

GENERAL EDUCATION STRATEGIC PLAN, 2012-2017

PROMOTING LEARNING FOR ALL

Juba, Republic of South Sudan, 2012

PART I
GENERAL EDUCATION STRATEGIC PLAN
2012-2017

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Juba, Republic of South Sudan, 2012

Foreword

(Written, signed, dated by the Ministers)

DRAFT

Preface

(Written, signed, dated by Undersecretary)

Acknowledgments

To be added.

DRAFT

Tables and Graphs

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List of Acronyms and abbreviations

AED	Academy for Educational Development
AES	Alternative education system
AIR	Apparent intake rate
ALP	Accelerated learning programme
CEC	County Education Centre
CGS	Community girls schools
CPA	Comprehensive Peace Agreement
ECD	Early Childhood Development
EMIS	Education management information system
ERDF	Education Rehabilitation and Development Forum
ESR	Education Status Report
GER	Gross enrolment rate
GESP	General Education Strategic Plan
GoSS	Government of South Sudan
HE	Higher education
HQs	Head Quarters
IIEP	International Institute for Educational Planning
ICT	Information Communication and Technology
M&E	Monitoring and evaluation
MoEST	Ministry of Education Science and Technology
MoGEI	Ministry of General Education and Instruction
MoHEST	Ministry of Higher Education, Science and Technology
NER	Net enrolment rate
NIR	Net intake rate
NGO	Non-governmental Organisation
NTC	National Training Collages
RSS	Republic of South Sudan
SSP	South Sudanese Pound
SSDP	South Sudan Development Plan
TA	Technical Assistance
TTI	Teacher training institute
TBD	To be determined
TVET	Technical Vocation education and training
UNESCO	United Nations Education Science and Culture Organisation
UNICEF	United Nations Children's Fund
UPE	Universal primary education
USE	Universal secondary education
WASH	Water Sanitation and hygiene

Technical note on the process of the GESP

As South Sudan faces the new challenges in the aftermath of independence, it is necessary to develop policies and GESPs that reflect the aspirations and needs of our people and that allow for the peaceful reconstruction of the nation.

Guided by the national South Sudan Development Plan (SSDP), the education sector has been engaged in the development of an education sector strategy or GESP which attempts to lay the foundations of an education system worthy of the citizens of the nation.

Setting our overall aims and objectives is comparatively easy; making strategic choices is more difficult. In the first place, the choices must be informed by reliable and valid data – and although EMIS has produced some excellent results there are still considerable gaps. These are understandable considering the destruction of our system as a result of the war and the vastness of our land. Furthermore, strategic choices must also be informed through a comprehensive consultative process to ensure that all our stakeholders, at all levels, are included in the decision making process.

At the central level the consultative process included the formation of a number of working groups from the two ministries and other stakeholders who worked tirelessly on the all the issues, problems and challenges identified initially in the South Sudan Development Plan process to develop the different chapters constituting the plan. The process included conducting state level analysis and consultations with key stakeholders in all states, as well as consultations with youth and people with disabilities to determine the specific needs of different groups. All inputs from the working groups have been guided and overseen by the planning personnel from the Ministry of General Education and Instruction (MoGEI) with technical support from UNICEF and UNESCO-IIEP.

This resulting document is to be seen as work in progress. Many issues are still outstanding, especially more comprehensive GESPs for the TVET and Higher Education sub-sectors. More importantly, our GESP has not been tested and will require close monitoring and evaluation to ensure that we have identified the right targets; that we have chosen the best options; and that we have mobilised sufficient human and financial resources to achieve the ambitious goals that are vital for both the survival and development of our new nation.

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EXECUTIVE SUMMARY

As the South Sudan Development Plan (SSDP) sets the framework for national development over the coming years, so *The General Education GESP, 2012-2017*, hereafter referred to as the *GESP*, sets the framework for the development of the education sector for the period up to 2017. The SSDP ensures that the four pillars of the development strategy – Governance, Economic Growth, Social and Human Development, Conflict Prevention and Security – lay the foundations for national development, and while these provide the unifying structure of government policy, the GESP, through its Strategic Goals to lay the foundation of a dynamic education sector, responding to the needs of the nation of South Sudan.

The National Context

The context of the GESP – and of the SSDP – is not only challenging, it is daunting. Decades of neglect and years of civil war have left the country with a shattered infrastructure, a large diaspora of some of its best talents, and generations of youth who have never had the opportunity to attend school. The country itself is subject to devastating floods and famines, and while independence has been achieved through great sacrifice there is still insecurity in many parts of the country, with resulting armed struggles. The 2010 Household Survey presented a grim picture: half of the country's people living below the poverty line; one child in three stunted, moderately or severely, due to malnutrition; health indicators among the worst in the world where 2,054 out of every 100,000 mothers die in childbirth; only 38 percent of adults literate; and approximately 20 percent of the population continuing to face serious challenges to food security (SS Household Health Survey 2010). To add to this is the fragility of the economic situation: less than 2% of national income is non-oil derived and oil revenue is highly unpredictable, and at time of writing in 2012 has come to a complete halt causing severe austerity measures and potential for all out conflict. This is the stark reality that is the starting point of development, not least in the education sector.

The GESP is founded on international education goals and principles. Specifically, it is founded on the universal human right to education, and, as such, the GESP embraces the goals and objectives of the Education For All (EFA) declaration, though acknowledging that because of South Sudan's inherent problems, the goal of 2015 is not feasible. The nation has set 2022 as the target for achieving the Education for All and Millennium Development Goals (MDGs). All of these rights are embedded in the Transitional Constitution of 2011, which guaranteed, inter alia, 'free and compulsory education at the primary level'.

The main goals and objectives of the education sector are the universal ones of access, equity, and quality from pre-primary to tertiary levels. It is when these are contextualized that one appreciates the extent of the challenge. The school age population includes thousands of returnees and internally displaced children. As a result of the lack of educational provisions during the war, many older youth have not acquired basic literacy, numeracy or life skills. Adults, especially women, cannot profitably engage in the economic sphere (especially in the informal sector) without having functional literacy. It is a major challenge to not only cater for the needs of out of

school youth, but also to ensure that the goals to reduce the high rates of adult illiteracy are achieved.

Quality not only concerns the necessary inputs to the system (better trained teachers, textbooks, supervisors, etc.) but the more difficult tasks of inculcating a problem-solving approach in a tradition of rote-learning. It also involves getting South Sudanese children connected to the vast world of knowledge through the internet. Equity means ensuring that children who live in rural areas, girls who live in communities who may not believe in girls' education, boys and girls with disabilities of various kinds – will not only be treated equally but will receive additional help to guarantee their equal right to education.

The GESP then takes as its starting point some of the stark indicators of the current situation¹:

Access:

42.9 percent of school age children in school (decreasing from 2010)
Permanent Primary Classroom: learner ratio 125:1
86.7 percent of over-age learners are in primary schools

Equity:

38.8 percent of girls enrolled at primary level
1.9 percent of girls enrolled at secondary level
10.2 percent female secondary school teachers

Quality:

56.6 percent trained teachers secondary level
Average pupil: teacher ratio primary level 52:1 but only 43% trained
Average number of textbooks per pupil primary approximately 5:1 for primary and 6:1 secondary

Efficiency

23.4 percent primary school drop-out rate
16.3 percent primary school repetition rate at P1
61.9 percent Secondary school drop-out rate at S1
7.1 percent Secondary school repetition rate at S1

These are national averages and conceal wide variations between States and within States with the indicators for Jonglei and Unity States severely impacted by influxes of refugees and IDPs.

¹ EMIS 2011 data

Vision, Mission and Strategic Goals

The long-term vision of the government of the Republic of South Sudan, as stated in South Sudan Vision 2040, is “To build an educated and informed nation by 2040”. Therefore, our mission is to introduce a series of reforms to improve quality, access to and funding for general education as well as tackle the issue of illiteracy in the country and low institutional and human capacity in the general education sub-sector.

Given the gravity of such a situation, it is necessary to prioritise the following 7 **strategic goals**:

1. To increase access to general education and promote equity.
2. To improve the quality of general education.
3. To promote adult literacy to significantly reduce adult illiteracy in the country.
4. To build institutional and human capacity at the three levels of the government to facilitate implementation of education reforms.
5. To increase funding for general education to support implementation of the Action Plan.
6. To promote partnership working among stakeholders throughout the country.
7. To monitor and evaluate the implementation of the GESP.

