseline or comparison group when the other interventions are not present.

Matched, or similar, schools can provide insights on what might have happened to treatment schools in the absence of the programme. Given that schools were not randomly assigned to participate or not in the interventions, this evaluation employed a quasi-experimental design to contrast treatment and comparison schools. In the field, data collection team leaders attempted to match school characteristics of the comparison group; doing so from the regional offices resulted in a comparison group with somewhat less overall consistency.

Not all components of the Initiative were launched on a large scale at the same time, or in the same sites. Components were piloted in a limited number of schools as the components were created and developed. As pilots, these programmes were implemented with the goal of increasing access, quality and/or equity in educational opportunity, and to discover if they could reach those goals feasibly and effectively in the Southern Sudanese context. AIR's evaluation assesses whether the components had their expected impacts.

Great caution is used in the selection of comparison schools for evaluation research, in order to ensure the protection of research subjects and to ensure that expectations are not raised among comparison populations for potential interventions. For this study, and in the absence of key baseline data on outcomes of particular interest to GoSS and UNICEF, the use of comparison schools offered the best opportunity for showing some measure of impact of GtS interventions and the Initiative as a whole.

Unfortunately, the research design was hampered in its selection of and data collection from comparison schools. The lack of a centralized list of schools receiving GtS interventions made initial sample selection difficult, and subsequent attempts to select comparison schools at the regional level found some schools with interventions when teams arrived. However, the greatest challenge to the inclusion of comparison schools occurred during data entry, when approximately 18 schools' packets of data were mishandled by the data entry team in Juba. The minimal comparison group size remaining, as shown in Table 3.4 below, provides a very limited, but useful, point of comparison against gains from the intervention activities in access, quality and equity of educational opportunity.

Table 3.4: Comparison Schools by Region

Comparison School	Region
Juba One Girl primary school	Central Equatoria State -Juba
Lainya primary School	Central Equatoria State -Juba
Mahad Basic	Central Equatoria State -Juba
Leudiet primary School	Jonglei States (Southern Area)
Guit primary	Unity State
St. Lwanga Catholic primary	Upper Nile

F Outside data sources

The AIR evaluation team conducted a review of literature related to the Go to School Initiative and to fragile state education reform. This literature review was provided in the Inception Report presented to UNICEF Southern Sudan in the initial phases of the project. The bibliography of this review, along with sources from academia and the international cooperation community, is included as an appendix to this report.

Included in AIR's review were over four years of logframes, logic models, annual work plans, power point presentations, proposals to varied funders, and handover notes from staff members. AIR also

reviewed major pieces of research funded by the UNICEF AO, such as the Rapid Assessment of Learning Spaces, the Socio-Economic and Cultural Barriers report, the Toward a Baseline document, and the Programme Review and Evaluability Study, in great detail. While in Southern Sudan initiating and undertaking the research, AIR team members reviewed data in the EMIS and interviewed those involved with its development. Other interviews included those with gender and cost specialists at UNICEF.

G Major limitations

There are significant limitations to the external validity, or generalizabililty, of the findings. The sample was not selected as a representative sample for all schools in Southern Sudan, but rather based on logistics, implementation, geography and security issues. Therefore while the findings provide an excellent survey of conditions in these schools, they are not generalizable to all schools in Southern Sudan. Importantly, schools that were left out of the sample for reasons of logistics, security concerns or other reasons may well have very distinct characteristics and circumstances by virtue of those logistical and security challenges. However, good practices and concerns that were raised in the school visits that were made provide excellent insights and examples of implementation process and outcomes, for use in evaluation and in thinking about lessons learned and best practices.

Challenges in data collection affect the comprehensiveness of results. Certain key data were not available either because they are not regularly kept or captured (such as pupil attendance or assessment data.) Without baseline or current data on these key indicators of access and quality, AIR's ability to find and report on changes in these key impact data (attendance and achievement) is curtailed. Nevertheless, school level data that were collected do provide some information on these indicators, which is included in the findings and analyses that follow. One such way is by the reading and mathematics assessment items in the pupil interview, which offer elementary but instructive findings with regard to pupil achievement. In the absence of literacy and numeracy testing data on the pupils in Southern Sudan, this initial assessment was deemed useful for the purposes of the evaluation but cannot be construed to reflect the range of pupil competencies in Southern Sudan without a full assessment complement.

A third limitation of the study is that the breadth of GtS intervention made isolation of benefits very difficult, if not impossible. First, no master list of schools with interventions is kept at UNICEF of GoSS offices in Juba; samples had to be drawn just as teams were going to the field, from incomplete and uncertain lists of intervention schools at regional levels. Second, most schools with one intervention also have another – that is, there are few schools where only one intervention (Fast Track Teacher Training, for example, or PTA training) can be reliably isolated for study. The result is that varying combinations of interventions were generally present in each school visited, including many of those that were called "comparison" schools by regional and state offices. Separating the relative impacts of programmes that are implemented in varying ways in different sites is not possible given the evaluation design and resources of this evaluation.[8] Nevertheless, the findings reported below note this challenge and discuss ways to interpret the data based on a model of overlapping intervention.

The final dataset shows evidence of other limitations, most of which are common to development projects in fragile environments. First, there is likely contamination in comparison populations from the training interventions, as there is great need among teachers and others for this content. It is

[8] It should be noted that this limitation to the study results does not negatively reflect on potential positive impacts on a school that receives multiple interventions. School leaders and other beneficiaries are certainly content to receive multiple interventions. However, in the study, this does limit the effects that can be attributed to any one intervention.

likely that the information imparted in such trainings is shared with others not in the training. The measures generally show high standard deviation, indicating high variability from school to school.

Last, the low number of comparison schools in the analysis dataset limits the statistical significance of difference and calls into question the degree to which these schools can be said to be "matched" with those of the study. This small number of schools in the comparison group was unfortunately unavoidable.

H Suitability of methodology

The methodology chosen to undertake this evaluation was deemed suitable by the evaluation team and our UNICEF counterparts in the iterative process leading to its final design. Using data from multiple sources (national, state, county and school level) to evaluate the same interventions allows for triangulation of responses and the opportunity to seek ground-level truths to what is said in national government and donor statements, for example. The mixed method design allowed for both hard, numeric data on pupil and school stakeholder outcomes – including the pupil assessment of reading and mathematics achievement – while taking best advantage of qualitative reports of opinions, experiences, and perceptions – all so important in an assessment of relevance, effectiveness, and impact of this wide-ranging reform.

The evaluation team wanted to maximize their ability to meet the evaluation objectives and this methodology promised the greatest likelihood of success, giving, as it does, multiple lenses through which to view the multivariate activities of the GtS Initiative. Qualitatively, this methodology allowed for nuanced understanding of process obstacles and challenges, as well as taking advantage of actors' in-depth knowledge to plumb lessons learned and recommendations for future activities. From the quantitative side, the wider range of respondents provided indications of the on-the-ground results of activities led remotely from Juba's MoE and UNICEF AO offices. Conducting a study with a representative, random sample would have been cost- and time-prohibitive, with much greater effort required in visiting schools that would be quite scattered by randomization. Some amount of depth is also compromised in that the individual steps of one intervention's results chain, for example, cannot be exhaustively studied. Instead, the team focused on viewing a range of key players and activities across the Initiative.

The sampling frame selected for the study allowed the AIR team to see schools in various stages of intervention – single intervention, combined interventions, and no interventions – in order to understand differential process and impacts, and also to understand how these interventions are affected by Southern Sudan's fragile sociopolitical context. Though the sample could not be randomized, the field teams were able to collect data across a very wide range of appropriate settings and respondents. Observer effects were minimized by the composition of the team – Southern Sudanese education researchers and specialists, with experience in school-level data collection and across the region, including appropriate language skills.[9]

The methodology also allowed the AIR team to anticipate and treat potential sources of bias in the data collection and analysis. First, the decision to use comparison schools prepared the research to have an unbiased group of respondents who have no stake in its outcomes, as an important point of comparison within the data collection and analysis. Similarly, questions in confidential qualitative interviews that provide third-party perspectives allows those with useful experiences and opinions to provide their insights without fear of reprisal. In the analysis of qualitative data, qualitative software allows for the weighting of varied stakeholders' responses, tabulation of frequency, and

[99] Bamberger, Michael, Jim Rugh, and Linda Mabry. 2006. Real World Evaluation: Working under Budget, Time, Data and Political Constraints. Sage Publications, Thousand Oaks, California.

viewing all related responses together. In this way, analysis and reporting are less likely to reflect evaluators' memories and most recent interviews, and more likely to show the broad range of responses across the researched populations.

I Stakeholder participation

Key stakeholders in GoSS, including the MoE, and UNICEF Area Office staff participated in the design of the GtS Initiative Evaluation. The UNICEF AO team participated in the fine tuning of the design through reviewing and approving the Inception Report. UNICEF staff also commented on the instrumentation in detail, with special attention to including Child-Friendly Schools criteria in the head teacher and teacher interviews, and in the school observation protocol. Providing these criteria to the evaluation team helped to develop more aligned instrumentation so that data from the schools on these criteria could be consulted in comparison with other research on school climate and environment.

At the time of Inception Report, the Ministry of Education working group involved in the Go to School Initiative convened for a presentation on the design and, in particular, the Evaluation Questions to be answered by the exercise. The sampling plans were discussed, along with the instrumentation for the evaluation. The working group was offered the opportunity to comment on the design, evaluation questions and evaluation plan.

Stakeholder participation was limited to the key national level actors in the GtS Initiative, as they would be the primary readers and users of the evaluation results. Bringing teachers, head teachers, pupils or parents into the process was deemed extraneous for the evaluation, given their inclusion in data collection and the limits of time.

J Ethics and this evaluation

The evaluation was subject to the long-established Institutional Review Board (IRB) process at AIR, beginning from contract signing and concluding prior to the initiation of field data collection. AIR's IRB is an independent body comprised of experienced researchers from each of the divisions of AIR, mandated to approve or fail to approve research or components of research for the multiple studies (U.S. and international) carried out by AIR programmes each year. Their goals are to protect research subjects, ensure data security, and require that all AIR projects meet the most rigorous research standards.

To undertake the review process, the AIR team submitted detailed descriptions of the study design and methodology, description of the Southern Sudan context and its implications for the research, and all instruments to be used in data collection. The team further considered and proposed participant protection measures, which were particularly important given the fact that children and youth were being included in the evaluation and data collection. Moreover, the degree of vulnerability and marginalization among study subjects is potentially much higher in post-conflict environments, remote rural areas, and among populations with low education levels (including parents who were interviewed), as in this study. For this reason the AIR evaluation team submitted potential concerns for protection of research subjects' privacy and specific language to be used in the field to request respondents' informed consent.

In order to pass the IRB review at AIR, the team for the Southern Sudan evaluation set selection criteria for data collection team members and team leaders, such as experience collecting data in school environments for research and appropriate language knowledge. The team also proposed data collector training that included explicit practice with appropriate language to gain informed

consent (and allow respondents to opt out), and trained on ethics standards and the importance of data security. Each team member read and signed a Participant Protection Assurance statement promising security of respondent information and teams were then followed in the field with supervision designed to ensure the protection of data and garnering of informed consent in the field. Full IRB approval was granted by the independent board review following data collector training and review of instrumentation.

IV Findings

This section of the report brings out the findings of the evaluation research, with respect to the Evaluation Objectives and Questions accorded with UNICEF Southern Sudan and the Ministry of Education's GtS working group. Four of the Objectives, listed below, are treated in this chapter, while the final two Objectives are treated in subsequent chapters.

1. Assessing the ***effectiveness*** of the Go to School Initiative – measuring its achievements and implementation against its stated objectives and timeframes
2. Assessing the ***relevance*** of the programme against the context and situational needs of learners in Southern Sudan
4. Assessing the ***sustainability*** of the Initiative with regard to institutional capacity and the likelihood of continued progress without external funding
5. Assessing the ***viability and effectiveness*** of key partnerships and coordination mechanisms relevant to the delivery of basic education through the GTS Initiative

In order to evaluate the impact of the Go to School Initiative, data analysis of both qualitative and quantitative data are woven together to show the effectiveness, relevance, sustainability and viability of the Initiative and its activities and progress.

A Assessing effectiveness:

This section evaluates GtS' achievements and implementation against its stated objectives. These questions lend themselves to "by component" evaluation – that is, relative to individual activities such as teacher training, infrastructure development, distribution of learning materials, GEM, PTA, etc. Quantitative data analysis included calculating the absolute and relative frequencies of key variables. These frequencies were used to make between-group comparisons, and follow-up tests were used to examine whether those in schools that benefit from specific GtS components fared better than those without the interventions. Among the tests computed are t-tests and chi-squares. Since most schools received more than one component, the treatment group is generally all schools with that component, whether or not those schools also benefited from other components.

This section addressed two key questions for each component, namely: Is GtS on target to meet its objectives for each component? And, to what extent have activities resulted in desired outcomes? The section will look at the components in turn.

Infrastructure development

In 2006 the development of infrastructure in Southern Sudan's schools faced several constraints, including a dearth of expert workforce and high inflation that dwarfed the resources allocated for the purpose of construction and renovation. The Infrastructure Development component of the Go to School Initiative intended to resolve or alleviate these challenges. Infrastructure projects had been carried out in 36 of the 66 schools sampled for this study, almost all (35) of which also had another GtS component.

In both treatment and comparison schools, a substantial proportion of classrooms lacked proper roof and walls (33% of the classes among the schools that received the Infrastructure Development component and 30% of the classes among the comparison schools). A substantial number of classes were also conducted at uncomfortable temperatures (21.2% among schools that benefited from GtS Infrastructure Development and 30% among comparison schools). Most pupils used furniture that

did not fit them properly or they simply had no furniture whatsoever. While only 18.5% of the classes in schools that received the Infrastructure Development component were properly furnished, 50% of the classes in comparison schools had the proper furniture. Other differences between treatment and comparison schools were not statistically significant. On several measures, schools benefiting from infrastructure development projects actually scored lower than comparison schools, as shown in the following table.

Table 4.1: Classroom Physical Environment

		Yes	
		Freq	Percent
Are there adequate seats for all pupils?	Infrastructure	26	39.4
	Comparison	5	50
The classroom is protected from the elements (solid roof, walls & floor).	Infrastructure	44	66.7
	Comparison	7	70
The classroom has adequate ventilation.	Infrastructure	57	86.4
	Comparison	8	80
The classroom is a comfortable temperature.	Infrastructure	52	78.8
	Comparison	7	70
The classroom lighting is adequate for pupils to work.	Infrastructure	52	78.8
	Comparison	8	80
Pupils each have sufficient space to work.	Infrastructure	36	55.4
	Comparison	7	70
Furniture is the right size for pupils to work comfortably.*	Infrastructure	12	18.5
	Comparison	5	50

Two factors likely contribute to this: one is the small number of comparison schools in the sample, which may skew results because the variety of schools is slight. Second, schools receiving infrastructure development may be more in need at the outset, such that relative gains are more impressive when compared to their own change over time, rather than to similar schools.

During their visits to the school, the AIR in-country team observed a series of physical environment indicators – many of these reflected Child-Friendly Schools criteria. Among those, in 11% of Infrastructure schools the school structure (roof, walls, etc) were not in functional condition, but among comparison schools 40% were not functional. Similarly, while for 11% of the Infrastructure schools the school physical conditions (paint, maintenance) were not acceptable this was true for 20% of comparison schools. The table below presents the frequency and relative frequency for physical environment indicators. No statistically significant difference was found between comparison schools and schools receiving the Infrastructure Development activities.

