Interim Basic Education Strategy
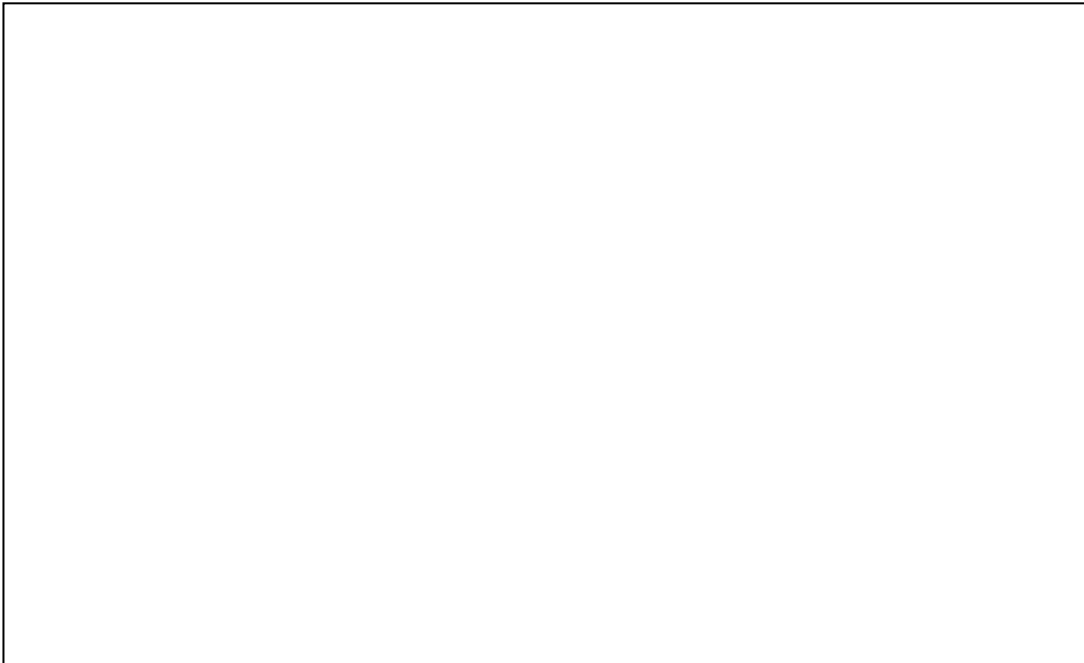
REPUBLIC OF SUDAN

MINISTRY OF GENERAL EDUCATION

UPDATED 4 JUNE 2012

Abbreviations and Acronyms

CA	Coordination Agency
CPA	Comprehensive Peace Agreement
DG	Director General
EFA	Education for All
ECG	Education Coordination Group
EMIS	Education Management Information System
ESR	Status of Education Sector Report
ESSP	Education Sector Strategic Plan
EU	European Union
FTC	Federal Technical Committee
GPI	Gender Parity Index
GPE	Global Partnership for Education
GoS	Government of Sudan
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIR	Gross Intake Rate
IDP	Internally Displaced Persons
iBES	Interim Basic Education Strategy
INC	Interim National Constitution
iPRSP	Interim Poverty Reduction Strategy Paper
IMF	International Monetary Fund
LDG	Local Donor Group
MENA	Middle East and North Africa
MDG	Millennium Development Goal
MoGE	Ministry of General Education
M&E	Monitoring and Evaluation
NCCER	National Center for Curriculum and Education Research
NSC	National Steering Committee
NGO	Non-Governmental Organization
PETS	Public Expenditure Tracking Survey
STC	State Technical Committee
STR	Student Teacher Ratio
SDG	Sudanese Pound
SSA	Sub-Saharan Africa
SE	Supervising Entity
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Program

SUDAN
Interim Education Strategy

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I.   Introduction

1.   This Interim Basic Education Strategy (iBES) was prepared by the Government of Sudan (GoS), with assistance from partners in the Local Donor Group (LDG). The document frames the current dynamics of the education sector in the context of Sudan, with a specific focus on strategies for expanding access to quality basic education in line with the Millennium Development Goal 2 to achieve universal primary education by 2015.

2.   The iBES is intended to guide government activities in the short term – for a period of three years – and to provide the overall structure, rationale, specific objectives and launch a key set of activities that provide a foundation for the full five-year Education Sector Strategic Plan (ESSP), as well as mechanisms to ensure effective implementation, monitoring and evaluation, and financing.

3.   The iBES forms part of the GoS's longer-term vision for the development of the basic education sector through 2020. It has been written in line with a continuum of interventions currently being realized by the GoS towards sustaining the significant progress made through the past six years, and accelerating human development in Sudan. The iBES will feed into policy documents being finalized by the GoS including the Interim Poverty Reduction Strategy Paper (iPRSP) and the National Development Plan for 2012-2016.

4.   The iBES builds on the ESSP for 2007-11 using evidence collated by the Ministry of General Education (MoGE), and research supported by other partners, as well as an ongoing dialogue with key stakeholders. Due to the current fiscal shock affecting the country as well as medium term economic uncertainty, and government restructuring, the GoS and partners have agreed to pursue an interim three year strategy in line with the Government's three year amended budget/Salvation Plan. The iBES represents the initial steps in implementation of the five year ESSP which will be finalized as the environment becomes more stable in 2012.

II.   Country Context

5.   At independence in 1956 Sudan became the largest country in Africa, with a predominantly agrarian economy. Longstanding ethnic, regional and economic tensions fuelled two civil wars between the government and secessionist groups from the inception of the country. The 1972 Addis Ababa Agreement granted the southern states a unified administration under the auspices of the Southern Sudan Autonomous Region, and established tentative peace. However in 1983 civil war reignited, stunting the developmental capacity of the country as significant resources were diverted to security measures.

6.   The signing of the 2005 Comprehensive Peace Agreement (CPA) entrenched peace and resulted in the independence of South Sudan in July 2011. The CPA and the adoption of the Interim National Constitution (INC) in 2005 provided a framework for the alignment of resources toward broad-based, sustained development and poverty reduction, and opened unprecedented opportunities for peace, development, and prosperity.

7.   The CPA period was marked by significant economic growth, rapidly rising per capita Gross Domestic Product (GDP), and the expansion of government spending on development programs. Between 2005 and 2010, GDP grew on average 7.05 percent per annum, driven in large part by expanded oil extraction capacity, itself a development contingent on the peace. The size of the Sudanese economy, measured by nominal gross national product, grew fivefold—from $10 billion in 1999 to $53 billion in 2008.

8.   The strong economic growth in Sudan has been accompanied by an even stronger expansion of the public sector. Total government spending grew from 11 percent of GDP in 2000 to 17 percent of GDP in 2009 (excluding spending at state and locality levels derived from own revenue sources). The road network capacity (for Sudan and South Sudan) increased from 3,358 kilometers in 2000 to 6,211 kilometers in 2008, while electricity generation more than doubled from 2,569 mw to 5,506 mw during the same period.

9.   The INC and CPA institutionalized a system of fiscal decentralization with the objective of empowering sub-national governments to more effectively align the use of resources with the need to address wide regional disparities and mitigate the root causes of conflict. This vision of fiscal decentralization provided the states with the opportunity to assume the role of the primary source for basic service provision and led to substantial increases of transfers from the federal to the states. The aggregate revenue of states grew threefold – from less than 30 SDG per capita in 2000 to more than 150 SDG per capita in 2009 – largely driven by a rapid increase in federal transfers to meet state budgetary needs.

10.   A 2008 census estimated the total population for the then "northern states" (now Sudan) at 30.9m. The share of 5-16 year-olds in the total population was 31.9 percent in 2008 in Sudan compared to the average across Sub-Saharan Africa of 34.4 percent, and larger shares in several of Sudan's neighbors, notably Ethiopia (36 percent) and Chad (37 percent). Sudan is characterized by cultural, ethnic, and religious diversity and is home to numerous ethnic groups, languages, and dialects.

11.   While there has been a significant expansion in GDP and government spending through the CPA period, Sudan remains one of the least developed countries in the world, with significant developmental challenges. Over 46 percent of the population of Sudan lives below the poverty line. Poverty moreover takes on a spatial and regional character with 26.5 of urban dwellers below the poverty line, compared to 57.6 percent of the population in rural areas. Displaced populations, nomadic groups, rural populations, special needs children, and female children in particular, are especially vulnerable to higher incidences of

poverty.

12.   Data collected through the 2009 Household Survey demonstrated that in 12 of the 15 states, more than 34 percent of children are classified as underweight compared to the sub-Saharan African average of 28 percent. The average percentages of stunted and wasted children in Sudan are consistently higher for all states, excluding Khartoum and Gezira, than the 26 percent average in sub-Saharan Africa, and 8 percent in the Middle East and North Africa region (MENA). The prevalence of HIV/AIDS among 15–49-year-olds in all of Sudan is estimated to be 1.4 percent, significantly below the 5 percent average in sub-Saharan Africa, but above the 0.3 percent average in MENA.

13.   Though Government spending has increased over the last decade, budgeted allocations to pro-poor spending remain low. In 2009, pro-poor allocations were at the lowest level since the signing of CPA. Pro-poor spending fell 2 percentage points from 7 per cent in 2008 to 5 per cent of GDP in 2009. In 2009, this reflected the impact of a reduced budget envelope as a result of the dropping oil prices in light of the global economic crisis and showed the vulnerability of a system where expenditures are driven mainly by the levels of revenue derived from volatile commodities.

14.   The sustainability of Sudan's developmental progress through the CPA period has the potential to be undermined not only by the ongoing global economic crisis, but also by a range of factors associated with the secession of South Sudan. Details relating to mutual dependence are yet to be finalized, the outcomes of which will deeply affect the economic trajectories of both countries: access to and use of water resources, the division of Sudan's sovereign debt, and, critically, the division of oil revenues, remain subject to negotiations.

15.   In the absence of sustainable and predictable oil revenues the country is seeking to develop and promote non-oil sectors of the economy. Non-oil exports as a share of total exports increased to 15 percent in 2010, up from only 5 percent in 2008. This is almost entirely driven by rising values of gold exports which more than doubled in 2010 to US$ 1bn, up from US$ 0.4bn in 2009. Diversification away from oil is a necessary development, but continued dependence on commodity derived revenues will continue to expose the country to international price fluctuations. For this reason, the GoS has indicated its intention to prioritize the development of the agricultural sector. Historically the agricultural sector provided over two-fifths of national GDP, employed the majority of the population and earned the bulk of the country's foreign exchange. The value of agricultural exports as a proportion of GDP is now insignificant and Sudanese agriculture largely caters to the domestic market. The Nile remains a huge natural resource for the country, and government is actively encouraging development in the agricultural sector to boost competitiveness, and the sustainability of rural livelihoods. One recent development in this regard is the production of ethanol; this reached US$ 16m in 2010, from a base of nearly zero in 2009.

16.   In terms of service delivery, fiscal decentralization for the delivery of basic services such as health and education to the states is apparent since 2005. The implementation of fiscal decentralization in line with the INC has not come without challenges. The fiscal autonomy of states has remained limited due to their heavy reliance on federal transfers. For example, the share of federal transfers in total revenues by state ranges from a high of 91 percent in Blue Nile state to 51 percent in Kassala and Red Sea states and down to 27 percent in Khartoum. The assignment of the most productive and buoyant sources of tax revenue (e.g. income tax, value added tax, customs) to Federal Government channels the vast majority of revenues to the federal treasury, creating a situation whereby many states rely extensively on the levying of user fees for basic services, and community contributions, to mitigate cash flow crises and budget shortfalls.

17.   Despite this constraint, decentralization is likely to continue to be a guiding theme for fiscal affairs

in Sudan in the post-CPA period. At the same time the loss of oil revenues will impact expenditure components across all levels of government and across all sectors with the potential to exacerbate existing challenges arising from decentralization. The capacity for data collection and information management within the decentralized framework of service delivery for health and education remains weak. In the case of health, a World Bank Public Expenditure Tracking Survey (PETS) conducted in the health sector, found that the numbers and type of health facilities reported by localities, states and the federal Ministry were different. Similarly, the numbers of schools and enrolment rates reported differed by locality, state and federal Ministries of Education. Within this context, the scale, nature or spatial needs on the ground cannot be effectively addressed. Evidence based planning and targeted service delivery is challenging when the scale and geographic distribution of the problem is unclear.

18.   Lower oil revenue as a result of South Sudan's separation, could further strain the government's pro-poor agenda. The GoS's amended budget for 2011 envisions a 12 percent revenue loss and 7 percent spending cut as well as amended GDP growth estimates of 2 to 3 percent down from 6.5 percent in 2010. However, the International Monetary Fund (IMF) predicts GDP growth of -0.2 percent in 2011. World Bank estimates suggest that federal spending could take a cut of 26 percent; federal transfers to states are estimated to decline by 20 percent, with cuts falling most heavily on development transfers (45 percent). All sectors – including education – will be affected by this contraction, placing at risk the gains of the past decade. Maintaining momentum and expanding the existing education system while ensuring quality will require a strong, efficient, equity-oriented approach to service delivery, as embodied in this iBES.

III.   Education Sector Context

19.   The INC and the CPA recognized that the realization of the Millennium Development Goals (MDG's), including Education for All (EFA) targets is a prerequisite for achieving socio-economic stability in Sudan. The INC makes education a right for every citizen and requires the State to guarantee access to free basic education, without discrimination on the basis of religion, race, ethnicity, gender or disability. The ESSP for 2007-2011 expressed the country's commitment to the EFA goals and outlined activities to meet the MDG education targets.

20.   The Status of the Education Sector in Sudan report (ESR, 2011) produced by the Ministry of General Education (MoGE), with technical support from World Bank and other partners, provided a detailed diagnostic of the education sector and formed the basis for dialogue among relevant stakeholders about the challenges and emerging strategic priorities for the future of the sector in Sudan, the results of which are reflected in this Interim Basic Education Strategy.

Access to and Equity of Educational Services

21.   Total enrollments in basic education grew by 5 percentin eight years since 2000/01 academic year. While basic education registered the highest increase in absolute numbers (1.6 million) since 2000, the fastest relative growth in enrollments has taken place in pre-school (10 percent growth per year) and higher education (7 percent per year) followed by secondary school (6 percent per year) and basic school (5 percent per year).

22.   The positive impact of peace on education following the signing of the CPA is evidenced in the substantial increase in basic school enrollment since 2005 especially for the populations that were previously affected by conflict. Basic school enrollments increased by almost a million students between 2004/05 and 2008/09, which corresponds to an average annual growth of 5.7 percent. In comparison, there was an average annual increase of 4.2 percent between 2000/01 and 2004/05. It is noteworthy that the basic school enrollments have grown rapidly since around 2005 in most or all of the states affected by one of the three conflicts, particularly the three Darfur states in the western part, the Kordofan states and Blue Nile in the southern part, and Kassala and Red Sea in the eastern part of Sudan(See Figure 1).

23.   Yet while there has been significant progress in education as a result of peace initiatives, conflict continues to be a powerful factor in Sudan that impacts on access to, and quality of education provision. Moreover, it is recognized that inequitable access to education and education that does not improve chances for employment all have potential to contribute to further destabilization of the country. There continue to be outbreaks of local conflict in some areas, combined with potential flare ups of regional conflicts in areas close to the national borders, and these have an ongoing impact on education access and equity in these areas, which in turn can exacerbate the potential for conflict.

Figure 1: Average growth rates for basic school enrollments between 2004/05 and 2008/09, by State
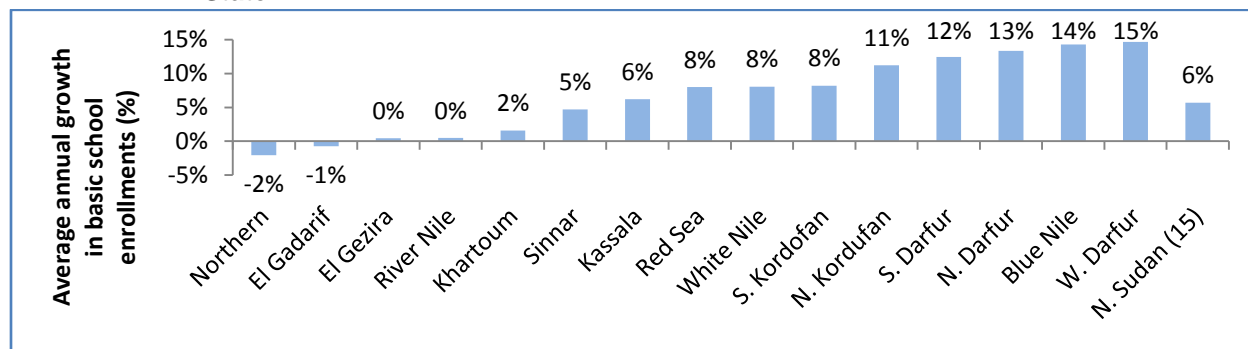
Source: ESR 2011.

24. The non-government sector plays an important role in providing education at pre-school level and in secondary education. Government schools account for about 95 percent of enrollments in basic schools, 100 percent of enrollments in technical secondary, and almost 90 percent of enrollments in higher education. In the pre-school sector, non-government schools—which include the religious Khalwa schools as well as fee-charging private schools—enroll as many as 38 percent of all students. In academic secondary school, non-government schools—including Teacher Union tutorial classes[1]—enroll 24 percent of all students.

25. The GoS has also increased access to basic education for vulnerable populations such as Internally Displaced Populations (IDPs), nomadic communities and communities living in remote villages. In 2008/09, twelve percent of all basic education schools in northern Sudan were either nomadic schools (8.7 percent), IDP schools (1.6 percent), or village schools[2] (2.1 percent). According to the latest statistical yearbook, these schools account for 8 percent of total basic education enrollments, although this figure may be underestimated because MoGE/UNICEF (2008) reports a much higher number of village schools.

26. The Gross Enrollment Rate (GER) for pre-school is 37 percent, 72 percent for basic school and 34 percent for secondary school in the 2008-09 school year. In higher education, there were 1,500 students per 100,000 inhabitants in the 2007-08 academic year. Since 2000-01, the GER has increased by 17 percentage-points for pre-school, 15 percentage-points for basic school and 8 percentage-points for secondary school (see Figure 2). Thus, school enrollments have increased at all three levels compared with the size of the relevant age groups. The strong increase in the GER for pre-school education may partly be attributed to improvements in data on pre-school enrollments[3], but the increase is also thought to reflect an expansion of coverage at this level.

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[1] Teacher Union classes cater for students who need or wish to repeat the last year of the cycle to improve their results in the Secondary School Certificate exam. In some of the secondary schools visited, these private classes were even held within public schools to respond to this demand.