Significant emphasis is given to improving quality. This is to recognize that access without quality is essentially a waste of investment. The ministry has taken note of the experiences of many developing countries where rapid expansion of access, without investment in quality, has led to inefficient systems with high drop-out rates, high repetition rates and very poor academic performance. It has also been recognized that the volatile security situation, where severely underserved areas in the north of the country are still suffering not only from ongoing conflicts, but also from the strain of integrating the large number of returnees, and from the floods that affect many of the same states. The GESP recognizes the need for comprehensive risk reduction and emergency response strategies within all the Strategic Goals.

Implementation of the GESP

Implementation of the plan will be carried out by the Ministry, State governments and Local Governments. States already have responsibility for primary and secondary education. The General Education Action Plan included as Part II of the GESP outlines the specific activities that will be conducted during the period of the GESP. This forms the basis by which the GESP will be implemented.

States are funded by conditional (for salaries) and block (for operations) grants, although it is proposed that three additional areas (salaries for additional teachers where teacher student ratios are unacceptably high, support to school supervision, and a student per capita grant system) will be added to the conditional grants – and hopefully funded by development partners.

The total estimated budget over the five years for General Education is approximately 7.3 billion SSP including recurrent and capital costs based on the Strategic Goals of the GESP².

Summary of estimated Strategy costs for General Education (in millions SSP)

	2012/13	2013/14	2014/15	2015/16	2016/17
CORE RECURRENT COSTS	396,3	457,6	524,6	598,9	682,6
SG1 - Access	402,0	344,4	360,3	365,5	373,8
SG2 - Quality	671,4	454,4	437,0	428,2	428,1
SG3 - Adult Literacy	40,3	50,1	60,8	71,6	34,1
SG4 - Institutional & human capacity	11,0	2,2	2,0	2,0	2,0
SG5 - To increase funding	11,3	10,0	10,0	10,0	10,0
SG6 - Partnership	6,0	4,5	4,5	4,5	4,5
SG7 - Monitoring and evaluation	4,5	4,6	7,8	4,5	4,5
Strategic Goals	1 146,5	870,3	882,5	886,3	857,0
TOTAL GENERAL EDUCATION	1 542,8	1 327,9	1 407,1	1 485,3	1 539,7

This budget estimate must be seen against a fragile economic and political situation. Currently, security takes the largest share of the national budget and this could decrease depending on improvements in the security of the country. Similarly, oil revenues are volatile (as the experience of 2009 showed, and the recent disconnection of the oil supply leading to severe austerity measures). Therefore, there is little certainty in budget forecasts.

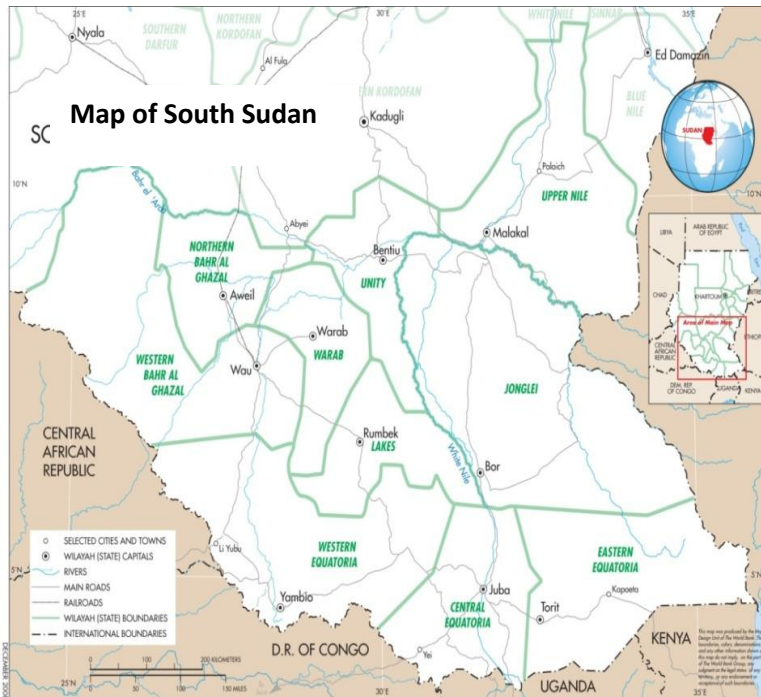
The Key Performance Indicators against which the GESP will be monitored are contained in full in Chapter 7 Monitoring and Evaluation, but contain the most commonly utilized indicators for international comparison such as:

- Gross enrollment ratio - primary and secondary
- Net enrolment ratio – primary and secondary
- Net Intake Rate – primary and secondary
- Pupil Teacher Ratio
- Pupil Classroom Ratio
- Drop-out rate – primary and secondary
- Gender parity Index – primary and secondary

² This estimate is based on a projection model that does not account for inflation or GDP growth and represents gross averages of costs based on 2011 prices

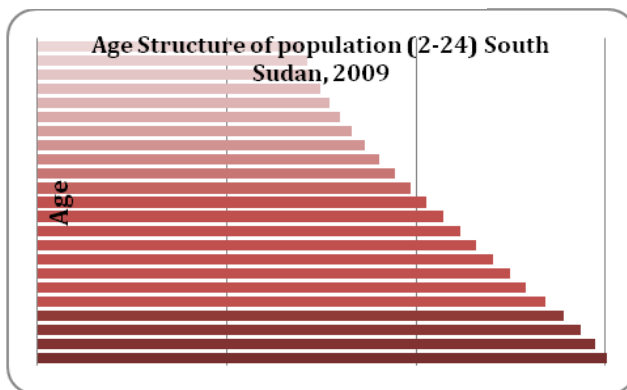
1. CHAPTER 1: THE NATIONAL CONTEXT³

1.1. Background⁴



South Sudan is a vast country of 619,745 square kilometres but with a relatively low population density of 13 inhabitants per square kilometre. It is a landlocked country and shares border with Central African Republic, the Democratic Republic of Congo, Ethiopia, Kenya, Sudan and Uganda. The population was recorded at 8.3 million in the 2008 Census⁵ but this figure has been questioned and the approximate figure has been estimated at between 11 million and 13 million and rising rapidly.

Graph 1.1: Population by age 2009



Graph 1.1⁶ highlights the disproportionately young population where there are about twice as many 2-year-olds as 21-year-olds. This has clear implications for the education system, which already faces additional demographic pressure from the many returnees and internally displaced persons (IDPs).

³ A comprehensive review of the current status of South Sudan in terms of factors affecting education was initiated in 2009, and much of the data and information for the contextual and education situation analysis has been drawn from the World Bank’s report ‘Education in the Republic of South Sudan : status and challenges for a new system’, 2012 and from the South Sudan Development Plan (SSDP) Context Chapter.

⁴ Adapted from World Bank 2012 and UNESCO, 2011.

⁵ Fifth Sudan Population and Housing Census 2008

⁶ World Bank, 2012 p.17

The South Sudan Interim Constitution tentatively lists 63 ethnic groups in South Sudan speaking about 50 indigenous languages. The largest 10 groups form about 80 percent of the population. Administratively, South Sudan is divided into ten states, which are sub-divided into counties and further divided into payams, and bomas. South Sudan's GDP in 2010 was 30 billion SSP, and per capita SSP 3,564 according to the South Sudan Bureau of Statistics announcement post-Independence.

After the Declaration of Independence on 9th July 2011, our new Republic of South Sudan is entering a process of transformation into a constitutional democracy. This involves, not only developing a new constitution and introducing reforms that aim to reduce poverty, overcome historical legacies and current tensions within society, but also requires building almost all our institutions from scratch. This is set within a context of ongoing instability, emergence into a 'fragile peace', and an uncertain economic outlook. It is evident that the current challenges facing South Sudan's emergence as the world's newest nation are immense. The country has suffered from decades of neglect and the effects of two long-lasting civil wars (the first, from 1955-1972 and the second, from 1983-2005). Among the significant issues arising from the decades of conflict are the impact of unequal distribution of resources, political marginalization of certain ethnic groups and the lack of development as a whole (particularly those states affected by their proximity to the North⁷).

In the years of war, much was destroyed: 2.5 million people died; school buildings were burned down; teachers and students became either freedom fighters or refugees; and teacher training institutes and universities were forced to close. These historical legacies have affected every aspect of our life, including educational opportunities. Generations have simply missed out and been deprived of their basic human right to education.

Consequently, South Sudan poverty and development indicators are some of the worst in the world. Approximately half of the country's people still live below the poverty line; only 8 percent of women are literate; one child in three is stunted due to malnutrition (UNESCO, 2011); 2,054 out of every 100,000 mothers die in childbirth; only 38 percent of adults are literate; and approximately 20 percent of the population faces food insecurity (SS Household Health Survey, 2010).