Table 4.2: School's Physical Environment

		Nonexistent		Broken		Works but Poorly		Works Properly	
		n	%	n	%	n	%	n	%
School structure condition	Infra	0	0	2	11.1	4	22.2	12	66.7
	Comp	0	0	2	40	0	0	3	60
School physical condition	Infra	1	5.6	1	5.6	7	38.9	9	50
	Comp	0	0	1	20	0	0	4	80
Buildings protect from elements	Infra	0	0	2	11.1	6	33.3	10	55.6
	Comp	0	0	0	0	1	20	4	80

The AIR in-country team also observed a series of water and sanitation indicators. It was found that the majority of schools had regular access to water (94% among Infrastructure schools and 80% among comparison schools); however only a minority had functioning sinks near food preparation (11% among Infrastructure schools and 40% among comparison schools). It was also found that while 72% of schools that received the Infrastructure component had functional toilets, only 40% of comparison schools had functional toilets. Most latrines were private (83% among Infrastructure schools and 80% among comparison schools) and more than half of schools had an adequate number of toilets (61% among Infrastructure schools and 60% among comparison). Though the sample is not representative, it is interesting that this result is somewhat better than the results reported in RALS in 2007.

Regarding the cleanliness of toilets, while 78% of toilets in Infrastructure schools were deemed clean, only 40% of toilets in comparison schools were in similar conditions. The AIR in-country team also observed that the majority of the staff does not wash their hands, providing pupils with a poor example (67% among Infrastructure schools and 60% among comparison schools). It was also found that schools had poor disposal of toilet waste (only 28% of Infrastructure and 20% of comparison schools had some form of sanitary disposal of toilet waste). The differences between intervention and comparison schools were found not to be statistically significant, showing that throughout the sample, schools have many challenges to overcome in accessibility for disabled pupils, infrastructure facilities for sanitation, and knowledge and use of sanitary practices.

The 34 head teachers from schools that received the Infrastructure Development component were queried about constructions or renovations that had happened at their schools since 2006. Among those head teachers, the majority stated that classrooms had been built and repaired along with as built other school buildings. For schools whose head teachers had information dating back to 2006 it was found that new toilets and washrooms were built in almost all schools that benefited from the Infrastructure component. The table below summarizes the frequency and relative frequency for renovations and construction done at schools.

Table 4.3: Constructions and Renovations in the School since 2006

	No Improvement		Improvement		Total	
	Freq.	Percent	Freq.	Percent	Freq.	Percent
Construction of new classroom(s)	4	16.7	20	83.3	24	100.0
Construction of other school building(s)	4	40.0	6	60.0	10	100.0
Construction of latrines, toilets or washroom(s)	1	5.9	16	94.1	17	100.0
Repair of classroom(s)	4	40.0	6	60.0	10	100.0

The scale of infrastructure needs in Southern Sudanese schools is so great that the lack of statistically significant differences in the foregoing discussion is not unexpected – even those schools benefiting from the infrastructure intervention appear to be left with significant needs. However, those receiving sanitation facilities appear to have as much challenge in using those appropriately, such as in cleaning of restrooms and in regular hand washing, as those whose schools were not improved. That finding suggests that some measure of training and follow-up should perhaps be included with infrastructure development interventions in the future.

Targets for school and classroom construction were very ambitious at the outset of the Initiative: 5,000 schools and 40,000 classrooms in the 2006-2007 quantitative LogFrame. However, data gathered by the evaluation team from reports and interviews suggest that fewer than 5% of these numbers have been reached, over four years after those targets were set. Instead, much of the data point to grave challenges with contracting implementers. Chief among these reports are statements indicating that the goals were set so high that tenders favored larger, international contractors were called upon to carry out the work; but that these contractors had the least on-the-ground knowledge of Southern Sudan geography and logistical challenges, causing further delays, cost overruns and underperformance. Some respondents implied that contractors did not meet contract terms and action had to be taken against them.

The degree to which these schools became more "Child-Friendly" as a result of the infrastructure interventions can be viewed from two angles. First, the scale of need is so great that changes in a small number of individual beneficiary schools has a minimal impact on the whole of the educational system in Southern Sudan. Meeting those impressive targets would have gone a long way toward making such a systemic impact, but that has not been possible in the first years of the GtS Initiative. Second, from the perspective of the individual school, the changes appear to be very important. This can be seen in the following illustrative quotes from a question to head teachers about the benefits received from construction or renovation projects:

Table 4.4: A selection of head teacher responses regarding benefits of infrastructure projects

Quote	Site
"[We got] accessibility to pit latrines and greater security."	Warrap State
"[It gave us] protection from rains, [and] prevention of obstruction during the teaching learning environment."	Lakes State
"New classrooms improved health and teaching."	Northern Bahr El Ghazal
"[It] created a conducive learning environment."	Unity State

Importantly, several head teachers reported that infrastructure had improved access for pupils, either by building schools closer to their homes, or by creating an inviting environment that brought more pupils into the school: "It attracted many children to come," said a head teacher in Northern Bahr El Ghazal, and in Eastern Equatoria, another said, "It encouraged more pupils to join the school." In Central Equatoria another head teacher cited concrete numbers: "it brings a good enrolment of the learners from 300 to 700." Such comments were the most common theme among the respondents, with 9 of 63 head teachers (or 14.3%) expressing specifically that they had seen an increase in enrolment as a result.

Teachers trained – Fast Track Teacher Training (FTTT)

Funded by UNICEF since 2007, the Fast-Track Teacher Training Programme (FTTT) introduces active learning techniques to teacher trainees in Southern Sudan. The FTTT component was present in 29 of the 66 schools sampled for this study. All schools that received the FTTT component also received

another component of the Go to School Initiative. For this component, the key questions are, Are teachers trained? If so, what are the results in classrooms?

Active learning refers to a basket of varying techniques and a generally pupil-centered focus of teaching. Teachers might use more project-based work, projects or activities in pairs or small groups as ways to engage pupils more fully. "Talking walls" is one method often taught to teachers, as are techniques like encouraging pupils to ask questions of their own, providing regular assessment, and using positive corrective feedback. Rather than "chalk and talk" teaching methods, teachers more often engage children to be involved, relate lessons to everyday life, and move through the classroom to observe pupil work. They are more likely to know pupils' names and where they sit, because instead of lecturing for the whole class period to a solid block of pupils, they are trying to understand better how to provide the next step in learning for each child in their charge. Children in these kinds of classrooms often show greater engagement – more discussion, question formation, participation and activity related to time on task. Acquiring and using active learning pedagogy takes time for a teacher to undertake, in part because the method represents a sea change from traditional teaching methods. The instruments for the evaluation were coordinated with the Fast Track Teacher Training Guide and Curriculum presented by UNICEF to the evaluation team.[10] In this way it was ascertained that the items used would reflect what teachers were supposed to have learned.

Fifty-six teachers trained by FTTT were interviewed and observed, along with 12 from comparison schools. Five teachers from FTTT schools and three teachers from comparison schools were female. This difference was not statistically significant, meaning that the presence of female teachers did not affect the likelihood of the school receiving the FTTT component. Proportionally, there were far more female teachers at comparison schools (25%) than at FTTT schools (8.9%).

The vast majority of teachers had received training since 2006, including those who did not attend FTTT or other GtS training. This confounds responses considerably, as similar (but non-GtS) training can produce similar results in the comparison school teachers.

A total of 56 classes were observed in schools that received the FTTT programme, while 10 classes were observed in comparison schools. In order to assess changes due to training in active learning, an index was created based on 23 best practices. Although we found no statistically significant difference on the average number of best practices used by teachers from FTTT and comparison schools, it is noteworthy that the average teacher uses a little more than half of the best practices encouraged by UNICEF, whether at FTTT or comparison schools. The list with these best practices can be found in the Instrument Appendix, on page one of the Classroom Observation Protocol. The table below presents the average and standard deviation for total best practices used in FTTT-multi component and comparison schools.

Table 4.5: Best Practices

	FTTT-multi		Comparison		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Best Practices	14.786	3.452	14.4	4.477	0.311	0.757

mean FTTT-multi component (N = 56) = mean Comparison (N = 10)

Pupil engagement in the classroom was measured during classroom observation. Two pupils were selected at random in each classroom and observed, at six timed moments during the lesson. The proportion of non-engaged behavior was then calculated for each pupil. Values for non-engaged

[10] Internal document, 2006. "Fast Track Syllabus and Guide Master 18.12.06" provided by UNICEF Southern Sudan.

behavior were based on the pupil not interacting with either other pupils or the teacher. It was found that while the average pupil observed in the FTTT schools spent 27% of their time not interacting with the rest of the class, the average pupil in the comparison schools spent only 2.5% of their time not interacting with the rest of the class. This difference was found to be statistically significant. There are many possible reasons behind this finding, such as the small size of the comparison group, teachers not yet mastering the new skills of their training, or certain schools identified with greater need for the intervention (and thus a longer learning curve.) The intervention might be too short – not enough hours, or not over a sufficient period of time – or the comparison teachers may well be receiving similar training. Either way, the finding suggests that the FTTT might focus more on classroom dynamics. The table below presents the average and standard deviation for proportion of non-engaged behavior in FTTT-multi component and in comparison schools. Note that standard deviation is also higher for FTTT schools; this means that the range of non-engagement was great. In one FTTT classroom, non-engagement could be very low and in the classroom next door or in the next town, it could be very high.

Table 4.6: Pupil Engagement

	FTTT		Comparison		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Pupil non-engagement	0.271	0.274	0.025	0.018	3.968	0.000

mean FTTT-multi component (N = 107) = mean Comparison (N = 20)

During school visits, the AIR in-country team recorded whether the school walls were "talking", that is, whether the walls showed posters, pupil work or art projects. For most schools there were few posters, pupil work or art projects on the walls. The small difference in the proportion of schools with talking walls was not statistically significant.

A total of 234 pupils were interviewed by the AIR in-country teams. Up to five pupils were interviewed from each school. Out of the 234 pupils interviewed, 99 were from FTTT and 22 were from comparison schools. Although for both FTTT and comparison schools the majority of pupils said that the teacher knew their names, this was more prevalent among pupils in FTTT schools. The 24 percentage-point difference signals that a higher proportion of pupils in FTTT feel that the teachers care enough about them to identify who they are and this difference was statistically significant. The table below presents the frequency and relative frequency of pupils who answered that their teacher knew their name.

Table 4.7: Teacher Knows Pupils' Names

	Teacher Knows my Name		Total	
	Freq	Percent	Freq	Percent
FTTT-multi	79	84.0	94	100.0
Comparison	12	60.0	20	100.0

Pearson chi2(1) = 5.9191 Pr = 0.015

Although a higher proportion of pupils in FTTT schools stated that the teacher would note their absence, this difference was not statistically significant. When the pupils were asked how they knew the teacher would notice their absence, most of the teachers in comparison schools mentioned that the teacher did roll calls, read the register or simply counted the number of pupils in the class. Pupils in FTTT schools, however, mentioned a different reason. Most of their reasons involved a variation of the statement "the teacher knows us, so if we are not there he would know." This suggests that pupils feel that teachers in FTTT schools have a more personal relationship with them, than the relationships found in comparison schools. The table below shows the frequency and relative

frequency of pupils that felt the teacher would notice their absence for FTTT-multi component and comparison schools.

Table 4.8: Teacher Notices Pupil Absence

	Teacher Notes Absence		Total	
	Freq	Percent	Freq	Percent
FTTT-multi	54	59.3	91	100.0
Comparison	9	52.9	17	100.0

Pearson chi2(1) = 0.2414 Pr = 0.623

More pupils from comparison schools stated that the teacher asked them to work either in small groups or with only one other pupil in an assignment, while the majority of pupils in FTTT schools stated that the teacher rarely asked them to do so. The differences among pupils in FTTT and comparison schools were not statistically significant, however. The tables below depict the distribution of pupils that said the teacher asked them to work on shared assignment with other pupils.

Table 4.9: Teacher Asks to Work in Small Groups

	Does Not Work in Small Groups		Work in Small Groups		Work with One Peer	
	Freq	Percent	Freq	Percent	Freq	Percent
FTTT-multi	60	61.9	37	38.1	44	45.8
Comparison	9	42.9	12	57.1	24	63.6

Pearson chi2(1) = 2.5661 Pr = 0.109

Similarly, in active learning, teachers are taught to relate lessons to pupils' everyday life, to stimulate their engagement with the material and lessons. Almost the same proportion of pupils in FTTT and comparison schools acknowledged that the teacher relates the lessons to everyday life. This might indicate that the FTTT component is not providing teachers with insights about how to make the content of the lessons more relevant for pupils, or that other teacher training does so as well.

Discipline in an active learning classroom should include more corrective behavior and suggestions for improvement, using discipline to take advantage of teachable moments. Pupils were asked about what the teachers usually do to ensure discipline inside the classroom, and the alternatives were not mutually exclusive, so they could pick more than one. For both FTTT and comparison schools, the most common form of punishment was the use of physical punishment, with more than three quarters of pupils mentioning this type of punishment.

It is hoped that teachers trained in active learning methods will get better results from pupils in academic subjects. In order to calculate pupils' reading fluency, pupil interviews included a request to read a 155-word written passage. Only those pupils that read at least 45 words in one minute with at least 95 percent accuracy were considered as being fluent readers. While only 47.6% of the pupils in comparison schools were able to do so, 88.9% of those in FTTT schools were considered fluent readers. The 41.3 percentage point difference was statistically significant. This indicates that pupils in FTTT schools have more advanced reading skills than those in the comparison schools. The table below presents the average and standard deviation for reading fluency in FTTT-multi component and comparison schools.

Table 4.10: Reading Fluency

	FTTT		Comparison		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Reading Performance	0.889	0.316	0.476	0.512	4.632	0.000

mean FTTT-multi component (N = 81) = mean Comparison (N = 21)

Pupils were also requested to solve a six-question mathematics test. The average result for pupils in FTTT and comparison schools was above 50 percent (three correct answers out of six). The average grade for pupils in comparison schools was slightly above the average grade for those in FTTT schools; however, this difference was not statistically significant. The table below shows the average and standard deviation for the math exams in FTTT-multi component and comparison schools.

Table 4.11: Performance on Math Exam

	FTTT		Comparison		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Mathematics Exam	3.827	1.642	4.056	1.765	-0.527	0.600

mean FTTT-multi component (N = 81) = mean Comparison (N = 18)

Head teachers were also queried about the teaching skills that they observed being used by the teachers that participated in teacher training programmes. The majority of headmasters saw an increase in the use of teaching skills, such as lesson planning, classroom management, assessment, active learning methods, and use of learning materials, following their teachers' participation in the teacher training programme. However, there was no statistically significant difference in teaching skills between FTTT-multi component and comparison schools. The table below summarizes the relative frequencies and frequencies for the five teaching skills inquired by the AIR in-country team to the school's head teacher.

Table 4.12: Teachers' Observed Teaching Skills according to Headmaster

	FTTT			Comparison		
Discipline Categories	Freq	Percent	N	Freq	Percent	N
Planning lessons	16	88.9	18	5	100.0	5
Classroom management	12	66.7	18	5	100.0	5
Pupil assessment/continuous assessment	14	82.4	17	5	100.0	5
Active learning methods	14	77.8	18	4	80.0	5
Using learning materials	14	82.4	17	5	100.0	5

(*) significant at $p \leq .05$

The chief differences, then, between teachers trained in the FTTT programme and the comparison school teachers was that the former had statistically better outcomes in the literacy test, knowing individual pupils and monitoring their attendance. Though these are not unimportant measures, the variety of other measures in which comparison teachers did as well or better than those in Fast Track indicates that the FTTT teachers do not have a significant edge over their peers. As noted, however, this could have various explanations.

Teachers trained – English language training (ELT)

Funded by UNICEF since 2007, the Intensive English language courses provide teachers with the chance to improve their understanding and use of English language in teaching. It has been very popular, even "oversubscribed" by teachers eager to learn these new skills. The English language

component was present in 46 of the 66 schools sampled. A total of 44 of schools that received the English Language component also received another component of the Go to School Initiative. Only two schools received this component alone.

