



# GEMS

Girls' Education Monitoring System

## GUINEA COUNTRY STUDY

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## Guinea List of Acronyms

AED	Academy for Educational Development
AIR	American Institutes for Research
APEU	Community civil and religious leaders and parent-teachers organizations
CIDA	Canadian Agency for International Development
CSO	Civil Society Organizations
EGAT/WID	Economic Growth, Agriculture and Trade/ Women in Development
ESRP	Education Sector Reform Program
FAC	<i>Fonds d'Aide et de Cooperation Française</i>
FONSEF	<i>Le Fonds National de Soutien à l'Education des Filles</i>
FQEL	Fundamental Quality and Equity Levels
GEMS	Girls' Education Monitoring System
GOG	Government of Guinea
GWE	Girls and Women's Education
IPN	<i>Institute Pédagogique National</i>
MEPU	Ministry of Pre-University Education
NGO	Non Governmental Agency
NPA	Non-Project Assistance
PASE	<i>Programme d'Adjustment Sectoriel de L'Education</i>
SAGE	Strategies for Advancing Girls' Education Project
SSO	Strategic Support Objective
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

# EXECUTIVE SUMMARY

## Introduction

This document summarizes the findings of a review of the progress of the USAID-funded girls' education work in Guinea. The five-year life of the project is examined in relation to the strategic framework for the USAID/EGAT/WID Girls' and Women's Education Activity, of which the effort in Guinea forms a part. The study is based on analysis of project documents, manipulation of the available national education statistics for Guinea, and fieldwork conducted in Guinea during July and August of 2001.

## Background

The EGAT/WID Girls' and Women's Activity in Guinea continued and complemented USAID investments in improving educational equity and quality in Guinea that began in 1990. Within the Ministry of Pre-University Education an Equity Committee was formed in the early 1990s to build awareness of the importance of educating girls. The Ministry, through the USAID-funded Fundamental Quality and Equity Levels (FQEL) Activity created and designed teacher professional development activities and instructional materials to improve the opportunities for all children to learn in Guinean classrooms. In late 1996, Plan *Guinée*, as the local contractor in conjunction with the American Institutes for Research (AIR), the prime GWE contractor, began mobilizing national stakeholders around the importance of girls' education and conducting research to determine local barriers to educating girls. The country director was a former Deputy Minister from MEPU and an active participant in the Equity Committee.

Much of 1997 was dedicated to organizing the National Alliance for Girls' Education. This organization began a process to develop a National Fund for Girls' Education (known by its French acronym—FONSEF—*Le Fonds National de Soutien à l'Éducation des Filles*). The National Alliance consists of 150 members the public, private and non-governmental sectors. Its initial work focused on promoting a public dialogue on the importance of girls' education by setting up and carrying out a national awareness campaign. Concurrently with the creation of the National Alliance, GWE/Plan *Guinée* started work on setting up local alliances in 19 areas (*sub-préfectures*) dispersed throughout the interior of Guinea. A first step was to conduct community consultations to assess the area-specific barriers to girls' education in order to develop strategies to enroll more girls in school. The results of the consultations were discussed with Local Alliance members and action plans to address the identified problems, such as lack of school facilities for girls and few female role models in local communities, were designed.

This work continued through much of 1998 and was linked to the National Alliance by establishing mentors for the Local Alliances from among the National Alliance membership. At the end of 1998, the GWE institutional contractor changed from

AIR to the Academy for Educational Development (AED) under the Strategies for Advancing Girls' Education Project (SAGE/Guinea). The country director, however, remained the same. The main reason for this change was that Plan *Guinée* concentrated its activities in the forest region of Southern Guinea while the girls' education activities were to be nation-wide and geographically dispersed. As a result, GWE/Plan *Guinée* became SAGE/Guinea starting in 1999.

During 1999, SAGE/Guinea organized a National Forum on approaches and strategies for girls' education. It also designed an action plan and strategies for working with local radio stations, held an Annual Meeting of the National Alliance, assisted the Local Alliances with the implementation of New School Year activities, gathered data on the activities of the six pilot alliances, and recruited Barry et Frères, a local advertising firm, to pledge financial support to girls' education and to donate billboard space.

SAGE/Guinea continued in 2000 to build the capacity of the Local Alliances. This was accomplished through workshops that dealt with: messages and funding for local media campaigns; conducting girls' mentoring programs; and procedures for fund-raising. An advocacy tool to be used by Local Alliances in building community support was developed, and guidelines to improve relations between the Local Alliances and their schools were created. SAGE/Guinea also participated in the Girls' Education National Day celebration, as well as completed the annual data collection and analysis of the local alliance activities. In addition, by the end of the 2000, the National Alliance had created FONSEF, the National Girls' Education Fund that would solicit contributions from private donors. However, this activity could not begin on a large scale until FONSEF was established as a legal Guinean NGO.

One of the most important goals for 2001 was for FONSEF to meet all the requirements necessary for legal status. This was accomplished in May 2001. With this completed, FONSEF became more active in soliciting funds from civil society organizations and began working on plans for fundraising. However, SAGE/Guinea remains responsible for many of the administrative functions of the National Alliance and FONSEF. On the local level SAGE/Guinea held a series of workshops with Local Alliance religious leaders. These workshops offered training in the kinds of activities that can be undertaken to promote girls' education and to help obtain contributions to the Girls' Education Fund. A major emphasis was on access, retention and educational achievement of girls.