[2] Village schools are rural multigrade schools that usually only offer the first 4 grades of the primary cycle

[3] Since 2008, the education statistics yearbooks also report the enrollment in the religious pre-schools, Khalwas, in addition to government and non-government kindergarten.

Figure 2: Trends in GER for Sudan, 2000-01 to 2008-09
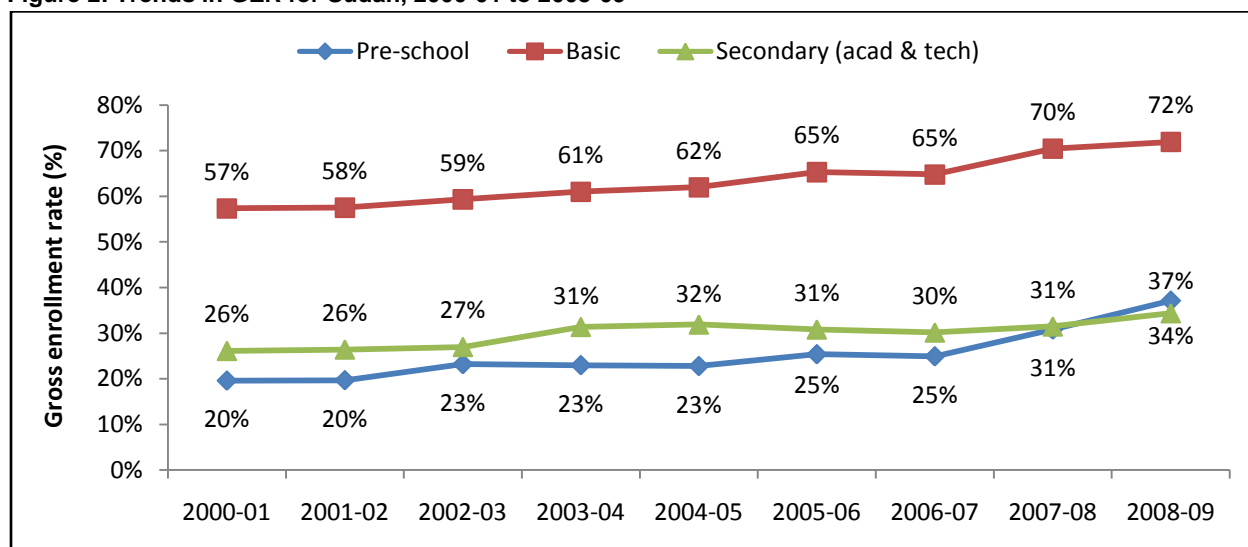
Source: ESR 2011.

27.   While the coverage of basic education has increased significantly over the last eight years, the basic school GER—at 72 percent in 2008-09—is still low from an international comparative perspective. This may be partly explained by data issues. Household surveys suggest that the conventional GER based on relating enrollment data with population figures may be underestimated. The GER for basic education in the 2005-06 year was 65 percent according to the MoGE yearbooks and 86 percent according to the household survey. More work is therefore needed to improve the reliability of education sector statistics and their comparability with population data. In states that have experienced large changes in population size, new household surveys may need to be analyzed to determine actual levels of school participation.

28.   Despite progress in overall access to basic education, there are large disparities in the GER across states. At all three levels of education, the GER varies enormously from one state to another with the range of the GER spanning from 13 to 65 percent for pre-school, from about[4] 65 to 94 percent for basic school, and from 15 percent to 61 percent for secondary school. The width of these ranges, particularly the one for basic school, indicates that some states have quite advanced education systems, while others are far behind in terms of even enrolling children in basic school.

29.   Beyond differences in GER, Table 1 below indicates that there is significant cross-regional variation and inequity between states, which further underlines the challenge of providing targeted and equitable access to education in Sudan. The incidence of poverty ranges from 26 percent of the population in Khartoum to almost 70 percent in North Darfur. On the other hand, the probability of being out of school in North Darfur is the lowest in the country at 26 percent, whereas it is highest in Kassala at almost 60 percent. Completion and retention rates also vary significantly from one state to another.

30.   Table 1 illustrates significant cross-regional variation and inequity between states across a range of criteria, underlining the challenges to equitable access to education in the Sudan. The gray cells indicate states that perform notably worse than the national average on a given indicator. While many states suffer from one or two of the challenges listed below, some states perform worse on several measures and are faced with a particular challenge as there is a combination of underlying extraneous factors affecting effective service delivery in education.

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[4] This range excludes some states, for which it has not been possible to determine a realistic GER for basic school due to problems with either enrollment or population data.

Table 1: Poverty and education indicators by state

*denotes indicative numbers given issues with enrollment or population data.

	Gross Intake Rate	Gross Enrollment Rate	Basic educ completion rate	% pop which is classified as rural	Student to class ratio	Teachers per class	Retention	% of total pop in Sudan	Poverty Incidence	Prob of being out of school (age 10-24)
Sudan	**80.0%**	**72.0%**	**54.0%**	**63.0%**	**47.7**	**1.47**	**67.6%**	**100%**	**46.5%**	
Northern	79.4%	83.8%	65.8%	82.0%	31.9	1.93	83.0%	1.8%	36.2%	32.4%
Sinnar	75.3%	73.8%	62.6%	79.0%	49.8	1.54	83.2%	4.2%	44.1%	48.6%
River Nile	92.2%	87.3%	69.9%	72.0%	36.8	1.65	75.8%	3.6%	32.2%	35.6%
White Nile	92.8%	80.7%	64.5%	66.0%	51.3	1.71	69.5%	5.6%	55.5%	39.3%
Khartoum	96.6%	93.3%	88.3%	18.0%	50.6	1.70	91.4%	17.1%	26.0%	27.8%
Gezira	94.0%	83.8%	70.1%	82.0%	46.7	1.68	74.6%	11.6%	37.8%	38.9%
South Kordofan	79.6%	79.3%	73.0%	77.0%	38.6	0.99	91.7%	4.6%	60.0%	43.2%
West Darfur	83.7%	80.5%	69.9%	79.0%	63.8	0.99	83.6%	4.2%	55.6%	41.0%
Blue Nile	80.5%	56.3%	32.0%	74.0%	48.7	2.33	39.8%	2.7%	56.5%	43.7%
Red Sea*	65.8%	47.3%	20.4%	23.0%	40.6	1.56	31.1%	4.5%	57.7%	40.0%
Kassala*	80.0%	54.3%	24.6%	71.0%	49.4	1.74	30.8%	5.8%	36.3%	59.4%
Gadarif	78.3%	68.1%	40.1%	73.0%	48.4	1.33	51.2%	4.4%	50.1%	47.0%
North Kordofan	75.8%	71.8%	54.4%	80.0%	45.7	1.11	71.8%	9.5%	57.9%	48.8%
South Darfur*	57.0%	39.9%	21.7%	65.0%	56.1	1.28	38.1%	13.3%	61.2%	35.3%
North Darfur	79.7%	65.0%	44.4%	83.0%	49.1	1.05	55.6%	6.8%	69.4%	26.0%

31.   Aside from regional disparities in education access, children in rural areas, girls, and vulnerable groups (such as internally displaced persons, disabled and nomads) are at a disadvantage in terms of access to schooling. Urban children are 17 percentage-points more likely than rural children to access school and boys are 8 percentage-points more likely than girls to access school. The table below shows that the urban-rural location is the best predictor of a child's chance of ever going to school, but gender and poverty also matter.

Figure 3: Access: Probability of ever enrolling in basic school (grade 1) according to location, income group and gender, circa 2005
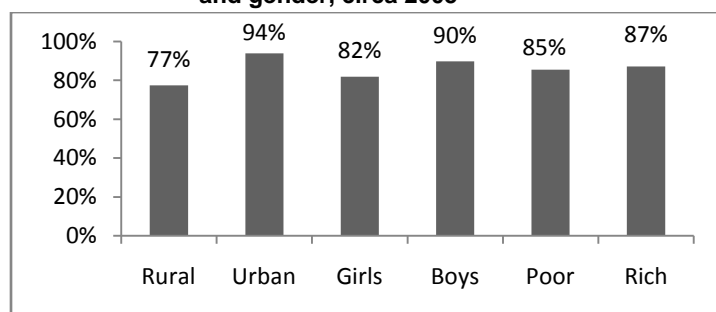
32.   There are also compounding effects of gender and rural location in terms of access to education, for example, being a girl is more of a disadvantage in a rural than in an urban setting: girls are 4 percentage-points less likely than boys to attend school in urban areas whereas the gender gap is 11-12 percentage-points in rural areas. The poor rural girl is the most disadvantaged and is about 25 percentage-points less likely to ever access basic school than the higher income urban boy.

33.   When considering children who are enrolled in school, regular government schools have higher shares of girls (47%) than nomadic schools (38%), IDP schools (44%), multigrade village schools (41%) or non-government schools (44%). This suggests that girls are at a greater disadvantage among vulnerable population groups than in the population as a whole.

34.   Girls and boys have similar levels of retention in urban as well as in rural areas. The table below shows that the retention rates of boys and girls are very similar across rural and urban areas and for rich and poor children alike, i.e. there is no compounding effect of gender with urban-rural location. Thus, the difference between boys' and girls' participation in basic education is related to access to grade 1, not retention once in school – and this result applies to both urban and rural children.

Table 2: Retention: Interaction of gender with poverty and rural location

	Rich		*Poor*	
	Urban	Rural	Urban	Rural
Boy	63%	44%	64%	45%
Girl	62%	43%	64%	44%
Gap (%-points)	1	1	1	1

Note: The table gives the probability of still being in school by the last grade (for those who have attended grade 1).
Source: Status of the Education Sector in Sudan, 2011

35.   According to the Sudan National Household Survey 2009, approximately 2.0 million children and adults, ages 10-19, were out of school. Of those out of school, 1.2 million (17 percent of all 10-19 year olds) never attended school and the remaining children either having dropped out of school or completed school at the time of the survey. Of those out of school who never attended school, the rural/urban disparities are glaring, with approximately 55 percent of children in rural areas never attending school compared to 6 percent in urban areas. Further, 61 percent of those out of school were girls with most living in rural areas thus corroborating that access to education for girls in rural areas is a major challenge in Sudan.

36.   To improve access to education, more research is needed to determine whether the relatively low access of rural children is mostly a question of improving—and possibly adapting—the supply of schooling (by providing schooling that is free of charge, close to where children live and with feasible school hours and curriculum, etc.) or a question of raising the demand for schooling (by running campaigns sensitizing parents about the benefits of schooling and compensating families for the opportunity cost of schooling, as rural children are often engaged in productive activities in the field or in the home). The ways in which gender compounds urban rural inequity is also not well understood, and will be included as a key dimension of this research. Access to and also retention of children in school may be affected by both characteristics of the supply of schooling and factors affecting the demand. In Sudan it appears that for urban areas, the largest problem is retention whereas in rural areas, focus must be on both access and retention. However, more data is required to understand the relative importance of demand and supply factors respectively.

37. Data are missing for vulnerable groups such as internally displaced children and nomadic and disabled children, and orphans. For example, there is insufficient information to assess the school enrollment (and non-enrollment) rates of internally displaced and nomadic children[5]. Furthermore, there are no available data on orphans, either on the number of orphans in Sudan, which is potentially high given that it is a conflict affected country, or on their rates of school participation or barriers to access schooling. These are areas which need further research.

38. For those children that do access school in Sudan, a large number drop out before completing basic education. The figure below shows that while roughly 80 percent of children entered Grade 1 in 2008, only 54 percent of students reached Grade 8. Available data suggest a drop-out rate of 6 percent per grade for grades 1-7. The number of drop-outs in secondary education is even higher than basic education when adjusted for the length of the cycles, corresponding to a 13 percent drop-out rate for the first two years of the cycle.

Figure 4: Schooling profile for the primary and secondary cycles based on MoGE data for 2008-09
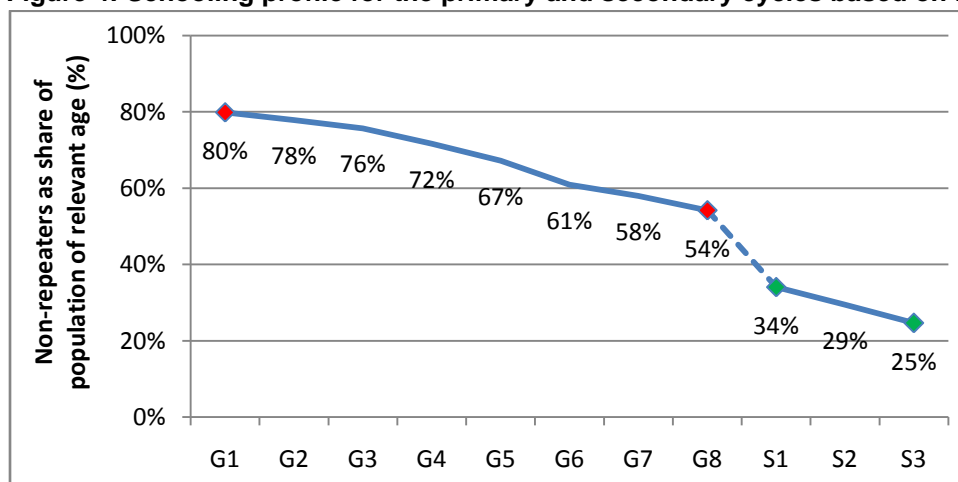
Source: ESR 2011.
Note: The graph is based on the enrollment patterns in a single year (cross-sectional method) and does therefore not depict the progression of a single generation through the grades (longitudinal).

39. Student dropout is a serious concern in basic education. Students are at risk of dropping out of school when parents and students do not perceive that additional schooling is worth the investment of time and money, that is, when the costs of schooling exceed the expected benefits. A high rate of dropout could indicate that students are not learning enough, i.e. that the quality of schooling is too low to justify students' time and the direct cost in terms of parental contributions. Other factors can also put children at risk of dropping out of schools. For example, when schools do not offer all the grades of the basic cycle and children therefore have to change schools to attend the higher grades and increase their travel time to get to school. More research is needed to understand the main causes and risk factors for dropout in Sudan so that appropriate measures to improve retention can be put in place.

40. Despite the high numbers of students dropping out from the basic and secondary cycles, the data indicate relatively high transition rates between basic and secondary education, 74 percent (2008-2009), and between secondary and higher education, at around 69 percent (2010-2011). This suggests that most

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[5] While there is some data available on enrollments within so-called IDP and nomadic schools, this information is not sufficient to determine rates of schooling coverage of these two groups, as we don't have their population data and because some IDP children and nomadic children may be attending regular schools.

of the students exiting the education system do so within-cycles (basic or secondary) and is not a result of student flow regulation between one cycle and the next. With such high transition rates, the current expansion in basic school enrollments is likely to result in considerable pressure on secondary education to accommodate a rapidly increasing number of basic school graduates seeking to continue their studies. Whether or not the system is able to respond to this increased pressure will determine whether the transition rates can remain at these high levels in the years ahead.

41.   Repetition in basic education is fairly low. Three sources of information on repetition in basic schools are compared in the table below. The MoGE's administrative data (Education Yearbooks) suggest that the share of repeaters is between 4 and 7 percent, which is relatively low. No major difference is observed across grades. The moderate level of repetition is confirmed by the two other sources: (i) the Baseline Survey on Basic Education, in which the share of repeaters was about 7 percent, and (ii) the 2006 Sudan Health Household Survey, in which about 4 percent of those enrolled reported being repeaters. The yearbook data also indicate that the level of repetition has been declining in the past few years.

Table 3: Share of repeaters in basic schools from different sources, 2005/06-2008/09

	Year	G1	G2	G3	G4	G5	G6	G7	G8	**Total**
MoGE yearbooks	2008-09	5.1	4.4	5.0	4.9	4.3	4.7	4.2	3.2	**4.6**
	2007-08	5.3	5.1	6.1	6.0	5.9	7.1	5.8	4.5	**5.7**
	2006-07	6.6	6.7	6.7	7.3	7.2	7.7	7.1	5.3	**6.8**
	2005-06	6.3	6.4	7.2	7.3	7.5	8.3	7.3	5.3	**6.9**
UNICEF Baseline Survey[b]	2007-08	8.0	6.9	7.0	7.1	6.8	6.7	6.2	5.3	**6.9**
	2006-07	6.9	7.7	7.7	8.1	7.7	7.2	6.8	5.5	**7.3**
SHHS 2006	2005-06	7.1	4.7	3.3	3.1	4.7	3.9	2.9	4.8	**4.4**

Source: ESR 2011.

42.   On the other hand, repetition in secondary education is very high. In 2008-2009, a third of students in the last year of academic secondary school are repeaters. The level of repetition was 15 percent across the cycle in 2008-09. It is also estimated that 40 percent of all repeaters attend Teacher Union classes. The remaining 60 percent are also most likely to be repeating in other non-government schools. As a result, more than half of students in non-government secondary schools are in fact repeaters who came from the government school system.

Quality of Education

43.   Access to education is one side of the coin; the other side is whether students are actually learning when they are in school. Results of a learning assessment, which tested a representative sample of grade 5 students in four states (Blue Nile, South Kordofan, Red Sea and North Darfur) in 2010, indicate that learning outcomes are very weak. The average student answered only 28 percent of the mathematics questions correctly on the learning assessment.[6] Rural students and internally displaced population (IDP) students on average performed worse on the mathematics assessment. On the school-side, students performed significantly worse in schools that are closed more often when they should be open; with poor infrastructure; with less experienced teachers; and greater lack of textbooks.

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[6] Since the learning assessment consisted of multiple choice questions with four answer options, a student who answered all questions completely randomly would have a score of 25%.

44.	The results of the learning assessment suggest that while access to education has increased in Sudan, the quality of education, measured in terms of learning outcomes, provided to students is questionable. A learning environment conducive to student learning depends on several factors on the supply-side including instructional time; the condition of classrooms; student-teacher ratios (STR); class size; availability of textbooks; learning materials; and availability of trained teachers.

45.	Evidence shows that the performance of teachers is one of the most important determinants of student learning and that better teaching consistently achieve better learning outcomes. Given this, the functioning of the system for managing teachers in terms of recruitment, deployment, utilization, remuneration and supervision is critical to the efficiency and performance of the education sector. This does not imply, however, that teacher performance assessment can be based simply on learning outcomes of students, since many other factors, many beyond the teachers' control, affect learning.

46.	*Availability of teachers*: The data shows that teachers are unevenly distributed across schools. A comparison between the need for teachers, based on pupil numbers, and the supply of teachers in each school reveals a low correlation, described in ESR as a "degree of randomness" in teacher deployment. System-wide, the degree of randomness is around 48 percent, higher than all but two comparator countries (see Figure 5).