The AIR in-country team observed 87 classes in schools that received the English Language programme and 10 classes in comparison schools. In order to assess changes due to the intensive English language training, the language used by the teacher during the classroom observation was noted. It was found that while almost all teachers in schools that received the English Language component taught in English, only a majority of teachers in comparison schools did so. The difference was found to be statistically significant. The table below presents the frequency and relative frequency for classes taught in English in schools that received the English Language component and comparison schools. Teachers with English language training were more likely to use English to present their lessons.

Table 4.13: Class taught in English

	English		Arabic	
	Freq	Percent	Freq	Percent
English Lang-multi	78	96.3	3	3.7
Comparison	8	80.0	2	20.0

Pearson chi2(1) = 4.5524 Pr = 0.033

The language used by pupils was measured on the Pupil Observation protocol, which calls for six observation moments during the class lesson. The proportion of times English was used was then calculated for each pupil. It was found that while the average pupil observed in the schools that received the Intensive English Language component spoke in English 41% of the time, the average pupil in the comparison schools interacted in English in 69% of their time. This difference was found to be statistically significant. This finding, in addition to the finding that teachers are more likely to speak in English in schools that received the Intensive English Language component, suggests that while the English language component might increase the use of the English by the teachers, this programme is perhaps targeted at schools that have below -average use of the English language.

Supervision

Teacher supervision (including in-school supervision by a head teacher or senior teacher) is part of ongoing quality monitoring. Supervision and follow-up also indicate the degree of institutionalization of teaching norms and standards, and a culture of teacher professional development, within the MoE. Evaluators heard repeatedly that teacher education and supervision should be key elements of GtS and MoE priorities. The evaluation team examined both qualitative and quantitative measures of supervisory practices.

A total of 57 head teachers from GTS-multi component schools and six head teachers from comparison schools were interviewed by the AIR in-country team. Topics of interest relating to supervision included record-keeping, head teacher training, and supervisory practice and value. Head teachers were asked about records kept in the school on pupils and teachers. While pupil and teacher attendance were the most frequently kept records cited by head teachers, pupils' retention data was least frequently kept. More than half kept data on pupil dropout, promotion, health, and on teacher performance. Nearly all kept data on pupil assessments. But this was true for both treatment and comparison groups, and there were no statistically significant differences between the groups.

The majority of the head teachers in either GtS or comparison schools affirmed that they received specific training about being a head teacher, which they said helped improve their managerial skills as well as their ability to monitor their teachers. The table below cites some of their statements to that effect. Since both treatment and comparison head teachers received training in equal measure, responses from both are included here.

Table 4.14: Head teachers' Opinions about the Effect of Training on Management and Teacher Monitoring

School type	Statement
Comparison	[Training] helped the managing of the school in general. Teachers, pupils can now write a report. The school records are kept correctly.
Comparison	I can be able to organize the teachers and give them assignment according to their qualification.
GTS	Improvement on time management and recording system of activities on teachers and pupil.
GTS	Able to mobilize the community members to build grass thatched classes and putting up semi-permanent classrooms.
GTS	Improve on English language in general and Methodology of teaching in school. Able now to check on teachers very well unlike before.
Comparison	Learnt to assess the teachers through the performance of learners, assess their attendance by checking their lessons plan.
Comparison	Delegate the activities to the teachers.
GTS	Through the training, I am now able to monitor and evaluate the school in general.
GTS	Now I do check their [teachers'] scheme of work, lessons.

The majority of the head teachers affirmed that the school received supervisory or inspection visits from the payam, county or state more than once per year. Inspection visits were as frequent whether the school had had GTS components or not. The table below shows the count and percentage for how frequent the school was visited.

Table 4.15: Frequency Schools Receive Inspection Visit

	Never		Less Than Once		About Once		More Than Once		Total	
	Freq	Percent	Freq	Percent	Freq	Percent	Freq	Percent	Freq	Percent
GTS-multi	8	15.7	4	7.8	6	11.8	33	64.7	51	100.0
Comparison	0	0.0	1	20.0	0	0.0	4	80.0	5	100.0

Pearson chi2(1) = 1.0377 Pr = 0.308

The head teachers were also asked about what inspectors usually did during their visits. On the one hand, while the majority of head teachers from GTS-multi component schools said the visitor usually observed classes, only a minority among the head teachers from comparison schools reported the same. On the other hand, while just a minority of head teachers from GTS-multi component schools reported that the visitor would provide training to the head teacher and other members of the staff, the majority of head teachers from comparison schools reported such training. These differences were statistically significant. The table below summarizes the count and percentage for supervisory activities during visits.

Table 4.16: Supervisors' Attitudes during School Visit

		No		Yes	
		Freq	Percent	Freq	Percent
The visitor observes some classes in the school[Ŧ]	GTS	13	24.5	40	75.5
	Comp	3	60.0	2	40.0
The visitor observes all classes in the school	GTS	13	24.5	40	75.5
	Comp	2	50.0	2	50.0
The visitor discusses my teachers' performance with me	GTS	12	25.0	36	75.0
	Comp	2	40.0	3	60.0
The visitor discusses my performance with me	GTS	21	45.7	25	54.3
	Comp	2	40.0	3	60.0
The visitor provides training to my teachers	GTS	34	85.0	6	15.0
	Comp	3	60.0	2	40.0
The visitor provides training to me*	GTS	36	92.3	3	7.7
	Comp	3	60.0	2	40.0
The visitor provides training to others*	GTS	36	92.3	3	7.7
	Comp	3	60.0	2	40.0

(Ŧ) marginally significant at p ≤ .1

(*) significant at p ≤ .05

The majority of head teachers from both GTS and comparison schools stated that the visits from supervisors from the payam, county or state were helpful. Teachers were also queried about the usefulness of the inspection visits. A total of 113 teachers from GTS-multi component schools and 12 teachers from comparison schools were interviewed. A higher proportion of teachers from GTS schools thought these visits were helpful, and this result was statistically significant. The responses are shown in the table below; nearly a quarter of all teachers found the visits unhelpful

Table 4.17: Usefulness of Supervisor's Visits according to the Teacher

	Inspection Visits Don't Help		Inspection Visits Help		Don't Know		Total	
	Freq	Percent	Freq	Percent	Freq	Percent	Freq	Percent
GTS-multi	22	23.9	68	73.9	2	2.2	92	100.0
Comparison	2	22.2	5	55.6	2	22.2	9	100.0

Pearson chi2(3) = 8.8988 Pr = 0.031

The majority of head teachers and teachers mentioned that the visits from supervisors are important. Teachers tended to be more negative than head teachers, however. Below follows a selection of statements given by head teachers and teachers from GTS-multi component and from comparison schools. As the majority of both treatment and comparison respondents found the visits helpful, quotes from both are included here.

Table 4.18: Head teachers' and Teachers' Opinions about the Visits

School Component	Position	Statement
Comparison	Head teacher	[Visitors] encourage teachers and give correction to improve performance of the school.
Comparison	Teacher	[Visitors come] to verify if teachers are doing their job description in a professional manner
Comparison	Teacher	The visitors do not know what they are doing
GTS-multi	Head teacher	[Visitors] check on quality of teaching and follow up on teachers attendance
GTS-multi	Head teacher	[Visitors] encourage teachers to teach well
GTS-multi	Head teacher	[Visitors] tell our problem to the government and development parties
GTS-multi	Head teacher	Those [visitors'] who come don't provide way forward for improving the school.
GTS-multi	Teacher	They [visitors] come and teach us how to go with the scheme of work, and provide guidance
GTS-multi	Teacher	Mostly they [visitors] come talk things with head master or do some observation in class and they go with achieving nothing

Supervision is helpful for more than three quarters of teachers, with qualitative data suggesting the kinds of help that are valued. For the remainder of teachers, it may be possible to improve supervision. Head teachers can be part of the solution, as their training helps them feel more confident about the supervision they provide. In record-keeping, head teachers show commitment to standardization and systematization of pupil data, which provides the potential for using those data to improve instruction. However, it would seem that whether head teachers training came from GtS or not, the lessons imparted are shared with those from non-GtS schools.

Distribution of learning materials

Between 2006 and 2008, UNICEF distributed education, teacher and pupil kits to schools all across Southern Sudan. The materials were present in 46 of the 66 schools sampled, most of which also received another component of the Go to School Initiative. Only two schools received this component alone. Eighteen others that ought to have received the materials did not have these present, and also had no other intervention from GtS. This may reflect remoteness from a central location or other logistical challenge to arrive.

AIR in-country team observed 114 classes in schools that received some of the Go to School component in addition to the Material Distribution component and 10 classes in comparison schools, that is, schools that only received the material distribution component. The number of materials in GTS and comparison classes was not statistically different. Both GTS and comparison schools had a high standard deviation, indicating that the number of materials varied greatly among schools. The table below shows average and standard deviation for materials distribution for GTS and Materials Distribution-only schools.

Table 4.19: Materials Distribution among GTS schools

	GTS		Materials Distribution only		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Total Number of Materials	11.640	22.825	14.900	18.604	-0.438	0.662

mean GTS-multi component (N = 114) = mean Material Distribution only (N = 10)

While the average rural class had 15 materials, the average urban class had 10 materials visible in class. However, this difference was not statistically significant. The high standard deviation implies a

high variance on the number of materials within rural and urban schools. The table below shows average and standard deviation for materials distribution for rural and urban schools.

Table 4.20: Material Distribution in Rural and Urban Schools

	Rural		Urban		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Total Number of Materials	15.481	25.277	10.254	21.283	1.192	0.236

mean Rural (N = 54) = mean Urban (N = 59)

It is noteworthy that certain states consistently had classes with more materials than other states. While classes in Equatoria (Eastern, Central and Western) and in Upper Nile on average had five or fewer materials, classes in Unity, Lakes, Jonglei and Nothern Bahr El Ghazal on average had 20 or more materials. Classes in Warrap and Western Bahr El Ghazal stayed between these two extremes with an average of 10 materials per class each. The table below summarizes the average materials distribution for each state.

Table 4.21: Materials Distribution per state

States	**Average**	**Standard Deviation**
Total	12	23
Eastern Equatoria	2	4
Central Equatoria	3	4
Upper Nile	5	9
Western Equatoria	5	5
Warrap	10	15
Western Bahr El Ghazal	10	13
Unity	20	24
Lakes	21	33
Jonglei	24	23
Northern Bahr El Ghazal	28	45

The presence of materials in class presents opportunities for learning that are crucial for active learning, literacy, and pupils' exposure to media. It is worth noting that other countries where this instrument has been used have found far fewer materials in classrooms in other countries. That suggests greater success of materials distribution in the very challenging Southern Sudanese environment, than has been achieved in locations with less daunting obstacles to distribution. Teachers must also use the materials well, and with the average numbers of materials in these classes (and a pupil-teacher ratio in the study of approximately 55:1) pupils would have to share materials. However, when teachers understand how to get the materials into pupils' hands, pull language and other lessons from various types of texts, and help to engage pupils by other such active learning methods, learning materials can be powerful instruments.

New curricula

One activity undertaken with GtS funding was to develop and deploy new, Southern Sudanese curricula for all primary grades. The new curricula are in English, the official language of Southern Sudan. This represents a departure from the former national curricula issued from Khartoum, in Arabic, as well as from curricula of neighboring countries which were at times employed in Sudan's border areas or in schools attended by Sudanese refugees in those countries. The MoE developed the new curricula through an iterative process involving multiple stakeholders with the intent to

bring in distinctly Southern Sudanese priorities, competencies, and educational planning. Distribution of the new curricula and assisting teachers and head teachers to put them to use brought a further set of challenges.

Head teachers were asked whether teachers were using the new GoSS curricula. The majority of the head teachers reported having received the new curricula, and also stated that teachers were using the new curricula. This was true across all schools in the sample.

Of teachers interviewed, more of those in GTS-multi component schools than in comparison schools use the new GoSS curriculum. This difference was marginally significant. The table below shows the proportion of teachers that stated that they received the new curriculum and the proportion that stated that they use the curriculum.

Table 4.22: Proportion of Teachers that Received and Uses new Curricula

		No		Yes		Total	
		Freq	Percent	Freq	Percent	Freq	Percent
Has the curriculum?	GTS	20	18.5	88	81.5	108	100.0
	Comp	2	16.7	10	83.3	12	100.0
Is using the curriculum?$^{\mp}$	GTS	4	4.3	88	95.7	92	100.0
	Comp	2	18.2	9	81.8	11	100.0

($^{\mp}$) marginally significant at $p \leq .1$

The majority of teachers in GTS and comparison schools affirmed that they were provided with these effective curricular materials to guide their teaching. No statistically significant difference was found. This common use of the new curriculum is corroborated by the high level of English language use in classrooms among English-language trainees and other teachers, from findings presented above.

Life skills learning and GEM implementation

Funded by UNICEF since 2007, the Girls' Education Movement (GEM) aims at training teachers and volunteers as facilitators for the formation of participatory, child-centered GEM clubs. The objective of these clubs is to increase school enrolment by having the pupils themselves doing outreach to other school-age children.

The evaluation team interviewed 23 head teachers from among 25 GEM schools and 6 head teachers from comparison schools. The proportion of female pupils out of total pupils in the average GEM school was not different than that of the average comparison school. The table below presents the average and standard deviation for proportion of female pupils in GEM and comparison schools.

Table 4.23: Proportion of Female Pupils

	GEM		Comparison		Test of Equal Means	
	Mean	SD	Mean	SD	t test	Prob
Proportion of Girls	0.429	0.241	0.465	0.060	-0.328	0.746

mean FTTT-multi component (N = 22) = mean Comparison (N = 5)

The head teachers were also asked to estimate how many pupils were enrolled due to outreach done by other pupils. In the average comparison schools, the head teachers estimated that up to 15 pupils might be enrolled due to the involvement by other pupils, the majority of these new attendees being boys. In the GEM schools, it was found that on average, more girls than boys were brought to school due to the involvement of other pupils. It was also found that the difference

between the average number of girls brought to school in GEM schools (39 girls) and comparison schools (10 girls) was statistically significant. The difference in the average number of pupils brought to school due to the action of other pupils was higher in schools with the GEM component (52 pupils) than in comparison schools (15 pupils), and this difference was marginally significant. It is important to highlight that the standard deviation suggests that there is great variability between schools concerning pupils brought to school due to the action of other pupils; that is, school-specific characteristics might greatly impact the effectiveness and motivation of pupils to reach out to other boys and girls who are not attending school. Nevertheless the results show a positive trend that is statistically significant.

Table 4.24: Pupils brought to School due to Outreach done by Other Pupils

	GEM-multi			Comparison			Test of Equal Means	
	Mean	SD	N	Mean	SD	N	t test	Prob
Boys in School due to pupils	31.235	39.182	17	20.000	26.458	3	0.625	0.568
Girls in School due to pupils	39.176	51.441	17	10.000	10.000	3	2.122	0.049
Total in School due to pupils	52.043	80.667	23	15.000	25.100	6	1.881	0.071

The AIR in-country team also asked head teachers whether they thought girls and boys were sent to school equally. While more than half of the head teachers in GEM schools thought girls were less likely to be sent to school than boys, all head teachers in comparison schools thought that boys and girls had the same likelihood of attending school. The difference was statistically significant. This might reflect either greater awareness by GEM school head teachers on the educational barriers faced by girls or that the GEM-component has been implemented in areas where girls face more constraints to attending school.

Head teachers that thought girls were not equally sent to school were then asked about why they thought that was the case. A common explanation given by the head teachers from GEM schools was that they thought the community was not aware of the importance of educating girls. Other reasons included girls being perceived as a future source of wealth and that it was more important to train girls to become good wives. The table below summarizes the relative frequencies and frequencies for head teachers' perception of the community's attitude toward sending girls to school.