## **Principal Results**

- A 14.5% increase in girls' primary school gross enrollment ratio and a 7.9% decrease in the primary school enrollment gender gap
- An estimated completion rate increases of 8.1% nationally and 26.7% in pilot alliances among rural girls
- An estimated completion rate increases of 8.2% nationally for urban girls
- Similar trends albeit higher estimated increases in completion rates for boys

- The formation of a 150 member National Alliance with legal status in Guinea, made up of individuals from different sectors with the goal of raising awareness of the importance of improving girls' persistence in school
- The leveraging of at least US\$94,160 of non-USAID funds invested in girls' education efforts.

## **Challenges**

- Completion rates for girls remain low (26.1% in urban areas, 20.4% in rural areas, and 39% in pilot alliances)
- Despite alliance efforts, completion will be influenced by contextual conditions such as conflict and refugee infusion
- The National Alliance and FONSEF must resolve issues pertaining to its organizational structure and support of administrative functions carried out by the project
- There has been little leveraging of resources at the national level, as most non-USAID funds come from community groups for school infrastructure improvements

## **Implications**

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years can be met through the strategies used by SAGE/Guinea, at least in target areas, if activities continue and the projected completion rates are borne out over time. However, such long-term objectives can be affected dramatically by changes in the local context, such as an influx of refugees from conflicts in nearby countries
- Efforts to increase awareness of the importance of girls' persistence in school may also affect boys' completion in low access countries such as Guinea.
- SAGE/Guinea has been effective at the Local Level as local alliances with members from different sectors have raised funds and initiated actions that have encouraged both girls and boys to stay in school
- Although the limited actions and funding at the national level was somewhat by design, as strategies were predicated on FONSEF gaining legal status, the success of the approach relies heavily on encouraging multi-sector actions and funding for FONSEF in the last year of the project

## PERFORMANCE REVIEW

### GUINEA COUNTRY STUDY

#### I. Introduction

USAID's investment in girls' education in Guinea began in 1990 as part of the multi-donor project, *Programme d'Adjustment Sectoriel de l'Education* (PASE). This project focused on increased enrollment in primary schools as well as equitable access to quality education for girls and children in rural areas. It was created in response to the government's 1989 National Education Policy, which addressed the urgent need for a complete reform of the country's educational system.

USAID's support during the first phase of PASE (1990-1995) consisted primarily of endorsing key policy reforms through its Education Sector Reform Program (ESRP), with special emphasis on the need to improve access to primary education. Under the program, non-project assistance (NPA) provided general budget support to help allocate a greater proportion of the Government of Guinea (GOG) expenditures for primary education and project assistance support to institutional capacity building in key areas of management and administration.

While continuing its support for more equitable access to primary education, USAID's main emphasis during the second phase of PASE (1995-2000) was on improving the quality of teaching and learning in primary schools. USAID's assistance under the Fundamental Quality and Equity Levels (FQEL) Activity supported an institutional strengthening program to sustain sector reform and to improve the quality of teaching at the classroom level. Its main objective was to develop MEPU's capacity to deliver efficient quality primary education throughout the country, focusing on improving access to education for girls and children in rural areas.

Additional initiatives promoting girls' education during PASE included the Government of Guinea through its *Comité d'Equité*, the World Bank's Equity and School Improvement Project, and the Reinforcement of the Guinean Educational System Program of the *Fonds d'Aide et de Cooperation Française* (FAC). Other important donor contributions included: UNICEF's support for girls' primary education, teacher training, and development of a communication system at the central level; the Canadian Agency for International Development's (CIDA) support for primary education and technical and professional training; the German Federal Government's financing of an in-service teachers training project; the *Centres Nafa* Project implemented by UNICEF with funds from UNICEF, CIDA, and UNICEF's Finnish Committee; the *Project de Réécriture du Matériel Pédagogique* carried out by the *Institute Pédagogique National* (IPN) in collaboration with UNICEF; and the Human Development Initiative, a UNDP, UNESCO and GOG initiative.



## **II. Socio-Political Context**

Guinea gained its independence from France in 1958. In spite of large extensions of arable land and abundant mineral resources (bauxite, iron, gold and diamonds), the country is one of the poorest in the world. In 1995, it ranked 168 out of 174 countries on the United Nations Human Development Index, with a life expectancy at birth of 44.5 years, an infant mortality rate of 144 per 1,000 live births, and a per capita gross domestic product of \$592. At that time, over half of the population was under the age of 15 (USAID/Guinea 1995).

Guinea is a diverse country. Its seven million people are divided among 16 ethnic groups, the largest being the Fulani, Malinké, and Susu. Over 80 percent of the population is Muslim. The rest are Christian (about 10%) or belong to different indigenous religions. About one fifth of the population lives in the capital city of Conakry, with the remainder is dispersed in four different regions. Three quarters of the population are engaged in agriculture (World Bank 1995).