47.	This teacher distribution is also uneven across states, with, for example, very high randomness scores in Khartoum and relatively low scores in Red Sea. This suggests that while the market for teachers is attracting a large number of qualified persons to teaching (in Khartoum state there were some 7000 applications, with 4000 completing the test for some 1400 posts, in Gezira some 21,000 applications for 1,600 positions in 2011), the regulations and incentives currently in place are not functioning to promote efficient teacher deployment. Two of the main constraints to effective deployment of teachers appear to be: (i) the policy that deploys female teachers close to their spouses (67 percent of teachers are female); and (ii) that there are no incentives (financial or otherwise) provided by the government to work in rural or remote schools.

Figure 5: International comparisons –Randomness in teacher allocations in basic education
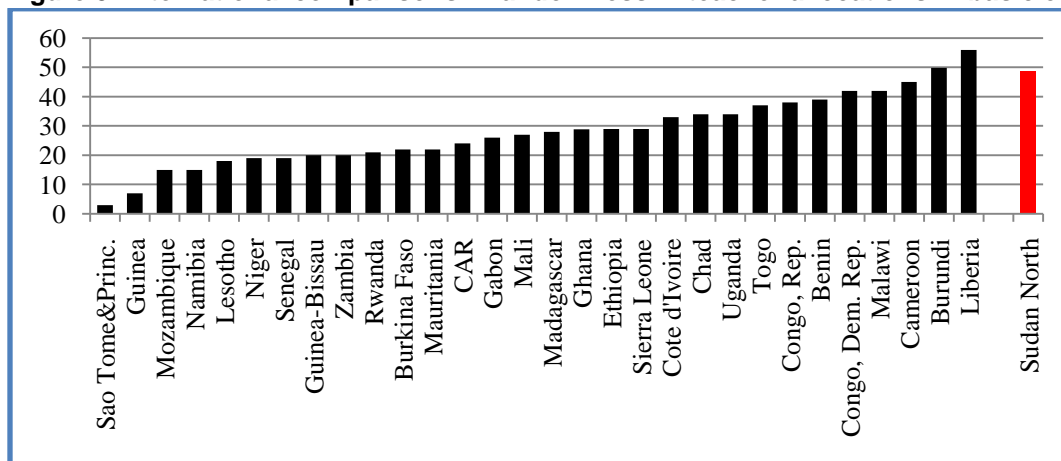
Status of the Education Sector in Sudan, 2011.

48.	*Instructional Time*: Once deployed, teacher utilization is relatively inefficient, with a basic education STR of 34, and an average class size of 48. This gap implies that, at any one time, almost one third of teachers in basic education are not in front of a class. Actual instructional hours are significantly

16

less than the official number of instructional contact hours[7]. These indicators are relatively crude measures of teacher utilization, and not sufficient for policy or planning purposes, but they do signal an important area for further investigation so that policies, procedures and management steps can be put in place to improve teacher deployment and utilization.

49.   *Availability of textbooks*: Studies find that having textbooks can reduce differences between the performance of rural and urban students and also improve the performance of students from poorer backgrounds. The current official student-textbook ratio in Sudan is 2:1, but many schools have a shortage of and some completely lack textbooks. The average student-textbook ratio for mathematics and reading respectively in the four states (Blue Nile, North Darfur, Red Sea, and South Kordofan) surveyed through the second service delivery study was 3:1. Urban schools have slightly more access to textbooks than rural schools, while students in Grade 5 have more access to textbooks than students in Grade 1. In many schools no students have a textbook: in 50 percent of urban grade 1 classrooms and in 15 percent of grade 5 classrooms surveyed in the four states, there were no mathematics or reading textbooks available. The textbook shortage is worse in rural classrooms, where in 53 percent of grade 1 classrooms and in 30 percent of grade 5 classrooms there were no mathematics or reading textbooks.

50.   *Condition of classrooms*: If schools and classrooms are unsafe, unhygienic, in poor condition, overcrowded, or have a shortage of equipment, not only is access and attendance, especially of girls reduced, but student learning is adversely affected. The status of school infrastructure in Sudan is generally poor. The 2008 MoGE/UNICEF Baseline Survey found that half of classrooms in northern Sudan needed to be rehabilitated or completely replaced. In three states surveyed for the second service delivery study, roughly two thirds of classrooms were estimated to require rehabilitation or replacement: in Blue Nile 59 percent, in North Darfur 61 percent and in South Kordofan 68 percent of classrooms required repair or replacement. Another challenge is the lack of adequate sanitation facilities drinking water in many schools. Tap and pump water is generally considered safe to drink whereas whether wells provide safe drinking water mainly depends on whether they are covered or not. Among schools in the four service delivery survey states, half of rural schools, and 42 percent of urban schools had no source of safe drinking water.

51.   There are also several demand side factors which affect the quality of learning, including children's individual characteristics. International evidence shows that malnourished children tend not to reach their potential either physically or mentally, are less likely to go to school, and once in school, register lower levels of learning achievement. A large proportion of children ages 0–59 months in northern Sudan are malnourished, with negative consequences for learning at preschool and beyond. The percentage of children who are underweight and stunted in northern Sudan is high compared to other countries with variation between the states. 55 percent of children in North Darfur are underweight while 69 percent of children in Kassala are stunted. These figures are higher than the averages in sub-Saharan Africa (28 percent underweight and 9 percent wasting), and much higher than the averages for the Middle East and North Africa region (17 percent underweight and 8 percent wasting).

Financing and Efficiency of the Education System

52.   Between 2000 and 2008, the share of education in total public spending increased by close to 4 percentage points to 13 percent, and as a share of GDP it has more than doubled to 2.7 percent. In real terms, spending per school-aged child (6-16 years old) grew by approximately 13 percent per year since 2000 to SDG 265 per school-age child in 2009. Despite the increase in education spending since 2000, Sudan spends less as a share of total public spending and of GDP than countries with similar incomes and

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[7] See Status of Education Sector report, which calculates 1050 intended instructional hours per year in basic education, and an annual 714 actual hours of teacher contact time, implying a loss of almost one third of intended instructional time.

other countries in the region with comparable dependency ratios.[8] Sudan spent relatively less on education as a share of GDP, 2.7 percent, compared to 3-7 percent of GDP for neighboring countries Chad, Ethiopia and Kenya. Other lower middle-income countries in the sub-Saharan Africa (SSA) region including Cape Verde, Cote d'Ivoire and Lesotho, and lower middle-income MENA countries Egypt, Morocco and Tunisia, each spent more by this measure (See Figure 6)

Figure 6: Regional comparison of public education spending, 2005-081
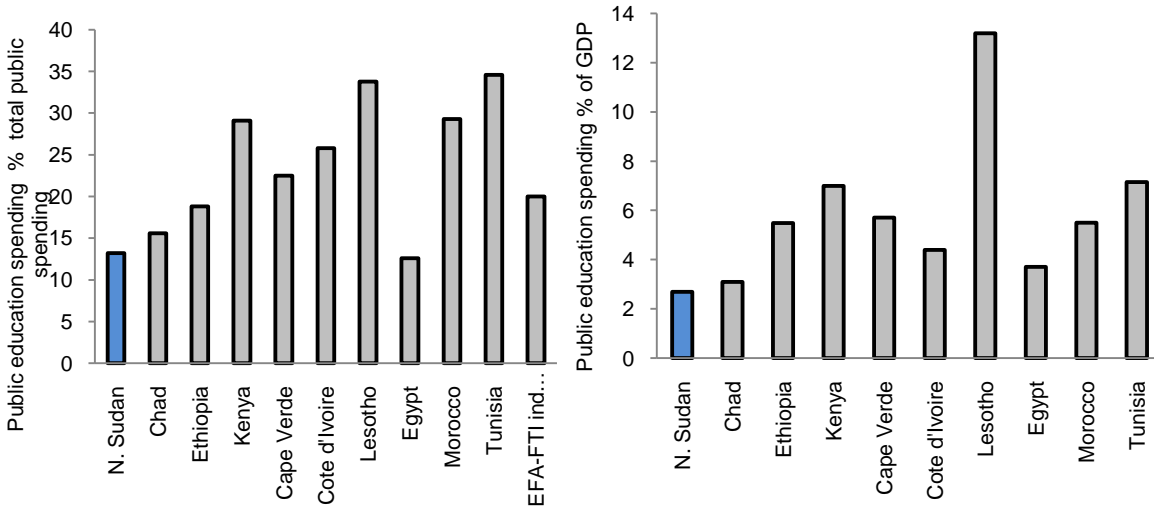
1. Latest year available for 2005-08.
Source: ESR 2011.

53.   Recurrent spending accounts for the vast majority (91 percent) of total education spending while development spending comprises 9 percent of total education spending. The low development spending poses a challenge since many schools in Sudan have very poor infrastructure. Within recurrent spending, teacher salaries account for the largest share at an average of 75 percent excluding higher education. For basic education, teachers' salaries accounted for 77 percent of recurrent spending, while goods and services accounted for 5 percent and non-teachers' salaries 18 percent.

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[8] The dependency ratio is defined as the school-age population as a share of the total population.

Figure 7: Composition of recurrent public education spending (federal and state) by subsector (percent), 2009
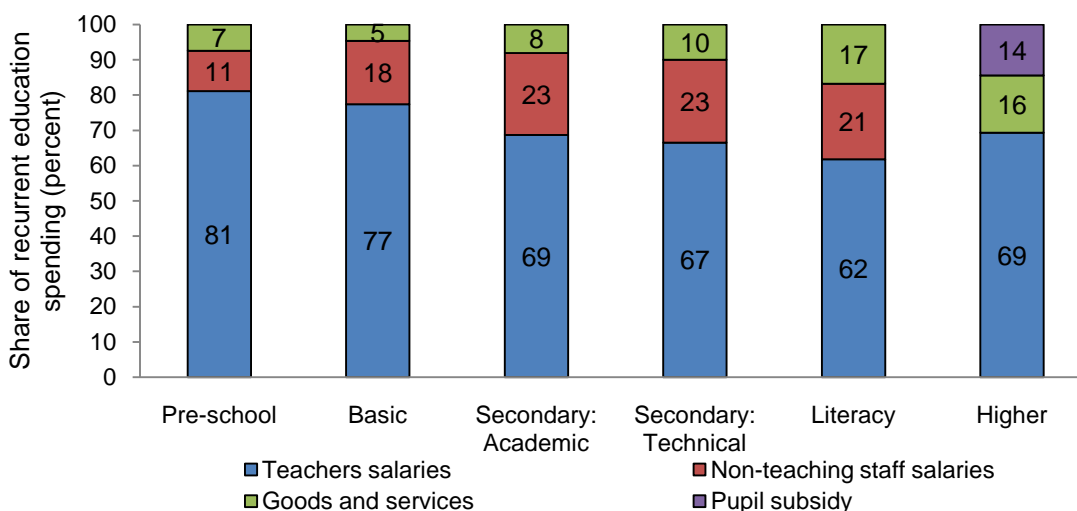
Note: Teacher salaries for higher education includes non-teaching staff salaries.

54.   Overall spending on goods and services for education by the government is generally low, and particularly so for basic education, which means that households have to contribute towards school running costs such as school maintenance, water and electricity, and supplementary teacher payments. The average estimated annual out-of-pocket spending by households towards school running costs was SDG 15 per student in 2008-2009, higher than the SDG 12 public per student spending on school running costs.[9] Whereas the official policy of the GoNU is free basic education, the available data suggests that households pay a large share of school running costs in addition to other costs for uniforms, textbooks and meals.

55.   Education councils are present in 95 percent of schools and the majority of councils, including those in low income communities, provide financing towards the running costs of schools. Primarily education councils provide financing for school supplies to meet shortfalls due to the lack of government spending on goods and services. The majority of education councils meet every month and also play a central role in some administrative duties of schools, follow-up on drop outs, and provision of school feeding. However, education councils in Sudan face key capacity and implementation constraints in accessing adequate records of student enrollment, performance, teacher management (leave, etc.), as well as financial records. This deprives communities of critical information with the potential to hold school managers and the education councils accountable and to measure the success of new initiatives.

56.   The share of recurrent education spending assigned to each subsector provides an indication of government education priorities. Basic education accounts for the largest share at 49 percent but because basic education in Sudan consists of 8 years rather than 6 years, adjusting for length, the share of primary education in total education spending in the country is even lower at 37 percent.

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[9] For the purposes of this comparison, public per student spending on school running costs is defined as spending on goods and services.

Table 4: Regional comparison of public primary education spending, 2005-08

	Share of each subsector in total public education spending (%)		
	Primary	Upper secondary[3]	Higher
Sudan (without South Sudan)	**37 *(49)*[2]**	**16**	**30**
Neighboring countries			
Chad	48	12	23
Ethiopia	51	8	20
Kenya	55	12	16
SSA lower middle-income countries			
Cape Verde	39	16	12
Cote d'Ivoire	43	10	21
Lesotho	36	11	37
MENA lower middle-income countries			
Egypt	40	n.a.	39
Morocco	46	19	16
Tunisia	35	22	22

Note:

1. Latest year available for 2005-08.

2. Share of primary education in total public education spending adjusted to 6 years for Sudan and data are for 6 years of primary education for all other countries shown. The 49 percent in parentheses is for 8 years of basic education.

Sources: ESR 2011.

57.   The table above shows that the share of basic education in total education spending in Sudan is lower than in most countries in the SSA and MENA regions.   For instance, Egypt, Kenya and Morocco each spend 40 percent, 55 percent and 46 percent of total public education spending on primary education compared to 37 percent in Sudan.

58.   Figure 8 shows how states with higher average Gross Enrollment Rates (GERs) on average receive larger federal transfers per capita[10]. This suggests that states with greater education needs may not be receiving larger federal transfers, and that resources are therefore not targeted towards lagging communities. Some high GER states for instance (referred to as Group 1 states in the figure below), River Nile and Northern states, with relatively high per student spending, receive relatively large transfers. At the same time some states with relatively low per student spending and GERs (referred to as Group 3 states) such as South Darfur, North Darfur, and Kassala, receive smaller per capita transfers. Group 2 states refer to states with intermediate per student spending, i.e. in between the high and low groups.

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[10] These transfers are in the form of block grants to states, and are not earmarked for education.

Figure 8: Federal transfers per capita (all sectors) and average GER by state, 2008-09
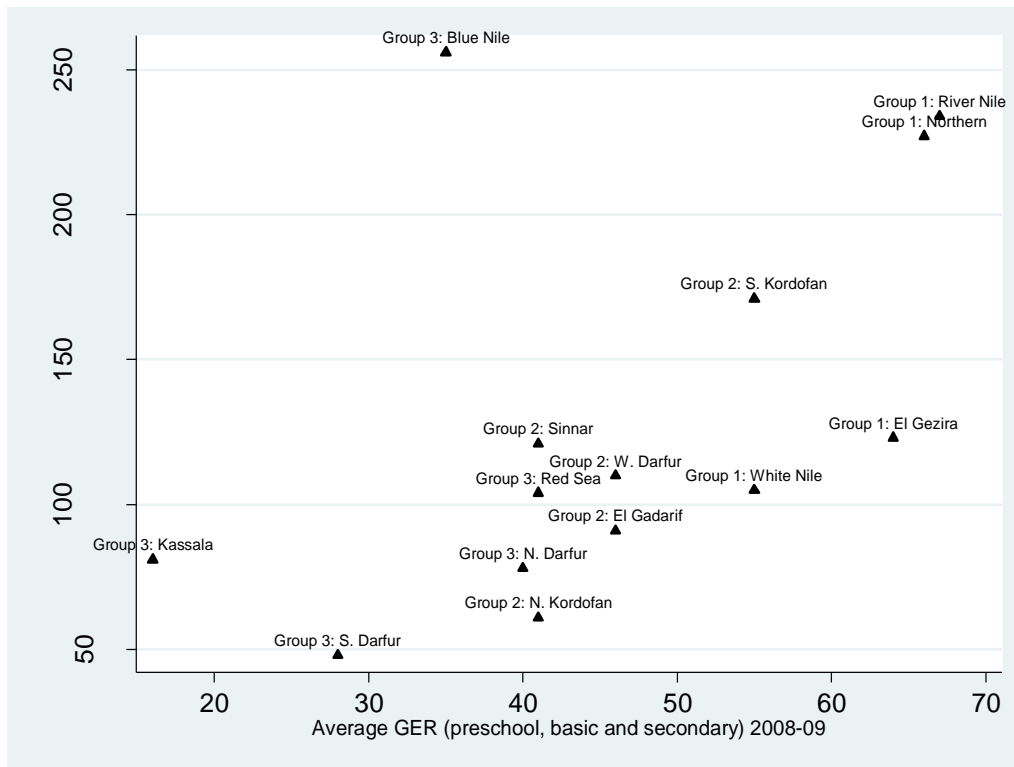
Source: Status of the Education Sector in Sudan, 2011

59.   Though federal resource transfers to states are supposed to be allocated according to a formula that include a number of factors in addition to education status (financial performance, population size, natural resources, human resources, infrastructure, security status, and per capita income where each component is assigned a weight), the lack of data does not allow confirmation that this formula is followed in all cases. In the case of education, State level Education Ministries generally seem to prepare their budgets based on states' existing payroll and obligations (last year's budget plus a negotiated increment). While this helps states honor their payroll obligations and keep existing education services running, it tends to perpetuate existing inequalities and reduce states' spending autonomy.

60.   There is a lack of readily available, accurate and timely data on education outcomes in Sudan which limits the MoGE's ability to target resources to under-serviced and under-resourced communities. Moreover, the lack of a consolidated budget for the three levels of government (federal, state and locality) makes equity orientated monitoring and evaluation difficult: spending is not classified by function and purpose; available data is typically for budget allocations rather than executed amounts; and weak financial management capacity at some state and locality levels result in incomplete reporting of spending at these levels.

61.   The Education Management Information System (EMIS), currently being established by the MoGE in collaboration with the European Union (EU) and UNICEF, has a critical role in capturing such disaggregated educational input and output data. Significant progress has already been made with regard to training of officials at all levels of government, and at school level, hardware has been delivered to 15 states[11] and data collection for 2010 and 2011 has been completed. However, the system remains to be fully operationalized and tested. A proposal is under consideration within the MoGE to introduce a rapid

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[11] Additional infrastructure will be needed for the two new states established in 2012

EMIS survey instrument to complement the full EMIS survey form. This could yield an early statistical report that could be used for key strategic, management and monitoring purposes until the full EMIS system is capable of yielding reports that meet the international benchmark of six months from data collection to production of report. In addition, documentation of state level education spending remains an issue that needs to be dealt with more broadly in order to improve the public financial management system within the Ministry of Finance and National Economy (MoFNE).