Table 4.25: Community Attitude Toward Sending Girls to School according to Head teacher, Teacher

	Not Equally Sent		Equally Sent		Total	
	Freq	Percent	Freq	Percent	Freq	Percent
GEM Head teachers	12	54.5	10	45.5	22	100.0
Comparison	0	0.0	5	100.0	5	100.0

Pearson chi2(1) = 4.9091 Pr = 0.027

	Not Equally Sent		Equally Sent		Total	
	Freq	Percent	Freq	Percent	Freq	Percent
GEM Teachers	13	31.0	29	69.0	42	100.0
Comparison	0	0.0	11	100.0	11	100.0

Pearson chi2(1) = 4.5113 Pr = 0.034

The same question regarding community support for girls' education was asked of teachers. A total of 44 teachers from GEM-schools and 12 from comparison schools were interviewed. The same result found among head teachers was found among teachers. A greater proportion of teachers in GEM schools thought girls were not equally sent to school, while most teachers in comparison schools thought girls were equally sent to school. This difference was statistically significant. The

teachers said parents were less likely to send girls to school because it "spoiled" the girls, or that that girls should stay at home to learn how to cook, or that girls were more productive at home helping to take care of the house.

Teachers were also asked about whether they thought boys and girls had equal opportunities to succeed in school. The overwhelming majority of teachers in GEM and comparison schools thought that gender did not influence academic success in their school—thus, there was not a statistically significance difference between the opinions of those in GEM and comparison schools.

A total of 72 pupils interviewed were from GEM schools, while 22 pupils were from comparison schools. Pupils and teachers were asked to describe GEM. Below follows a selection of answers given by teachers, pupils in GEM clubs and pupils in schools without GEM clubs.

Table 4.26: GEM according to Teachers and Pupils

Teachers	Pupils
All girls come twice a week and some activities like singing, dancing are also included	We talk to [other children] about their health and some changes that may occur.
The girls do debates, athletics, so there is no drop-out of school	We talk about the importance of education to [other children]
The club participates in sports activities	The school gave us soaps and some necessary things that help during periods and teach us about some changes that may occur in our bodies
[GEM] gives advice; how they can maintain themselves in school	Training should be done to all teachers
[GEM] guides girls in life, [it helps them] to take education seriously	They [school] just call girls not boys. We don't know what they are talking about [boy non-GEM respondent]
[GEM] mobilizes the boys and girls to Go to School	Training in sports activities. They play. They have their meetings [boy non-GEM respondent]
They talk about the importance of education to girls	Distribution of soaps to wash hands after visiting toilets [boy non-GEM respondent]
Poor attendance [to GEM}; there is no tangible effect seen	Play African traditional dancers [girl non-GEM respondent]

Teachers in all schools agreed that all children can succeed, and feel that one of the main obstacles is parents' opinions about the value of girls' education. With the advent of GEM clubs, pupils are asked to recruit out of school youth to come to school, and there are strong indicators of success. It may be that the pupils' generation is more ready to accept new roles for girls and women than are their parents.

PTA and SMC training activities

The Parent Teacher Association training (PTA), also known as School Management Committees (SMC), aims at increasing the involvement of the community with the school. The PTA component was present in 55 of the 66 schools sampled for this study. While 50 schools that received the PTA component also received another component of the Go to School Initiative, five schools received only the PTA component.

A total of 49 head teachers from PTA-multi component schools and five head teachers from PTA-only schools were interviewed by AIR in-country team. The head teachers were asked whether they thought the parents were involved enough with the school. The majority of the head teachers felt that parents should be more involved with the schools, whether there was a PTA/SMC or not. Fewer than a quarter of head teachers felt that parental involvement was sufficient.

Head teachers were also asked what percentage of school parents they thought participated in school. The average estimate by head teachers from comparison schools was that up to 76% of the parents participated in school activities. This perception was lower among head teachers from PTA schools perhaps indicating that PTA training components are being implemented in schools where parental involvement is much lower or it might indicate that the head teachers had higher expectations for parental involvement after the PTA training.

Table 4.27: Proportion of Parental Involvement according to the Head teacher

	PTA-only			PTA-multi			Comparison			Test of Equal Means	
	Mean	SD	N	Mean	SD	N	Mean	SD	N	t test	Prob
% Parents Involved	50.00	35.88	5	36.37	30.03	4	75.75	11.47	4	*below*	*below*
	0	2		2	6	3	0	1			
Test of Equal Means: PTA-only and Comparison										-1.364	0.215
Test of Equal Means: PTA-multi and Comparison										-2.583	0.013

The evaluation team asked how many people have been trained to participate in a PTA. The average number of people getting trained to participate in PTAs were the roughly the same in PTA and comparison schools. This finding suggests that the PTA training programme is either not fully implemented in several schools, or it is not being fully embraced by the schools' administration, or PTAs are growing through means other than GtS. Similarly, nearly all schools had plans for development, not solely those with PTAs. The table below shows the mean and standard deviation for number of people trained by the school to participate in the PTA.

Table 4.28: People Trained to Join PTA

	PTA-only			PTA-multi			Comparison			Test of Equal Means	
	Mean	SD	N	Mean	SD	N	Mean	SD	N	t test	Prob
# Trained on PTA	1.200	0.447	5	1.660	0.479	47	1.600	0.548	5	*below*	*below*
Test of Equal Means: PTA-only and Comparison										-1.265	0.242
Test of Equal Means: PTA-multi and Comparison										-0.261	0.795

The presence of PTAs in the sampled schools was high; even so, head teachers felt that parents were not as involved as they would have liked. However, they do tend to have plans for school development and they do tend to receive training. It would appear that PTAs in general, and those formed as part of GtS, have not reached their goal of increased parental involvement, but the data are not strong enough to say for certain.

Child Friendly Schools Criteria – CFS

A total of 38 GTS-multi component schools and five comparison schools were observed by the AIR in-country team. With respect to the Child-Friendly Schools criteria, results were mixed about how well these schools had been able to comply with the criteria after GtS interventions. Some results, however, are quite positive.

It was found that only a minority of GTS component and comparison schools were fenced off from roads and other hazards. Furthermore, only a minority of schools kept its grounds free of unwanted animals and animal waste. The main difference between GTS schools and comparison schools was that while nearly two-thirds of GTS schools (65.8%) had a protected water source, only 40 percent of the comparison schools had a functional water protection system. The difference was not statistically significant, likely because of sample size.

The inclusiveness of the school was also captured by the evaluation instruments. It was found that a greater percentage of GTS schools were friendly toward pupils with physical disabilities, and they also did not segregate pupils according to cultural or social background, while the majority of comparison schools did segregate. The differences, however, were not statistically significant. The table below summarizes the frequency and relative frequency to a series of inclusiveness indicators.

Table 4.29: School Inclusiveness

		True		Total	
		n	%	N	%
Buildings and classrooms are accessible to pupils with physical disabilities.	GTS	28	73.7	38	100.0
	Comp	3	60.0	5	100.0
Pupils with disabilities are grouped with non-disabled pupils.	GTS	27	71.1	38	100.0
	Comp	5	100.0	5	100.0
Pupils are not separated into different groups for instruction or school activities based on cultural or social background.	GTS	23	60.5	38	100.0
	Comp	2	40.0	5	100.0

The safety of the pupils in attending the school was captured by a series of indicators. Around half of the schools sampled had instruments of corporal punishment in view. Only a minority of schools kept stocks of first aid kits. In most schools the pupils were within sight or hearing of school personnel all times. The main differences between GTS and comparison schools was that GtS schools had a higher percentage of older pupils with unsupervised access to younger pupils and a higher proportion of comparison schools kept toxic materials inaccessible to pupils. These differences were marginally significant. The table below summarizes the frequency and relative frequency for the safety indicators.

Table 4.30: School Safety

		Not true		True		Total	
		N	%	n	%	N	%
Pupils are within sight or hearing of school staff at all times except for brief periods (e.g., using latrine).	GTS	10	26.3	28	73.7	38	100.0
	Comp	0	0.0	5	100.0	5	100.0
Older pupils do not have unsupervised access to younger pupils while on school grounds.[Ŧ]	GTS	24	63.2	14	36.8	38	100.0
	Comp	5	100.0	0	0.0	5	100.0
Instruments for corporal punishment are not in view.	GTS	17	48.6	18	51.4	35	100.0
	Comp	3	60.0	2	40.0	5	100.0
Toxic materials (e.g., cleaners) are kept inaccessible to pupils at all times. [Ŧ]	GTS	29	76.3	9	23.7	38	100.0
	Comp	2	40.0	3	60.0	5	100.0
The school keeps a stocked first aid kit accessible at all times.	GTS	35	92.1	3	7.9	38	100.0
	Comp	4	80.0	1	20.0	5	100.0

([Ŧ]) marginally significant at $p \leq .1$

According to head teachers, male children that were internally displaced or returnees were more likely to attend schools than female children. The number of internally displaced pupils in comparison schools was found to be much higher than in schools that receive at least one of the GTS components, and this was statistically significant for boys. On the other hand, GTS schools on average received more pupils than comparison schools, though this was not statistically significant.

The table below summarizes the average and standard deviation for pupils that are orphaned, internally displaced, returnees, disabled and victims of violence.

Table 4.31: Pupils' Profile

		GTS			Comparison			Test of Equal Means	
		Mean	SD	N	Mean	SD	N	t test	Prob
Orphaned	Female	17.491	29.071	53	15.000	5.916	5	0.190	0.850
	Male	28.472	50.067	53	13.000	12.903	5	0.684	0.497
Internally displaced	Female	7.558	28.038	52	31.600	66.278	5	-1.586	0.119
	Male	14.962	36.598	52	74.400	154.243	5	-2.328	0.024
Returnees	Female	24.623	67.625	53	30.800	30.768	5	-0.201	0.841
	Male	31.396	64.675	53	40.000	46.481	5	-0.289	0.773
Disabled	Female	5.765	18.552	51	2.400	1.817	5	0.402	0.689
	Male	6.808	16.295	52	5.000	5.788	5	0.245	0.807
Victims of violence	Female	0.040	0.283	50	0.000	0.000	4	0.280	0.780
	Male	0.180	0.800	50	0.000	0.000	4	0.446	0.657

These figures indicate a great need for Child-Friendly Schools characteristics, such as training for teachers in psycho-social counseling. However, only a minority of the schools sampled provided either psychological or emotional help according to the head teachers of GTS and comparison schools. The table below shows the frequency and relative frequency for the schools that provided psychological or emotional support.

Table 4.32: School Provides Psychological or Emotional Support

	Does Not Provide Psychological Help		Provides Psychological Help		Don't Know		Total	
	Freq	%	Freq	%	Freq	%	Freq	%
GTS	40	75.5	10	18.9	3	5.7	53	100.0
Comparison	3	75.0	1	25.0	0	0.0	4	100.0

Pearson chi2(2) = 0.2990 Pr = 0.861

Where schools did provide psychological or emotional support, head teachers were asked to describe it. The table below shows a selection of descriptions given by head teachers.

Table 4.33: Head Teachers' Description of the Psychological Support Given at the School

School Component	Statement
Comparison	Pupils are provided with incentives, like clothes, food, and encouraged to become self-reliant
Comparison	We don't have fully skilled person in school [to provide this support]; we adapt
GTS	We tell them story about some event so that they can relate to it
GTS	Guidance and counseling activities are given to the affected children
GTS	Advisors give advice to community members

Head teachers from GTS and comparison schools were asked whether their schools served different ethnic groups, and most reported that they did. They were also asked about how the school deals with ethnic differences. The table below shows a selection of explanations given by head teachers from GTS-multi component and comparison schools.

Table 4.34: Head Teachers' Explanations about How Their School Serves Different Ethnic Groups

School Component	Statement
Comparison	Arabic, English and local languages are used for communication
GTS	[We] teach them equally without looking into their background
GTS	The school gives talks to the pupils on the existence and the equality of all Sudanese cultures
GTS	School has disciplinary committee that punishes discrimination
GTS	The school works closely with the Gender and Welfare ministry and school clubs to address ethnic backgrounds

Teachers and head teachers were asked about children in the surrounding community who could attend school but did not. These might include older children or others who have left school and the area due to conflict, or for early marriage. Teachers and head teachers estimated a number in the range of 170 to 350 children from the surrounding community, who could attend school but do not. The high standard deviation, however, indicates a high school-to-school variance among teachers from GTS schools and from comparison schools.

Table 4.35: Estimate of Potential Pupils according to Head Teachers and Teachers

		GTS-multi			Comparison			Test of Equal Means	
		Mean	SD	N	Mean	SD	N	t test	Prob
Children Could Come to School but Don't	Head teacher	354.667	410.091	24	200.00	--	1	--	--
	Teacher	170.464	295.496	56	174.00	180.900	6	-0.029	0.977

Head teachers and teachers were also asked to explain why children that could attend school were not. The table below shows a selection of explanations given by head teachers and teachers from GTS and comparison schools.

Table 4.36: Head Teachers' and Teachers' Explanations about the Reasons Potential Pupils Don't Attend School

School Component	Position	Statement
Comparison	Head teacher	Parents do not know the importance of education. Children go to work in the market to earn living instead
Comparison	Head teacher	Because of the distance, their families are not supporting them and some of them joined the small businesses and they [children] become money minded
Comparison	Head teacher	The classrooms are not enough. Children always bring their chairs from home and the school is not structured like those other schools which discourages most of them
Comparison	Teacher	They are fearing because most of them have grown up and they feel too ashamed to come to school
Comparison	Teacher	Because the classrooms are not enough and are not comfortable
GTS	Head teacher	Parents can't pay fees
GTS	Head teacher	Former child soldiers go to school by the own will
GTS	Head teacher	[These children] don't have parent to force them to go to school
GTS	Head teacher	No learning space in the school [for receiving more pupils]
GTS	Head teacher	The community perceives the school as a place of spoiling children
GTS	Head teacher	Parents like them [children] doing domestic work; they regard school as a place for making girls prostitutes because of unwanted pregnancies
GTS	Teacher	Some children take care of cows/cattle
GTS	Teacher	Lack of good teaching and those present are not enough to teach all

The presence of these additional potential pupils in the community indicates that great need remains at schools for community mobilization to support education, and facilities and teachers sufficient enough to handle the influx with quality educational opportunity. As economic concerns also figure in responses about why children don't attend, their need for livelihoods will also affect enrolment.

Two questions remain in the discussion of effectiveness, and they are related. First, what impacts has GtS had on the educational system? First, the infrastructure construction and renovation projects discussed in this chapter make an important difference at the school level; however, systemically, the programme has not been sufficiently widely implemented to impact the under-resourced infrastructure of Southern Sudan's system as described in RALS.

Fast Track Teacher Training has likely had impacts on teacher instructional practice and the degree to which teachers use active learning as a daily practice, but the evidence shows limited change overall for the sample of teachers interviewed and observed. The improved pupil performance on the literacy assessment in their interviews is a promising sign. Somewhat more promising is the effect of the Intensive English language teacher training on teachers' ability to use English as the language of instruction, and therefore also to use the new curriculum. Though qualitative interviews have suggested that lack of English language skills remains a system-wide barrier, the fact that nearly all observed teachers presented their lessons in English when observed shows that they have, at least, done so before – even if it is not a consistent practice in some cases.

The distribution of learning materials was said to be present in every school in Southern Sudan, and the implementers report great effort to make sure that happened. However, some NGOs and others, along with educational officials at state and local levels, have said that the implementers have gotten materials only to the state capitals. Without funds to take the materials to each classroom, no matter how far or humble, the systematization of Southern Sudan's classroom materials distribution remains incomplete. That is also suggested by the lack of materials in eighteen classrooms visited by the evaluation team.