The estimated 50 percent of the population under 18 years old creates a massive need and demand for education at all levels, and approximately According to the latest EMIS figures 1.3 million primary school children are currently not attending school, and the teacher to pupil ratio is 52:1, but only 43 percent of these are trained (EMIS, 2011). Since the CPA of 2005, enrolments rose dramatically until 2010, but have started to decline slightly, in 2011 although the reasons for this are not clear. The initial rapid rise in enrolment led to a student-to-permanent classroom ratio to over 124:1 for permanent classrooms (EMIS2011). Furthermore, one third of schools do not have safe drinking water, while half the schools lack latrines and sanitary facilities of any kind (EMIS, 2011).

⁷ Adapted from the Context Chapter SSDP, 2011, which contains a full analysis of the past and current conflicts including the political and structural drivers of conflicts that affect the nation. Therefore both the SSDP and World Bank 2012 are accompanying documents to this plan.

The strain on limited existing resources is further exacerbated by the influx of returnees and internally displaced persons (IDPs) as a result of ongoing conflicts and floods within the country. The most affected states are along the borders with Sudan, such as Northern Bar el Ghazal (NBG), Unity, Upper Nile, Lakes and Warrap. These are also the states that are most affected by the risk of flooding, significantly impacting communication with the capital and neighbouring states. The floods and conflicts have also caused around 4.3 million people – almost half the population – to request food assistance at some stage during the year, and 1.5 million of these people have faced severe food shortages⁸.

1.2. Social and Humanitarian Challenges

South Sudan is a multi-ethnic and multi-linguistic society, with a history of ethnic conflicts. Many states are still flooded with weapons, and the memory of crimes committed during the war still provokes resentment. Armed conflicts and insecurity have severely impacted education, resulting in the destruction of schools and the displacement of children. In 2011, 97,409 school-aged children were displaced nationally, with Warrap (33,025), Jonglei (24,256) and Unity (15,793) being the states most affected. In Unity state, 18,000 learners in 32 schools missed 80 or more school days because of the conflicts (Education Cluster, 2011).

In South Sudan, there is a strong and active tradition of dependence on cattle as the source of livelihood. Within the pastoralist communities, extreme poverty has encouraged the increase in cattle rustling which is a recurrent activity in South Sudan. The widespread use of small arms has turned this into a lethal activity.

The SSDP highlights this aspect when it suggests that,

“Conflicts are often at their peak during dry season, when seasonal waters and grass have dried up and cattle headers are forced to migrate to areas with pastures and water points for their animals. The pastoralists often graze their animals in lands, destroying crops purportedly belonging to a different community without consultation of that community. The indigenous occupants would in most cases fight back to regain their occupied territory” (SSDP, p. 15).

The social and political aspects related to the general competition for scarce resources within South Sudan has been exacerbated by environmental issues (e.g. weather extremes that cut off various regions), social issues (e.g. population movements between regions and from rural to urban areas; tensions over returnees; tensions between community versus government ownership of land), political issues (e.g. lack of clear laws; border challenges in northern states and also at the payam level), and economic issues (e.g. unequal distribution of wealth)⁹. These inequities have had an impact on the education system in terms of the unequal distribution of educational resources; for example the current inequitable distribution of classrooms and teachers between states. The GESP will provide a framework for the development of a more transparent deployment policy for teachers, particularly to address such equity issues.

This inequitable distribution is also reflected in the considerable disparities across and within the states, which have the potential to lead to further tension and unrest. For example, with

⁸ Beyond Sudan's big day, 2011, Oxfam International

⁹ INEE, 2011 Report on Consultative Workshop on Education and Fragility, February 2011.

respect to poverty incidence, the figures range from 26 percent in Upper Nile to 76 percent in Northern Bahr El Ghazal. There is also substantial variation in the adult literacy rate from 15 percent in Jonglei to 45 percent in Upper Nile. Similarly, the maternal mortality rate varies between 1,844 maternal deaths per 100,000 live births in Eastern Equatoria and 2,326 in Western Equatoria. In Northern Bahr El Ghazal, 23 out of 100 children will not survive to their fifth birthday, while this is the case for 7 children out of 100 in Unity¹⁰.

Not only is the Republic of South Sudan facing the enormous internal challenges mentioned above, but there is also an urgent need to ensure that there is no further escalation of ongoing border disputes with Sudan. The future of the New Nation is dependent on a secure environment where economic growth and social provision can flourish.

1.3. Economic challenges

The South Sudanese economy relies heavily on oil production. In fact, the export of oil amounted to 71 percent of the total GDP in 2010. Thus, the annual budgets are highly affected by fluctuations in oil prices, and more recently by the cessation in oil production leading to severe austerity measures. These severe cuts in salaries and jobs have the potential to escalate existing tensions which could erupt into widespread civil conflict.

Dramatic cuts were also a feature of the economic situation in 2008-2009, when the country experienced a budget crisis related to the rapid decline in oil prices. The planned budget was revised downwards by approximately 40 percent¹¹, leading to significant reductions in sector allocations. In response to the deteriorating economic situation, an agreement between major donors and RSS was signed: the *Juba Compact*, which aimed to “enhance fiscal responsibility, strengthen public finance management systems and accelerate private sector led development, inclusive of economic growth and poverty reduction.”

Despite the support of donors, South Sudan remains critically under-resourced¹² particularly in the education sector which in 2010-2011 only received an average of 7 percent of the annual budget.

Both the national and educational policy frameworks have been developed with these critical issues in mind. The Government of the Republic of South Sudan acknowledges the legacies of the past and we are determined to confront and overcome them. Both Vision 2040 and the SSDP outline the policies and strategies that will contribute towards the peaceful reconstruction of our new nation.

1.4. Educational Challenges

The previous section described the context that the new government operates in; i.e. a largely destroyed infrastructure, generations denied their basic right to education, large numbers of returnees and IDPs, and – despite a peace accord – continuing conflict in many parts of the country. The challenges facing the education sector as described in this section are unusually

¹⁰ Source: World Bank 2012

¹¹ Small Arms Survey, Sudan Human Security Baseline Assessment Issue Brief: Conflicting Priorities, RSS Security Challenges and Recent Responses, May 2009

¹² Government of South Sudan: Functional capacity prioritization study - USAID-December 2009

severe, but the government and its people have a clear vision for the future and strong enthusiasm for the task ahead. The GESP as an education development plan is a historical opportunity to plan and manage education in a way that is sensitive to conflict and disasters.

A literate, educated population is a major requirement for successful and sustainable development. The World Bank Report on the status of education in South Sudan (World Bank 2012) states that: "At present, at only 27 percent, South Sudan has one of the lowest rates of adult literacy in the world today.¹³" Yet the education system is undergoing significant change". For the first time, a coordinated education system is being put in place supported by public resources to serve the entire population of South Sudan" (World Bank, 2012, p. 25, 15). With the principles of social equity and inclusion at the centre of the development agenda, South Sudan has an opportunity to do things differently. This is a long-term process that involves making difficult strategic choices that need to take into account the following factors:

- (a) Striking the necessary balance between access to education services and the quality of those education services;
- (b) Ensuring that aspects of conflict and disaster are addressed both within the policy framework but also that mitigation measures are integrated within all aspects of education planning and delivery;
- (c) Sequencing and prioritizing programmes to attain medium term goals;
- (d) Building flexibility into the plan to allow for short-term major interventions without negative impact on the attainment of long-term education outcomes; and
- (e) Ensuring that planning and implementation are equitable and are driven by the different needs between and within states; and where the most disadvantaged and underserved areas are prioritized.

¹³ World Bank, 2012, p. 25, citing NBHS 2009. Of all the countries in the world that report their adult literacy rate, only Burkina Faso, Mali and Niger also have adult literacy rates below 30 percent.

2. CHAPTER 2: THE CURRENT SITUATION FOR EDUCATION IN SOUTH SUDAN

2.1. Introduction

The analysis in this section will elaborate on some of the factors facing the education sector, and focuses on the following key priority challenges:

- ✚ Access and equity: Reaching the unreached
- ✚ Quality: An investment in learning outcomes
- ✚ Promoting adult literacy
- ✚ Building Management Capacity: Ensuring supportive education governance
- ✚ Financing: Recognizing education as a priority

2.2. Access and equity: Reaching the unreached

Access to education has increased drastically since the Comprehensive Peace Agreement - from 0.7 in 2005 to less than 1.4 million in 2011. A basic school infrastructure has been created from almost nothing and this is a remarkable achievement - particularly when considering the context.