62.   While the EMIS will provide useful data at the school level, there is currently no existing system to regularly collate data on student learning outcomes in Sudan. Regular learning assessments allow monitoring of learning trends over time and a better understanding of the relative contribution of various inputs and educational practices to changes in those trends. Learning assessments are shown to be among the least expensive innovations in education reform, costing far less than increasing teachers' salaries or reducing class size but with a higher benefits-cost ratio.[12]

63.   The purpose of data is to inform educational policy and practice, which is implemented by the relevant government agencies. However, the current structure of the MoGE requires revisiting as it is not consistent with policy and legislative developments. The functions and responsibilities of the federal and state ministries of education are framed by the Education Act of 2001, which was passed four years prior to the implementation of the CPA and INC. Moreover, the existing organisational structure of the MoGE, although approved in 2005, was formulated prior to the implementation of the CPA, and continues to outline a department administering a centralized system of education provision. An organizational review conducted by the Ministry of Labor in 2007 recommended significant restructuring to take into account the revised mandate of the MoGE under the CPA and INC. The recommendations of this review were forwarded to the Council of Ministers, but are yet to be implemented. An additional review conducted by independent consultants to the MoGE in 2010 endorsed the findings of the Labor review and made specific proposals to reduce the number of general directorships from 9 to 7, formalize all employees positions through written job descriptions, establish clear jurisdiction, and lines of reportage and responsibility across all ministerial departments and directorships, and to embed responsibility for and institutionalize EMIS within the planning and oversight administration of the MoGE as a whole.

64.   Financing of the education sector in Sudan needs to increase to accommodate an expanding system, which has made significant progress since the signing of the peace agreement in 2005. However, the fiscal challenges facing the education system are substantial and require more efficient spending on key aspects that will yield greatest returns on investment. Increased efficiency in preparing, deploying and utilizing teachers is one area which could yield high returns. Further, policy and program designs need to promote a strongly equity-oriented approach to ensure that previously marginalized regions and population groups receive greater attention and adequate resources. Improved targeting of resources requires that accurate data are collected and analyzed on a regular basis and therefore, a prerequisite for an equity-oriented approach to education sector investments is evidence-based planning. The equity focus requires ensuring that data on all significant dimensions of inequity in the system, especially urban-rural location, gender, and minority group status are included in the evidence.

65.   Even within a fiscally constrained context, there are relatively small investments such as EMIS and student learning assessment systems, which form the building blocks of a modern education system that is able to effectively identify educational needs; target financing; and monitor student learning levels. The structure and functioning of the GoS needs to facilitate policy and planning by ensuring sufficient capacity development within regions that are lagging behind.

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[12] In Latin America, the cost of assessments was no more than 0.3 percent of the national education budget at the level tested.

IV.   Rationale for an Interim Basic Education Strategy

66.   The iBES represents a significant strategic step in a continuum of policy interventions that will build on the 2007-11 education strategy using evidence collated through various research initiatives. Due to the current fiscal shock affecting the country, medium term economic uncertainty, government restructuring, and ongoing conflict in the south and east of the country, the GoS and partners have agreed to pursue an interim strategy for education that covers a three year period and focuses on one sub-sector. Work towards expanding the iBES into a five-year education sector strategic plan will continue as the environment becomes more stable. This section highlights the main factors which have necessitated the development of an interim as opposed to a full five-year strategy.

Macroeconomic Uncertainty

67.   The full impact of fiscal contraction is unpredictable but the independence of South Sudan and the concurrent loss of oil revenues will necessitate fiscal adjustments. Agreement on sharing of oil revenues and transit fees are yet to be finalized. Whatever the outcome of unresolved revenue sharing negotiations, the predicted fiscal contraction will impact the continued recovery of post-conflict education infrastructure and systems, and the manner in which MDGs II and III will be achieved. .

68.   An amended budget for 2011 projects a 12 percent revenue loss and 7 percent spending cut as well as amended GDP growth estimates of 2-3 percent down from 6.5 percent in 2010. However the IMF predicts GDP growth of -0.2 percent in 2011. The Finance Ministry announced in June 2011 a projected revenue reduction of 36.5 percent, and the planning of a three year austerity budget targeting 25 percent spending cuts. The bulk of provisional spending reductions will come from cuts in development spending and federal transfers to states, by 26 and 20 percent respectively. Given the weak capacity of most states to raise their own revenue, reduction in federal transfers will significantly impact state expenditure, particularly through sharp reductions in development spending on the provision of basic services such as education and health.

Security, poverty and social instability

69.   Sudan continues to be affected by internal conflict in several regions. The conflict in the Darfur states continues and through the course of 2011 new conflicts arose in the Nuba Mountains of South Kordofan, in Blue Nile state, and in the Abyei region. The UNHCR estimates that between 4 million and 5.5 million Sudanese are displaced internally as a consequence of current and historical conflict.

70.   A recent study on poverty estimates commissioned by the GoS established that the incidence of poverty in Sudan is 46.5 per cent. This was calculated based on a minimum consumption aggregate associated with poverty and divided into food and non-food consumption. In other words, almost 50 per cent of the population cannot afford to purchase the minimum consumption bundle. The study also confirmed that poverty is significantly higher in rural areas than in urban areas with poverty rates of 57.6 and 26.5 percent respectively. There are also significant differences in poverty rates across states ranging from almost 70 percent in North Darfur, to 50 percent in Gadarif and 26 percent in Khartoum as shown in Figure 9.

Figure 9: Poverty headcount by state (percentage of population with consumption below the poverty line)
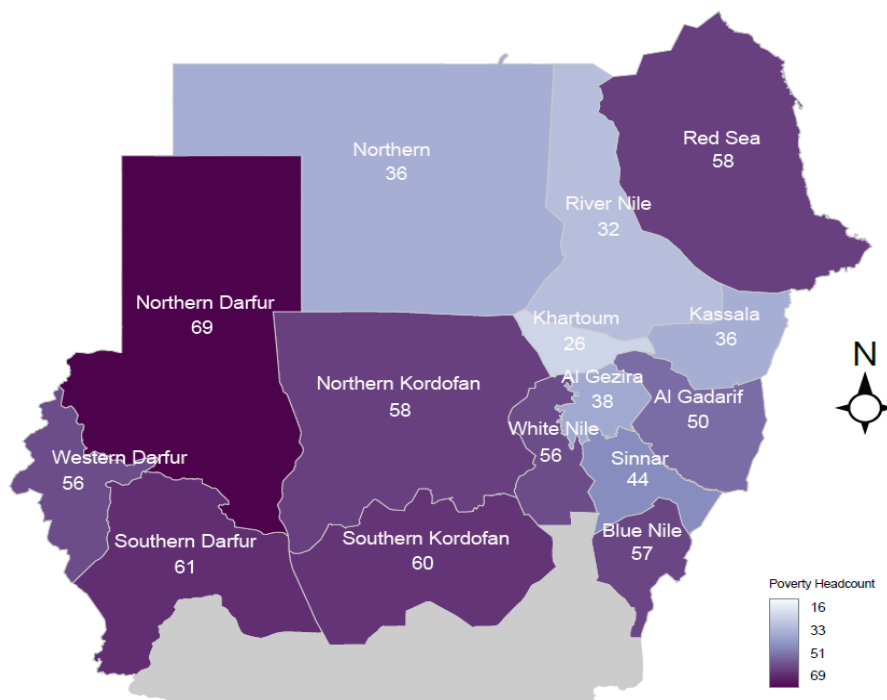
Source:	World Bank, Sudan Northern States Poverty Profile (2011).
Notes:	The boundaries shown do not imply any judgment on the part of the World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

71.   The concentration of public goods and services and economic opportunity at the center, as well as pervasive and spatially unequal poverty have been key drivers of conflict in the Sudan. Inflationary pressure, the introduction of fiscal austerity measures, reductions in state subsidies on food staples and energy, the removal of price controls, and the disruption of the planting season in Blue Nile and South Kordofan due to conflict, could further erode marginal livelihoods and push more people into poverty with concurrent destabilizing effects.

Transition in governance

72.   Sudan emerged from the CPA period with a highly decentralized education system, without adequate institutional arrangements, or resources in place to effectively implement decentralization, and oversee equitable distribution of resources on the basis of need. One consequence is deepening of substantial inequalities between and within states which is manifested in the education system. The current "Interim" Constitution will need to be replaced or significantly amended as the country moves forward in the post-CPA period and may incorporate significant changes in the administration of government. Sudan is also in the process of developing its interim Poverty Reduction Strategy Paper (iPRSP) as well as a National Development Plan for the next five years (2012-2016).

73.   The Status of the Education Sector report, the 2007 Public Expenditure Tracking Survey, 2008 Census, 2009 Sudan Household Survey and other studies provide groundbreaking new data on human development in the Sudan, but also reveal gaps in basic data at the state level. Since the bulk of public expenditure on education occurs at the state level, this makes sector and evidence-based planning extremely difficult. A new Education Management Information System (EMIS), supported by the European Commission and UNICEF, is in the process of being brought online. A functional national

EMIS system is envisaged in 2012, which will significantly increase the evidence-based planning and monitoring and oversight capacity of the education system as a whole.

74.   The development of a full education sector strategic plan will require articulation and coordination of 15 state plans within an overall national framework. The GoS has undertaken a program to develop a five-year plan for the period 2012-2016 based on its vision through 2020, and the MoGE is engaged in developing, with support of its partners, a framework for the education sector component of this plan. This plan will feed into the ongoing process of finalizing the national iPRSP and National Development Plan.

75.   Despite the expansion of education spending through the CPA, current spending remains too low to achieve EFA. External support is imperative to maintain and expand access to education, address inequities within the system, and increase the quality of education delivered.

76.   Achievement of the MDG's and EFA in the context of the Sudan is not only desirable from a developmental point of view, but will continue to build on progress achieved through the CPA period. The accelerated delivery of basic education services towards the achievement of EFA has the potential to sustain the peace dividend and strengthen the prospects of enduring peace. The accelerated provision of education envisaged by the iBES in a post-conflict environment will provide concrete evidence of the GoS's good intentions to all citizens, bind the energies of young people to their future, and demonstrate the holistic benefits accruing to enduring peace. In the context of a post-conflict environment education is likely to be perceived by parents who have witnessed the effects of compromised or absent service delivery on the future of their children as integral to the peace dividend. A failure to deliver basic services through the critical stages of post-conflict reconstruction has the potential to reinforce the social tensions that fuel conflict.

V.   Scope of the Interim Basic Education Strategy

Figure 10: Strategic Pillars of the ESSP

ACCESS	QUALITY	SYSTEM STRENGTHENING
• Pre-school • Basic education • Secondary education • Technical and Voc • Out of School (Adult lit)	• Pre-school • Basic education • Secondary education • Technical and Voc • Out of School (Adult lit)	• Curriculum Renewal • Learning Assessment • System Management • Teacher Management • School Management • School Health & Nutrition

77.   The five- year ESSP comprises of three strategic pillars addressing all education subsectors (see Figure 10), developed by the MoGE through a participatory process of national consultation, premised on, but not limited to, four national strategic workshops with representatives of the education ministries at the level of state government. The three strategic pillars, Access, Quality and System Strengthening will inform the content of the medium term ESSP, and feed into the longer term developmental objectives of the iPRSP and National Development Plan. However, in light of the contextual considerations and short term uncertainties outlined above, and the urgent need to consolidate and accelerate progress towards EFA, the iBES will focus specifically on promoting universal access to quality basic education and establishing a system for long-term sustainability of the sector.

78.   The iBES builds a strategy to deliver on a limited number of urgent priorities for which better data and system capacity exists, and upon which development in other subsectors and areas depend. Addressing these urgent priorities over the next three years will lay the foundation for a full sector plan, build the capacity of the education system as a whole for delivering on a multi-sector, long-term plan, and reinforce and bolster the developmental gains of the recent past.

79.   For the iBES the following dimensions are critical:
● Focus on the three strategic pillars of the medium term sector strategy framework: Access, Quality and System Strengthening taking into consideration equity and gender across all three pillars.
● Focus on service delivery (access and quality) for Pre-School and Basic Education
● Reduce existing education disparities across states

1) Focus on three strategic pillars
80.   The first pillar of the iBES focuses on improving access to schooling for all children with a particular focus on girls, children in rural locations, and other vulnerable groups such as IDPs nomads.and disabled Priority is given to pre-school and basic education within the iBES in order to prioritize the EFA goal. Improving the quality of education delivered constitutes the second pillar of the plan with the aim of improving learning outcomes and retaining students through a complete cycle of basic education. Achieving improvements in both access to and quality of education will require targeted interventions to improve equity and efficiency within the system.

81.   The system strengthening pillar will provide the foundation for the education system and ensure long-term quality, accountability and sustainability. System strengthening issues will be addressed in

priority order, with a focus on establishing the institutional capacity (including quantitative and qualitative data collection, technical assistance and policy analysis) to introduce system strengthening initiatives in a phased manner. The focus of this pillar will include improvements in curriculum, system management, teacher management, school management, school health and nutrition and the establishment of a national learning assessment system. The strengthening of the education system as a whole will build the institutional and systemic foundations through which the ESSP will ultimately be delivered.

2) Sub-Sectoral Focus on Pre-school and Basic Education

82.   International evidence shows that participation in pre-school education improves children's cognitive skills, educational attainment later in life and yield higher lifetime earnings, particularly among disadvantaged children. Attending pre-school helps children to fully benefit from basic education opportunities by teaching them to communicate with their peers and adults and equipping them with the skills to learn throughout primary school (World Bank 2011). For the SSA region, higher pre-school gross enrollment rates are associated with lower rates of repetition and higher rates of survival to grade 5 in basic education (Jaramillo and Mingat 2003). Providing pre-school education to children can also free up parents' time for work or study.

83.   As mentioned in Section IV, the fastest relative growth in enrolments in the Sudan education system since 2000-01 occurred in pre-school (10 percent per year). Enrolments in pre-school have outpaced the rapid increase in the number of pre-schools leading to moderately larger schools and a higher student to teacher ratio of 32 to 1. These positive developments have been achieved at relatively low cost to the public sector and have mainly been delivered through community-based initiatives. Non-government schools—which include the religious Khalwa schools as well as fee-charging private schools—enroll as many as 38 percent of all pre-school students and private provision for pre-school is continuing to grow in size over other sub-sectors.

84.   While information of the quality of pre-school education in Sudan is limited, evaluations of community-based pre-school programs in Cape Verde and Guinea show that the benefits for children in terms of preparation for primary school were comparable to those of traditional, publicly provided programs. Within this context, the iBES will focus on improving the quality of education for pre-school with a focus on expanding and consolidating the gains made through the private (community-driven) sector.

85.   In addition to focusing on pre-school, the iBES will prioritize basic education over the coming three years. International evidence shows that basic education of six years provides the highest benefit in terms of social outcomes per education dollar spent compared to lower and upper secondary education. Table 5 shows the positive contribution that one year of basic, lower secondary and upper secondary schooling, respectively, contributes to total social outcome (defined as the average across the social outcomes of child bearing, antenatal health, child health and development and poverty, HIV/AIDS and the use of media).

Table 5: Contribution to Social Outcomes by Year of Education, Average for Sub-Saharan Africa

	Basic education (6 years)	Lower secondary education (4 years)	Upper secondary education (2 years)
Share of total change in social outcome (0-12 years) contributed by (average across all social dimensions)	47.7%	34.0%	18.3%
Contribution to total social outcome per year of schooling (a)	8.0%	8.5%	9.2%
Per student cost per year of schooling (expressed in multiples of GDP per capita) (b)	11.5	24.4	57.1
"Benefit to cost ratio" (a/b)	69	35	16

Source: Majgaard and Mingat, 2011

86.   Each year of basic education contributes 8.0 percent to the total impact, compared with a slightly higher 8.5 percent for each year of lower secondary year, and 9.2 percent for each upper secondary year. The benefit-to-cost ratio, defined as the ratio of the contribution to total social outcome of each year of schooling to per student cost per year of schooling is 69 for basic education. Given the much higher costs of secondary education, the benefit-to-cost ratio drops to 35 for lower secondary, and to 16 in the case of upper secondary education. This implies, in terms of achieving the highest social impact per education dollar spent, that it is much more cost-effective to invest in basic education than in secondary education. Further, the fact that many of the desired social outcomes are related to women's and mothers' education suggests that investing in girls' education yields particularly high returns (Majgaard and Mingat, 2011).

87.   Given the cost-effectiveness of investing in pre-school and basic education and the imperatives of the EFA and MDGs II and III within a resource-constrained environment, the iBES will particularly focus on these two sub-sectors, while taking secondary education and technical and vocational training into consideration. The prioritization of preschool and basic education in the iBES will help to balance the demand driven expansion of secondary education in the states, and ensure that this expansion builds on a base of improved quality.

3) Reduce existing education disparities across states

88.   Overcoming structural inequities and cross-regional variance within and between states is a guiding principle of the iBES. While some states in Sudan are close to achieving universal primary enrolment, with considerable progress on completion, others are far from the goal, and will not be able to expand sufficiently rapidly to meet the 2015 MDG target. Thus the overall national goal is to make significant progress towards achieving MDG2 and MDG3 for the nation as a whole. The iBES consequently incorporates a policy framework to focus attention and resources towards states and localities hosting disproportionate pockets of disadvantaged and marginalized groups, with a focus on rural populations, girls, IDPs and nomads.

89.   As documented in Section IV, the Sudanese education system is characterized by considerable disparities across states which is particularly destabilizing in a conflict affected environment. A number of factors contribute to the disparities between states in terms of education access, quality and completion, including the significant impact of the conflict on education infrastructure, resources and systems, the lack of access to schools in rural areas, low teacher retention and security issues.

90.   Given these disparities in access across states, and their contingent socially destabilizing effects, the iBES will focus on investing more resources in states with greatest need. Lessons learned from higher capacity states will be shared with lower capacity states through capacity building training for teachers

and education administrators. In addition, the iBES will work to strengthen state level governance to improve prioritization and equitable resource allocation within states.

VI.   Objectives of the iBES

91.   The Objectives of the iBES are aligned with the overall national development vision for 2034 which emphasizes human resource development and equitable provision of quality social services as key pillars. Within this, the National Development Plan for 2012–2016 currently under review by government places a high priority on building peace and stability through human resource development and access to quality basic services, of which education is prioritized.