Although the social and economic status of Guinean women varies to some extent across regions and ethnic groups, early marriage of girls, high bride price in some regions, and high male migration for labor in others create significant barriers to girls' schooling. Literacy rates among women 15 or older are estimated at only 22 percent, compared to 50 percent for men (Kamano et al 1998).

## **III. The GWE Program**

### **A. Project Development**

The centrally funded GWE activity in Guinea began in late 1996 with Plan *Guinée* as the local contractor and the American Institutes for Research as the GWE contractor.. The country director was a former Deputy Minister from MEPU and an active participant in the Equity Committee. At the end of 1998, the GWE institutional contractor changed from AIR to the Academy for Educational Development (AED) under the Strategies for Advancing Girls' Education Project (SAGE/Guinea). SAGE maintained the same country director.

The first GWE/Plan *Guinée* Activity was the organization of the National Alliance for Girls' Education, with 150 members from the public, private and non-governmental sectors. The initial work of the Alliance was to promote a public dialogue on the importance of girls' education by setting up and carrying out a national awareness campaign.

The planning and implementation of National Alliance activities were carried out by a 12 member National Alliance Working Group. Working with this group, SAGE/Guinea set up a Media Task Force consisting of local radio and TV broadcasters as well as the print media. The efforts of the Task Force resulted in broadcasts on girls' education in the middle of 1999, and as part of that program the Minister of Social

Affairs officially stated the governments' commitment to promote girls' education. In addition to the national promotion campaign, the Task Force also worked with the Local Alliances, described below, to develop media campaigns with broadcasts by six rural radio stations.

Shortly after the formation of the National Alliance, GWE/Plan *Guinée* started work on establishing Local Alliances in 19 areas (*sub-préfectures*) located throughout the interior of Guinea. The Local Alliances would typically contain at least six schools and consist of 20-60 members that included local leaders, religious groups, women's groups, private businesses and parents. An executive committee of 5-12 people are responsible for the organization of actions. As part of the organization of the Local Alliances, GWE/Plan *Guinée* used focus groups to conduct community consultations in the 19 selected sub-prefectures. The purpose of the consultations was to assess the area-specific barriers to girls' education in order to develop strategies to enroll more girls in school. Once the data from 140 focus groups were collected and analyzed, the 19 Local Alliances were charged with designing action plans to address the identified problems, such as lack of school facilities for girls and few female role models in local communities.

The Local Alliances received technical assistance from the GWE/Plan *Guinée*, and in the process of working with these alliances, six were selected as "pilot" alliances and destined for more intensive support by the project. The remaining 13 alliances focused their activities on the preparation and participation in the annual National Girls' Education Day. This day is celebrated on June 21<sup>st</sup> and has become an integral part of the opening ceremony for the new school year.

In addition to working with National Alliance on the national and local efforts to increase awareness of girls' education, GWE/Plan *Guinée* made preparations for attending the May 1998 conference in Washington and sent eight individuals representing the Local Alliance pilot areas, the National Alliance Working Group, Plan *Guinée* and SAGOU, a Guinean NGO. Project personnel felt that the opportunity to learn about efforts in other countries as well as talk with the implementers of such programs helped in the development of their own strategies to involve different sectors.

After the Washington Conference, the GWE Activity went through a series of administrative changes and terminated its relationship with Plan *Guinée*. The main reason for this decision was that Plan *Guinée* concentrated its activities in the forest region of Southern Guinea while the girls' education activity was to be nation-wide and geographically dispersed. As a result, GWE/Plan *Guinée* became SAGE/Guinea starting in 1999.

During 1999, SAGE/Guinea organized a National Forum on approaches and strategies for girls' education. The project also designed an action plan and strategies for working with local radio stations, held an Annual Meeting with the National Alliance for which several organizations donate space or funds, assisted the Local Alliances with the implementation of New School Year activities, gathered data on the activities of the six pilot alliances, and recruited Barry et Freres, a local advertising firm, to pledge financial support to girls' education and to donate billboard space.

SAGE/Guinea continued in 2000 to build the capacity of the Local Alliances. Two workshops were held on funding local media campaigns, a workshop on the Girls' Mentoring Program took place, an advocacy tool (*Plaidoyer*) to be used by Local Alliances in their communities was developed, guidelines to improve relations between the Local Alliances and their schools were created, and a workshop on the procedures for collecting funds for girls' education was held. SAGE/Guinea also participated in the Girls' Education National Day celebration, and completed the annual data collection and analysis of the Local Alliance activities. In addition, by the end of the 2000, the National Alliance had established a National Girls' Education Fund that would solicit contributions from private donors. However, these activities could not begin until FONSEF was established as a legal Guinean NGO.

One of the most important goals for 2001 was for FONSEF to meet all the requirements necessary to achieve the legal status of FONSEF. This was accomplished in May 2001. With this completed, FONSEF became more active in soliciting funds from CSOs and began working on plans for fundraising. FONSEF went on to contact two insurance companies (SOGAM and UGAR), Nestlé, two banks, Sabena, Air France, two hotels (Novotel and Camayenne), and the *Société Aurifère de Guinée* (gold mining and exporters) in order to solicit funds and to further discussions with companies that had made commitments before FONSEF became a legal NGO.