The basis of any situation analysis is data. The Government of South Sudan¹⁴ launched its Education Management Information System (EMIS) in 2006. Education censuses have been undertaken every year since 2007 (although with secondary school and AES coverage only from 2008), using remote sensing for school mapping and data collection. Today, over 95 percent of the country's education institutions are covered¹⁵. EMIS has been a major success, allowing the MoGEI to plan more effectively and to target areas where the data reveals service gaps. This analysis is critical to future education system development. By the end of the GESP period EMIS is anticipated to be fully integrated into government structures at all levels.

Data shows that school access and school retention is still a critical issue at all levels of the education system, especially for the most vulnerable populations: girls, rural, poor, disabled, returnees/IDPs, and over-aged children. However, when considering the drive to expand access rapidly by increasing numbers of schools and classrooms, one must also consider how to maintain the quality of provision.

The Table 2.1 below indicates some of the 2011 baseline data that the GESP is based on.

¹⁴ With the support of USAID and UNICEF to FHI 360 – formerly AED

¹⁵ Throughout this period EMIS focal points have been maintained in each state. Half of the states have maintained the same EMIS focal points since 2007, and four of the states in 2011 have managed their own data collection. This ownership at state level is gradually increasing.

Table 2.1: Baseline data 2011

Average Enrolment /Numbers						
Baseline 2011 EMIS	GER%(gross enrollment rate)		NER(Net enrollment rate) %		NIR(Net Intake Rate) %	
Primary	63.51		42.91		13.82	
	Girls	Boys	Girls	Boys	Girls	Boys
	52.45	73.33	37.13	48.05	12.01	15.45
Secondary	5.91		2.36		1.17	
	Girls	Boys	Girls	Boys	Girls	Boys
	3.84	7.69	1.94	2.73	0.92	1.39
Baseline 2011 EMIS	Absolute numbers¹⁶					
ECD	47,266					
	Girls			Boys		
	22,782			24,484		
AES including adult literacy	164,850					
	Female			Male		
	69,134			95,716		
Higher Education total (including Universities, TVET and TTIs)	6,856					
	Female			Male		
	1379			5477		
TVET	5,459					
	Female			Male		
	2,060			3,399		

Source: GoSS, EMIS, National Statistical Booklet 2011

The general education system faces a number of access issues, at different levels of the education system as highlighted in the following sections.

2.3. Early childhood development

ECD is often poorly advocated for, despite international recognition of its importance in education for all (EFA), and its supporting effects for children to enter and stay in school.

¹⁶ Age cohort data not available - % baseline to be established

Currently, there are 333 pre-primary centres in South Sudan with just over 47,000 enrollees. The majority of these centres are government or community owned and operated. Most ECD centres are of low quality and are concentrated in (semi)urban areas. Textbooks are in short supply. For instance, there are frequently 25 learners per mathematics textbook and just 37 percent of ECD teachers are trained. ECD lacks support from government and communities, as well as an EMIS system, M&E tools, consistent standards and oversight. All this needs to be addressed in the lifespan of the GESP.

2.4. Basic education

Currently, in South Sudan, demand far outstrips supply; and few children and youth complete the full primary cycle – let alone go on to complete secondary and post-secondary studies. For the country to meet its long-term development needs, it must develop its native human resources to their full potential.

While enrolment in the primary and secondary systems has increased dramatically in the years since the CPA, overage children make up 85% of all primary school enrollees, and 90% of those children enrolled in secondary school. The Net Enrolment Rate for at-age children in the primary system is 42.9%. This has decreased from the 44.4% in 2010. The reasons for this are not clear, but it is likely that quality of infrastructure and teaching are strong contributory factors.

This massive demand for education has led to a shortage of qualified primary school teachers. Combined with poor management and supervision of teachers, lack of physical infrastructure, inadequate teaching and learning materials, and low participation of school committees and communities in school management contribute to access and quality challenges. For example, in 2010 for the 68.8 percent of the primary age population that eventually enrolled in school, only 18 percent¹⁷ were likely to complete the 8 years of the primary cycle. Only 13 percent of schools offered the eighth and final grade (with large disparities between states), affecting access and motivation for retention and completion. Classrooms continue to be overcrowded due to over age children, as well as due to the continuous arrival of returnees and IDPs who may use schools as emergency shelters, leading to disruption of schooling and potential tensions¹⁸. This puts a strain on classrooms, teachers and text books; hence lowering quality. Less than half of the learning spaces are permanent or semi-permanent structures. This is a major access problem because some of these poor structures may be destroyed by seasonal rains or floods, and are less secure. Here too, large disparities prevail between states.

“...school fees are a problem although they (parents) want us to go to school, it is still difficult and some girls ... end up looking for other ways such as selling their bodies just to make some money to pay for school fees”.
- young man at university

¹⁷ In the World Bank report, there are two varying statistics for retention to Grade 8: EMIS and the National Baseline Household Survey. EMIS finds 18 percent whereas NBHS finds 40 percent. The ESR estimates that the correct rate is probably somewhere in between.

¹⁸ 116,500 primary school age children are expected to arrive by 2016 as returnees/IDP's, in addition to a normal demographic expansion of 97,500 children at primary level.

2.5. Secondary education

The Government is committed to providing secondary education to prepare a growing population of students for self-reliance. With an NER for at-age children of only 2.3% such an aspiration will prove very difficult. In most states, less than 5 percent (and in some cases less than one percent) of the children of secondary school age¹⁹ attend school. Many secondary schools do not offer a full secondary cycle (Senior1- Senior4). In addition, there is an extremely high drop-out rate of 61.9% of children in S3-S4, even when children do enter secondary school, which is extremely alarming.

Most of the student population aged 14-17 are at primary level or are out-of-school. The issues previously discussed with returnees and IDP's, and issues of classrooms, teachers, materials also apply here. Poor promotion rates (only 24 percent from S3 to S4) and high drop-out rates as already mentioned are the result. All of this places extra strain on the Alternative Education System (AES), which then needs to absorb both overage primary as well as secondary drop-outs, in addition to those who have never been to school. This is discussed further below in the section on external efficiency.

There is an enormous cohort of almost 436,000 children who will move into the secondary school over the next five years. Even at current dropout rates, over 305,000 at-age and overage children and youth will be looking for secondary and vocational school spaces, and those spaces simply do not exist. And the Ministry has not yet factored in the thousands of children and youth currently enrolled in the non-formal Accelerated Learning Programmes, who will achieve their primary leaving certificates and will be looking to re-enter the formal system.

2.6. Access for children with special needs

There is a long way to go in ensuring that people of all abilities can contribute in a meaningful way to the development of the country. In 2011, there were an estimated 22,896 or 1.6% of the total school population who were identified as learners with special needs in South Sudan primary schools (EMIS 2011). Of these the majority were listed as having either poor vision or some form of learning disability. In the Secondary school system, 1.7% of the student population was identified as having special needs, with the majority listed as having poor vision.

Although the MoGEI is committed to Inclusive Education by using a Child-Friendly School approach, such accessibility standards is not part of the work of most education managers. Few teachers are trained to address special needs, and very few schools are able to provide a safe and accessible learning environment for children with special needs.

The requirement to deliver education services to those children and youth who have physical and mental challenges is seen as important to attaining an inclusive education system. The special needs of these citizens can be addressed by the effective delivery of learning that nurtures their talents. This process can turn those who have been considered a burden on society in the past into contributing citizens of the nation. For this reason, education for

¹⁹ Net Enrollment Rate

children with special needs in South Sudan system has been identified as a special programme for the education sector.

2.7. Gender equity

Due to factors including cultural norms and other influences, insecurity caused by local conflicts, lack of female teachers as role models, and gender-unfriendly learning environments, only 17% of girls currently complete the eight-year primary cycle. This compares unfavourably with 30% of boys who complete their primary levels. In order to build a truly fair and just education system, resources must be distributed in such a way as to achieve similar learning outcomes across the nation and to bring all regions and groups to the same level of student success.

Gender and geographical disparities are the biggest equity factors preventing this from being achieved. There may be several reasons why girls are underrepresented in South Sudan's education system. One, identified in a youth consultation, is the "cultural practice" of early marriage and early pregnancy. Others are child protection issues of insecurity or armed conflict, combined with far distances to school, or schools without buildings or sanitary facilities, affecting girls disproportionately. This may explain why only 37 percent of all primary students are girls²⁰.