92.   Within this overall framework, the iBES objectives are nested within a hierarchy of objectives that starts with the vision and mission of the MoGE. This is summarized in Table 6:

Table 6: Hierarchy of Objectives

MoGE Vision: *"A distinctive educational system based on science and values"*
MoGE Mission: The Ministry will: • *Lead the reform process to meet the educational needs of the people of Sudan built on evidence-based planning;* • *Strengthen education management and administration in order to improve education service delivery;* • *Develop human capacity with state of the art technology;* • *Strengthen partnerships in order to provide the highest quality levels of education according to development priorities;* • *Accelerate achievement of the Millennium Development Goals (MDGs) related to education;* • *Crystallize cultural revival in the education curriculum in line with the principles and education for all.*
Five-Year Education Sector Strategic Plan (2012 – 2016): **Overall Objective**: *Sudan will make significant and measurable progress towards achieving access for all to basic education of good quality, and expansion of quality secondary, vocational and non-formal education supported by a strengthened education system.* **Strategic Objectives** 1. *Increase **access and equity** in basic, secondary, vocational and nonformal education though provision of adequate facilities, teachers and education supplies.* 2. *Improve the **quality of learning** by upgrading the learning environment, better prepared teachers, more textbooks and improved supervision.* *Strengthen the **education system** with upgraded curriculum, introduction of learning assessment, better teacher utilization and training, and improved planning and management at school and system level.*
Interim Basic Education Strategy (2012 – 2014): *Interim Plan Goal:* *Sudan will make significant and measurable progress towards achieving access for all to basic education of good quality supported by a strengthened education system.* 1. *Increase **access and equity** in basic education through provision of adequate facilities, teachers and education supplies.* 2. *Improve the **quality of learning** by upgrading the learning environment, better prepared teachers, more textbooks and improved supervision.* *Strengthen **the education system** with upgraded curriculum, introduction of learning assessment, better teacher utilization and improved planning and management at school and system level.*

93.   The iBES constitutes an element of the ESSP which will be finalized with operational plans for each state by the end of 2012. All the activities undertaken under the interim strategy will be incorporated into the ESSP, and complemented by activities covering a wider range of sub-sectors and longer term outcomes. The overall national goal is to make significant progress towards achieving MDG2 and MDG3 for the nation as a whole. The iBES does not have targets for individual states, but will focus resources on those states that are furthest from achieving the international and national goals.

94.   *Access:* The iBES strategic objective is to increase the enrollment in basic education especially in the states with lowest enrolment rates, thus improving equity in access to basic education. This expansion of access will be achieved through (i) increasing capacity (school construction and teacher recruitment and deployment), (ii) reducing household costs (including provision of grants to schools in low income communities) and building demand for basic education, through national campaigns to stimulate demand for education, and specific campaigns targeting under-represented groups (rural children, girls, nomads, IDPs) and school feeding programs, (iii) targeted interventions to provide basic education opportunities to out of school children and (iv) curriculum enrichment.

95.   *Quality:* The quality of student learning is identified as a key element of both the ESSP and the iBES. Given the short time span and significant quality challenges, the focus will be largely on improving the quality of inputs known to impact learning, particularly the learning environment, learning materials and teacher preparation and supervision. Thus, the strategic framework identifies four areas of intervention: (i) upgrading learning environments, (ii) improving the quality of teaching, (iii) provision of learning materials, and (iv) strengthening of school supervision. There is no national system for learning assessment in place in Sudan and the establishment of a national system of learning assessment is a principal target of the System Strengthening component of the iBES and ESSP. However, given the short time period and deficiencies in current data, it is not anticipated that a measurable quality impact will have been made at a national level by 2014 and therefore, no specific targets have been set for measured learning outcomes.

96.   *System strengthening* Both the ESSP and the iBES incorporate system strengthening as a key pillar. The draft ESSP has identified five target areas for system strengthening: curriculum renewal, learning assessment, school management, teacher management and system management.

97.   The Objectives and Areas of Intervention described above are summarized in Table 7:

Table 7: Strategic Objectives and Areas of Intervention

Strategic Objective	Areas of Intervention
1. Improve quality of pre-school education	1.1 Development of sub-sector diagnostic and ECD policy
	1.2 Strengthening and standardization of curriculum
	1.3 Improve teaching quality
	1.4 Provide Teaching and Learning materials
2.Increase access to basic education by increasing capacity, reducing household costs and encouraging demand.	2.1 Classroom Construction
	2.2 Teacher Employment
	2.3 Reduce costs to households & strengthen demand
	2.4 Interventions for out of school children
3.Improve quality of learning in basic education	3.1 Improve the learning environment
	3.2 Improve teaching quality
	3.3 Provide Teaching & Learning materials
	3.4 Strengthen School Supervision
4.Strengthen the education system to support achievement of national goals and strategic objectives	4.1 Build national capacity for curriculum development
	4.2 Develop and launch National Learning Assessment
	4.3 Strengthen School Management
	4.4 Improve Teacher Management
	4.5 Support System Management

VII. Key Activities Matrix

98.   The objectives and areas of intervention outlined in Table 7 will be realized through a set of key activities identified in the development of the iBES to build the necessary foundations for the ESSP that will be finalized during 2012, and to achieve visible and measurable progress towards the achievement of the goals in basic education within the period of the plan (2012-2014). The key activities that will be supported in the iBES are briefly described, and the relevant outcome indicators identified.

Strategic Objective One: Improving the Quality of Pre-school Education

99.   The ESR revealed that preschool is one of the most rapidly expanding subsectors, with average growth of 10% per year since 2001. While this is admittedly from a low base, the expanded access is a remarkable achievement, and a credit to the efforts of communities, parents, and education authorities alike. The ESR also revealed that expansion is uneven between states, and within states, between urban and rural communities. Public expenditure per preschool child also varies very widely between states, and the quality of provision is very uneven, with differing curricula, access to learning materials and qualified teachers. The subsector consists of a mix of different service providers, from government preschool classes, to community initiatives and khalwas. Monitoring of the quality of institutions and of teaching and learning is very limited in both public and private providers.

100.   iBES will focus on developing an early childhood development (ECD) strategy which will support the development of the pre-school subsector. It will also provide targeted support for service delivery in low income communities, especially rural areas. The main activities include an in-depth diagnostic analysis of the sub-sector in order to develop the subsector strategy; strengthening and standardization of the pre-school curriculum; improving the skills of community pre-school teachers, and developing and distributing learning materials to disadvantaged pre-schools.

101.   Some more detailed steps in the development of a national strategy for early childhood development, which encompasses preschool, are described in the section below on system strengthening. In the meantime, the iBES also envisages the allocation of resources to provide teaching/learning materials and teacher training to schools and centers in greatest need. The identification of appropriate materials and teacher training modalities will be an early output of the needs assessment. It is envisaged that support could be provided to about 20,000 children in low income and remote communities, and lessons learned from this exercise will inform the development of policy and strategy for the wider system. This is in addition to the normal, and growing, commitment of resources from communities, parents and government at all levels.

Strategic Objective Two: Improving Access to Basic Education

102.   The substantial backlog in school construction in Sudan constitutes a major obstacle to expanding access to basic education particularly in highly congested urban areas and in remote rural communities. Each state has responsibility for construction and maintenance of basic and secondary schools, and states will make provision in their annual budgets drawn from federal transfers and own revenue. The iBES will focus additional federal and external resources on supporting construction of schools in selected high priority areas in targeted states and localities where such investment will have the greatest impact on basic education enrollment.

103.   The strategy provides for the construction of 6,580 basic education classrooms over three years. This will include the provision of seating for over 350,000 students in these classrooms. There is also provision in the strategy to support construction of additional ancillary buildings (water and separate boys

and girls ablution facilities, administration offices, laboratories, teacher housing and student accommodation) in existing schools. Housing for over 800 teachers (nearly 20 percent of the total number of new teachers hired) will be constructed during the iBES period. Given the fiscal, institutional and logistical constraints, this additional infrastructure will be below the volume required in the first three years to be on track to achieve the five year targets of the ESSP. Actual construction of school infrastructure is the responsibility of state and locality authorities, and has, in recent years been largely financed from community contributions and external partners. This means that a wide range of different construction modalities, designs and standards have been manifested. Unit costs of construction accordingly vary from context to context, and the target number of classrooms represents an estimate of the number of classrooms that could be constructed. The Federal Ministry is working with partners to develop a set of minimum design standards to ensure cost effective approaches to school construction. This will include that schools meet adequate safety standards to create a safe, healthy and secure environment for children. The Ministry has access to the INEE guidance on safe schools, and will ensure these are taken into account in determining design standards. The construction activities planned under the iBES will include finalizing a national strategy to accelerate progress to achieve national targets over the next 5 to 10 years, and will feature piloting of different modalities of construction to meet different geographic, cultural and economic contexts within a framework of minimum design standards.

104. The increased capacity for basic education enrolment will also require recruitment and deployment of additional teachers, especially in areas with high demand. This process will be balanced by the development of a program to redeploy teachers from areas of low student-class ratios to areas of high student-class ratios. The strategy currently calls for an additional 13,100 teachers to be recruited over three years. This includes 4300 new teachers to support the growing number of student enrollments, and 8800 teachers to replace teachers leaving the sub-sector, assuming a 2 percent per year attrition rate of teachers. This will be supported by piloting of incentives for teachers, and by targeted construction of teacher accommodation to facilitate more equitable teacher allocation, especially in hard-to-reach areas. Recurrent costs of teachers will be covered by the states drawing from federal block transfers, and from state own resources. External and other domestic resources could subsidize costs of targeted incentives and construction.

105. The iBES also provides for strategies to reduce the costs of education for households, especially in low-income communities that lack a revenue base to support state contributions to school running costs. The first main activities in this category are the design and piloting of a system of grants to schools to reduce the impact of costs incurred through fees, uniforms and other direct costs. This will be supplemented by a systematic lobbying of relevant authorities to reduce taxes/duties on educational supplies and materials.

106. The MoGE recognizes that the introduction of grants to schools is an approach to school financing that has not been part of its strategies in the past, and should therefore be introduced in a carefully incremental manner building on lessons learned and capacity built in the process. The ministry is aware that there have been a number of initiatives implemented by NGOs and development partners that have made resources available to schools and communities for education, often for school repair and rehabilitation. There have also been some initiatives in supporting school improvement planning, which provides a basis of experience and capacity on which to draw. The existence of local school bodies with representation of school authorities, parents and communities in almost all schools [13] represents a substantial institutional asset upon which to build a school grants system. These bodies have been collectively known as "education councils", but variously labeled as parent teacher councils, committees,

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[13] The Service Delivery Study carried out by the MoGE with support from the World Bank as part of the ESR reveals that some 92% of schools have education councils, of whom xx% were identified as "active".

and a range of other names that vary from state to state, as does their capacity and the powers and functions which they exercise. The proposed activities include (i) initial consultation and inputs on the design of a school grants program, and building capacity for an initial pilot; (ii) developing the guidelines and draft manuals and field testing the approach and tools in a limited number of schools; and (iii) piloting the schools grants program in up to 500 schools. The strategy includes an initial estimate for cost projection purposes, and may be adapted as the detailed design and planning proceeds. The proposal to pilot this approach before going to scale recognizes the need to build capacity and strengthen accountability and control mechanisms, including community accountability measures and audit functions.

107.   The second strategy to reduce household costs and promote access is support for school feeding. Currently, about one million children in Sudan are recipients of a school feeding program supported by the World Food Program (WFP). However, the sustainability of this program is in question given the WFP's mandate is to operate in humanitarian a crisis which, according to WFP, is no longer the case in Sudan. The iBES includes provision for interventions involving a combination of direct provision of school meals in the neediest schools, which will reach about 20 percent of the total number of children enrolled in basic education. It will also support the development and piloting of an evidence-based situational analysis of school health and nutrition in Sudan which will inform the preparation for the transition from emergency food aid to home-grown food production.

108.   In addition to reducing household costs, the iBES will strengthen of demand for education, particularly in those areas where cultural, social, geographic, religious or other factors contribute to low basic education enrolment. While there are some common factors across states, the key factors limiting demand vary between and within states. In some states significant demand-side barriers may be early marriage, cultural attitudes against girls' education and nomadic lifestyles, whereas in others these issues are less prominent. In conflict-affected states, security in travelling to school will certainly be a barrier limiting demand for education, whereas in other states these factors may be different. These campaigns will begin with a process whereby communities are surveyed to determine the barriers limiting demand for education; only after this takes place should campaigns to address these barriers be developed. Community consultations must take efforts to ensure gender equality in consultations (which may, in some states necessitate separate consultations). Campaigns will be coordinated nationally but adapted to the different context in various states and implemented with the state MoE. The main activities will involve working with partners to carry out campaigns at a national level, and more specific campaigns with vulnerable groups (girls, rural communities, nomads, disabled IDPs) and community leaders to encourage parents to send their children to school; and in supporting extracurricular activities to make schools more attractive to children. This will include sports, arts and cultural activities organized by schools and communities.

109.   The fourth area of intervention to increase access is to address the needs of out of school children. The overall national strategy is to include all children of basic education age into schools. However, in the interim there remains a necessity to provide learning opportunities for those children who do not gain access to schools, using a range of nonformal delivery strategies. While the MoGE wishes to avoid establishing a self-sustaining parallel education system for out of school children, the government recognizes the need to mount interventions that address the learning needs of the pool of children who will not gain access to learning opportunities. These interventions build on the Ministry's out of school strategy developed in collaboration with UNICEF and other partners. The iBES includes provision for out of school interventions targeting 900,000 children over three years.

110.   The Ministry has in place a strategy developed with UNICEF and other partners to target learning opportunities to children in disadvantaged communities, including remote, conflict-affected, nomadic or

displaced populations, using a range of formal and nonformal approaches. Most states now have strategies in place to identify and support these communities, but resources are limited. These iBES will continue to focus on areas where exclusion from schooling is highest. As indicated in the situation analysis, this is largely in conflict-affected areas and among nomadic and marginalized communities. The Ministry will continue to use a range of delivery modalities that take into account the need for nonformal approaches to address learning needs in conflict affected, displaced, nomadic and other marginalized communities. As EMIS and other data systems are improved, evidence-based targeting of these communities and schools will be possible. In the meantime the iBES will focus on reviewing each state's targeting strategies and providing guidance and strategic support.

Table 8: Key activities, indicators and outputs to improve access to basic education 2012-2014

Strategic Objective	Area of Intervention	Key Activities	Outputs				
			Indicator	2012	2013	2014	TOTAL
Preschool	Strengthen preschool education	Provide financing to preschool for learning material and teacher training (Schools)	Number of preschools		9,643	10,295	19,938
Increase access to basic education by increasing capacity, reducing household costs and encouraging demand.	2.1.1 Classroom Construction	Support construction of additional classrooms with a priority on areas of greatest need.	Additional classrooms	2,068	2,207	2,305	6,580
		Facilities at schools	Number of students seated in new classrooms	108,258	118,549	126,768	353,574
			Latrines & potable water	345	368	384	1097
			Fences	345	368	384	1097
	Teacher Employment	Employ sufficient teachers to meet national standards	Additional number of new teachers	1,325	1,448	1,524	4,297
			Number of replacement teachers	2,900	2,927	2,956	8,782
		Provide additional accommodation for teachers in hard to staff areas	Additional number of teachers housed	265	290	305	859
	Reduce costs to households	Develop and pilot a system for provision of grants to schools to reduce fees, uniforms and other direct costs	Number of school grants paid out (per child)	0	0	0	155,917
		Lobby for removal of taxes/duties on educational supplies and materials	Duties removed	-	-	-	-
	Strengthen demand for education	Organize campaigns working with rural communities, vulnerable groups (girls, nomads disabled, IDPs) and leaders to encourage parents to send their children to school	Campaigns conducted per state	3	4	4	11

Strategic Objective	Area of Intervention	Key Activities	Outputs				
			Indicator	2012	2013	2014	TOTAL
		Support for extra-curricula activities (sports, theatre, arts)	Number of equipped schools	4,705	1,563	1,567	1,575
	School feeding	Support targeted school feeding programs in low income communities	Number of Children Participating in School Feeding Programs	981,389	1,010,261	1,039,449	3,031,099
	Out of school interventions	Reducing the number of out of school children	Number of children enrolled in alternative learning centers	150,000	300,000	450,000	900,000
			Girls as % of out of school children[14]	TBD	TBD	TBD	TBD

Expected Results and Assumptions

111.   The activities and target outputs above should be seen within the context of the GoS's long-term vision through 2020. It assumes an average annual growth rate in student enrollments for basic education from 2009-10 through 2014-15 of 4.4 percent, and 6.5 percent average annual growth between 2014 and 2020. However, given the fiscal, institutional and logistical constraints, the numbers of classrooms cannot increase at the pace required to keep the student classroom ratio at 48:1. For this reason, the number of students per class will increase in the short-term to 55:1 (by the end of the interim plan period) and eventually stabilize at 45:1 on average by 2020. Similarly the gross intake rate (GIR) is expected to increase from 81.2 percent in 2009/10 to 100 percent in 2020, with a target of 85 percent at the end of the iBES period.

112.   Given that the gender parity index (GPI) for basic education enrollment at the national aggregate level is equivalent to that in the wider population, the iBES will prioritise providing access to education for children who never attended school. The available evidence (including the recent UNICEF study of out of school children) suggests that in the areas where gender-based exclusion exists, cultural factors play a significant role, which is why the Ministry has prioritized interventions designed to address this issue. As more information emerges from the analysis of reasons for lack of access to school, with a clear focus on gender and rural/urban dynamics, specific strategies will be incorporated into the state plans. There will also be a focus on girls' education within vulnerable populations such as IDPs and nomads.

113.   The iBES also assumes that the percentage of non-teacher salary recurrent expenditure will go up from 17 percent in 2009/10 to 30 percent and be stable at this percentage through 2020. By increasing the share of recurrent expenditure not spent on teachers' salaries, the costs of education (fees, running costs for schools, uniforms) for households is reduced which in turn, could increase access.

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[14] Data for this indicator can only be derived from household survey or EMIS data. Since there will be no household survey in the period of the iBES, the data will be derived from the EMIS Rapid Surveys to be initiated in 2012.

Table 9: Outcome Indicators and Targets for Access

OUTCOME	Indicator		Baseline	Interim Target	ESSP Target	Long term Vision
		2009	2010	2014	2016	2020
Preschool	Gross Enrolment Rate (GER)	37%	39%	48%	52%	60%
Basic education **Access:** Increased access to basic education and reduced disparities	Gross Intake Rate (GIR)	80%	81%	85%	90%	100%
	Gross Enrolment Rate (GER)	72%	71%	74%	84%	102%
	Gender Parity index (GPI)		0.9		0.95	
	% of non-teacher-salary recurrent exp.	16%	17%	30%	30%	30%
	Student Classroom Ratio	47.7	49.3	55.0	51.7	45.0
	Enrolment gap between states (Standard Deviation on GER)	0.16	0.13	0.10	0.07	0.02

Strategic Objective Three: Improve quality of learning in basic education

114.   Quality improvement of education services is a long term and ongoing process, ultimately reflected in improved learning outcomes. The areas of intervention in the iBES focus on key inputs known to impact on quality of learning, and include improving the learning environment, improving teacher quality, provision of teaching and learning materials and strengthening school supervision. The paragraphs that follow outline the key activities identified in the iBES.