The second question is, what impacts has GtS had on attitudes, choices, value placed on education, perceptions of quality of life, rights, gender, and peace?

While many of these topics were not explicitly covered in life skills curricula or the instrumentation from the evaluation, some important changes are evident within this range of attitudes. GEM clubs have impacted the system in important ways at the schools visited in the evaluation, with far more new pupils brought to school in those schools with GEM clubs. Other reports, too, such as one from Eastern Equatoria, as well as a summation[11] of GEM activities provided in an internal document: nearly 10,000 pupils trained in life skills and GEM goals. More girls were brought to school in those schools than in comparison schools, indicating that the GEM message of girls' education has made an impact. There is no immediate evidence of changed parental support of girls' education, but teachers and head teachers at least are prepared to state that girls and boys should have equal opportunity to learn. Pupils' own aspirations are not statistically different between those in GEM clubs and those in comparison schools without such clubs.

[11] Internal document, 2009. "Summary of Life skills, GEM and PTA activities 2009,' Provided by UNICEF Southern Sudan.

B Assessing relevance

In discussing Evaluation Objectives with the MoE GtS working group, it was accorded that the relevance of the interventions' design was established in several recent reports, including the Programme Review and Evaluability Study, the response to the Socio-Economic Barriers to Schooling in Southern Sudan report, and the Rapid Assessment Learning Spaces. This, to focus evaluation efforts on the other factors considered more in question. Nevertheless, the evaluation did find evidence of relevance in execution of GtS components, presented in this section.

Assessing GtS' relevance for the Southern Sudan context requires looking at the Initiative from the polar viewpoints of the macro, sociopolitical situation, and the micro view of the needs of pupils and communities. Fragility in the macro situation requires that the Initiative navigate poor infrastructure, insecurity, insufficient numbers and quality of the teacher corps, and low Ministry capacity; from the school-level viewpoint, GtS must meet the learning needs of pupils at different ages, with significant disadvantage, and displacement and return. GtS has found some fruitful avenues in the pursuit of these goals, while some challenges have proven nearly insurmountable. The objectives of GtS clearly address these issues from different angles, as the Initiative has been designed to address the myriad challenges of the Southern Sudanese context. The Four Pillars of the Initiative were designed to work together to accomplish an array of interconnected goals. This section examines GtS' areas of success and those requiring renewed effort to achieve GtS objectives in terms of relevance.

Teaching and learning in Southern Sudanese classrooms

The Initiative has linked its own objectives with international targets such as Education for All and Millennium Development Goals. All MoE officials and NGO implementers interviewed agreed that GtS has been very successful in increasing enrollment and access, a key target among those international bodies and within the GoSS as well. However, most also said that while access had improved, this increase in access had had unforeseen implication on the quality of education provided. Most NGO education stakeholders said that quality has not risen with the rise in enrolment, and almost all MoE officials said that a serious shortage of trained teachers posed a significant barrier to quality education in Southern Sudan. Peter McCanny of Ibis repeats, "The quality of teaching is important. They must *go* to school and then *learn* there." While GtS' own objectives also plan for the recruitment and training of teachers to improve quality, the numbers reached to date have not met targets.

Of the many challenges cited in stakeholder interviews, lack of teachers was the most significant challenge on a list that included issues such as insecurity, logistics, lack of resources, and lack of coordination between donors and partners. "Where do you start?" asked Christian Fagueret, Chief of Party for AED's TAP programme. He continued, "We say, work where it makes the most difference. In the classrooms, with teachers."

Fahim Akbar of the AED's EMIS project asserts that while building is an expensive and slow process, qualified teaching staff can make up for subpar facilities. "Few schools have proper infrastructure," he said. "But with good teachers, they can deal with this. It will require a lot of money to bring in qualified teachers."

While there have been significant efforts to train teachers, stakeholders insisted that training must be implemented in conjunction with proper remuneration, benefits such as teacher accommodations, and retention packages. Shadrack Chol, Director of Budgeting and Planning, said the easiest way to improve GtS would be to improve the situation of its teachers. "Better pay equals

better teaching equals better results," he said. Many respondents, though, had reports of unpaid teachers, especially in Alternative Education Systems (AES) sites and in remote schools.

Akumu Esther, Acting Director of Girl's Education at MoE said, "You can have a beautiful school, but no staff quarters. How then do you attract teachers?" To assure the relevance of the GtS Initiative, Ministry leaders and stakeholders must prioritize educational quality and, as a proxy for quality, teacher training to accompany the new materials and curricula.

Omot Okony Olok, Director for Curriculum development said, "This is the first time Southerners have been able to develop a curriculum based upon their own aspirations, cultural diversity and needs." However, when a new curriculum is introduced, it also introduces a new need for training, particular for the majority Arabic pattern teachers. Efforts to improve and create new curricula and distribute learning materials to schools have not included sufficient training. In order to be able to use new materials and curricula effectively in the classroom, teachers require training on how to use them, particularly when curricula are in a language they do not speak, or speak well.

The Initiative's efforts to improve quality are certainly part of the second Pillar underpinning the GtS, and address in a relevant way the particular challenges in Southern Sudan. However, increased access from the first GtS Pillar has had an important impact on the ability of the system to provide quality educational opportunity, particularly in the area of ensuring trained teachers for all Southern Sudanese classrooms.

Meeting logistical challenges in Southern Sudan

School building and materials disbursement have proved to be considerable tests for GTS implementation. Many respondents listed logistics as a major obstacle. On this issue, lack of funds for logistics was stated by almost all state ministry respondents, but most other stakeholders added that the government and ministries needed more technical assistance dealing with logistics, rather than simply monetary resources. The USAID Education Specialist, Anyeth Ayuen, agreed. "You must get the ministries to be more effective; this is an area that will haunt them," he said. "It is not a resource issue, but a human resource capacity issue." Omot Okony Olok, Director of Curriculum Development at the MoE, said, "Teaching and learning materials, once delivered to the state capital, often do not make it to the county and boma level. The State ministries complain that they lack the means to distribute the books… state focal points are required to take responsibility for ensuring onward book delivery."

AED's TAP project was organically a teacher training programme. However, recognizing a need for increased administrive capacity, it now exclusively provides direct support with GOSS and state ministries with financial planning, Human Resources management, and school materials. In order to ensure sustainability of the programme and adaptability to local needs, the programme also trains state government officials and local partners in proposal writing. This leads to projects that are more on par with local needs. COP Fagueret said that TAP has spent very little on activities, and that these funds have been leveraged by local partners.

Shadrack Chol, Director of Budgeting and Planning, asked, "How can the states implement GtS without technical assistance?" and commended USAID's support which put one technical advisor in each state. He also suggested decentralizing experience by considering the re-deployment of senior, experienced personnel from GoSS in Juba to the states. He believed, "Many would be happy to go and this input would have a significant effect on the crucial state-level service delivery which is what learners actually experience." The third Pillar of the GtS calls for greatly increased capacity building, but at times this has been difficult to implement in practice.

Similar concerns relate to the issues of school and office construction. School construction is slow and extremely expensive, but few viable alternatives to traditional school blocks have been found. Edward Kokole, Director General of Quality Promotion said that UNICEF was not prepared for the increase in enrollment that came with GtS and the strain this put on the already lacking educational system. "Learning spaces have become a problem," he said. "UNICEF tried to solve the problem by bringing tents, but in three months' time they were torn. They were very expensive tents and a wastage of money."

The Relevance of Alternative Education options

Alternative Education programming directly impacts Pillar One of the GtS, in which the Initiative aims to increase participation among older pupils and those with an array of disadvantages in the educational realm: returned refugees, disabled students, over-age pupils, orphans and vulnerable children, and others. These Alternative Education options provide some spaces for learning that are tailored to needs in Southern Sudanese communities, and as such are very relevant to the context. With the marked increase in returnees and over-age potential pupils, these Alternative Education options have been vital and the need for them will continue to grow.

One of the proposed solutions to the issue of too few learning spaces has been sending pupils to school in double and triple shifts. This results in a reduced time on task, such as with 25 minute class periods, with serious quality implications of services delivered. Other options, such as the creation of Alternative Education Systems (AES) had great relevance to the needs of learners and their availability for school. When asked if GtS meets the needs of Sudanese learners, Shadrack Chol, director of Budgeting and Planning, said, "The programme has not been made to fit, particularly, the needs of Southern Sudanese learners, but the exception to this is Alternative Education Systems." He believed that these systems work at "addressing the needs of groups who missed out on education," a significant portion of the population of Southern Sudan.

Over half of MOE officials interviewed believed that GtS was meeting the needs of Southern Sudanese learners specifically because of its AES programmes. Pastoralist education has been well received by communities which have often lacked new educational opportunities and historically held mixed or even negative views on education. Mobile schools located in pastoral camps helped by targeting learners traveling with cattle for some or most of the year. The provision of cattle camp classes has meant that children can stay close to their parents, and the recruitment of teachers from within pastoralist communities has aided in securing buy-in from those communities.

About three-quarters of representatives from the MoE said that Alternative Education was important in addressing the local needs of communities and accommodating large numbers of learners, including returnees and other older, out-of-school youth. Accelerated Learning Programmes (ALP) deliver a five year syllabus in three years to adult and older learners who were unable to attend school due to conflict or lack of access. Community Girls' Schools also accelerate learning programmes, delivering a three year syllabus to older girls, after which learners are meant integrate into normal classes at primary six level. The programme eases their reintegration into standard basic education.

Pastoralist communities make up over 60 percent of the Southern Sudanese population, and adult illiteracy and innumeracy rates are among the highest in the world. For these reasons, Juol Atem Bol, Director General of AES said that pastoralist-adapted education and adult learning are logical areas of growth for the ministry. "However," he said, "non-standard or alternative education is

generally not well understood by Southern Sudanese." And several ministry officials and implementing partners agreed that it is an area that needs for support from the Ministry.

Bol suggested further adaptations to AES through the provision of mobile and semi-permanent schools for groups other than pastoralists, such as returning refugees and IDPs. He also supported the idea of boarding schools for girls, community funded schools to increase community support for education, and life-long learning activities.

More than half of the Ministry respondents believed that, outside of AES, the Initiative needs to involve the community better. Over half suggested that the government needed to play a larger role in education planning for these groups. However, other stakeholders cited AES as a crucial activity that involved the community in education. A Toposa father from Eastern Equatoria State said, "This Government is really ours. It is the first time education had been brought to the cattle camp. This is the type of education we want."

Conclusions

Half of state ministry officials, more than any other group, lauded UNICEF for its involvement with the government. Kuanyin Wek, Development Partner Coordinator for Warrap state said of GtS, "the community welcomes it and the government owns it." In fact, Wek points out that numerous communities are starting schools themselves. This indicates relevance by the fact of buy-in and the stake partners have in the success of the Initiative and its components. But many still believe that UNICEF could provide more technical assistance to GoSS and especially state ministries to support these new and existing schools.

Martin Mamur, director of Planning and Budgeting said that states identify the locations of schools. Many respondents, especially state ministry officials, felt that programmes were more effective when local ministries and local stakeholders were involved, but NGO and donor stakeholders felt that for local partners to do this affectively, UNICEF had to provide more technical assistance with this increased responsibility.

Unintended effects are inevitable in such a far reaching programme; however, due to lack of monitoring, UNICEF has been unable to respond to unexpected issues in a timely fashion. Every respondent believed that UNICEF lacks a monitoring system, and most said that better monitoring would greatly aid the programme's efficacy and increase accountability, especially at the state level. Joseph Genawi said, "There is poor accountability and low level of accounting procedures." While 75 percent of state officials believed that resources provided by GtS were being used efficiently, one believed that lack of state management and assessment meant that the materials were not used efficiently or effectively.

Each of these issues affects relevance of GtS in the Southern Sudanese environment. The degree to which GtS is meeting its goals is reflected in the way the Pillars are treated in the interventions discussed above. The relevant design, related to access, quality, systems and accountability Pillars, has been somewhat thwarted in implementation by the multiple challenges faced in the field. Relevance is compromised when, for example, capacity that is needed within the Ministry remains in the hands of development partners, or when accountability is limited through a lack of sufficient monitoring. On the other hand, relevance is strengthened when the goals embodied by the pillars, such as outreach to disadvantaged children through the Alternative Education System, is prioritized.

C Assessing sustainability

Sustainability relates to the degree to which GtS has established institutional capacity and the likelihood of progress without funding. Sustainability is best exemplified in Pillar Three of the GtS, in which "making systems work" is one of the foundations of the overall effort. Questions related to sustainability are here answered from interview data, especially from educational authorities, implementers and UNICEF team members.

Sustainable processes and systems

The investment in an Education MIS has helped the MoE focus its efforts on the size and scope of its efforts, progress toward macro-level education sector enrolment goals, and identify system weaknesses and what needs addressing (payroll, teacher head count, teacher-school assignments). It is uncertain how the MoE will be able to fund the continuing needs for this EMIS, even though its importance is universally supported. With the GoSS zero-growth budget restrictions, it is problematic that the MoE can take over responsibility for this without outside funding.

Under UNICEF lead and through the Initiative, education sector stakeholder coordination at the MoE and State levels all are in place and are helping focus efforts on meeting South Sudan's educational challenges. The donors and the MoE need to continue their commitment to this process, and the MoE needs to take more ownership over it and be seen as the convener and coordinator.

GtS helped emphasize the important role of non-state actors (NGOs, community groups, other CSOs) and local implementers toward contributing to education goals. They were given a voice, a forum to meet and coordinate their efforts, and funding to carry out interventions in their different areas of expertise. They were respected and consulted by the MoE. State-level MoEs need to continue to lead the coordination and outreach effort to these stakeholders if their involvement is to continue and flourish.

Sustainable human resource capacities

Through the creation of the GEM and PAGE programmes, as well as PTAs, the GoSS MoE, State MoEs, implementing partners, CSOs and communities have been sensitized to the need to focus on gender and inclusive education at the school level. While access numbers have improved due to these efforts, more needs to be done to maintain successes and improve female attendance and completion rates by focusing on teacher education.

Teacher training has been extensive, especially using partners. Pre-service, in-service, and English-language training have all been offered by a variety of actors. There is a need to refocus effort on TTIs, as the planned South Sudanese Institute of Education in Rumbek, as a way of bringing a systems development approach to setting educational standards and standardizing teacher training. The World Bank is addressing this area with a large TT initiative now underway.

The ability of the MoE to identify their personnel, and plan the judicious use of resources to allocate to salaries vs. capital improvements vs. training, was funded by UNICEF. Both the EMIS and a functioning payroll system for education have been set up and have proven successful. The payroll system is being adopted by other GoSS Ministries. These human resource processes of examples of GtS success in establishing sustainable capacities. Taking capacity-building to subnational levels would parallel the decentralized structure of the Ministry and empower those actors with data for planning and decision-making.

Sustainable institutions

- **National level educational units.** At the National level there is evidence that the exercise in improving payroll and teacher head count and verification was successful and is being used as a model for other ministries and will continue in the future, under MoE stimulus. The work provided in helping the MoE revise its organogram has resulted in a tool that is functionally representative and is being used by the MoE, however, it needs to be used to improve the alignment of jobs with individual postings in education administration. The EMIS is an example of a highly successful intervention that has been externally funded and that now needs to be internalized, managed and funded by the MoE. The use of technical assistance from the outside has been impressive in scope, but needs to be improved for skills transfer, as some TA has been highly successful and appreciated, others have not. While a focus on strategies and plans has improved at the national level, there is still lacking strategic planning skills to address shortfalls in the programme (high drop-out rate, continued low English skills among the corps of teachers, prioritizing investments in school construction and improvement to where they are or will be most needed.) One former UNICEF secondee to the MoE stated that "We haven't done a good job with strategically looking for outputs from our secondments – no key objectives we were supposed to achieve, we ended up being general technical support but without passing on our skills."