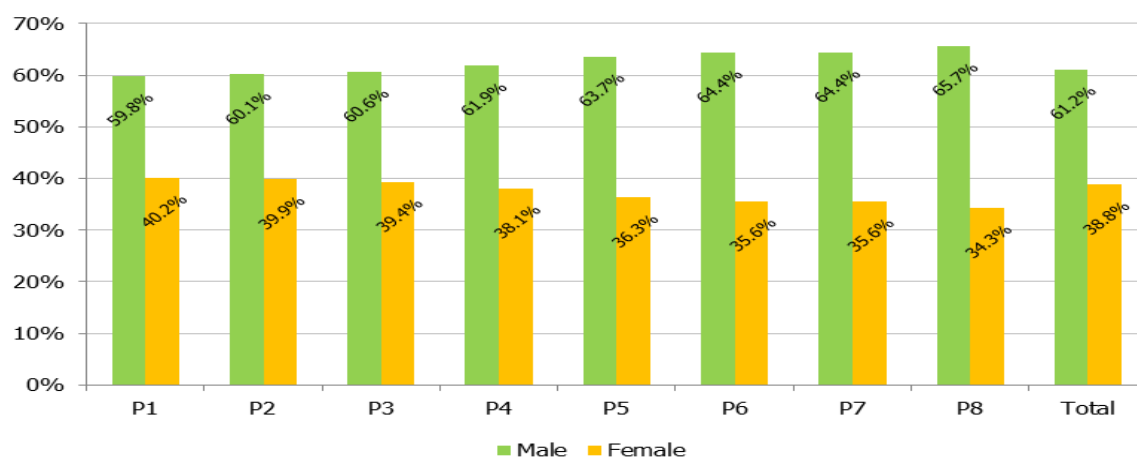
Based on EMIS data, the gender-based disparities concerning the primary enrollment rates in primary schools and the teaching workforce are acute all over South Sudan. Only 522,000 of 1.4 million children enrolled in primary levels are girls. For this number of girls in the primary system, there are 3,286 female teachers, or 12.7% of the total number of primary teachers. The

.... we the young girls are suffering... sometimes... in some tribes, girls are forced by their parents to marry someone who is older than them... even if you don't want just because they know they will make some money... which is not fair"
- young secondary school girl

numbers in secondary schools are even worse. Of a total of 34,487 secondary pupils, only 9,989 or almost 29% are female. In the secondary system, there are only 243 female teachers, forming 10.2% of the national total of secondary teachers. According to the National Statistical Booklets from 2008 to 2010, there was no appreciable change from either 2008 or 2009. This absence of any increase underlines the consistent lack of available women qualified to teach. More globally, it shows the absence of specific political measures to reinforce the representation of females in the public services.

See **Graph 2.1** below for an illustration of gender disparities in enrolment at primary level. These disparities are often further widened at state level.

²⁰ EMIS, National Statistical Booklet 2011

Graph 2.1: Gender disparities in primary school pupil enrolment, 2011

Source: GoSS, EMIS, National Statistical Booklet 2011

Even fewer girls, 29 percent on average, remain at secondary level. Most states have a poor gender parity index (GPI) of 0.4 - 0.5 in primary school enrollment, the rare exception being Juba county (the national capital), with a GPI of 0.9.

Studies have shown that girls will stay in school after puberty if there are sanitary facilities and other social support services. However, cultural barriers and other influences are still reasons many girls leave the formal education system. As of 2010 75.6 % of secondary schools had access to latrines. Nevertheless the greatest differences in reasons for leaving school are not caused by only gender issues, but in the disparities between urban and rural families.

2.8. Geographical disparities

The baseline data described at the introduction of this chapter reveals large disparities across states, as highlighted in Table 2.2 below.

Table 2.2: Baseline data 2011 across states according to key performance indicators

Indicator/state	pupil: qualified teacher ratio, primary level	% NIR, primary level	% children out of school (100-GER)
National	120:1	13.8	47.50
Central Equatoria	127:1	11.4	51.20
Eastern Equatoria	215:1	10.3	62.30
Jonglei	173:1	15.6	40.50
Lakes	158:1	9.2	62.70
Northern Bahr El	108:1	13.0	47.60
Upper Nile	106:1	16.4	20.30
Unity	127:1	15.5	30.40
Warrap	74:1	13.7	65.60
Western Bahr El	99:1	22.7	37.60
Western Equatoria	56:1	14.4	47.50

Source: GoSS, EMIS, National Statistical Booklet 2011

This table highlights how educational resources are currently distributed very inequitably between states. The GESP implementation strategy aims to even out such disparities over the lifespan of the plan.

Table 2.3 below shows the level of geographic disparity within South Sudan in terms of classrooms, teachers and textbooks at primary level. This is probably a good illustration of the burden of returnees in states such as Unity and Jonglei, as Unity received the highest number of returnees.

Table 2.3: Magnitude of disparities between states at primary level

State	Av. Pupil: classroom ratio	Av. Pupil: teacher		Av. Pupil: textbook ratio English	Spending per pupil SSP ²¹
		Overall	Trained		
National average	134:1	52:1	120:1	6:1	107
Central Equatoria	64:1	64:1	127:1	2:1	86
Eastern Equatoria	102:1	71:1	215:1	3:1	97
Western Equatoria	82:1	31:1	56:1	3:1	168
Jonglei	232:1	65:1	173:1	9:1	59
Unity	230:1	47:1	127:1	11:1	74
Upper Nile	150:1	46:1	106:1	6:1	104
Lakes	137:1	72:1	153:1	6:1	97
Warrap	106:1	32:1	74:1	9:1	77
Western Bahr El Ghazal	82:1	50:1	99:1	7:1	150
Northern Bahr El Ghazal	143:1	31:1	56:1	5:1	155

Source: GoSS, EMIS, National Statistical Booklet 2011

Nor is the problem limited to just disparities *between* states. *Within* states, counties suffer from vast resource disparities, as shown in table 1.5 below for Unity State. There can be many possible explanations for this – insecurity, localized returnee/IDP populations, administrative and financial gaps, for example. What seems clear, however, is that future redistribution of educational resources, both at intra-state/county level and at inter-state level will have to account for particular and individual state and county based needs.

Table 2.4: Magnitude of disparities between counties in Unity State at primary level

State: Unity	Av. Pupil: classroom ratio	Av. Pupil: teacher ratio		Av. Pupil: textbook ratio English
		Overall	Trained	
Average, Unity State	230:1	71:1	191:1	10:1
Abiemnom	489:1	60:1	112:1	10:1
Guit	101:1	63:1	129:1	6:1
Koch	246:1	71:1	203:1	4:1
Leer	252:1	67:1	185:1	13:1
Mayiandit	259:1	106:1	340:1	19:1

²¹ Based on student enrolment divided by conditional transfer

Mayom	449:1	84:1	179:1	20:1
Panyinjiar	331:1	76:1	387:1	20:1
Rubkona	202:1	51:1	147:1	12:1
Ruwenq	122:1	45:1	185:1	14:1

Source: GoSS, EMIS, National Statistical Booklet, Unity State, 2011

2.9. Ensuring access for children affected by emergencies

In the South Sudan reconstruction context, Education in Emergencies has taken on a critical role as the country seeks to build its education base after years of conflict and neglect, ensuring that further generations of children are not denied access to education due to conflict or disaster. Whether the emergency is caused by human or natural forces, the impact on the education system can be detrimental. One major problem is that there is no national data collection on the number of educational facilities and infrastructure severely damaged or destroyed due to conflict or natural disasters.

Emergencies have an impact on all elements of an education system, and particularly affect access. In 2011, 97,409 school-aged children were displaced nationally, with Warrap (33,025), Jonglei (24,256) and Unity (15,793) being most affected. Data is lacking on the average duration of displacement in South Sudan, but anecdotal reports say that communities affected by conflict are often forced away from their homes for longer than three weeks at a time. Hence, conflict and emergencies have a clear negative impact on efficient education delivery. In Unity State, 18,000 learners in 32 schools missed at least 80 school days in 2011 due to conflict-induced school closures, out of a total of 190 calendar days in the school year. Over 200 Temporary Learning Spaces were provided in South Sudan in 2011 to replace damaged, destroyed or abandoned schools.

Youth argue how important it is to ensure that all schools are built to same standards with suitable levels of security, latrines, water, libraries etc.

Education can provide a key support system for communities during times of crisis. In addition to ensuring that children continue to learn, education can keep them safe, can promote life-saving messages, and sustain hope for the future. Emergency life-skills, such as landmine education, are particularly critical in South Sudan, given the existence of 440 known munitions-contaminated areas across eight states. Education can also provide vital psychosocial support by giving structure and a supportive environment to children and teachers who may have experienced distressing events.