115.   The Ministry recognizes that improving learning environments includes much more than improving physical facilities and infrastructure. Safe and conducive learning environments also require implementation of teacher codes of conduct, legislation and school prevention and response mechanisms against violence (including policies on corporal punishment, SGBV, bullying), school management committees/PTAs with student representation, extra-curricular activities, gender-sensitive sanitation facilities, clean water, safe school infrastructure, psycho-social support for students and teachers. The Ministry will continue to lead and support policies and interventions in these areas, and to scrutinize state strategies for compliance with these policies.

116.   The main investments under improving the learning environment are (i) rehabilitation of about 9500 education classrooms (3 percent of total existing classrooms in basic education). This rehabilitation will include provision for major repairs/reconstruction of 1600 schools, and more modest rehabilitation of schools requiring less comprehensive rehabilitation. In both cases rehabilitation will include the provision of access to potable water and gender-sensitive sanitation; (ii) provision of additional seating for about 1.9 million students (desks, tables and chairs etc.), which is bring the total number of students who have seats in classrooms basic education from 34 percent in 2011 to 75 percent in 2014;   (iii) support for

establishment of additional facilities such as laboratories, libraries or multi-purpose resource rooms especially for the upper grades in basic schools. These activities will be undertaken in partnership with communities and development partners and will draw on experience of activities already under way, as well as lessons from other contexts.

117. Improvement of teaching quality will include (i) support for improving the quality of pre-service education provided by the Federal Ministry of Higher Education. The target number of teachers to undergo one year of pre-service training per year of the iBES period is about 26,000(ii) continued upgrading of qualifications of in-service teachers. The target number of teachers whose qualifications are to be upgraded is about 15,900 for the iBES period; and (iii) design and delivery of teaching skills courses for 62,000 in-service teachers. The System Strengthening section of this strategy includes provision for review and revision of the arrangements for pre-service and in-service training of teachers to ensure it better meets the requirements of MoGE and the state authorities, and is in line with a more evidence based approach to teacher supply, demand, deployment and utilization as well as professional development. The review of pre-service and in-service teacher training will include incorporation of the teacher codes of conduct into training and classroom practice to help ensure a gender sensitive, violence preventing environment in schools and classrooms.

118. The provision of learning materials will focus on (i) production and delivery of textbooks to schools in greatest need in order to make progress in achieving student: textbook targets in core subjects; with over 19 million Maths, Science, Arabic and English textbooks distributed by the end of the iBES period and (ii) development production and delivery of about 440,000 teaching materials including teacher guides, posters and other curriculum related materials at the end of the iBES period. The Federal Ministry of General Education is committed to ensuring that production and distribution of textbooks under iBES includes building the institutional capacity to coordinate textbook production in the future, including updated approaches to design, production, printing and distribution.

119. The final area of intervention in quality improvement is strengthening of school supervision, and consists of the following activities (i) appointment by government of about 900 additional supervisors for basic education to achieve, over three years, a ratio of 30 teachers to 1 inspector in 2014/15- the ratio in 2008/09 was 38 teachers to 1 inspector; (ii) support training of superisorsin effective approaches to supervision that go beyond checklists by sharing experience from states and localities with strong experience and capacity, (iii) and targeted provision of funds to subsidize operational costs of supervision to ensure that supervising staff have access to schools.

120. Improving key inputs is necessary but not sufficient to ensure improvement in the quality of learning. Critical to improvement of learning are the processes at the school and classroom level that bring these inputs together in an effective way. Critical to this is an understanding of the reasons behind low literacy and numeracy performance

Table 10: Key activities, indicators and outputs to improve quality of learning in basic education

Table 5.Key activities, indicators and outputs to improve quality in basic education 2012-2014								
Goal Area	Strategic Objective	Area of Intervention	Key Activities	Outputs				
				Indicator	2012	2013	2014	Total
Improve Quality	Improve quality by improving	Improve the learning environment	Reconstruction of schools to ensure safe learning environments	Number of reconstructed schools	173	177	181	530

the learning conditions, improving teacher skills, provision of teaching & learning materials and strengthened supervision		Rehabilitation of schools in poor condition	Number of rehabilitated classrooms	3,115	3,182	3,251	9,548
		Provision of seating for students	Additional students seated	647,717	647,717	647,717	1,943,150
		Support construction of laboratories, libraries, computer facilities	Number of additional facilities (Change unit cost on this)	1,500	519	530	542
	Improve teaching quality	Support for preservice education	Number of teachers trained	8,927	8,927	8,927	26,780
		Upgrading for under qualified teachers	Number of Teachers upgraded	5,296	5,296	5,296	15,888
		Inservice teaching skills courses for teachers	Number of teachers participating	20,486	20,689	20,902	62,076
	Provide Teaching & Learning materials	Provision of textbooks	Number of Textbooks provided in core subjects		14,720,835	4,984,001	19,704,836
		Provision of pedagogical material for students	Number of students	4,906,945	5,051,304	5,197,246	15,155,495
		Provision of teaching materials (teacher guides, posters etc.)	Number of teachers provided with materials	146,327	147,776	149,299	443,402
	Ensuring healthy learning environments	Increase access to potable water and sanitation	Increase access to potable water for existing schools	173	177	181	530
		Provide health education programs	Health and hygiene programs	30,000	40,000	40,000	110,000
	Strengthen School Supervision	Adequate School Supervisors	Number of additional supervisors	305	305	305	915
		Training for Supervisors	Number of supervisors trained	732	732	732	2,196
		Operating budget for supervision	SDG per supervisor	1,637	1,646	1,658	

121.   The activities outlined above aim to improve the quality of learning in basic education, which will contribute to an improvement of the completion rate from 55 percent in 2009/10 to 60 percent in 2014 going up to a projected 98 percent in 2020. In addition, the percentage of students seated on furniture in classrooms is set to increase from 34 percent in 2009/10 to 75% in 2014 and culminating in 100 percent of students with access to seating in school in the medium term.

122.   As stated earlier, the number of supervisors would increase by about 900 in three years of the iBES, resulting in a supervisor ratio of 30:1 in 2014. The MoGE recognizes that the ideal indicator of quality of supervision would include not simply the number of supervisors but the number of inspections

conducted, and some assessment of the use made of the outputs of that supervision. However, until data systems improve it is not possible to set such monitorable targets in the short term.

Table 11: Key outcome, indicators and targets through 2020

	Indicator		Baseline	Interim Target	ESSP Target	Long term Vision
		2009	**2010**	**2014**	**2016**	**2020**
Improve quality of learning in basic education	Completion rate	54%	55%	60%	73%	98%
	Teacher: supervisor ratio	38	37	30	30	30
	Grade 8 exam pass rate	74.8%	75.7%			
	% of students seated		34%	75%	100%	100%

Strategic Objective Four: Strengthening the education system.

123. *National Early Childhood Development Strategy* As indicated in the section above on Component One: Strengthening Preschool, one important output of the iBES will be establishing a national strategy for Early Childhood Development which includes expanding access to preschool. The strategy will draw on analytical work that reviews the current situation of early childhood care and development, including preschool, and explores the range of options for rapid and cost effective expansion of access using a combination of public, community and private provision, with special attention to very poor and remote communities, where private provision may be constrained by lack of resources. The strategy review will draw on international experience of strategies for provision of quality early childhood education.

124. *Curriculum renewal*: The curriculum currently in use at the basic level was introduced in 1996, which replaced the earlier curriculum of 1992. The new curriculum discarded the subject oriented approach and instead adopted an integrated approach, using core themes such as 'Man and Universe', drawing its content from science, history, geography, and the environment. The National Center for Curriculum and Education Research (NCCER), which is responsible for all aspects of developing and supporting the national curriculum framework for basic and secondary education, has made progress in developing guidance for teachers and textbooks for students for the new curriculum, but much work remains to be done in this area. A critical element of curriculum policy for review must be the impact of medium of instruction on learning, and an exploration of creative approaches to addressing the issue, especially in displaced communities where mother tongue of children in school may vary substantially.

125. The main activities in the iBES related to curriculum renewal are: (i) strengthening the arrangements for governance of the national curriculum, through building the capacity of the national body responsible for review and advice on the national curriculum through technical assistance and capacity-building for members and secretariat, and (ii) strengthening the institutional capacity of the NCCER, which is the institution with responsibility for curriculum development in Sudan. This starts with an institutional assessment, followed by provision of additional equipment and staff, and capacity-building through technical assistance, training, study tours etc. Curriculum renewal will involve intensive and ongoing consultations with stakeholders, especially teachers, to ensure that changes to the curriculum reflect social aspirations, national and local needs and priorities, and capacity of teachers.

126.   *Learning assessment*: Regular assessments of student learning achievement are a useful tool for policymakers as they provide a guide to how well the system is doing in promoting learning. Learning assessment can also be used to compare learning performance over time, across schools within country, and internationally, to inform priority setting and investment in education to ensure maximum learning outcomes in a setting of limited resources. The MoGE has determined that iBES should include the establishment and piloting of a national learning assessment system. Over the longer term, ongoing and sustained learning assessment will allow for the possibility of monitoring trends over time and provide a better understanding of the relative contribution of various inputs and educational practices that influence those trends.

127.   The development and launching of a national learning assessment system will cover the following activities: (i) technical assistance and capacity-building for design and development of a national learning assessment system; (ii) development and piloting of tools for use in an initial basic education national learning assessment; and (iii) completion of a baseline assessment. The learning assessment activities will build on experience gained in the smaller scale learning assessments carried out as part of the ESR.

128.   *School management*: Education councils exist in almost all schools, but their level of functioning varies considerably. Strengthening of school management will involve (i) building the capacity of education councils and the district level authorities that will be responsible for implementing the school grants program; and (ii) increasing frequency of audits of school accounts, especially in schools in receipt of school grants. Capacity development of school education councils will build on experience and capacity development within state ministries and among local and international development partners and will be aligned as far as possible with initiatives to launch a school grants scheme.

129.   Teacher management: The key challenges that confront teacher management fall into three categories: (i) teacher deployment and utilization; (ii) teacher preparation and professional development; and (iii) teacher performance management and career advancement. The MoGE has established a high level working group to investigate policies and system changes that would promote more efficient recruitment, deployment and utilization of teachers.

130.   Interventions concerned with improving teacher management during the iBES period, include (i) collection of data and establishment of a federal system to monitor teacher supply, demand and utilization, and report annually on each state's performance in improving teacher management; (ii) reviewing the institutional arrangements for governance and management of pre-service teacher education and proposing an approach to improving the quality of preservice provision; and (iii) developing and piloting a system for school and cluster-based professional development for teachers in service. The iBES will ensure support the work of the MoGE's high level working group including financing relevant studies and sharing experiences across states. Data on teachers should be disaggregated by age sex and location (urban/rural) as well as state and locality to facilitate monitoring and addressing issues of equity.

131.   *System management*: Improving the quality of system level management is an important focus of the iBES, with a particular focus on strengthening information for management, especially the EMIS system, and supporting organizational development in the MoGE to enable more effective policy and strategic planning and management, and monitoring and reporting on performance of states against national policy targets. The iBES also provides an opportunity to streamline functions and powers within the MoGE to increase capacity for implementation, and the oversight of education service delivery. The iBES will also ensure that each state plan includes an institutional capacity assessment and activities to strengthen capacity at the state level.

132.   In the area of strengthening system management the iBES includes the following priority activities: (i) upgrading and improving the EMIS system to ensure that it yields timely, accurate and useful data for strategy, planning and management purposes; (ii) progress in organizational development, including review and implementation of the organizational assessment of the Federal Ministry structure, and (iii) building the M&E system at the federal level to permit regular assessment of states' progress towards key national strategic targets.

Table 12: Key activities, indicators and outputs to strengthen the education system

Goal Area	Strategic Objective	Area of Intervention	Key Activities	Outputs/Indicators 2012	2013	2014
Preschool education	Strengthen preschool education	Support policy and strategy development	Conduct an assessment of needs and capacity in preschool sector	Needs Assessed		
			Develop national preschool curriculum and strategy		National strategy approved	
Strengthen the key aspects of the education system to ensure achievement of short and medium term objectives	6.1 Build national capacity for curriculum development	6.1.1 Support functioning of National Curriculum Council	Provide technical assistance and capacity-building for members and secretariat.	Needs assessed	Capacity Building	
		6.1.2 Strengthen NCCER through institutional development, staff development and capacity building	Institutional assessment of NCCER to determine needs	Needs assessed		
			Additional equipment and staff	Equipment & Staff		
			Staff development, study tours etc.		Capacity-building	
			Require all states to undertake include institutional capacity assessments and capacity building strategies in state plane.	State plans include state capacity-buidling		
	6.2 Develop and launch National Learning Assessment System	Design of national learning assessment system	Technical Assistance and support for design of national learning assessment system	System designed		
		Develop and pilot assessment tools	Develop tools, pilot and adapt learning assessment tool and develop sampling strategy		Tools developed	
		Establish baseline data for all states	Undertake baseline learning assessment in all states			Baseline testing
	6.3 Improve Teacher Training and Management	Collect data and establish system to monitor teacher supply, demand and utilization	Study to establish national database on teacher supply and demand	Data collected		
			Establish teacher management monitoring system and agree state targets		System in place	
			Annual monitoring reports on teacher utilization by state			1st Annual Report
		Devise strategy for incentives and local recruitment for hard to staff schools	In consultation with states, public service ministry and teacher union revise hard to staff school incentives and local recruitment.	Stake-holders consulted	Pilot incentives	System implemented
		Revise institutional arrangements for governance and management of pre-service teacher education	Develop new arrangements for management and quality assurance of preservice teacher education in place	Stake-holders consulted	Revised strategy approved	

Goal Area	Strategic Objective	Area of Intervention	Key Activities	Outputs/Indicators		
				2012	2013	2014
		Develop and pilot system for school and cluster based professional development for teachers in service	Cluster-based professional development in schools	System design, capacity building	Field tested in selected states	Field testing
	6.4 System Management	6.4.1 Information for Management	Annual EMIS information finalized within 9 months of school year	Data published	Data published	Data published
		6.4.2 Organizational Development	Conduct and implement of MoGE organizational review			
			Establish M&E and accountability monitoring system.			
	6.5 Strengthen School Management	6.5.1 Build Capacity of education councils	Design and implement mechanism to support education council training	Designed	Piloted	Implemented

VIII. Costs and financing

133.   Achieving the educational goals of iBES in the next three years and addressing the challenges present in achieving significant progress towards the Millennium Development Goals and Education For All targets will be costly. As enrollment numbers continue to grow in pre-school and basic education, there is increased pressure on the education system to deliver not only increased access, but to sustain and improve the quality of education services provided. Sustaining increased access and improving the quality of education in the post CPA period will require significant additional investments. The MoGE has to ensure construction new schools; rehabilitation of those schools that fell into disrepair during the civil wars; and ensure provision of learning materials; recruitment and training of additional (and current) teachers to higher standards of knowledge and skills, and simultaneously manage short-term changes that will have long-lasting impact.

Cost projections

134.   The iBES is a national strategy, which will be implemented at state level through state implementation plans and budgets, and at federal level for those activities that are the responsibility of the MoGE. The detailed implementation strategies on which specific cost projections are normally based will need to be developed by the responsible authorities at state and federal level to get a more precise estimate of projected costs, since costs vary significantly across states. In order to assess the feasibility of this strategy, however, it has been necessary to generate initial cost estimates based on average costs developed in close consultation with state ministries. The cost projections provided here are therefore indicative for the purpose of an overall assessment of the financial feasibility of the strategy. Once the full sector plan has been developed with state level implementation plans that are aligned with state priorities, budgets and cost structures, a more precise assessment of the costs will be possible. The cost projections are derived using the cost simulation model developed with the World Bank technical team. This tool is structured around the 16 spending ministries (15 states plus MoGE) and will be capable of providing cost estimates for state strategic plans as they are developed. It can also model costs at the national level.

135.   On the basis of the above, the MoGE estimates that the total financing requirement for the period 2012/13-2014/15 is US$1,792 million, of which US$0.109 million constitutes development expenditure and US$1,683.3 million is for recurrent expenditure. Table 13, below, provides details of the cost projections.

Table 13: Projected Cost Estimates

	2012-2013	2013-2014	2014-2015	Total 3 years	
				Million SDG	Million USD
Recurrent expenditure	**1,491.7**	**1,515.8**	**1,705.7**	**4,713.3**	1,683.3
Federal level (excluding Secondary, Adult Literacy and Tech Voc)	93.9	91.8	91.4		
Preschool	149.4	181.9	218.9		
Basic	1,230.1	1,223.6	1,376.8		
Teacher training	18.4	18.5	18.7		
Development expenditure	**69.7**	**130.6**	**106.1**	**306.4**	109.4
Access and quality	**67.6**	**128.5**	**102.9**	**299.0**	106.8
Strengthening preschool	0.0	0.1	0.1		
New classrooms (equiped classroom)	26.4	28.2	29.4		
Classrooms construction	22.2	23.6	24.7		
Provision of seating for students (number of new seats)	0.8	0.8	0.9		
Lattrines and potable water	2.2	2.4	2.5		
Fences	1.2	1.3	1.4		
Accommodation for teachers in hard to staff areas	4.3	4.7	4.9		
Cost of rehabilitation (existing schools)	30.8	31.3	31.9		
Rehabilitate existing classrooms to ensure safe learning environments	8.3	8.5	8.7		
Reconstruct existing classrooms to ensure safe learning environments	11.1	11.4	11.6		
Provision of seating for students	4.6	4.6	4.6		
Support construction of laboratories, libraries, computer facilities	5.6	5.7	5.8		
Potable water and Latrines for existing schools	1.1	1.1	1.2		
Text book	0.0	52.6	17.8		
Training for inspectors	0.4	0.4	0.4		
Schol grants	0.00	0.0	1.7		
Campaigns working with vulnerable groups	0.5	0.6	0.6		
Out of school interventions	5.4	10.7	16.1		
System/Institution	**2.1**	**2.0**	**3.3**	**7.4**	2.6
System Strengthening	2.1	2.0	3.3		
Total expenditure	**1,561.4**	**1,646.4**	**1,811.9**	**5,019.7**	**1,792.7**

136.   The breakdown for recurrent expenditure is shown in Table 14 below. The table shows that the percentage to total recurrent expenditure spent on the teachers' salaries is 56percent, which indicates a significant improvement from the baseline figure of yy percent, providing for a greater share of recurrent funds to be spent on non-salary recurrent items.