Another avenue that was being explored for fundraising was to have local artists and musicians organize a fundraiser for girls' education and the donors listed above were approached to make contributions toward the estimated \$2,500 needed to finance the event. By the end of July 2001, ten well known local artists committed to producing three paintings each with 100% of the proceeds going to the Girls' Education Fund. The paintings depicted themes related to girls' education.

Another potential activity has involved discussions with the World Food Program on the possibility of SAGE/Guinea's Local Alliances becoming partners in a \$14 million school-feeding program. Originally the program was scheduled to initiate activities in October 2001 but this has been delayed until the beginning of 2002.

SAGE/Guinea also expanded its work with the religious sector during 2001. On the national level, discussions with the Islamic League were held to explore possible partnerships and a protestant Bishop has been asked to sit on the board of FONSEF. On the local level, a series of workshops were held with Local Alliance religious leaders to train them in the kinds of activities they can undertake to promote girls' education and to help obtain contributions to the Girls' Education Fund.

## **B. Project Organization**

The past five years of GWE activity in Guinea has essentially been a small operation, consisting of the country director and two assistants. One of the assistants is the Deputy Director and the other in charge of financial operation and accounting. When the activity was administered by AIR and Plan *Guinée* the GWE offices were located within Plan *Guinée* and as such, GWE was able to use its office equipment and logistic

support.

Since the organizational change from AIR/Plan *Guinée* to AED, SAGE/Guinea relocated in 2001 and is currently a more independent organization. As discussed, the girls' education activities take place at both national and local levels, and the latter requires frequent travel to meet with the Local Alliances. This travel is divided between SAGE staff going to the interior and Alliance members coming to Conakry. Essentially, the country director has made most of the contacts, attended meetings and carried out workshops. Many of these activities, especially making contact with both public and private sector stakeholders has been managed by the director who has an extensive personal network in the Guinean public and private sectors.

The project has not only provided technical assistance to the National Alliance, but has also served as the administrative center for that organization. Such support has included accounting for funds raised through FONSEF efforts. With FONSEF becoming a legal entity and SAGE/Guinea drawing to a close in 2002, the issues of FONSEF administrative viability are beginning to be addressed.

## **IV. Findings**

This section presents the findings of the performance review team. Findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings that took place in Guinea involving representatives of USAID/Guinea, the director of the SAGE Activity, representatives of various partner organizations and the GEMS team, as well as on school and community visits. They also include an analysis of existing statistical data on the Guinean educational system and review of other secondary sources.

### **A. Trends in Gross Enrollment Ratios and Completion Rates**

#### **1. Enrollment**

At the time of data collection for this report, data showing the rural population by gender in Guinea were not available. Consequently, only national gross enrollment ratios have been calculated. Table 1 shows the total increase in gross enrollment ratios from the 1989/90-baseline year for girls and boys. Enrollment ratios have increased substantially for both males and females. Prior to the EGAT/WID Activity, girls' enrollments increased by 18% and boys' gross enrollment ratios increased by more than 25%, thereby widening the gender gap. Since the initiation of the Activity, there has been an additional increase of 14.5% in girls' gross enrollment ratios, compared to a 6.6% increase for boys, thereby narrowing the gender gap by 7.9%. However, gross enrollment ratios continue to be low, with 50% of girls and 72% of boys enrolled in primary school.

**Table 1: Guinea Primary School Gross Enrollment Ratios  
1989-2001**

Years	Gross Enrollment Ratios			
	Total %	Boys %	Girls %	Gap %
1989/90	28.6	39.9	17.4	22.5
1990/91	31.8	44.0	19.7	24.3
1991/92	31.9	44.1	19.7	24.4
1992/93	36.7	50.6	22.8	27.8
1993/94	40.1	54.6	25.7	28.9
1994/95	44.6	59.9	29.3	30.6
1995/96	46.6	61.6	31.5	30.1
1996/97	50.5	65.4	35.5	29.9
Change from 89/90 Baseline	+21.9	+25.5	+18.1	+7.4
1997/98	51.0	65.1	36.9	28.2
1998/99	53.5	67.1	40.0	27.1
1999/00	56.8	69.2	44.3	24.9
2000/01	61.0	72.0	50.0	22.0
Change from 96/97 Baseline	+10.5	+6.6	+14.5	-7.9

Source: Database 1989-2001. MEPU/SSP

## 2. Completion

Although promotion data for Guinea were relatively complete, the lack of repetition rates made it impossible to examine the fifth grade attainment of actual cohorts. Thus, reconstructed cohorts of children reaching fifth grade in five years have been calculated. The initial year of the project 1997/1998 serves as the baseline for examining progress. As shown in Table 2, estimated fifth grade attainment rates in both urban and rural areas follow a pattern of general increase. The same is true when looking at estimated fifth grade attainment rates for boys and girls. Girls' completion rates have risen in each year of the project and show about an 8% increase in each area. Boys' completion rates have also increase in each year of the project but at a slightly higher rate than that of girls. This has contributed to an increase in the gender gap in terms of completion. Completion for both genders is low with less than one-fourth of enrolled girls advancing to fifth grade in five years and only about one-third of boys making such progress.