2.10. Barriers to access

In addition to the many issues relating to access mentioned above, there are other barriers that affect the ability of parents to send their children to school, and to keep them in school. In a 2008 report by the Ministry and UNICEF, the authors identified the main barriers to schooling as being broad and cross-cutting, including:

- The shrinking national education budget, affecting among other things, facility development and teacher remuneration;
- Economic barriers particularly at the household level leading to drop-outs as children become contributors to household economies, or families can no longer afford to send children to school due to high school fees;
- Cultural barriers driven mainly by attitudes and traditions about the girl-child, including early marriages;
- School-based barriers such as sexual harassment, early pregnancy and child-to-child violence;
- Psycho-social barriers such as age-lapse among the pupils and the challenges of maturation for teenage girls;
- Inadequate numbers of qualified teachers – especially female role models – and other human resource limitations;
- Inadequate physical facilities and infrastructure of schools; and
- Gaps between policy formulation and implementation.²²

2.11. Children out of school

A significant proportion of primary school-age children and youth are **out of school** and have never been to school. See Table 2.5 below to note the geographical disparities.

Table 2.5: Percent of primary school age children out of school by state

State	Pupils age 6-13	Population age 6-13	% out of school
Central Equatoria	97,528	269,869	36%
Eastern Equatoria	74,007	235,170	31%
Jonglei	167,763	362,169	46%
Lakes	66,318	184,833	36%
Northern Bahr El Ghazal	105,015	216,336	49%
Unity	148,175	253,711	58%
Upper Nile	86,826	170,262	51%
Warrap	98,738	276,147	36%
Western Bahr El Ghazal	43,990	83,870	52%
Western Equatoria	52,022	138,958	37%
Total	940,382	2,191,325	43%

Source: GoSS, EMIS, National Statistical Booklet 2011

The 2009 National Household Survey indicated that, at the national level, the three main obstacles preventing children attending school are: hidden school costs, the distance of schools from the home, and cultural traditions. In fact, 44-48 percent of children living in urban areas are out of school because of a) hidden school fees, and b) the need to support their family (child

²² A Report of the Study on Socio-Economic and Cultural Barriers to Schooling in Southern Sudan, 2008

labour). Other factors affecting the **drop-out and repetition rates** are similar to those limiting access: **gender** (early marriage and pregnancy) and **security** (distance to school, type of school buildings).

2.12. Access to alternative forms of learning and adult literacy

Youth can be a source of vitality and strength when trained and educated to meet societal needs. But the large number of under-educated youth in South Sudan, with low job opportunities, can also be a destabilizing factor in the country, especially since many youth grew up in a violent environment and have easy access to firearms. The AES was originally designed for demobilized soldiers after the CPA, and most of its enrolment still consists of adult learners, aged 21-26. Today, it is a major part of the education system, with somewhere in between 183,000 and 577,000 students (according to 2010 data by the AES Directorate vs. EMIS data respectively²³)

“...we need more vocational schools so that we can learn something that we can do with our own hands...in my school ... there are no teachers...no books...we are many...even the ones (teachers) that come, don't come regularly because many are discouraged by low salaries... sometimes they don't get paid on time... we can see that the teachers are not very encouraged to teach us but what can we do...there are no jobs...we need to help ourselves...”

- young girl doing electrical training in a local vocational school

in seven different programmes, including literacy; accelerated learning; intensive English; radio; pastoralist education; and agro-forestry education.

It is, however, unrealistic to expect that the AES can absorb the excess numbers of over-age children and youth from primary and secondary, since only half of the 1,100 AES centres use school buildings and only 8 percent of the AES centres have their own building - quite an obstacle to scaling up. AES ought to be complemented by technical and vocational education and training (TVET), but only 1,529 students (27 percent girls) are currently enrolled in 16 TVET centres. TVET, therefore, has almost no current impact on the development of skills for youth.

Table 2.6: AES Directorate enrolment statistics for AES programmes

Program	Learners			Centers	Teachers
	Male	Female	Total		
ALP	156,213	81,697	237,910	845	3,061
BALP	97,456	84,504	181,960	1,658	2,801
CGS	2,298	14,894	17,192	53	185
IELC	11,290	16,121	27,411	71	224
PEP	14,897	4,752	19,650	73	371

²³ The mismatch between EMIS and AES Directorate figures is caused by the practice of EMIS collecting data once per year, giving a snapshot of the situation

AGRO-FOR	-			-	-
SIRI	41,765	51,235	93,000	300	300
Totals	323,919	253,204	577,123	3,000	6,942

Source: AES Directorate Statistics, 2010

The table below shows that the dropout rate for people in the AES programmes is significantly lower than the dropout rates from the formal school system. While there are perhaps multiple reasons for this, one of them could be as a result of the formal schooling system being focused on teaching methods geared toward children's learning, whereas the non-formal system is geared toward the learning of adults. Whatever the reasons for the low dropout rate, the fact is that AES learning works for the adult learner.

Table 2.7: Dropout Rate for Formal and Non-Formal Programmes²⁴

Level	National Rate	Males	Female
Primary	27.3%	26.8%	28.2%
Secondary	39.1%	41.6%	32.1%
AES	9.3%	11.1%	6.2%

The top four reasons for drop-out from the AES system were as follows:

- Family responsibilities 32.4%
- Marriage 28.6%
- Pregnancy-related 18.4%
- Health 12.6%

The BALP is aimed at alleviating the widespread illiteracy levels that exist in South Sudan. It promotes literacy and numeracy among adults (men and women) from age 18 and above that have had no prior access to basic education due to traditional barriers, socio-economic status and the civil war. Thus, this program seeks to empower individuals to effectively contribute in the development of self, the community and the nation. The graduates of this program progress to different levels of education/skills training based on their performances and preferences.

According to the returns of state consultations conducted by the MoGEI, the AES programmes suffer from many of the same quality and access issues as those of the formal primary and secondary school systems, as well as some other more general issues:

- (a) Lack of trained teachers
- (b) Lack of learning spaces
- (c) Lack of teaching and learning materials
- (d) Lack of sufficient funds to meet an ever-growing demand for education services

²⁴ This rate is for the national average and there are extensive disparities between states, particularly where a large influx of learners (probably because of returnee populations) have resulted in negative drop-out rates in some states

- (e) Insecurity that has resulted in an influx of returnees and increased demand for AES which is enormous. Returnees also cause tensions with the host community as a result of causing the overcrowding of classrooms
- (f) Negative attitudes toward AES learning, particularly for BALP which is predominantly an Adult Education system and which requires different teaching methods and more flexibility for adult learners who have other responsibilities in their lives
- (g) Lack of empirical data on the importance of adult education or on the success of BALP graduates finding employment is a result of their studies, and limited systematic collection of data within EMIS on all courses offered by AES.
- (h) The Lack of AES centres in communities are off putting for many, as respondents state that it is easier to stay in the programme when it is located close to home. AES centres rarely own their own compounds, buildings or classrooms. According to the 2010 EMIS data, are different from those of the AES directorate figures, only 8% of AES centres are in their own building. Of a total of 1,086 buildings, 50 percent of the centres share space with primary or secondary schools. Another 24.8 percent of AES centres provide instruction in an open air or under-the-tree setting. More than 40 percent of AES teachers are part-time.²⁵
- (i) Lack of quality and trained teachers leads to poor attendance and even drop outs. There are also an insufficient number of teaching and learning materials, and the students often do not find the learning material relevant, as it is not aimed at adult learners.
- (j) Budgets do not meet the demand for learning, and females may need bursaries or grants to help offset the opportunity costs of their labour lost during classes
- (k) Soldiers enrolled in literacy programmes frequently move to another part of the country, making learning inefficient and tracking of progress difficult

2.13. Efficiency of the education system

2.13.1. External efficiency

Baseline data for education-to-labour market transitions do not yet exist²⁶, but youth consultations conducted as part of the GESP development indicated that the current education system is not geared towards the labour market. The youth consultations identified a huge demand for education and training, but also recognised the lack of schools and qualified teachers to meet this demand. The youth also indicated that the education they receive does not prepare them sufficiently for seeking employment, particularly in terms of communication skills and career guidance on how to look for a job, or where to find job postings. This should be kept in mind when considering the challenges facing Secondary Education and TVET, Higher Education and the AES system listed below.

²⁵ The EMIS data covers only those programmes that were being conducted at the time of the EMIS survey – October to November 2010. Thus, the numbers will not include many shorter programmes that were run during the earlier months of the year. The AES Directorate numbers would include all AES programmes conducted during the year. However, given the low level of infrastructure in the country, it can be reliably assumed that the percentages of permanent structures for BALP learning spaces would not be appreciably different.

²⁶ There is no baseline data available to calculate the transition from either secondary or tertiary levels of education into employment. The MoGEI and MoHEST will work with the Ministry of Labour, Youth and Sports and the International Labour Organisation (ILO) during the period of the STRATEGIC PLAN to establish a baseline data in order to calculate external efficiency in the future.