- **Subnational educational units.** At the State MoE level, there is evidence to show that the dependence on Initiative funds by local MoEs is strong and more work needs to be put on education advocacy and mobilization at the county and state levels to access increased funding for education. The MoE has worked to decentralize many functions, but more capacity building is needed to empower actors within that structure. The State level coordinating mechanisms are operational, some more successful than others. Most State MoEs believe that the GoSS needs to put more funding into education and lobby to an end of the zero growth in Education budget. State level programme tracking would be improved by having teacher databases there, but that has not yet happened, which also precludes national-level aggregation with trustworthy data.

- **Curricular developers, materials developers and distributors**. The early efforts at getting instructional materials freely distributed to all GoSS schools were cited by all stakeholders as generally successful, albeit very costly. An example was cited of textbook work with a publisher that was proceeding well, but was blocked due to lack of funds, calling into doubt the ability of the GoSS to sustain this effort in the future. The MoE needs to prioritize key investment needs and assure financing of key areas like textbooks and instructional materials. At state and county levels, respondents reported lack of knowledge necessary for safe storage of learning materials.

- **Local NGOs and implementers.** Various coordination mechanisms have been created and used actively to help all collaborating actors in education improve their capacity to contribute to enhanced education quality in the country. So far these have been sustainable and are operating successfully, helping assure that education investments are rationally targeted and effectively used. The sustainability of individual programmes is often a function of the donor-base of each organization, and it can only be assumed that effective programmes in South Sudan mean increased interest in funding from sponsors abroad.

- **Teacher training institutions**. Not many successes can be pointed to with institutionalizing teacher training efforts. It is hoped that with the opening of the Southern Sudan Institute of Education in Rumbek, the MoE will have, and/or develop and sustain, the institutional capacity to train teachers and education managers and a way of bringing a systems development approach to setting educational standards and standardizing teacher training.

- **PTA, GEM, other community level actors**. Many communities have been assisted in improving their roles and responsibilities in managing education at the local level and in the importance of gender issues and inclusive education. However they still are not actively participating in education and taking ownership of schools, and the numbers of girls completing primary school remain low.

- **Teacher/head teacher capacity.** There is almost universal stakeholder recognition of the need for continuing the efforts in teacher capacity building, both class room and head teachers; but many questions were raised as to the cost of this effort and the ability of the MoE to sustain its teacher training efforts. The current World Bank teacher training programme should help increase skills, but how the MoE will continue this in the future remains in doubt.

These efforts contribute to institutional sustainability, and indicate areas where sustainable process and capacity need to be reinforced. Pillar Three of the GtS is only as strong as the capacity built under its aegis: across the system, capacity building requires increased effort.

D Assessing viability and effectiveness of key partnerships

Pillar Four of the GtS focuses on accountability; one of the key ways in which GtS has attempted to meet that goal is through active, transparent and proactive participation in education coordination throughout Southern Sudan. The Initiative is clearly a joint effort, with coordination on the part of UNICEF but increasing responsibility on the part of the GoSS and MoE, as well as significant contributions from international donors, implementing partners, and Southern Sudanese civil society and community actors. This section details that collaboration and the evaluation's findings on its viability and effectiveness.

Key stakeholder roles and responsibilities

Denmark was the first initial major bilateral funder of GtS and its support impacted on a number of key areas of focus: teacher education, quality enhancement, systems building, selected support to EMIS development, initial work on establishing the payroll, support to coordination, and ensuring that systems for sustainability were put in place. Other specific roles that key stakeholders played are:

- JICA supported major school construction work.
- The Dutch supported the Crisis and Post-Crisis project which included mobilization, support to aspects of EMIS, establishment of the Teacher Training Institute in Rumbek, and monitoring various aspects of Initiative activities.
- USAID funded the first phase of the establishment of the EMIS in Southern Sudan.
- MDTF funded the Materials Project which was mostly in support of increasing access.
- USAID and EU had representation in Southern Sudan, and actively participated in co-chairing the ERDF, MDTF and participated in joint monitoring reviews. They chaired some of the various ERDF working groups.
- After mid-2009, the Donor Coordination office in Juba employed a focal point for the first time. DFID employed their Education Adviser now based in Juba.

System-wide collaboration

From little coordination in the early years of the Initiative, UNICEF began by taking the lead in using GtS to help define roles and responsibilities of the community of actors in education in South Sudan.

This was not done in a prescriptive way, and each actor was allowed the freedom to define its intervention strategies and communicate and discuss them with other actors. Led by Save the Children (StC) and UNICEF, other multilateral donors (WfP, World Bank, UNESCO, UNHCR, EC/EU), and the major bilateral donors (USAID, JICA, the Netherlands, Norway, Ireland, Germany, Italy, Sweden, Danish, DFID) contribute to and actively participate in coordination through these bodies and national-level working groups:

- Multi-Donor Task Force
- Joint Donor Team
- Education Reconstruction and Development Forum
- Thematic Working Groups
- Budget Sector Working Group

The impact of these has been an effective means for getting MoE and donors/actors to agree on priorities, reduce implementation costs, and share best practices and lessons learned. Impacts have included a series of joint visits to project sites that have encouraged collaboration, a better focus to individually-funded activities, a more rational concentration of investment activities, and State-level coordinating bodies that replicate the national-level effort to a degree in coordinating actors and programmes. In the case of the national Budget Sector Working Group, the GoSS has a mechanism in place to help it improve education financing by accessing conventional aid instruments and to accelerate toward the MDG and EFA targets.

Large NGOs, such as StC and Winrock, have helped at the national coordination level by participating in the some of the above bodies and working groups, and smaller NGOs and CSOs often have focused on individual activities and or individual geographical areas. Even at the local level, due to the national-level example of coordination, State-level coordinating mechanisms are also in place and NGOs participate with State MoEs in focusing their efforts rationally and avoid duplication of efforts.

Stakeholders pointed out that the ERDF's large number of participants and multiple agendas have at times resulted in a lack of concrete actions and specific next steps. A further weakness is the inability to date of the MoE to own the process and effectively play its role as convener and coordinator of educational activities for the diverse group of actors in South Sudan through a coordinated sector plan.

Cooperation between GtS components

The Initiative evolved in its early phase as a set of complementary activities: the GtS components were programmed to have a positive impact on each other through a coordinated effort. The increase in enrolment was to create demand to look at school construction and learning outcomes beginning with lower primary and development of other creative measures such as school hubs through the CFS framework. The RALS project served as a baseline for the establishment of EMIS, which created further demand for systems building and re-examining the issue of decentralization and review of the organogram. At the local level, there has been an attempt to see programme components converging: for example the ICRP (Integrated Community Recovery Programme) started in the Lakes states, whereby schools are seen as the center for development, and in which, for example, a community borehole dovetails with a health initiative at the school. The challenge comes in coordinating these efforts regionally across diverse technical implementing agencies, and getting clubs and community members locally to work together.

Many of the programme's components at the National level have made progress at different rates: the schools construction rate has not kept pace with the huge increase in pupil enrolment; the skills levels of teachers has not improved with the development and dissemination of a standard country-wide curriculum; improving the organogram of the MoE has not been accompanied by better job and staffing assignments; English-language teacher training has not resulted in improved use of English-language materials and pupil English skills. Coordination and cooperation among components has been part of GtS design but implementation challenges have limited the impact of the design. In this way the Initiative's Four Pillars have been addressed, particularly that of accountability, by the effort at collaboration across education actors. This collaboration begins to meet the standard of accountability outlined in Pillar Four, but there is great need to strengthen that collaboration, government ownership, and monitoring in order to reach the goals of the GtS design.

V Cost Analysis

Funders for the Initiative included UNICEF, other UN agencies, neighboring governments, and partnering donors, particularly UNDP, United Arab Emirates, Netherlands, and Danida. The funds provided were based on UNICEF's proposals made to the funding development partners in those countries, specifying activities in accordance with those agencies' goals and priority issues. For example, UAE tends to provide support for creation and distribution of educational materials, Netherlands tends to support infrastructure projects, Danida focuses much of its efforts on the broad picture of educational quality investments as well administrative support to UNICEF, and so on. These targeted appeals for support for GtS appear to have been largely successful over the years. In part, this is likely due to the highly visible scope of need in Southern Sudan, coupled with the important post-conflict period when investments in education are said to have the potential for great impact.[12]

Early project budgets given to the evaluation team show ambitious cost projections: for 2006, one work plan projected S46m US for basic education.[13] A Multi-Donor Trust Fund (MDTF) was established to maximize coordination and at one time showed a total of some $91.6m US for education activities. The fund's coordinating structure faced problems over the years and has been supplanted, while the projected expenditures were not realized. Across the respondents, it was clear that capacity limits reduced GtS' ability to meet such ambitious targets. A report in 2007 about the MDTF discusses the scope of the issue by setting it in the context of all international aid to Southern Sudan: in 2005, $4.5b U.S. was pledged to the region, and an MDTF was proposed as the most appropriate mechanism for "harmonising and supporting the delivery of aid funds.[14]"

But in the end, the MDTF spent less than half of the funds obligated to it; according to the Brophy article, by May 2007, the MDTF had spent only 8.4% of its funds, or US$7.7m. The Fund is said to have had rigid requirements and bureaucracy (ibid), but the other side of the equation was an inability on the part of the MoE to convert those funds to activities with their very limited capacity following the signing of the CPA. Overwhelmed on the one hand by the influx of funds and on the other by returnee populations, the MoE has its hands full in trying to utilize the funds allotted efficiently or at all. Such an enormous undertaking requires a parallel procurement and monitoring structure within the Ministry or its partners. It is understood that, very recently, the Joint Donor Team (JDT) has been convened to take over some of these responsibilities; however, they were unavailable for comment for the evaluation.

One of the key cost areas discussed by respondents was planning and budgeting. There were reports that UNICEF's decision-making did not always coincide with partner priorities and local cost structures. In one series of interviews, where the challenges in infrastructure projects were discussed, respondents called for greater review of costs to carry out this work to avoid stalling. Since the component faced numerous struggles, it was suggested that funds could better be used in other areas such as a teacher salary structure, but that UNICEF was opposed to the idea. As there is great need for infrastructure development, the position taken is understandable; however, if the projects were not coming to fruition, respondents asserted that other uses of the funds would be more useful.

[12] Collier, Paul. 2008. "The Bottom Billion: Why the Poorest Countries are Failing and What Can Be Done About It." Oxford University Press, USA.
[13] Internal document, 2006. "Go to School AWP 2006 Final," provided by UNICEF Southern Sudan.
[14] Brophy, Michael. 2008. "Harmonising the delivery of aid funds for Education: The MDTF in Southern Sudan." Africa Educational Trust, provided by UNICEF Southern Sudan.

Another government respondent said that they had been invited to the table to discuss their proposal to UNICEF and that the proposal reflected the government's needs for that state. However, this respondent also stated that UNICEF asked the state to provide funding to support the proposal, and the state had none to offer, so the proposal did not move forward. Lack of local funding to finish the projects was mentioned numerous times as a problem for activities using UNICEF project funds.

The lack of close oversight of funds has given the impression of a lack of accountability for funds spent, particularly in high-cost components such as infrastructure development and materials distribution. Respondents from state and regional MoE offices range from "half-half" to "about 90%" when asked how efficient the use of funds has been. From the more local levels, respondents reported that materials meant for schools have stalled on the way to schools, particularly when local governments have no logistics funding for dissemination, and some materials have been found for sale in local markets. A respondent from the national level stated that there are materials "rotting in the storage" even from the central level. However, this evaluation and other reports such as the MDTF assessment and review found many materials in children's hands when assessors visited schools. Contradictory reviews like this leave room for concern about the efficiency of efforts to move the materials to all the remote areas of Southern Sudan. Government responses indicated that the rural areas caused greatest concern, where lack of receipts and accountability made it more difficult to monitor spending on both the materials and infrastructure components. Each of these issues brings into question the success of the fourth GtS Pillar, relating to accountability.

Cost analysis in the evaluation

The cost analysis for the evaluation takes advantage of a range of documents provided by UNICEF Southern Sudan, generally liquidation reports for donor funding and annual work plan budget calculations, and other reports that include financial data. As such the work involved piecing together a picture of expenditures on GtS that resembles what donors might see, rather than an operational picture from the inside of UNICEF's finance department. This allows us to understand the financing structure for GtS rather better than how cost decisions were made or difficulties handled. As AIR has been tasked with assessing efficiency, it is important to note that this viewpoint does not always provide the clearest lens for understanding how UNICEF, implementers and the MoE did or did not use their funds efficiently in GtS processes. Unit costs that would quantify programme achievements (teachers trained, structures built, materials distributed, etc.) are not included in this analysis, as the data required were not available at the aggregate level.

An important criterion for continued programme support is strong financial monitoring and reporting. The nature of the education reform agenda in the GtS Initiative is broad, and that makes this financial monitoring and reporting increasingly challenging. Add to that the communication difficulties present in Southern Sudan, and the needs of financial and other monitoring activities are daunting. Nevertheless, such review and analysis are highly necessary.

The results of our review of these documents follow; however, it is important to note that the documents provided were neither operational budgets nor comprehensive expenditure reports, but rather liquidation reports for funds from individual donors. In many ways this was insufficient to conduct a proper cost analysis, in part because the cost outcomes in these documents could not be reliably tied to programme outcomes, such as numbers of teachers trained, numbers of structures built or renovated, or numbers of GEM clubs started, in order to come up with unit costs per trainee, construction, or club. What this means for analysis is that the primary focus of the exercise is one of assessing the reporting utility of these documents, and surveying expenses included in them for clarity, relevance, and overall prudence. We also set these findings in the context of Southern

Sudan, in light of stakeholder responses regarding costing, and carry out comparison with efforts elsewhere in the developing world, particularly in fragile states.

The Context of Sudan: Education and the GoSS

According to the UNICEF/GoSS 2009-2012 results matrix (provided by UNICEF Southern Sudan to the evaluation team), GoSS expenditure on education should increase to 20% of overall government expenditure (or 5% of GDP). However, the budget has actually decreased in recent years from 10 percent of the first total public budget in 2005 to 7.5 percent in 2006, and hovering at just 6% of overall government expenditure since 2007. Relative to Southern Sudan's GDP, the education budget stands at just one percent (1%).

This is extremely low, especially compared to other post conflict governments. In Burundi, education comes to 3.9 percent of GDP, in Sierra Leon 3.7 percent, the Congo 3.2 and Angola 2.8. The ceiling provided for 2009 through 2011 shows approximately 84 percent of the government's education budget going to salaries; 14 percent to operations costs and 2 percent to capital investment out of a budget of USD 110 million. This is a small portion of an already lacking budget, and leaves almost nothing to work with at the school level and exacerbates the need for GtS interventions. However, it is rare that international development funding can sufficiently augment that of the Southern Sudanese government, without their own commitment to raising their budgetary stake in education investment.

Monitoring and tracking UNICEF's support

Coordination between the government, multiple NGOs and activity implementers, local and international contractors, and both a central and zonal office have presented major tracking and monitoring challenges. According to the UNICEF 2009 final donor report on GtS, a major goal of GtS was improved accountability through results-based programming and improved financial management. However, UNICEF's central offices do not have sub-award budgets or expenditures from operations, and lacked lists of specific outcomes achieved, such as participants trained, alternative education centers, or schools built. Tying programming outcomes to expenditures by activity is a key component of any cost analysis, but systems are not in place as yet in Southern Sudan to undertake such a linkage.