**Table 2: Guinea National Fifth Grade Attainment: Reconstructed Cohorts by Gender and Location**

Cohort Years	Urban			Rural		
	Boys %	Girls %	Gap %	Boys %	Girls %	Gap %
1997/98	26	17.9	+8.1	24.8	12.3	+12.5
1998/99	29.4	20.3	+9.1	29.6	13.7	+15.9
1999/00	33.5	24.4	+9.1	32.8	18.3	+14.5
2000/01	36.9	26.1	+10.8	36.4	20.4	+16.0
Change from Baseline	+10.9	+8.2	+2.7	+11.6	+8.1	+3.5

Source: Database 1997-2001. MEPU/SSP

Table 3 shows the estimated completion rates in pilot alliances where SAGE/Guinea works intensively. These rates are compared to all non-SAGE school completion rates. That is, all Guinean primary schools with the exception of schools in the 19 Local Alliances. As might be expected, non-SAGE schools have estimated completion rates similar to those for Guinean primary schools as a whole. SAGE pilot schools, on the other hand, have increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys that are much greater than non-SAGE schools and than the country as a whole. Girls, for example showed gains of 26.7% compared to gains of 8.3% for girls in non-SAGE schools. Although the greatest gain occurred in the first year that the alliances were active, there have been steady gains in each year that the alliances have been in existence. Although the magnitude of increases are similar, that is the completion rates of both boys and girls in pilot schools triple over the life of the project, the gender gap in completion has increased because boys' ratios were higher at the start of the project.

**Table 3: SAGE Pilot and Non-SAGE Fifth Grade Attainment: Reconstructed Cohorts by Gender**

Cohort Years	SAGE-Pilot			Non-SAGE		
	Boys %	Girls %	Gap %	Boys %	Girls %	Gap %
1997/98	19.9	12.3	+7.6	25.1	15.3	+9.8
1998/99	45.1	29.3	+15.8	29.5	17.2	+12.3
1999/00	51.6	36.9	+14.7	32.6	21.5	+11.1
2000/01	60.8	39.0	+21.8	36.8	23.6	+13.2
Change from Baseline	+40.9	+26.7	+14.2	+11.7	+8.3	+3.4

Source: Database 1997-2001. MEPU/SSP

The alliances in which SAGE/Guinea works less intensively were examined separately. As shown in Table 4, they had a somewhat different pattern than the pilot schools or the Guinea primary school system in general. These schools followed a pattern similar to the alliance pilot schools from 1997/98 to 1999/2000, in that they had greater increases in completion than non-SAGE schools. However in 2000/01, completion rates

decreased to below 1997 levels for both boys and girls. This seems to be the result of a number of alliances being located in the Forest Region of Guinea, which has experienced upheaval in the last two years in dealing with the influx of refugees from Sierra Leone and Liberia.

**Table 4: SAGE Pilot and Non-Pilot Fifth Grade Attainment: Reconstructed Cohorts by Gender**

Years	SAGE non-pilot		SAGE Pilot	
	Boys %	Girls %	Boys %	Girls %
97/98	35.5	15.9	19.9	12.3
98/99	37.2	17.2	45.1	29.3
99/00	47.4	21.1	51.6	36.9
00/01	25.2	14.2	60.8	39
Change from Baseline	-10.3	-1.7	+40.9	+26.7

Source: Database 1997-2001. MEPU/SSP

## **B. Trends in the Promotion of Girls' Education by Civil Society Organizations**

### **1. Organizational Participation**

Table 5 shows the number of different organizations that have initiated actions on a local or national level. The Project has concentrated on building the alliances' ability to implement actions, therefore the number of organizations to date is small. Most of the national actions have been initiated through one organization, the national alliance. However, in 2000, several organizations, such as the Guinean Chamber of Commerce, and media, and an NGO with a national agenda, have begun coordinated but independent actions. Most actions have been related to building awareness of the importance of educating girls. As it is felt that there is a general awareness of the issues related to girls' enrollment and persistence in primary school, project staff expects more organizations to become involved by initiating actions in other areas prior to the completion of the project in July 2002. The National Alliance initiated its first actions in 1998 and has been the organizing force behind all of the girls' education activities.

The regional CSOs represent the 19 Local Alliances that were formed in 1997 and 1998 and began to initiate actions in 1999. SAGE/Guinea does not foresee creating additional alliances, but during 2001 extensive contacts were made with private sector organizations, especially in the insurance and banking sectors. Thus, the commitment of resources and substantive actions are anticipated for the last half of 2001 and the first half of 2002.

**Table 5: Number of New Guinean CSOs Initiating Actions in Girls' Education by Year**

<b>Years/Organizations</b>	<b>Pool</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
National	10	1	1	8
Regional	19	0	19	0
Total	29	1	20	29

Source: SAGE/Guinea records

## **2. Types of Actions**

Table 6 shows the types of actions carried out by CSOs in different sectors. As mentioned, the focus at the national level has been on organizing FONSEF and building awareness. This was done largely through the National Alliance and several media partners representing the Media Task Force. In addition, one business, an advertising agency, was documented to have initiated actions by introducing its own girls' education awareness campaign in the form of billboards, and a trade union and the Guinea Association of Women Lawyers have donated brochures and other materials in support of National Alliance efforts.