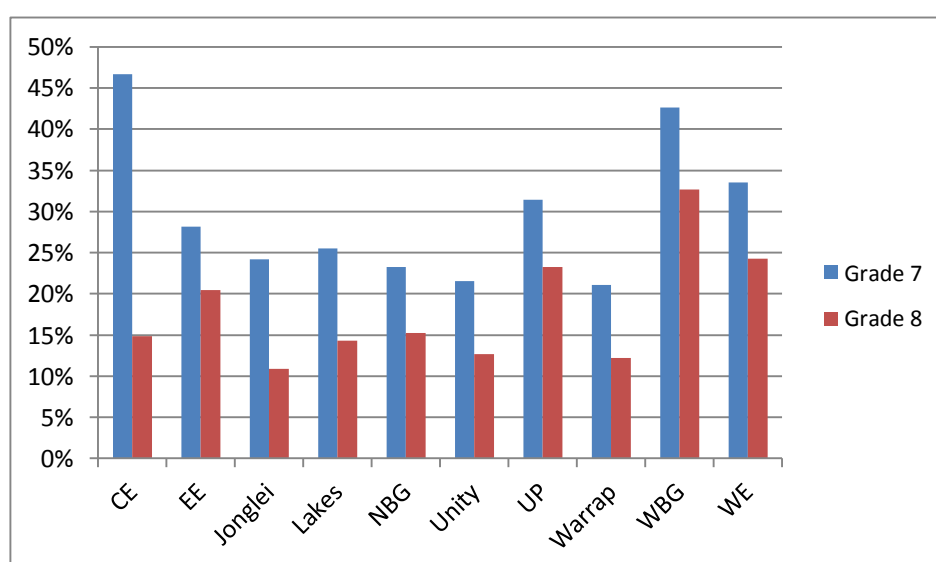
2.13.2. Internal efficiency

Measures of internal efficiency can be determined by a number of factors which not only include repetition and completion rates, but also the number of out of school children who have never attended school or who have dropped out; the school calendar; and teacher time on task. The national repetition rate for primary levels is 9.2 percent, and the drop-out rate is 27.3 percent. The secondary system is even worse: 5.5 percent of students repeat levels; 39.1 percent of secondary students drop out of the system before graduation. Nor is there currently any way of tracking how many dropouts move to the non-formal system, thereby using further resources. Almost 50% of secondary school resources are not being used efficiently. Steps must be taken to bring the dropout numbers down to more manageable levels, as neither the education system nor the developing economy can afford the resource losses these figures entail. In urban areas, the greatest reason for dropping out of school was the lack of money for school fees, whereas in the rural areas the distance of the school from home was only slightly greater than the lack of money for school fees.²⁷

In only three of the states (Warrap, Northern Bahr el Ghazal and Western Bahr el Ghazal) do all counties offer a full primary cycle. According to the 2011 EMIS data, only 17% of primary schools offer a full primary cycle; therefore, 83% of primary schools do not offer students the complete 8-year primary cycle. Without more primary classrooms and teachers in those counties and school, or without upper primary schools with boarding facilities, many children will not have the opportunity to complete their primary education – let alone secondary.

Apart from economic factors and opportunity costs that prevent children from enrolling in school in the first place, Graph 2.2 below indicates an extra contributory factor to drop-out: the fact that few schools actually offer a full cycle of primary schooling up to Grade 8. This is data that the EMIS system needs to collect on a systematic basis.

Graph 2.2: Percentage of primary schools, by state, offering Grades 7-8



Source: GoSS, EMIS, National Statistical Booklet 2011

²⁷ Much of the information in this section is taken from World Bank 2012 p59 but where possible has been updated with 2011 EMIS statistics

Efficiency is also affected by the considerable variation in the length of the school year across and within states. According to the Service Delivery Study, only 18 percent of schools functioned for 11 months, 7 percent for 10 months, 56 percent for 9 months, and 19 percent for 8 months. Weather and natural disasters could explain some of this variation. Since there were vast fluctuations between the number of actual working days within each state, the number of working days per year and across schools needs to be standardized.²⁸ According to the World Bank report of 2012, the level of teacher absenteeism and tardiness as recorded in 2009 are exceptionally high. This issue will be further described below under Quality.

2.14. Quality: An investment in learning outcomes

The Government of South Sudan's vision and objective is not only to increase access but also to ensure a minimum quality standard (mastering basic literacy and numeracy skills), since quality determines the pay-off from the investments in access. Quality is difficult to define and while inputs (teachers, textbooks, supervision and monitoring of progress) are a good starting point, process is equally crucial: the acts of teaching and learning, the need to develop creative minds, and the need to address the impact of conflict and trauma on classroom behaviour.

Quality is often judged by achievement levels and learning outcomes of the student population. The World Bank report of 2012 highlighted the poor student learning outcomes in primary grades through tests²⁹ of student learning in Grade 6, which revealed weak student learning in language (35 percent of expected achievement) and mathematics (29 percent of expected achievement)³⁰. It will be important for the EMIS to gather data as far as possible on learning outcomes, not just based on examination results but also on mathematics and language results. The World Bank report analysis of the Service Delivery Study of 2010³¹ provides an excellent baseline for future analysis to take place on an annual basis. The Service Delivery Study was conducted using a "sample of 107 primary schools across four states: Central Equatoria, Lakes, Upper Nile, and Western Bahr Gazal. The four states were selected to represent South Sudan's major regions. The Service Delivery Study included questionnaires on schooling conditions, classroom observation, and student assessment tests in language and mathematics of 1,800 grade 6 students." (World Bank, 2012, p.66).

Before examinations and assessments can be conducted however, there has to be a curriculum framework in place. This is why the Government of South Sudan has placed the review and further development of the national curriculum at the forefront of the delivery of Strategic Goal 2 on quality.

²⁸ E.g. between 110 to 288 in Central Equatoria.

²⁹ These tests were conducted in sample schools in mostly urban areas of four states.

³⁰ World Bank, 2012, p. 70

³¹ World Bank, 2012 p. 65-72

2.15. Finalisation of a national curriculum and co-curricular provision

The dawn of Sudan's formal independence from colonial rule in 1956 did not bring an end to concerted assaults on the cultures and traditions of its indigenous people. Instead systematic policies and programmes were enacted to suppress, and eventually alienate, some cultures and traditions of the people. After the 1994 Convention, a Curriculum Steering Committee was set up to manage the work on curriculum development. The Education Policy was developed and charged with the central theme of the First National Convention, which underlined self-reliance as the guiding principle of education. After signing of the Comprehensive Peace Agreement (CPA) in 2005 and subsequent establishment of RSS/MoGEI, education policy was transformed based on the CPA and the Interim constitution of the Government of South Sudan. Unified curricula for primary including AES and secondary education were developed as the framework of education in South Sudan, and a unified teacher education curriculum for five core subjects was developed.

Even though curricula were developed for core subjects at all the levels of education, there are no adequate teaching and learning materials developed to support the implementation of these curricula. Textbooks have been developed for only five core subjects for primary education. In 2007 and 2008, MoGEI/RSS supplied about 1 million textbooks for 5 core subjects to primary schools in all the 10 States. As the tentative interim situation, relevant textbooks are adapted in secondary education from neighbouring countries. However, the supply of textbooks for both primary and secondary are not sufficient to address the current need.

Implementation of the General Education Bill 2012 and its language policy, along with both a teacher training curriculum and a lower primary curriculum in native languages, are seen as ways to address issues of access, quality and relevance in lower primary education. When a National Languages policy is enforced, with its focus on languages of instruction in lower primary, materials to support this must also be incorporated into the primary curriculum. Most importantly, elements of life skills, the specialized programmes, and modern pedagogical methodologies have not yet been incorporated into the teacher training curricula. While national languages are used orally in many lower primary schools, there are few learning materials available to teachers. There is no teacher training curriculum in native languages, nor are there teacher resource materials and guidebooks available. These problems also exist for teachers in the non-formal system.

Gaps remain in the development of syllabi, but the following successes have been realized:

- Eight areas within the ECD curriculum are complete,
- Five of 14 subjects have been developed for primary education,
- Five of 10 subjects have been developed for teacher education, and
- Ten of 19 subjects, including technical subjects, have been developed for secondary education.

Although curricula for the South Sudan context have been developed, they are not yet fully implemented. Indeed, plans are underway for a national curriculum review which will incorporate life skills and other cross-cutting issues to ensure that the learning curricula respond to the emerging needs of the nation. However, in order to ensure that children do not

wait for a long curriculum review process in order to receive textbooks, the initial printing and distribution of available textbooks will take place in 2012.