Table 14: Breakdown of projected recurrent expenditure by subsector.

	Interim Education Strategy			
	2012-13	**2013-14**	**2014-15**	**Total**
Expenditure for Federal services				
Total recurrent expenditures	94	92	91	**277**
Preschool				
Total recurrent expenditures	149	182	219	**550**
Basic Education				
Teacher Wage bill	861	857	964	**2,681**
Non teaching staff wage bill	126	124	139	**390**
Teaching material for teachers	14.8	14.9	15.6	**45**
Pedag. Mat for pupils	10.1	10.4	11.2	**32**
School feeding	121.2	124.7	134.9	**381**
Support demand	10.1	10.4	11.2	**32**
Superviion budget for Inspectors	6.8	6.8	7.6	**21**
Support for extra-curricula activites (sports, theatre, arts) (R17)	0.4	0.4	0.4	**1.3**
Inservice teaching skills courses for teachers	13.0	13.1	13.3	**39**
School Health and Hygiene education program	10.7	14.3	14.3	**39**
Not earmarked	55.9	47.5	65.1	**169**
Total recurrent expenditures: Basic Education	**1,230**	**1,224**	**1,377**	**3,830**
Teacher training				
Pre-service training	11.8	11.9	12.0	**36**
Upgrading unqualified teachers	6.6	6.6	6.7	**20**
Total recurrent expenditures: TT	**18.4**	**18.5**	**18.7**	**56**
Total: Preschool, Basic and Teacher training	**1,491.7**	**1,515.8**	**1,705.7**	**4,713**

Resourcing the Strategy

137.   Projections of revenue in Sudan also present considerable challenges for strategic planning, even in the short term. Key data such as GDP and population data is often frequently revised on the basis of updated data, and the social, demographic and economic consequences of the secession of South Sudan remain difficult to forecast. The MoGE has drawn on data from the Ministry of Finance and national Economy for projections of GDP growth, with the recognition that these may be revised regularly. While over the longer term the share of total resources allocated to General Education in Federal and state budgets, and expenditure reported by federal and state governments is expected to rise somewhat, that share is not expected to rise significantly in the short term (the next three years), nor is the share of public education expenditure allocated to basic education expected to rise substantially in the short term.

138.   Table 15 below summarizes the projected resource allocation to basic education over the period of the plan, with the assumptions outlined above. The projections are based on patterns of expenditure over the past three years, plus projected targets and outcomes for each subsector. At present the table does not reflect allocations to education at state and locality level from own revenue, but projects the public funds allocated by federal and state authorities from Federal level revenue (from block grants to states).

Accurate data on state and locality expenditure of own revenue on which to base such projections is not readily available, but existing information indicates that it is negligible for the purposes of this revenue projection model.

139.   The model also provides for the best available data of projected resources from external financing (international donors). In relation to the total subsector resources, including for salaries and other recurrent costs, the external financing amount remains relatively small. However, since it is largely expenditure which can be targeted more strategically at key issues and areas, it remains a critical resource for the strategy. The table reflects best available information on resources from GPE (US$77m) and other donors over the next three years. As more information becomes available, the table can be updated and the financing gap narrowed. One complicating factor for Sudan is that the bulk of external financing for education comes in the form of humanitarian financing, which is normally allocated on a year by year basis, and it becomes difficult to predict likely contributions over the period of the plan.

Table 15: Projected revenue for Basic Education 2012 - 2014

	2012-2013	2013-2014	2014-2015	Total 3 years	
				Million SDG	Million USD
Domestic resources					
Government Federal budget for recurrent expenditure	1,468	1,513	1,559	4,540.7	1,621.7
Government Federal budget for development expenditure					
State own resources				0.0	0.0
Total domestic resources for Education	1,468	1,513	1,559	4,540.7	1,621.7
External resources (as known yet)					
GPE				215.0	76.8
External 1				0.0	0.0
External 2				0.0	0.0
Total resources for Preschool, Basic and Teacher Training				4,755.8	1,698.5
Financing gap				263.9	94.3

140.   On present information, the projected financing gap, if projected internal and external resources are realized and proposed activities executed as planned would be in the region of 94.3 m, or roughly 2% of projected total expenditure. As such, this suggests that the projected activities, while ambitious, are within reasonable financial bounds, and could be addressed with a moderate increase in resources or efficiency. However, it remains very important for the MoGE and partners to monitor closely key parameters that affect expenditure, particularly fluctuations in GDP growth, allocation of education expenditure across subsectors and teacher costs per pupil. Relative small shifts in any of these parameters could have substantial implications for the financing gap, and activities may need to be adjusted accordingly. Thus while the focus of the strategy is on preprimary and basic education, monitoring of a wider range of key indicators is critical.

141.   External financing of the strategy will include a range of different modalities, since external resources at present flow from a wide range of different sources, many of which are humanitarian in nature and come with their own constraints and limitations. Through this iBES the Ministry will encourage a shift in external financing towards a more coherent approach that is consistent with the national strategic vision articulated in iBES. However, given constraints on donors of external resources,

it is recognized that external financing will continue to flow through a range of different mechanisms., and the iBES will help the Ministry keep track of these resources and help ensure that they are aligned with national and state priorities.

Feasibility

142.   In addition to the financial constraints, the MoGE has reviewed in some detail some of the key factors that may affect implementation of the strategy. Key among these is the capacity of the federal and state ministries and implementing partners to carry out the ambitious capital development program that is implied in the plan. Recognition that the proposed cost effective approaches to school and classroom construction will take some time to operationalize resulted in an adjustment of the proposed program so that now it is anticipated that pupil:class ratios may actually rise in the first three years of the plan to close to 55:1 on average, and thereafter decline to the national target of 45:1 by 2020. The target of ensuring construction of over 6,000 classrooms with necessarily ancillary facilities including sanitation and water facilities, plus rehabilitation of schools with some 3,000 classrooms remains an ambitious target that will require focused support from all levels of government, development partners and communities to achieve.

IX.   Risks and Risk Mitigation

143.   **Security conditions** in some states have the potential to negatively affect iBES implementation, as well disrupting children's access to the education system. The MoGE will work with communities and Education Councils with regard to school protection and support community-based education.   The MoGE, together with its partners, will continue to provide education in emergencies where necessary, and make specific provision for education for displaced populations.

144.   **Political instability** is not expected to be a concern through the course of the project. Presidential elections were held in 2010, and will next take place in 2015. The President renewed his cabinet in December 2011 due to changes necessitated by the expiration of the CPA. However, given macroeconomic instability, the politics of the ruling party are in flux, and changes in government through the course of the project cannot be ruled out. Moreover, the process of reforming the INC in line with the expiration of the CPA is unclear, with effects on the administration of education unknown. Strengthening the institutional capacity of the MoGE, and systems strengthening across the education system as a whole, will help to mitigate any risks associated with political instability.

145.   **Social instability** associated with the economic environment, and the specific conditions associated with conflict affected populations could negatively affect enrolment and retention of students. Integral to the iBES are campaigns targeting vulnerable groups (girls, rural communities, nomads, disabled IDPs) and community leaders to raise awareness of the importance of education to encourage parents to send their children to school; and to support activities (sports, arts and cultural activities) to make schools more attractive to children. The MoGE will continue to work with civil society groups, localities, communities and school councils to build trust and ownership of the education system at community level to mitigate ongoing social instability.

146.   **Economic conditions** are likely to negatively impact some poor families who may need to rely on the labour of their children to support the economic situation of the family, compromising the ability of these children to attend school. The provisions of the iBES targeting the reduction or removal of taxes and duties on educational materials, as well as the piloting of school grants and school nutrition to low-income communities, should help to bring down the out-of-pocket costs associated with access to education, and mitigate the negative impact of the economic crisis on poorer households.

147.   **Poor distribution of teachers** to under-serviced and hard-to-reach communities may hamper the supply of educational resources and expansion of the system. The iBES specifically targets improved distribution of teachers through the piloting of incentives for teachers, local recruitment of teachers and targeted construction of teacher accommodation to facilitate more equitable teacher allocation in hard-to-reach areas.

148.   **Government budget constraints** will remain unpredictable until final negotiations with South Sudan are concluded with regard to oil transit fees, with the potential to negatively impact the provision of quality education. The MoGE will continue to engage the FMoFE to ring-fence education allocations, and will continue to engage partners through the LEG to raise resources for education and prioritized programs.

149.   **Data management systems** within the education edifice as a whole remain week, with poor forward and backward linkages between Federal government and the States, as well as across the evidence collection, planning, implementation, and monitoring and oversight processes. The iBES specifically addresses these weaknesses through the provision of a rapid EMIS assessment instrument to extract critical data while the overall system is strengthened to bring it fully online. The objective to initiate a national learning assessment will similarly strengthen the capacity of the system to effectively

identify educational needs, target financing, and monitor student learning levels, while building the capacity of institutions to effectively manage data.

Table 16: Risks, Levels and Countermeasures for iBES			
Risks	**Risk Factors**	**Level**	**Countermeasure**
Political	Political instability, constitutional uncertainty, and rivalry	Medium	Policy and systems strengthening
Insecurity	Insecurity and instability undermines service provision, expansion and quality delivery	High	Coordination with security forces to coordinate gains in stability with emergency education provision. Enhance community ownership of education management, and report incidents. Accurately capture emergency needs, and deliver services to vulnerable/destabilized populations.
Policy	Weak policy compliance	Medium	Consensus planning and decision-making across federal and state education administration. Integrate civil society into decision-making and oversight mechanisms. Increased regulation and standardized enforcement measures. More effective data collection and analysis across the system of education.
Fiscal Management	Weak fiscal management undermines service outreach and quality	Medium / High	Scenarios integrated into iBES planning and prioritization. Targeting of most under-resourced states. Strengthened donor collaboration and resource mobilization, in conjunction with GPE gap financing.
	Political pressures and factors outside the Ministry's control result in expansion of teacher numbers that makes the strategy unsustainable.	Medium/High	The Ministry is working with the Ministry of finance and other ministries responsible for public service to reduce the risk of states employing more teachers than the system can afford. The first step will be to put in place a teacher management monitoring system so that these tendencies can be detected, and strategies put into place at intergovernment level to promote more strategic approaches. The matter will be followed up with the Federal fiscal commission.
Access	Insecurity, lack of human resources and infrastructure	Medium	Strengthening teacher management for more effective teacher allocation, with focus on hard-to-reach communities. Targeting of vulnerable populations through campaigns and resource allocation. Strong investment in infrastructure expansion and rehabilitation.
Quality	Revenue constraints limit gains in quality education	Medium / High	Strong justification to justify expanding core and external budget resources for teacher training, expanding text book provision, targeted school grants and school nutrition. Learning assessment will help target resources to low quality service providers/regions.
Absorption Capacity	Underperformance in core development and capital spending	Medium / High	Strong focus on procurement, budget formulation and execution framework. Capacity building through iPRSP and

			National Development Plan to build public financial management capacity. Use of experienced contractors and INGOs in delivery of infrastructure in post-conflict and conflict affected areas.
Implementation Timing	Timing of budget procurement, weather, and other factors limit expeditious execution	Medium	Results and activities set within budget cycle, and core execution capacity under continuous development.
Decentralization	Decentralized implementation authority and oversight functionality leads to uneven capacity, and incoherent implementation	Medium	Ongoing review and oversight by NSC, NTC and STC to ensure policy coherence and effective M&E. Improved data management to strengthen evidence-based planning and effective implementation. Targeting of states on the basis of need; capacity building in under-resourced states.
State Equity	Lack of provincial equity in funding and service delivery	Medium / High	Targeting of most under-resourced states. Improved data management to monitor inequity and target resources. Strengthening of evidence-based resource allocation through public financial management reform
Gender	Gender disparities in access	Medium	Gender specific campaigns to encourage girl enrolment, complemented by improved data management. Establishment and integration of indicators and benchmarks into iBES activities, and results framework.
Corruption	Misallocation or theft of resources through corrupt activities	Medium	Public Financial Management reform, improved procurement, EMIS, effective expenditure tracking, and counter-corruption measures.
Donor Coordination	Risk of donor fatigue, weak prioritization, duplication and/or unaligned activities	Medium	Increased donor collaboration under the LDG. Strengthen interaction between MoGE and LDG, and effective implantation of the Paris Declaration Principles.
Results Evaluation	Sub-optimal M&E leads to poor service delivery and leakages	Medium	Results and performance based monitoring established within results framework.

# X.   Management, monitoring and Evaluation

Implementation

150.   As discussed earlier, the focus of the iBES will be the continuation of support for urgent priorities within basic education and to ensure mechanisms will be in place to develop and implement the ESSP. The iBES provides guidance on moving forward on these goals and the identification of current challenges in the sector as well as next steps in addressing them. The MoGE will be responsible for steering the implementation of the iBES. The MoGE will work closely with state level ministries and Partners from Education Coordination Group, Local Donor Group and Coordination Agency to ensure effective implementation of iBES. Several steering and reporting mechanisms are currently in place to coordinate the implementation of the iBES and the development of the ESSP. These mechanisms are described in more detail below.

Partnership Framework

Education Coordination Framework
151.   In order to ensure proper coordination among all the partners, the Education Coordination Framework was developed. The Framework (see Figure 11) developed in collaboration with the MoGE and all the partners, lays out the roles and responsibilities of each coordinating group for the education sector. All three groups will support the implementation of the iBES, participate in the joint annual reviews and coordinate technical and financial resources among all Partners.

Table 16: Education Coordination Framework
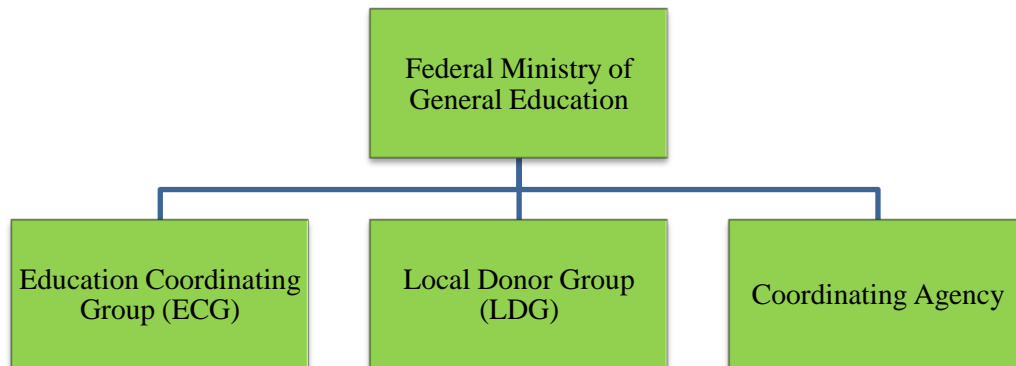
Education Coordination Group (ECG)
152.   The MoGE recently established an Education Coordination Group (ECG), within the context of the Education Sector Coordination Framework in Sudan. The ECG will be led by the MoGE and will include representatives of the relevant government ministries, donors, international partners, civil society and non-governmental organizations (NGOs) and meet on a regular basis to discuss issues in the education sector. The ECG will specifically support the following objectives:
* Coordinate support to the education sector by different stakeholders and agencies in line with key education priorities identified together with the MoGE.
* Promote government-donor dialogue and alignment and harmonization in education by ensuring that partners are all aware of progress and challenges in the sector. This includes information sharing on domestic and external funding of the education sector.
* Provide technical support on policy and strategic issues in education.
* Monitor progress towards sectoral commitments.

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Local Donor Group

153.   The Local Donor Group will include local representatives from bilateral and multilateral development partners and other donors. The LDG will provide support on the implementation and monitoring of the iBES and also the development of the ESSP. In addition, the LDG will work together to help mobilize technical and financial support for the longer term on a more predictable basis. The LDG will also inform the ECG on annual funding commitments and actual disbursements as well as indicative expenditure plans for the iBES. The LDG will participate in the Joint Sector Reviews.

Coordination Agency[15]

154.   A Coordination Agency (CA) will serve as the communication link between the MoGE, ECG and the LDG. The role of the CA will include taking the lead on annual joint sector reviews which will monitor the implementation of the iBES and also ensure timely commitment and disbursement of funds. The CA will report on the progress of iBES implementation, including funding commitments and disbursements to all Partners on an annual basis.

Technical Guidance for Strategic Planning and Implementation Progress of iBES

155.   The mechanisms described below were established to provide guidance to the development of the iBES. They will continue to guide the implementation of the iBES and the development of the ESSP going forward.

National Steering Committee (NSC)

156.   The National Steering Committee (NSC) acts as an intermediary between Federal and State level processes and consists the fifteen State Director Generals (DG) of Sudan and the Federal level DGs, and chaired by the Federal ministry. State DGs provide updates on the progress made within the states, and guide state level processes in line with national imperatives. The committee convenes on a regular basis to discuss the course of strategic planning for the sector, oversees the Strategy Technical Committee (FTC) and sub-sector sub-committees and provides updates on the progress of the iBES. Final endorsement of the ESSP strategy and plan will be provided by the NSC, prior to forwarding these for approval by the National Planning Council and the Council of Ministers.

Federal Technical Committee

157.   The Federal Technical Committee (FTC) was formed under the guidance of the Federal DG for Planning and approved by the NSC. The FTC is organized into several sub-committees which are focused on providing technical guidance on pre-school, basic education, secondary education, technical and vocational training, out of school (including adult literacy), higher education, and thematic areas to strengthen the overall education system in line with the strategic framework of the iBES and ESSP. The chairs of each sub-committee meet on a regular basis to coordinate activities, share new research and progress/ and provide recommendations for each sub-sector which are then shared with the NSC.

State Technical Committees

158.   To ensure that state priorities are reflected in the ESSP and state level implementation progress for iBES is monitored, each state DG has appointed a State Technical Committee (STC). Each STC will provide state level updates on the implementation progress of iBES on an annual basis and inform the development of the ESSP. The responsible State DG will appoint members of the committee and form sub-committees according to the needs of the State. Each STC provides regular updates to their respective DG.

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[15] The GPE financed project which will support key activities identified in the iBES will be implemented by MoGE under a designated Supervision Entity. Details of its functions and authority are contained in the grant agreement for the GPE project.