At the organizational level, only one religious organization, the Anglican Church, had carried out an action by making a contribution to FONSEF. In addition, local religious leaders at the community level speak out in support of girls' education. Philanthropic foundations are not common in Guinea, but the Mama Henriette Conté (Guinea's First Lady) Foundation has lent its support to the creation of FONSEF. Although only one business had carried out an action at the time of the study, the SAGE/Guinea documentation and interviews by the Performance Review team found that a number of businesses had been contacted and would, in all probability, initiate actions before the end of the project in 2002. Furthermore, two religious organizations, one Islamic and the other Protestant, indicated strong interest in becoming active participants in promoting girls' education.

Social awareness actions comprised the majority of the efforts undertaken by local alliances. These were primarily the organization of the National Girls' Education Day celebration in the communities and testimonials by local leaders, especially religious leaders about the importance of educating girls. The infrastructure activities consisted of the school improvement and construction projects carried out in the schools within the six pilot alliances.



**Table 6: Actions initiated by CSOs by Type of CSO and Type of Action**

Type of Action/Org			Infrastructure	Incentives	Com. Academic Support	Curric.	Teacher Training	Policy	Social Awareness
	No. of Orgs.	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
Local NGOs	19	34	34% (15)						43% (19)
National NGO	3	3	2% (1)	2% (1)					2% (1)
Religious	1	1	2% (1)						
Business	1	1							2% (1)
Foundation	1	1						2% (1)	
Media	4	4							9% (4)
University	0	0							
Total	29	44	39% (17)	2% (1)				2% (1)	57% (25)

Source: SAGE/Guinea records

### C. Trends in Public Sector Support of Girls' Education

The primary public sector actor for the support of girls' education has been the Ministry of Pre-University Education (MEPU). It has carried out two principal actions supporting girls' education. These are the work of its Equity Commission in building awareness of the importance of girls enrolling in school, and its work on curriculum and materials that provide all Guinean children with appropriate learning opportunities in school. These actions predate both GWE/Plan and SAGE/Guinea, and the project has not been directly involved with them. However, as they are complementary to the work of the project and are ongoing, they have been listed as occurring annually (Table 7). In addition, the *Cellule Genre Equity de l'Enseignement Supérieur*, a division of the Ministry of Higher Education is carrying out awareness activities of the importance of girls' staying in school.

The Ministry of Social Affairs has been a more direct partner in the efforts of the Project. Beginning in 2000, it has carried out activities in support of the National Girls' Education Day. The Office of the Prime Minister has participated in the National Forum and contributed funds to FONSEF, whereas the Ministry of Communications reduced the cost of radio message dissemination.

**Table 7: Number of Public Sector Units Initiating Actions in Girls' Education by Year**

Units	1998	1999	2000	2001	Total Units
Ministry of Pre-University Education	2	2	2	2	2
Ministry of Social Affairs	0	0	1	1	1
Ministry of Higher Education				1	1
Office of the Prime Minister		1		1	1
Ministry of Communications				1	1
Total Actions	2	3	4	5	6

Source: SAGE/Guinea records

#### D. Trends in Leveraging Resources

Nationally, SAGE/Guinea has had limited success in securing the investment of local resources in support of girls' education. As shown in Table 8, about \$4000 in local funding in 2000 and 2001, plus a \$5500 donation from Plan *Guinée* in 200 have been raised by national NGOs. SAGE staff did not identify funds from any international donor agency other than USAID. As mentioned previously, national level fund raising was to be undertaken once FONSEF had obtained legal status. Thus, the generation of non-USAID funds for actions through FONSEF is expected to increase in the final 18 months of the SAGE project.

The equivalent of US\$84,666 in resources was generated by the 19 Local Alliances in 1999. This figure is based on data collected by a survey carried out in October of 1999. This amount represents the value of the goods and services obtained by the Local Alliances. A survey, similar to that conducted in 1999, was also carried out in 2000, but owing to computer problems at SAGE/Guinea, those data were not available at the time of the study. Therefore, the total financial resources leveraged by the project through the Local Alliances is greater than that which is reported in Table 8. In addition, SAGE/Guinea staff reported that approximately \$15,000 was provided by Plan *Guinée* in 2000 for a school community contest and local construction costs. Those figures have not been included in the table, as the amounts could not be verified.

**Table 8: Guinea Non-USAID Investment in Girls' Education 1999-2001**

Year/Organization	1999	2000	2001	Total
National NGOs		\$7,765	\$1,729	\$ 9,494
Local NGOs	\$84,666			\$84,666
Business				
Media				
Total	\$84,666	\$7,765	\$1,729	\$94,160
Government				
International Donors				
Grand Total	\$84,666	\$7,765	\$1,729	\$94,160

Source: SAGE/Guinea records

#### E. Trends in Public Sector Investment

Table 9 shows the Government of Guinea's investment in public education from 1990 through 2001. From 1991 to 1997, the percentage of the government budget allocated to education remained fairly constant, ranging from a high of 20% in 1993 and a low of 18.6% in 1997. Since 1997, education as a percentage of the national budget has declined. On the other hand, primary education, as a percentage of the education budget, has shown a consistent increase over the same time period. The rate of increase has accelerated during the years of the project. From 1990 to 1997, the total percentage increase was 6%. Between 1997 and 2001, the increase was 10%. It is noteworthy that

although the percent of the national budget allocated to education decreased from 2000 to 2001, the percent of the education budget allocated to primary education continued to increase. The Guinea education budget does not contain line items allocating funds specifically for girls' education, nor can primary education allocations be related directly to project activities. However, the increased funding for primary education does indicate a continuing commitment by the government in the area targeted by project activities.