Some level of programme information is captured in the Programme Manager System (PROMS), which lists overall expenditures for programmes, but does not stratify spending into specific budget lines or activities or track funding by donor or project. Largest categories went to the national line items, Sector Policy and Planning, Increased Access to Basic Ed, Improved Quality of Basic Ed, and Programme Support, as shown in the table below for the years 2009-2010. With over 13 million allotted among those four categories, analysis of what's inside the "black box" of funding is very limited.

Table 5.1: Overall Spending by Major Categories (including States), 2009-2010

	Total in USD	(2009-2010)
Sector Policy and Planning	$	3,201,727.30
Increased Access to Basic Education	$	8,207,887.27
Improved Quality of Basic Education	$	904,888.04
Eastern Equatoria	$	160,658.69
Central Equatoria	$	672,646.25
Western Equatoria	$	717,974.51
Lakes	$	426,131.30
Warrap	$	321,037.54
Western Bahr el Ghazal	$	223,130.64
Northern Bahr el Ghazal	$	311,143.85
Unity	$	231,145.22
Upper Nile	$	450,973.47
Jonglei	$	409,664.85
Programme Support	$	2,120,022.90
Total	$	18,359,031.83

Other project cost information is kept in the PBS system which shows spending by programme and donor. For activities, UNICEF sets Programme Cooperation Agreements with NGOs, and approves Annual Work Plans with GoSS offices where activities are incrementally funded and reported on via Liquidation reports. These liquidation reports are tracked in Utilization of Donor Funds with Expenditures reports, by donor, which list individual vouchers. The vouchers are very general, however, and grouped by major activities. For example, under travel, R&R might be listed several times, but the employees taking that R&R are not listed. An item might be listed for transportation, but modes of transport, points of departure and arrival, and purpose of travel are not listed, making it impossible to determine specific costs for activities or interventions.

Infrastructure development intervention

According to most stakeholders, construction was the least efficient programme in GTS, especially in terms of costs. In 2006, constructing a school (including 4 classrooms and an office) was $20,000. In 2008, the costs rose to $68,000. Recent budget estimates put building schools at just over $70,000 USD – this is more than $14,000 per room, and reflects severe inflationary pressures. Many respondents shared the opinion that funds would be better spent on teacher training and increased evaluation. Lino Wandu Girikpio, the Director General of Administration & Finance, believed that donors had a serious lack of understanding that construction and transportation costs vary widely from place to place. Under MDTF, the only bidders who met tender requirements were large international firms. "This meant that the contracts went to companies with no local experience who did not understand the challenges," according to Girikpio. In subsequent years, the bidding procedures were modified to allow local companies with relevant experience to bid, but respondents complained that UNICEF and other large donors tend to grant large, multi-site contracts that favour international contractors rather than local builders.

Similarly, the Chief of Education at UNICEF, Simon Mphisa, said he believed that UNICEF has spent its money efficiently with that one exception: school construction. In this area, he said, "We could have done better in construction for example, rather than continue to take risks and chase contractors who were not delivering or running away, we could renovate old ones." Despite these problems,

Mphisa asserted support for construction in UNICEF's overall sector planning portfolio and process, and noted that it should include input from architects to guide that process.

Other respondents, among them ministry officials and implementing partners, suggested that construction contracts would be more effective if they were granted on an individual, single school basis using local contractors. They suggested that small scale construction contracts would build local capacity if well supervised, and be less expensive and more reliable. When considering the challenges of national-level monitoring of construction firms in an environment with poor transport services, this suggestion does show promise; however, the greater need across Southern Sudan suggests that doing projects on such small scale could involve increased transactions costs and possibly be more difficult to manage because of the array of contractors.

Distribution of Educational Materials

The problem of poor infrastructure not only makes transportation construction materials expensive, but all materials such as school supplies as well. In some cases, UNICEF delivered the books to each school, while in others, UNICEF funded state ministries to deliver the books and materials. This was seen as a problem by some. AED's Christian Fagueret believed that UNICEF should plan for and monitor delivery of books to the doors of schools, and then train teachers on the materials' use. "UNICEF has the money to get texts, but then they are left in a warehouse with a caved in roof where they will be ruined. UNICEF fills the container, but will they take the responsibility to distribute them?" he said. "There needs to be trainings for store keepers and people to take over where UNICEF stops."

Table 5.2: Educational Materials (funded by UAE and Netherlands)

Activity	UAE	Netherlands
Educational Materials	$1,618,917.21	$2,046,488.45
Costs for acquisition and transportation of materials	$267,734.49	$2,988.96
Costs for general logistical support	$123,419.05	$235,579.09
Costs for covering shortfall in other activities	$85,137.94	$493,565.26
Totals	$2,095,208.69	$2,778,621.76

According to financial reports on school materials funded by the UAE, for $1,618,917.21 was spent on educational materials, and $391,153.54 was spent on transporting of these materials and logistical support. For education projects funded by the Netherlands, $2,046,488.45 was spent on educational materials, and only $2,988.96 was spent on transportation costs and another $235,579.09 was spent on logistical support. The great variance in these numbers suggests quite a range of possible expenses – perhaps for different regions, or perhaps with fewer materials – but revealing little about the materials transported, the mode of transportation used, where the materials traveled or how they were delivered. If a transportation voucher is entered, it is not connected in the report with the supplies procured.

Training interventions

Trainings made up a significant portion of the expenses reported, with trainings being held in Life Skills, PTA formation, GEM and PAGE (gender awareness), English language and general teacher trainings, and general training held for UNICEF staff members.

Table 5.3: Spending on Training by State

State	Life Skills	PTA	GEM and PAGE	English language and FTTT	Other Trainings
Western Bahr El Ghazal	$1,868.47	-	$10,885.34	$46,920.00	$4,294.83
Warrap	$7,171.05	-	-	$63,440.13	$4,969.02
Northern Bahr El Ghazal	$146.38	-	$5,492.44	$90,068.86	-
Lakes State	$26,457.04	-	$13,985.01	$7,828.24	$19,507.88
Western Equatoria	$13,749.03	-	$19,254.05	$54,973.46	$87,221.78
Central Equatoria	-	$6,048.44	-	$18,768.00	$25,626.88
Eastern Equatoria	$462.50	-	-	$6,847.50	-
Upper Nile	$2,830.51	-	$2,830.51	$145,139.71	$21,278.59
Unity State	$8,510.64	-	$10,161.70	$50,194.19	-
Jonglei	-	-	-	$43,097.91	$52,574.78
Other	-	-	-		$67,243.24
Total	$61,195.62	$6,048.44	$62,609.05	$527,278.00	$282,717.00

Conclusions

UNICEF's total budget for GtS encompasses not only specific interventions and activities, but also large amounts of government support. It is larger than UNICEF's current education initiatives in other post conflict environments. For example, in Liberia, UNICEF is implementing a five-year $17,550,000 programme to provide basic education and gender equality. However, GoSS's relationship with UNICEF is distinctly different with that between the Liberian government and UNICEF Liberia. In Liberia, government corruption and a lack of commitment to a strong education policy prompted UNICEF to stop financing girls' education projects through the Liberian Government in January 2009[15]. UNICEF also revoked its funding of salaries for the Girls' Education Unit as well as its operational costs, as of January 2010 (Allen, 2010). UNICEF in Southern Sudan supports both GoSS and state ministries, and GoSS has not only worked closely with UNICEF but taken ownership of the Initiative. Most outside respondents saw GtS as a GoSS initiative, and many credited this fact with elements of its success and hope for sustainability. While the cost of government support is considerable, it is seen by many as a great boon to the programme.

UNICEF has an expansive scope of work, and as such requires better tracking mechanisms for both financial reports and activity deliverables. This, teamed with increased budget training and support, would allow the organization to better link results with expenditures and allow for self monitoring as well as monitoring and providing support to sub awards. This would show greater progress toward the fourth GtS Pillar, relating to accountability. As presented, the cost reports assessed were insufficient to analyse for cost-benefit or cost-effectiveness relationships. This in itself presents a significant challenge to efficiency, as programme managers and decision-makers cannot assess whether the funds spent garnered sufficiently worthwhile gains.

[15] Allen, Bonnie. "Universal Education an Empty Promise for Liberia's Girls." Inter Press Service News Agency. 26 May, 2010. <http://ipsnews.net/news.asp?idnews=51596> 21 November 2010).

VI Conclusions and Lessons Learned

This section brings together the data from the findings to assess opportunities for growth, and report on lessons learned to date. Key conclusions are presented with respect to the main Evaluation Objectives, and these are followed by lessons in particular areas of endeavour to highlight effective practices and critical gaps.

A Key findings and conclusions drawn

This evaluation has positive impact findings – notably the pupil assessment results from the school-level interviews, the appreciation for English language training in the use of English in classrooms, the value of infrastructure developments and CFS criteria at the level of individual schools, the success of GEM pupils at recruiting their peers to come to school, and the numbers of materials found in schools. GtS is making a difference in the lives of pupils, teachers, head teachers and communities. The four-pillared design of the Initiative has reached out to Southern Sudan with some successes in each: access, quality, systems and accountability.

But more than anything, this evaluation is examining the overarching system of GtS and how well it has functioned to impact the education institutions across Southern Sudan. Systemically, the outcomes are more mixed. This is in part because the scope of need in Southern Sudan is so great, and in part because the context for intervention presents such serious obstacles to success. For infrastructure and materials, the distances and logistical challenges have been compounded by capacity limits to liquidate the funds and execute the projects. Offering a new curriculum has been beneficial but changing the language in which it is offered presents an enormous step, in asking teachers to learn a new language well enough to make it the language of instruction. Similarly, undertaking such ambitious changes in pedagogy over the entire system requires enormous commitment to teacher professional development. At the same time, the dearth of qualified teachers and people qualified to teach who could become teachers, is daunting. Parsing out gains from GtS is difficult when such overwhelming challenges remain.

However, within each of the main Evaluation Objectives, and each of the Four Pillars, the evaluation has found evidence of GtS' positive effects on the system as well as on individuals' lives. The following conclusions come from the findings in earlier chapters of this report, and include analysis of how the Initiative's influence has shaped the education system.

Assessing effectiveness: achievements and implementation

The range of key impact findings at school level suggest that some areas of focus, such as the GEM initiative, English language training, materials distribution, some CFS efforts, and some elements of teacher training have been effective. But even in schools with these interventions, many measures show little or no difference from comparison schools. With reductions in funding and the need for capacity to carry out interventions, the timing is beneficial to take stock of what works better and what needs modification to be effective. Training teachers in active learning methodologies appears to have had limited effect, with the exception of the gains in the literacy assessment from pupil interviews. Ensuring that subject matter training is part of the ongoing teacher training content will maximize those gains, and help to contextualize how teachers are trained in active learning methods. Improving quality of educational opportunity in Southern Sudan, as designed in Pillar Two, will require this focus on teacher instructional practice.

At the national level, enormous activities have been undertaken to increase capacity and the EMIS provides a case study of a good start toward increasing the flow of vital information. The system now needs to be fully "owned" by the Ministry: the technical assistance teams still need to transfer the relevant skills to the MoE staff and the Ministry needs to internalize management, operations and funding. As developed by implementers, the EMIS meets important needs of the system in information capture, storage and retrieval, but remains the territory of the implementer and not of the Ministry.[16] This is also true for other TA efforts for systemic needs, such as the creation of a teacher payroll system and national-level registry. The existence of the system and its functionality are important impacts of the system. However, deepening such activities and extending the knowledge within the Ministry would go a long way toward reaching the ambitious goals set out by Pillar Three, on making systems work.

Assessing relevance

The research carried out by UNICEF during the period of the Initiative has formed the backbone of activities undertaken in GtS. In particular, GtS components appear designed to meet many of the challenges described in the Socio-Economic and Cultural Barriers to Schooling in Southern Sudan report. The scope of GtS attempts to reach all of Southern Sudan, and in culturally sensitive ways. The attention to girls' education in GtS planning is pervasive, and the emphasis on Child-Friendly Schools attributes shows commitment to meeting the needs of disabled and disadvantaged children. Similarly, the Initiative has worked to develop creative options for alternative education – pastoral schooling, accelerated programming, girls' community schools, and options for older potential pupils. These efforts demonstrate that the range of learners are welcome and are being encouraged to attend school, a vital finding relative to Pillar One, "opening doors."

Retaining that relevance during execution is more difficult than planning for it. Funding and logistics present fundamental challenges to success. While the main thrusts of the Initiative remain the same, implementation in the more remote areas of Southern Sudan appears to have been less successful. Relevance is compromised when the most disadvantaged populations have less access to the benefits of the interventions.

A further conclusion with regard to relevance is that relevance evolves. Key education stakeholders have counseled that the highest priority is rectifying the lack of trained teachers, in order to improve quality of instruction and to lower the pupil-teacher ratio. At the same time, many have reported little benefit from the infrastructure component relative to spending and would like to see funding directed toward the priority area they have identified. Maintaining relevance in programming will likely also mean renewing the agreement among key stakeholders about priority areas and activities. With the evaluation results showing particular benefit from the English language training and the continuing need, this area may also prove to be a priority for future planning. Ensuring access for the range of disadvantaged and out of school youth may also require changing strategies with the results of the referendum, if older and returnee populations become a greater proportion. But with access will come the need for improved quality as well, and a balancing of effort with respect to educational quality, as designed in Pillar Two.

Efficiency of resources spent

Assessing efficiency is compromised by the lack of coordinated monitoring and tracking of data from each of the interventions, and aggregation at the national level. This compromises the degree to

[16] N.B. As of the presentation of this report in Juba, the integration process with the Ministry has begun, with four staff members assigned at national level and agreement for additional staff at state and county levels.

which GtS can be said to have reached its Pillar Three and Four goals of capacity building and accountability. For example, there was an effort to have teacher databases at state level, but that has not yet happened. Technical assistance in general is often cited as a significant expenditure, but many sources report lack of the necessary skills transfer to the MoE following such TA. While it implies even more costs to transfer the skills, it is a crucial component of building the MoE's capacity to integrate these activities in-house. On the other hand, technical assistance outcomes have been positive, and have driven some efficiency measures. One such case is the MoE's new system to identify their personnel and plan the judicious use of resources to allocate to various line items. This system was funded by UNICEF as were the EMIS and payroll system, the latter of which is being used as a pattern for other ministries.

Efficiency was questioned by many respondents in the area of school construction. Decisions early in the process to use large international building contractors had negative effects on project efficiency and success when these builders were less familiar with the on-the-ground reality of construction works in Southern Sudan, particularly given the many logistics and security challenges. Costs increased exponentially, and some contractors failed to finish works in progress. Tents were procured as classroom space but succumbed to weather and other hazards within months.

Similarly, efficiency in learning materials distribution was called into question. Sources report books wasting in storage where they cannot be delivered due to lack of funds at local levels. While GtS has been able to get the materials into Southern Sudan from ports, in some regions the Initiative has left the "last mile" delivery to the MoE's local offices, which lack resources for transport and capacity for competent storage. Further, teachers have not received training in how to use the materials, which – though also expensive – makes the investment in the materials worthwhile, in terms of improving educational quality.

Efficiency was difficult to assess in real cost terms, due to the need for a clear and accurate cost management system in parallel with programme management and tracking. Because donors require cost reporting, the evaluation team was able to review costs at the national level in those reports; however, the operating budget and expenditure system was not available for review. The way costs are expended throughout the massive GtS Initiative remains unclear, as well as the way they are monitored and how cost irregularities are dealt with as they arise. The degree of value for cost is not able to be assessed when expenses and programme outputs are not systematically connected.

A final conclusion drawn with regard to efficiency relates to the stagnant GoSS budget for education. Though there are donors eager to assist and the GtS mechanism through which to do so, only a concerted and adequately financed Ministry effort will make GtS work efficiently. With the proper training in budgets, monitoring and tracking, the Ministry's full financial backing of the Initiative would lead the programme to far greater accomplishments. The donor community cannot supplant the education ministry's funding or its efforts, and risks replicating functions externally. This would be inefficient, in that the Ministry does have institutions and staff that can be utilized to undertake these functions, with proper capacity building. Supporting those institutions already in place and transferring the necessary skills to them promises to be more efficient and effective.