Monitoring and Evaluation

159. Monitoring of the iBES presents particular challenges because the implementation will be carried out by 19 lead ministries (18[16] state and 1 federal) and multiple localities that have constitutional and legal accountability for provision of education. Detailed monitoring and evaluation at output and activity level will only be possible within the framework of the individual state strategies and implementation plans, which the iBES will help to develop. For this iBES, monitoring is focused largely at the outcome level so that the Federal Ministry is able to perform its function of coordinating the implementation of the strategy through the state ministries, and of assuring equity and quality. For this reason the M&E framework for iBES employs a limited number of key indicators and mechanisms to ensure that the states and federal ministry have or acquire the data required to assess performance. Within these limitations, continuous monitoring as well as evaluation will allow stakeholders to make changes and/or allocate more technical and financial resources should implementation challenges arise. In addition, results from evaluations will result in generating lessons learned and establish the basis for best practice.

160. As mentioned earlier, the capacity for data collection and information management within the decentralized framework of service delivery for education remains weak. In addition, program management and capacity varies across states. There are several key strategies that must be addressed through the iBES to permit achievement of the goals and targets:

- Accelerate progress on restructuring of the MoGE based on the recommendations provided in the organizational review.
- Ensure that at least the basic system information by state, locality and school will be available in a timely manner to permit strategic management decisions and monitoring of progress. The present lack of readily available, accurate and timely data on education inputs and outputs in Sudan limits the MoGE's ability to target resources to under-serviced and under-resourced communities and ensure greater equity.
- Establishment of a system that will yield data on the quality of education and learning outcomes

161. Teacher management will also be enhanced with the introduction of database capturing key data related to supply and demand for teachers across Sudan, and the profile of the teaching force. Effective management of this database will facilitate the improved deployment and utilization of teachers as well as the introduction of incentives in hard to staff schools, as well as strategies for local recruitment and development of teachers.

162. Data collected from all three sources (EMIS, teacher database, learning assessment) will support the annual and periodic implementation progress reports on the iBES and also support the development of the ESSP. With timely data, it will be possible to share lessons learned across all states in real time. This will enhance program implementation as well as efficiently allocate resources. There will be support for capacity building and training to collect data for decision making on the federal and state level. Data verification will also be carried out on all levels to verify program data and provide feedback to state and federal program coordinators.

Reporting
163. Reporting on iBES implementation progress will be led by the MoGE and supported by the CA and the ECG on a periodic and annual basis. The LDG group along with the CA and ECG will work closely on measuring and reporting on aid effectiveness, collecting annual expenditure data and providing support in developing expenditure projections for each year of the plan. Monitoring of implementation of the iBES will focus on:

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[16] The Government of Sudan has recently increased the number of states from 15 to 18.

- Progress towards targets set by iBES under each strategic objective and key areas of intervention
- Expenditure and budget data on state and federal level on a periodic and annual basis

164. Periodic and annual reports will describe in detail progress towards the selected targets and will serve as the key monitoring instrument to assess overall program and sub-program performance. This information will support resource allocation from year to year and allow for time strategic decision making should implementation challenges arise.

165. Midterm and final evaluations will also be carried out over the course of the iBES implementation. Results from the midterm evaluation will provide an opportunity to revise objectives and targets based on progress to date. The final evaluation will provide an overview of progress made, challenges and recommendations for the implementation of the ESSP going forward. Both evaluations will have feedback of all key stakeholders – donors, civil society, non-governmental organizations and implementing partners.

Reviews

166. Annual joint partner sector reviews will also be carried out with participation of all the stakeholders. These reviews will be conducted jointly by the partners in collaboration with the MoGE and will provide an additional element of verification to the MoGE's annual reports. Reviews will also provide an opportunity to identify areas that may require additional research, technical or financial support.

Research

167. Analytical work will also be carried out to better measure program impact and service delivery to beneficiaries. This may include periodic school surveys, an impact evaluation of the school grants system being piloted through the iBES, incentive models for teachers and other research projects that are a priority to the MoGE. Results from this research can contribute to revising implementation design, policy and objectives based on whether activities are sustainable and scalable.

XI.   Results Framework

Goal Area	Strategic Objectives	Areas of Intervention	Key Activities	Performance Indicator	Baseline	Year 1	Year 2	Year 3	Total
Preschool	**Strengthen preschool education**	Provide financing to preschools for learning material and teacher training (Schools)	Number of preschools receiving financing		0	0	9,643	10,295	19,938
Basic Education	**Increase access to basic education by increasing capacity, reducing household costs and encouraging demand.**	Support construction of additional classrooms with a priority on areas of greatest need.	New Classrooms	Number of new classrooms		2,068	2,207	2,305	6,580
			Additional students seated in new classrooms	Number of students seated in new classrooms		108,258	118,549	126,768	353,574
		Increase number of teachers	Teacher Employment	Number of new teachers employed		1,325	1,448	1,524	4,297
				Number of teachers replacement		2,900	2,927	2,956	8,782
		Reduce costs to households	Develop and pilot a system for provision of grants to schools to reduce fees, uniforms and other direct costs	Number of grants committed and disbursed to schools	0	0	0	155,9170	155,917
			Lobby for removal of taxes/duties on educational supplies and materials	Number of taxes/duties removed on educational supplies and materials					
			Support targeted school feeding program in low income communities	Number of students receiving meals		981,389	1,010,261	1,039,449	3,031,099
				Situational analysis of school health and nutrition				1	1
		Strengthen demand for education	Organize campaigns working with vulnerable groups (girls, nomads IDPs, disabled) and leaders to encourage parents to send their children to school	Number of campaigns per state		3	4	4	11

Goal Area	Strategic Objectives	Areas of Intervention	Key Activities	Performance Indicator	Baseline	Year 1	Year 2	Year 3	Total
			Support for extra-curricula activities (sports, theatre, arts)	Number of schools receiving support for extracurricular activities		1,563	1,567	1,575	4705
	Improve quality of learning in basic education	Improve the learning environment	Improve the learning environment	Number of classrooms and schools rehabilitated		3,115	3,182	3,251	9,548
			Provision of seating for students	Number of additional students seated		647,717	647,717	647,717	1,943,150
		Improve teaching quality	Support preservice training	Number of teachers trained		8,927	8,927	8,927	26,780
			Upgrading for under qualified teachers	Number of under qualified teachers receiving additional training		5,296	5,296	5,296	15,888
			Inservice teaching skills courses for teachers	Number of teachers participating in in-service training		20,486	20,689	20,902	62,076
		Provide Teaching & Learning materials	Provide textbooks	Number of textbooks provided		-	14,720,835	4,984,001	19,704,836
			Provide teachers with teaching materials	Number of teachers provided with teaching materials		146,327	147,776	149,299	443,402
		Ensuring healthy environments	Increase access to potable water and sanitation	Number of schools with access to water and sanitation		173	177	181	530
			Provide health education programs	Number of schools providing health education programs		30,000	40,000	40,000	110,000
		Strengthen School Supervision	Increase number of school supervisors	Number of additional supervisors		305	305	305	915
			Provide training for school supervisors	Number of supervisors training		732	732	732	2,196
			Increase operating budget for supervision	SDG per supervisor		1,637	1,646	1,658	

Goal Area	Strategic Objectives	Areas of Intervention	Key Activities	Performance Indicator	Year 1	Year 2	Year 3
Systems Strengthening	**Strengthen the education system to support achievement of national goals and strategic objectives**	Develop and launch National Learning Assessment	Design of national learning assessment system	National learning assessment system	-	-	National Learning Assessment System in place
			Develop and pilot assessment tools	Develop tools, pilot and adapt learning assessment tool and sampling strategy	System Designed	Tools Developed	
			Establish baseline data for all states	Baseline learning assessment in all states			Baseline Testing
		Build national capacity for curriculum development	Support functioning of National Curriculum Council	Provision of technical assistance and capacity building for members and secretariat	Needs assessed	Capacity building	
			Strengthen NCCER through institutional development, staff development and capacity building	Institutional assessment of NCCER	Needs assessed		
				Additional equipment and staff	Equipment and staff		
				Staff development and study tours		Capacity building	
		Support System Management	Annual audits of school councils	Number of annual audits of school councils			
			Build Capacity of School councils	Design and implement mechanism to support education council training	Designed	Piloted	Implemented

Goal Area	Strategic Objectives	Areas of Intervention	Key Activities	Performance Indicator	Year 1	Year 2	Year 3
Improve Teacher Training and Management	Collect data and establish system to monitor teacher supply, demand and utilization	Study to establish national database on teacher supply and demand	Findings from study disseminated	Study disseminated	Study disseminated		
			Establish teacher management database with agreement on state targets	Database in place		Database in place	
			Annual monitoring reports on teacher utilization by state	Annual monitoring reports on teacher utilization			Annual monitoring reports on teacher utilization
	Address staffing challenges in hard to staff schools	In consultation with states, teacher's union and public service ministry, identify challenges in hard to staff areas and develop an incentive strategy to address these challenges and attract staff to these schools.	Incentive strategy in place for hard to staff schools	Incentive strategy in place		Strategy in place	
	Improve pre-service teacher education guidelines	Develop new arrangements for management and quality assurance of preservice teacher education in place	Revised institutional arrangements and guidelines in places for pre-service teacher education	Guidelines developed and in place		Guidelines in place	
	Support the development and training of in-service teachers	Develop and pilot system for school and cluster based professional development for teachers in service	Number of schools with cluster-based professional development	Cluster based professional development in place in schools		Cluster based professional development in place	
System Management	Information for Management	Annual EMIS information finalized within 9 months of school year	Number of schools reporting complete information to EMIS within 9 months of school year	EMIS in place		EMIS in place and implemented	Schools reporting complete information to EMIS within 9 months
	Organizational Development	Conduct and implement of MoGE organizational review	Organizational review of MoGE and plan to implement findings of review	Organization review		Organizational review carried out	
		Establish accountability and monitoring system	Establishment of sound M&E system	M&E system in place			M&E system in place

Outcomes Matrix (the rows highlighted in blue are GPE core indicators)

Goal Area	Outcome	Indicator (Core Indicators highlighted in blue)	Baseline 2009/2010	2012	2013	2014
Preschool	Access and Quality: Increased access to preschools	Gross Enrollment Rate (GER)	37%	43%	45%	48%
Basic Education	Access: Increased access to basic education and reduced disparities	Gross Enrolment Rate prior to grade 1 (GER)	72%%	73%	73%	74%
		Gross Intake Rate (GIR)	81%	83%	84%	85%
		Gender Parity index (GPI)	0.9			
		% of non-teacher-salary recurrent exp.	17%	30%	30%	30%
		Student Classroom Ratio	47.7	52.3	53.7	55.0
		Enrolment gap between states (Standard Deviation)	0.16			0.10
	Quality: Improved quality of basic education and improved completion	Instructional hours per year				
		Completion Rate	54%	56%	57%	58%
		Dropout Rate				
		Teacher: supervisor ratio	38	35	33	30
		Grade 8 exam pass rate	75.7%			
		Basic/Secondary transition rate	63%	66%	68%	69%
		% of students seated	34%			75%
Systems Strengthening	Revised Curriculum	New curriculum in place	n/a			X
	Learning Assessment	New learning assessment in place	n/a			X
		Baseline data for learning assessment (Proportion of student who by the end of primary school are able to read and have understanding of mathematics according to the expectations in the national curriculum)	n/a			
	Teacher management and development	Information system for teacher management in place	n/a			X
		Teacher workload optimized				X
		Preservice training system revised				X
		Inservice training system revised				X
	System Management	Months to produce EMIS data		18	12	9
		M&E system in place				X
	School Management	% of School Education Councils Trained				

XII. Completion of the full Education Sector Strategic Plan (ESSP, 2012-2016)

168.   In a context characterized by increased unpredictability in Sudan's macroeconomic environment, the renewal and intensification of conflict with socially destabilizing effects, and ongoing transitional reforms relating to the expiration of the CPA, the GoS, and its partners, agreed to pursue the iBES in lieu of a full ESSP. The three-year iBES is, moreover, in line with the Government's three year amended budget/Salvation Plan. As articulated above, the iBES will guide the GoS's activities in the short term while concurrently laying the foundations, and developing systems, towards the development and implementation of a full five-year ESSP.

169.   The iBES will be expanded into a full five-year ESSP through the course of the next year with a target to complete the full plan by March 2013. The institutional arrangements formed to support the development of the iBES will be used to underpin and support the development of the full ESSP. The development of a full plan will be pursued in a consultative manner, taking into account State planning initiatives, input from civil society, and the technical expertise of international partners.

170.   The development of a full sector strategic plan will require the coordination and articulation of 15 state plans within the overarching National Framework to guide interventions across all education subsectors: pre-school, basic education, secondary education, technical and vocational training, out of school (including adult literacy), higher education, and thematic areas. The GoS has undertaken a program to develop a five-year plan for the period 2012 to 2016 based on its vision through 2020. The ESSP will provide the objectives and implementation plans to buttress this process, feeding in to the finalization of the iPRSP and National Development Plan.

Institutional Arrangements

National Steering Committee
171.   Using the institutional arrangements forged through the development of the iBES, the NSC will continue to act as an intermediary between Federal and State level processes in line with its original mandate: convening on a regular basis to discuss the course of strategic planning for all sectors, overseeing the work of the FTC, and sub-sector sub-committees, providing updates on the progress of the iBES, and ensuring that all planning processes are closely aligned with the National Strategic Framework. The NSC will approve the final ESSP before sending it to the National Planning Council and Council of Ministers.

Federal Technical Committee
172.   The FTC under the leadership of the Federal DG for Planning will continue to offer technical expertise, through its sub-sectoral subcommittees, to reinforce the work of the NSC, and to strengthen and support the development of plans across all levels of the education system. The chairs of each sub-committee will continue to meet on a regular basis to coordinate activities, share new research and progress/research and provide recommendations for each sub-sector to the NSC.

State Technical Committees

173.   To ensure continue to ensure that state priorities are reflected in the ESSP and state level implementation progress for iBES is monitored, STC's in line with their original mandate, will continue to feed planning and implementation information to their respective DG's, who, in turn are represented on the NTC.

Interaction with Local and International Partners

174.   Integral to the development of the iBES has been the development of new relationships with stakeholders and partners to support the efforts of the GoS in achieving EFA and to align planning processes with the support of donors. As the MoGE works to expand the iBES into a five-year ESSP, it will continue to draw on the relationships and working arrangements with partners through the ECG, LDG and CA (as outlined above in figure 11).

Sub-Sectoral and Sub-Regional Workshops

175.   The convention of sub-sectoral workshops at State and Federal level will continue to underpin the consultative planning process envisioned for the finalization of the ESSP. Workshops underpinning the formulation of the iBES, achieved consensus across federal and state teams that the strategic framework for the national strategy will continue to guide the formulation of the ESSP in line with the three pillars: (1) Access; (2) Quality; and (3) System Strengthening, with equity and gender cutting across all three pillars.

176.   Regional workshops to finalize state level objectives, outcomes, targets and indicators will be convened to refine state strategies in line with the national strategic framework. Thereafter, technical workshops for each sub-sector are planned bringing together State and Federal actors to cohere state and federal plans, and finalize sub-sectoral goals and objectives within the ESSP.

Deliverable/Action	Responsibility	Date
National education strategic framework finalized for sector and sub-sector (Objectives and outcomes finalized). Technical workshops for all sub-sectors to finalize national targets and indicators.	Federal Ministry of General Education with support from National Steering Council and Federal Technical Council	March 2012 – April 2012
Consultation on National and State level indicators, targets and financing	Federal Ministry of General Education with support from National Steering Council, Federal Technical Council and State Technical Committees. National Planning Council and Ministry of Finance will be included as key participants in this consultation.	May 2012
Regional Workshops (approximately 3 workshops) for	Federal Technical Council and State Technical Committees	June 2012

State Strategic and Implementation Plans – Technical support on state level indicators, targets, tradeoffs and financing		
Finalization of State Strategic and Implementation Plans	State Technical Committees	June - July 2012
Development of National Education Strategic and Implementation Plan with input from State Strategic and Implementation Plans. Finalization of indicators, targets and trade-offs and costing of plan	Federal Ministry of General Education with support from National Steering Council and Federal Technical Council.	August –Sept 2012
National Education Strategic Plan shared with Education Coordination Group Local Donor Group and Coordinating Agency	Federal Ministry of General Education, Education Coordination Group, Local Donor Group and Coordination Agency	October 2012
National Education Strategic Plan and Implementation Plan finalized	Federal Ministry of General Education with support from National Steering Council, Federal Technical Council and State Technical Committees	November 2012-December 2012
National Education Strategic Plan and Implementation Plan shared with National Planning Council and Ministry of Finance for endorsement	Federal Ministry of General Education with support from National Steering Council, Federal Technical Council and State Technical Committees	January 2013
Launch of National and State Education Strategic and Implementation Plans	Federal Ministry of General Education with support from National Steering Council, Federal Technical Council and State Technical Committees	February 2013- March 2013

Sudan Education Sector Plan Timeline

Task	Roles and Responsibilities	2012										2013		
		MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR
National Strategy and Implementation Plan	**FMoGE with support from NSC and FTC**	■	■	■	■	■	■	■	■	■	■	■	■	■
Technical workshops for all sub-sectors to finalize national targets and indicators	FMoGE with support from NSC and FTC, Local and International Experts	■												
National education strategic framework finalized for sector and sub-sector	FMoGE with support from NSC and FTC		■											
Consultation on National and State level indicators, targets and financing	FMoGE with support from NSC and FTC, Local and International Experts; Participation from Ministry of Finance and National Planning Council			■										
Development of National Education Strategic and Implementation Plan with input from State Strategic and Implementation Plans. Finalization of indicators, targets and trade-offs and costing of plan	FMoGE with support from NSC and FTC													
National Education Strategic Plan shared with Education Coordination Group Local Donor Group and Coordinating Agency	FMoGE coordinates with ECG, LDG and CA													
National Education Strategic Plan and Implementation Plan finalized	FMoGE with support from NSC, FTC and STC									■	■			
National Education Strategic Plan and Implementation Plan shared with National Planning Council and Ministry of Finance to obtain endorsement of plan	FMoGE with support from NSC, FTC and STC											■		
Launch of National Education Strategic and Implementation Plan	FMoGE with support from NSC, FTC and STC												■	■
State Strategic and Implementation Plans	**Federal Technical Council and State Technical**				■	■							■	■
Regional Workshops for State Strategic and Implementation Plans – Technical support on state level indicators, targets, tradeoffs and financing	FMoGE with support from NSC and FTC, Local and International Experts				■									
Finalization of State Strategic and Implementation Plans	STC				■	■								
Launch of State Education Strategic and Implementation Plans	FMoGE with support from NSC, FTC and STC												■	■