**Table 9: Public Sector Investment in Primary Education 1990-2001**

Year	Gov't Budget	Education Budget	Education %	Primary Budget	Primary %
1990	160,181	16,003	10	5,281	33
1991	178,224	34,390	19.3	12,837	35
1992	236,237	47,116	19.9	16,491	35
1993	251,355	50,164	20	18,059	36
1994	265,039	51,373	19.4	20,036	39
1995	259,376	51,125	19.7	18,405	36
1996	280,669	53,187	19	20,211	38
1997	286,268	53,383	18.6	20,820	39
1998	301,338	50,628	16.8	21,770	43
1999	323,207	60,278	18.7	28,331	47
2000	392,400	60,971	15.5	28,218	46
2001*	531,611	60,404	11.4	29,690	49.2

\* These are the amounts in the original budget, but actual disbursements are considerably lower.

Source: Ministère de L'Enseignement Pre-Universitaire

#### **F. Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Although the GWE/Plan *Guinée* and SAGE/Guinea activities produced numerous reports, only two tools were found that were commissioned to specifically facilitate the implementation of girls' education activities. The first was a guide to be used by the Local Alliances for their community advocacy activities. The second was also an advocacy tool (*Manifeste des Alliances*) used to help integrate the school and the community on behalf of girls' education, including how to create more favorable school environments for girls. These two tools were produced in 1999 and 2000 respectively.

**Table 10: Number of Analytical Tools and Studies by Year**

Type	1998	1999	2000	2001	Total
Tools	0	1	1	0	2
Studies	0	0	0	0	0
Total	0	1	1	0	2

Source: SAGE/Guinea records

### **G. Trends in Mobilizing Leadership to Promote Girls' Education**

No information was found regarding leaders of civil society organization who spoke out to promote girls' education and who also committed resources for that purpose. As mentioned, the use of religious leaders for awareness building was a strategy of SAGE/Guinea. These religious leaders were observed by the Performance Review team to speak out in support of educating girls. However, as confirmed by the SAGE staff, up to this point, support has been general awareness building and not specific actions that involve the commitment of resources by religious groups. The Minister of Social Affairs did however, voice his support of the Girls' Education National Day and said his ministry would support these activities with their personnel and other resources.

### **H. Trends in Broadened Local Community Participation to Promote Girls' Education**

The Local Alliances work with community civil and religious leaders as well as parent-teachers organizations (APEAE). These activities have been counted and included as part of the work accomplished by the Local Alliances on behalf of girls' education. Membership in the alliances has remained stable and, at the time of the study, there are no plans to create new Local Alliances.

### **I. Trends in Strengthened Teacher Performance to Improve Girls' Primary School Participation**

Neither GWE/Plan *Guinée* nor SAGE/Guinea has carried out any activities that have involved pedagogy or instructional materials to strengthen teacher performance. However, activities are underway to work with school inspectors to help teachers improve performance in the classroom. Thus, the participation of girls in classroom activities may be a future concern of the project.

## V. Conclusions

### A. Strategic Objective

**The USAID strategy of mobilizing constituencies to promote girls' education, as implemented through the SAGE/Guinea has contributed to higher completion rates among female primary school students, most notably among the six pilot alliances where the project is working intensively.**

Gains in completion rates for girls have been about 8% over the life of the EGAT/WID Activity in Guinea. In pilot alliances, however, estimated female completion rates have increased nearly 27%. Despite such increases, boys have shown greater gains in completion rates than girls, thereby widening the gender gap.

**SAGE/Guinea has had mixed success in improving female completion rates in areas where the project is working less intensively. This appears to be the result of changing social conditions beyond the project's control.**

After several years of increased completion rates, the SAGE alliances that are not part of the pilot program experienced a drop in completion rates for both boys and girls to below the baseline year. A number of these non-pilot alliances are located in regions that have been dealing with the ramifications of conflicts in neighboring countries, such as an influx of refugees.

**Despite increases in completion rates, overall primary completion is low in Guinea. This is especially true for girls in rural areas.**

Even with the projected increases in completion rates, less than one-fourth of enrolled girls advance to fifth grade in five years and about one-third of boys make such progress. In rural areas, only about 20% of girls succeed in progressing to fifth grade in five years.

**The strategy of building constituencies to promote girls' completion of primary school has also contributed to higher gross enrollment ratios among female primary school students in Guinea.**

Since the initiation of the EGAT/WID Activity, girls' gross enrollment ratios have increased by 14.5%. As this increase is more than double the increase in gross enrollment ratios among boys for the same period, the gender gap in enrollment has narrowed. Prior to the EGAT/WID Activity, girls' enrollments increased by 18%. However, boys' gross enrollment ratios increased by more than 25%, so that the gender gap grew from 1989/90 to 1996/97.