Viability of key partnerships and coordination mechanisms

From little coordination in the early years of the Initiative, UNICEF began by taking the lead in using GtS to help define roles and responsibilities of the community of education actors in Southern Sudan. This was not done in a prescriptive way, and each actor defined its intervention strategies while communicating these with the partners. These active partners contribute to and actively

participate in coordination through the Education Reconstruction and Development Forum (ERDF) and other bodies.

The impact of this has been a means for getting MoE, donors, NGOs and other actors to agree on priorities, reduce implementation costs, and share best practices and lessons learned. Some examples of impacts have been joint monitoring visits to project sites to encourage collaboration, a better focus to individually-funded activities, a more rational concentration of investment activities, and State-level coordinating bodies that replicate the national-level effort to a degree in coordinating actors and programmes. While the ERDF did go through a less active period, the current sense is that the effort is redoubled to make participation a vital part of Southern Sudanese education activities. Even at the local level, following the national-level example of coordination, State-level coordinating mechanisms are in place and NGOs participate with State MoEs in focusing their efforts rationally and avoiding duplication of efforts.

Stakeholders did point to some challenges in the coordination effort. With multiple agendas and participants in the dozens, there were times when efforts of the ERDF or its working groups stalled. The ERDF is both inclusive and comprehensive, but this does entangle members in debates and, at times, indecision. There is also a need for the MoE to take charge of the ERDF and coordination as a whole, acting as conveners and arbiters based on inputs from the corps of donors and local stakeholders. The current process of developing a sector strategy and plan will support that effort and increase opportunities for proactive coordination by the Ministry. The collaboration that has gone on reflects the goals of Pillar Four, accountability, and the analyses included here can strengthen that effort significantly.

Sustainability and capacity development

In both capacity and funding terms, the Initiative has made some progress but considerable action will be needed to make GtS sustainable in Southern Sudan. In capacity building, a key aspect of the Initiative's Pillar Three, the issues discussed above such as the EMIS, teacher payroll system, curriculum development, and other areas are important gains for the sake of sustainability. However, the crucial skills transfer for the MoE to be able to take on these roles without support has been far too limited. Similarly, funding from the GoSS for education topics has been stagnant, with most costs going to salaries and little remaining for Initiative efforts; should this continue, the simple economics of an unrealistic budget will nip any potentially sustainable elements in the bud. The grossly underfunded sector cannot act to improve its outcomes in educational quality, with in-service teacher training, pre-service institutions, English-language training, materials development, community mobilization or infrastructure development if its fixed costs are over 80% of its current funding allotment. As such, the GoSS' underfunding of education acts as an implicit demand on the international community to continue anchoring its educational activities, and abdicates its own control and ownership of the process *ipso facto*. Sustainability will wither in these circumstances.

A crucial area of sustainability planning involves strategic planning at central and subnational levels in the decentralized system, and will need reinforcement if the MoE at all levels is to take more comprehensive ownership of the Initiative. Understanding and advocating for budgetary support requires in-depth knowledge of policy and how to plan and present priorities effectively. State-level capacity is growing in large part due to their involvement in coordination efforts at that level, but some states were seen to be more advanced in this than others. Capacity at national and subnational levels of the decentralized system needs to include these themes. At the national level, strategic planning capacity is still weak for tackling complex issues like the continuing high drop-out rate, low level of English mastery, and the prioritizing of infrastructure developments. Other

capacity building content includes transport, delivery, storage and monitoring of learning materials delivery; logistics; and informatics, as per the component findings above.

Sustainability is enhanced by efforts to involve the donor community more broadly and with increasing depth such as through the ERDF. More involvement at the national and state levels in carrying out activities effectively increases the interest of stakeholders in the outcomes and gives them enhanced tools to influence those outcomes. Some sources for the evaluation noted that the MoE needs to take more ownership of this coordination process in order to strengthen their leadership role in the sector and ensure that proactive meetings are held and actions are taken.

Another capacity improvement that will support sustainability is that of the development of Southern Sudanese curricula and learning materials. Funding will remain a challenge, as these efforts require significant resources in the preparatory stages but even more so in distribution, training and monitoring. So far the MoE has taken a leadership role in the creation of such materials but the Initiative efforts in distribution have been more donor-led, and the necessary follow-up activities have not occurred.

Building head teacher capacity to supervise and manage schools has strengthened capacity at the school level, as have teacher trainings. These efforts owe much to actors outside the MoE, and teacher training institutions for pre-service teacher education are needed across Southern Sudan. This is a crucial area for sustaining any gains in education quality but, perhaps because of the scope of the problem and the costs of the solutions, full dedication on the part of donors and the MoE remain incipient. One-off teacher education exercises are certainly some of the most popular and least effective ways to affect teacher instructional practice; only with an ongoing national-level commitment to teacher professional development will the Initiative make an impact on teacher skill sets and behaviors.

Capacity has also been built in schools and communities, where individuals take action and responsibility for increased educational opportunities in their areas. Parents newly participating in PTAs, for example, or pupils bringing their out-of-school peers to school through GEM, are assets to sustainability as well. So, too, are sensitization campaigns regarding girls' and inclusive education. All of this increases community demand for education and quality, which comprises part of the integral effort to improve the system. Demands on the capacity of these actors will include the ongoing work to increase girls' enrolment, particularly where traditional cultures present some barriers, and efforts to increase local ownership of schools and their outcomes. Training community and PTA members is likely to be lower on the priority list for the MoE and therefore sustainability of this component is threatened.

B Opportunities for growth and lessons learned

The following section emphasizes highly effective practices and critical gaps, including issues that the Initiative will face in demonstrating effectiveness and improving outcomes in the face of logistical challenges.

Highly effective practices

Several efforts stand out as highly effective from among the GtS activities.

- *The EMIS and teacher head count and payroll systems* meet basic needs that become challenging in the Southern Sudan context – getting data, verifying, and ensuring data

quality in the system. Assigning technically strong and logistically creative people in the TA roles for this project have helped overcome some obstacles. Getting buy-in from a range of actors was made easier by the great need for the data accessed through such systems.

- *The GEM peer-to-peer model for pupil recruitment* has been successful for bringing out-of-school children and adolescents to school, through youth networking and positive messages about supporting inclusive and girls' education.
- *Alternative education options* have reached out to groups who otherwise might have missed out on education. Accelerated programming for adults or older youth, pastoralist and cattle camp schools with local teachers, community girls schools and other innovative and tailored solutions capture the spirit of "Education for All."
- *A unified Southern Sudanese curriculum* provides a basis for ongoing construction of standards, assessment, teacher professional development and other ways to improve pupil outcomes. Related to this are English language training courses for teachers, which are oversubscribed due to high interest.
- *Materials distribution* has been successful at least in a range of schools. In those visited by the evaluation, five to twenty materials have been present for pupils' use. This is better than in some other countries with fewer obstacles to distribution.

Critical gaps and shortcomings

The following gaps have been identified by the evaluation team as central to the GtS efforts but requiring priority response to improve outputs and outcomes.

- *Excellent TA but without skills transfer* to integrate these processes and systems into the Ministry. This transfer should be thought of comprehensively, throughout the decentralized levels of the Ministry (national, state, and so on) and across thematic areas: EMIS and informatics, but also budgets, strategic planning, and advocacy.)
- *Teacher pedagogical training* has been of short duration and with questionable outcomes. Both pre-service (teacher training institutes) and in-service (ongoing professional development) need to be very high priority, to ensure the improvement in quality outcomes. More teachers will need to be recruited and trained as access increases due to the Initiative, returning populations, and the "free and compulsory" mandate from the government. And it needs to be considered comprehensively, including training on pedagogy but also subject matter such as English and mathematics. Further areas of professional development should include alignment with new materials distributed to schools, and psychological or psychosocial support training, as follows.
- *Psychological/psychosocial support:* Most schools have nothing in place to help pupils who have been victims of violence or otherwise traumatized. With the current and potential returnee population growing quickly, these issues are likely to arise frequently in classrooms.
- *Overly ambitious targets and conspicuous problems* in the infrastructure development component have a multiplier effect on how the Initiative is viewed. From within the Initiative there are suspicions that contractors took payment for work they did not do, raising accountability issues. Externally, producing only a fraction of the target levels and that at high cost, damages the credibility of the Initiative.
- *Monitoring and tracking programme outputs, outcomes, including costs* have been lacking. Even when the programme activities are decentralized, there needs to be a way to track both expenses and outputs in a coordinated, comprehensive fashion. Data quality needs to be regularly verified, and reporting should be at least biannually with agreed indicators and definitions of those indicators. Without this system, it is inordinately difficult to evaluate

inputs, processes and outputs, and to demonstrate to donors and potential donors the cost-benefit relationship of the programme.

The impact of logistics

Logistics challenges have taken their toll on the Initiative in several respects. Infrastructure projects have been a fraction of what was targeted to occur: costs far exceeded expectations, rural areas' logistics hampered efforts, and there were no easy ways to track contractor compliance. The remote and rural schools have significant needs beyond that which is needed in urban areas, because of the distances, security issues, natural hazards and lack of facilities, but the needs are harder for the Initiative to meet and monitor. At times, materials distributed to states and counties cannot be delivered to schools because of lack of funds for transport. Logistics cannot be underestimated as a complicating element in Southern Sudan, and failing to aid those schools sufficiently is a substantial disappointment for the Initiative. Teacher training efforts face many of the same logistical obstacles, and these challenges become more salient with additional recruited teachers and making professional development an ongoing concern.

Most of these obstacles, like poor road infrastructure, difficult weather seasons, and long distances, will continue to exist. The Initiative and the MoE will have to create ways to overcome them more effectively, such as locating teacher trainers in payams, counties and states, and even school in-service teachers in schools, who can impart training and supervision more readily without excessive travel costs and challenges. For materials delivery, costs for transport on "the last mile" from local government offices to schools may need to be borne by the Initiative or prioritized in government budgeting. In the case of infrastructure projects, it is possible that costs will preclude the wider targets originally envisioned, but that construction and renovation can occur on a more limited scale.

VII Recommendations

CAPACITY BUILDING

The Initiative needs to prioritize capacity building at the Ministry comprehensively, throughout the decentralized system. This focus requires effort and funding. Construct a plan with definitions of what TA is needed and why, and then how the skills transfer will occur. This can be thought of as an *integration strategy*, and so must include budgetary and planning tasks as well as transport, logistics, storage and monitoring of learning materials delivery, and EMIS and informatics transfer - in short, all the functions that GtS has accomplished on behalf of the education system.

Create a benchmarking system to track capacity gains, using the definitions of necessary TA, to create time-bound targets and periodic (monthly or quarterly) feedback reports to ensure that this is occurring. Follow-up should be scheduled at quarterly or biannual interviews to ascertain the advance (or lack of advance) of in-house knowledge and skill sets necessary for the function being assisted. Recruit local consulting firms, NGOs and others for their management expertise, to provide more grounded, ongoing and short-term support, rather than relying on consultancies from those outside Southern Sudan. Include funding in the TA budget for local counterparts to receive special training (workshops, study tour, on-line training, etc.), with the explicit expectation that they use these opportunities to apply their learning in the Ministry.

STRATEGIC PLANNING AND PRIORITY-SETTING

The evaluation results call for adjustments to GtS priorities. First, boost teacher training and recruitment over other priority areas, because of the increase in enrolment, the system wide growing demand, and the deficit in educational quality. The evolving political and economic situation in Southern Sudan requires thinking through the priorities that follow teacher training. Where problems have arisen, as in infrastructure development, pilot innovative or potential approaches to meeting logistical and construction challenges. When setting priorities, take advantage of what works (the high demand English language training, GEM clubs, alternative education systems) and maximize them with appropriate funding.

Particular interventions can benefit from pushing funding and authority down to the state and lower levels of the MoE. As the Ministry has already made efforts to decentralize the structure, this process will deepen capacity at those levels and provide more support for teaching and learning from sites nearer the schools themselves. Decentralization, when it is accompanied by appropriate resources and capacity building, empowers states and counties to undertake tasks that the national MoE struggles to carry out across the region.

MAKE TEACHER PROFESSIONAL DEVELOPMENT TOP PRIORITY

This evaluation finds clear evidence that teacher professional development should be a high priority for the Southern Sudanese government. One-off teacher training efforts should be replaced by a more considered and comprehensive, ongoing plan for teacher professional development. Content should include pedagogy (e.g., active learning methods) but also subject matter such as English and mathematics. This gives teacher trainees something with which to practice their improving pedagogical skills, rather than speaking about "child-centered learning" in the abstract. Subject matter training *for teachers* also greatly impacts subject matter mastery *in pupils*.

Teacher training is a system that can be more effectively carried out locally. Staff and services need to be in place in states and counties, so teacher trainers can be deployed through the system. In other developing countries, each school has an in-service coordinator, who is trained in adult learning principles. These teacher trainers and given Training of Trainers content that they can

impart more effectively and efficiently than can a national corps of few trainers assigned to wide regions. Cascading must be done well – with supporting materials, multiple teachers trained from a given school to change the teaching culture of that school, and direct training for teacher trainers so the content is not diluted before trickling down to classroom level. But stakeholders and evaluators agree on this key point: more teachers and better teaching are fundamental to impacting the education system in Southern Sudan.

MONITORING AND TRACKING PROGRAMME OUTPUTS AND COSTS

Create a comprehensive, accorded and embedded system for tracking and aggregating local, state and national outputs, outcomes and expenses. This is essential for monitoring the progress of the Initiative. Develop results-based indicators and simple but clear reporting for each activity, and also set up follow-up and verification (as in the questions of efficacy of materials distribution.) Implementers must work closely with state MoE offices to ensure that data are transparent and progress is occurring, so that corrections can be made. States' recent collaboration with donors is a good start toward this type of activity.

This monitoring system of programme implementation requires a parallel system to monitor, track, and audit programme budgets and costs expended. This allows greater decentralization while maintaining cost control and financial transparency. In addition, tying cost and programme monitoring allows partners to assess value for output and variances by region.

Use these data for the Initiative's own formative self-assessment, on both programme outputs and associated costs. External, post-hoc evaluation cannot replace this function. Such a system requires time and financial resources, but is compensated by being able to demonstrate effectiveness and accountability to donors and potential donors.

MEETING LOGISTICAL NEEDS

Prioritize the remote and rural schools of the country for GtS interventions. Costs will affect roll-out, so set phasing strategically and realistically. But these are the hardest-to-reach populations that are, and will otherwise remain, most disadvantaged and most in need. Returnee populations will continue to grow and outstrip gains made to date, without concentrated effort. The more easily accessed central and urban areas can more readily follow suit, as demand increases and the government's ability to meet educational needs is institutionalized.

TAKE OWNERSHIP OF DONOR COORDINATION FUNCTION

Create a unit and/or champion within the MoE that progressively assumes greater responsibility for the donor coordination function. UNICEF and major donor and NGO partners will still have leadership roles but the primary coordinating and convening activities must be owned by the MoE as they evidence greater capacity. Since the ERDF has had a somewhat dormant period, the time is opportune for the MoE to assert their leadership with a focus on actionable decision-making.

ADVOCATE FOR GREATER BUDGET SUPPORT

Take the new GtS plan to the Government of Southern Sudan, and use it to advocate vigorously for increased budgetary commitment. While it is understood that the GoSS budget is stretched to cover an array of high priority Ministries and activities, the post-Referendum South will need a full-fledged education system and international donors cannot create one. That is the job for the MoE, and the GoSS will need to be convinced of the long-term value of fulfilling the education promise to its citizens.