## **B. Intermediate Results**

**The number of organizations initiating actions at the national level has been limited. This is a result of the strategy to coordinate actions through the national umbrella organization, and to focus on Local Alliances.**

Only ten organizations have initiated actions at the national level and these actions have generally been planned through the National Alliance with project assistance. The low number of organizations is due, in part, to a desire to establish FONSEF's legal status before reaching out broadly to different sectors and in part to a project focus on establishing the Local Alliances. Each of the 19 Local Alliances has carried out one or more actions.

**Social awareness efforts are likely to be the predominant actions undertaken by civil society organizations on both a national and regional scale, particularly in the early years of an initiative.**

Sixty percent of the actions carried out by civil society organizations at the national level were social awareness efforts. Similarly, 43% of the actions carried out by Local Alliances were related to building awareness of the importance of girls enrolling in and competing school. Almost all of the other actions by Local Alliances were related to improving infrastructure to make schools more hospitable to girls.

**In Guinea, in-kind contributions to support actions by NGOs at the local level are the major source of local investment in girls' education. However, strategies to encourage internal investment by other civil society sectors have not been fully explored.**

The Local Alliances carried out 77% of the identified actions promoting the girls' education. They also provided about 90% of the documented local resources invested in girls' education. Strategies to involve other sectors, especially at the national level were delayed until FONSEF obtained legal status. However, the effectiveness of such strategies remains to be determined.

**Government agencies may not be active partners in coalitions to promote girls' education, but can work in complementary ways to support civil society actions.**

Government agencies were members of FONSEF and several had representatives as members of a committee to implement recommendations for girls' education. However, they did not carry out actions through the National Alliance. Rather, the ongoing actions of these agencies in social awareness and improving education quality complemented project efforts. In addition, public sector funding for primary education increased during the years of project activity.

**Studies and tools have not been important in the implementation of actions to promote girls' education in Guinea.**

Only two tools were produced or used by SAGE and the National Alliance and it is unclear whether they have had ongoing utility outside of the workshops in which they were introduced.

**Leaders can be mobilized to publicly support a girls' education initiative, but such support is not likely to include public allocation of organizational resources to the effort.**

A strategy of SAGE/Guinea was to encourage religious leaders to speak out on the importance of educating girls. Although the actual number was not tracked, SAGE staff noted that many local religious leaders made public proclamations, and the performance review team observed such proclamations. However, none of these proclamations included announcing that organizational resources would be used to support actions.

**The strategy of creating Local Alliances to promote girls' education is successful in the Guinea context for generating local investment in education.**

At least \$80,000 in local investment related to general school improvement among the Local Alliances has been documented. The actual total is likely to be somewhat higher when lost survey data have been retrieved.

**C. Project Organizational Structure**

**The national reputation and experience of the SAGE/Guinea project director was critical in providing entry for SAGE/Guinea with Guinean leadership in different sectors.**

There was general agreement that having a project director who was well known as an educator and had experience with leaders in a number of sectors was important in moving forward the initiative in Guinea.

**Administrative support for the National Alliance and FONSEF is an issue that must be resolved if that organization is to function successfully.**

SAGE/Guinea staff has carried out many of the routine National Alliance administrative functions. The responsibility for such functions and the funding of administrative support must be resolved in the remaining life of the project.

## **VI. Implications**

The SAGE project has already surpassed the ten-year EGAT/WID goal of a 20% increase in girls' completion rates in the areas where it works intensively. If current trends are maintained, it is probable that on a national level, Guinea will approach a 20% increase in female completion rate. Such long-term objectives are, however, subject to internal and regional conflicts, as can be seen the decrease in completion rates in those alliances dealing with large numbers of refugees from neighboring countries.

The social awareness activities and community coalition building carried out by SAGE/Guinea has had a positive affect on increasing the awareness of the importance of schooling for children of either gender. Boys' completion rates, even among the pilot alliances, have risen more than those of girls. The clearest national impact of the EGAT/WID Activity on girls is in increasing their enrollment. Girls' gross enrollment ratios have risen faster than those of boys' over the life of the Activity, suggesting that the framework assumption of a small local technical assistance team as a catalyst for local constituency building may be most effective in dealing with access in relatively low access countries.

The effectiveness of the EGAT/WID framework in using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education is still in question at the national level. Few organizations have initiated actions that have not been supported to some degree by the SAGE/Guinea project and the long-term administrative functioning of the National Alliance and FONSEF must still be worked out. The lack of civil society actors, appears at least in part to be by design as strategies were predicated on FONSEF gaining legal status as an organization. This has now been accomplished and there are strategies in place encourage greater multi-sector participation at the national level. The last year of the project will determine the success of this approach.

On the other hand, the framework has been effective at the regional level. Local Alliances, in conjunction with members from different sectors, have initiated actions that have encouraged both boys and girls to stay in school. These alliances have also generated local resources for school improvement.

Despite the successes of using a small Guinean technical staff as a catalyst, the difficulties stated by the staff in carrying out activities that required dealing with a number of individuals and organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness.



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