2.16. Quality of classrooms and instructional materials

In addition to the fundamental question of whether the classroom is in a building or under a tree, many classrooms lack furniture, storage, and even basic instructional tools, such as a functional chalkboard - only 40% of classrooms had one in usable condition³². Successful teaching as well as learning is difficult at best with these resources.

Both the numbers and quality of textbooks available for learners are inadequate, as are the teaching guides for teachers. Currently, the Ministry has no system for procuring, tracking, storing, distributing and replacing learning and teaching materials.

2.17. Learning Assessment and Examinations

While the Examination Secretariat has been established, it is currently ineffective due to the number of vacant positions. However, its implementing body – the Examination Council – has not been established. Most of the current policies on assessment and examinations were formulated before 2005 by the Secretariat of Education. In 2007, the policies were reviewed by the Ministry and released as a Policy Handbook. The Examination Secretariat was established by the Council of Ministers Resolution No. 43 dated 30th August 2006. The Examination Secretariat's responsibility is to develop a national examination system that monitors student learning at the Primary, Secondary, Vocational and Technical levels.

The Examination Secretariat Unit must remain at arm's length from the Directorates of the General and Higher Education Ministries to ensure reliable and objective results. Currently, the biggest challenge to its effectiveness is that the Secretariat has 17 vacant positions. A Provisional Order was made by the President to establish an independent Examination Council in South Sudan, charged with administering and managing examinations in all the ten states to ensure uniform standards. While efforts have been made, the Examination Council has not yet been established, nor has the Examination Act been passed in the Legislative Assembly. There is a plan to build a complex for the Examination Council with funds provided by MDTF.

Short-term training workshops have been conducted for examination secretariat staff and inspectors to assist in the implementation of the national examination system. The workshops covered test development, marking, results processing, and general conduct of the process for both primary and secondary school examinations. Record managements, inspection, and the effective use of Information/Communication Technologies (ICT) were also studied. Staff also conducted study tours to Khartoum, Kenya and Uganda to learn about the structures and functions of National Examination Councils and Curriculum Development Centres from the systems of other countries in the region.

³² According to the South Sudan Service Delivery Study (2009) covering 4 states

As a result, a Memorandum of Understanding (MOU) between the Ugandan National Examination Board (UNEB) and MoGEI was signed for the three-year period of 2009-2011. The agreement is for and capacity building of the staff of the Examination Secretariat in the conduct of examinations. Teachers and State MoGEI directors were trained in such fields as determining the examination objectives from the contents of syllabi, establishing test-paper formats, establishing entry regulations, and preparing sample papers for the 12 core subjects.

2.18. Teacher Training, Development and Management

There are many challenges that face the managers of the South Sudan education system, but none some important as those of enhancing the quality of its teaching staff. During the war for independence, most of the teachers were lost as they joined the conflict as rebel fighters and died, or migrated to other countries. Those that survived are now some of the top officers in the army. The current teaching staff in the South Sudan education system is inherited from the schools in the SPLM controlled areas that were established by communities. Teachers were recruited from these communities, and most of them are under-qualified for their responsibilities. On the other hand, those teachers who were trained in the former garrison towns are qualified but have challenges in English language as medium of instruction.

In the years of the CPA interim period, varied training programmes for teachers were provided by various stakeholders. Recently, MoGEI/RSS has developed a unified curriculum for primary teacher education for both pre-service and in-service training. Pre-service training is currently conducted at the four functional TTIs. In addition, there are two newly constructed TTIs, which will be operational in 2012.

An education system is only as good as the quality of its teachers, and, unfortunately, the **quality of teachers is low. Currently, there are a few number of teachers, many are under qualified, poorly compensated, they lack effective management and supervision, and are often late or absent.** 51.5 percent of primary teachers have either only primary school education, limited lower secondary education, or their education status is unknown. For example 40 percent are not paid and therefore not fully regulated by the state - it is impressive that they come to work regardless, but it also impacts the work quality. Quality is also determined by the number of teachers, which is insufficient to meet the demand³³. The pupil teacher ratio, by state, in table 1.7 shows the geographical disparities and the impact of

Youth argue that having a diploma or degree does not mean that one has been trained to teach. Train the teachers how to teach effectively, and pay them on time, and their increased motivation will be transferred to the children.

³³ 36,000 teachers would be required to attain a 50:1 pupil:teacher ratio in primary alone. Currently there are between 17,000 and 27,000 primary teachers (only 39 percent of whom are qualified). Yet only 1,100 teachers graduate per year³³; clearly the increasing demand for qualified teachers cannot be met by the current supply.

returnee populations: Jonglei state has 91 pupils per teacher, while the three Greater Equatoria States have just 36-40 percent of that amount (between 33 and 37 pupils per teacher).

Table 2.8: Pupil-Teacher Ratio (PTR) by State

State	Pupils	Teachers	PTR
Central Equatoria	136,387	3,819	35.7
Eastern Equatoria	103,832	2,936	35.4
Jonglei	243,645	2,348	103.8
Lakes	98,963	2,056	48.1
Northern Bahr El Ghazal	159,997	3,505	45.6
Unity	208,347	2,950	70.6
Upper Nile	148,982	2,094	71.1
Warrap	151,718	3,213	47.2
Western Bahr El Ghazal	65,036	1,511	43.0
Western Equatoria	74,797	2,117	35.3
Total	1,391,704	26,549	52.4

Source: GoSS, EMIS, National Statistical Booklet 2011

For in-service training for unqualified teachers, the modules for five core subjects have been developed, and 14 CECs have been constructed for to allow in-service teacher training closer to the schools. The following training has been conducted:

- 751 student teachers have completed the first year of pre-service training;
- 1649 under-qualified teachers completed Term 1/Stage 1 in-service training in 2010 – 2011;
- 950 qualified primary teachers had participated in SMASESS training for science and mathematics by mid-2011 as part of their on-going professional development; and
- Arabic speaking teachers in both primary and secondary schools trained through a six-month intensive English course in 2011.

The major challenges facing teacher development could be summarized as the following:

- (a) There is currently no national policy on teacher training and certification – in short, there is no nationally recognized and enforced definition of a qualified teacher;
- (b) Even with the help of many partners, the current capacities of the in-service and pre-service training systems cannot meet the short-term demand for qualified primary teachers. In addition, partner funding for non-government TTIs runs out in the coming months, further decreasing the training capacity in the system;
- (c) The existing modes of in-service training cater to the needs of primary school teachers; however, there are unqualified teachers in both the pre-primary (40%)³⁴ and secondary (14%) systems. In addition there is high demand for in-service training of Intensive English course for Arabic pattern teachers, bilingual teaching skills to introduce National

³⁴ Education Statistics for South Sudan, National Statistical Booklet, 2010

Languages in classroom, science and mathematics and other cross-cutting issues such as peace education, life skills and HIV/AIDS for both qualified and unqualified teachers;

- (d) There is no currently accepted teacher training programme targeted specifically for ECD teachers;
- (e) The Education Support Network (ESN) does not fit in the current decentralized system of governance in South Sudan;
- (f) The current Teacher Conditions of Service such as salaries, promotion/demotion, pension, teacher service commission housing, health insurance hardship allowances are lacking at the moment which discourages teachers from entering the profession and the qualified leave for greener pastures elsewhere. Future conditions of service must address more than just fair remuneration for teachers (which should not have consequences for the free fee policy); and
- (g) School inspection: there is lack of a uniform inspection framework to govern the inspection system, untrained inspectors, logistics and ICT capacity are lacking so as to deliver uniform reporting system that will ensure uniform quality throughout the country.

Discussions on teacher management have focused on the reasons for low teacher commitment to their duties. More than just the low pay, focus group discussion participants have underlined that salary grading by number of years of service as a teacher is considered as unfair, as the criteria do not consider academic qualifications. This has resulted in experienced but unqualified teachers without certificates of training or academic transcripts are assigned to higher pay grades, while qualified teachers with fewer years of experience are downgraded. As a result, many qualified teachers are on a lower pay scale, and they are not paid regularly. Participants also indicated that it was also difficult for many teachers to move up the pay scale due to the lack of training opportunities for upgrading skills and knowledge.

Finally, teacher absenteeism and tardiness are at serious levels, according to the World Bank report 2012. Only 17 percent of schools in Upper Nile, 15 percent in Central Equatoria, 11 percent in Lakes and 29 percent in Western Bahr Ghazal recorded all teachers arriving on time, and the majority of teachers taught less than 10 hours per week in most states.

2.19. Management Capacity: Ensuring supportive governance³⁵

The government of South Sudan is determined to confront the challenges facing it since independence, and recognizes building human capacity as one of its national priorities. Decades of war have left South Sudan with high levels of illiteracy and a depleted human resource base. Therefore, an effective education system that can supply South Sudan with a wide range of

³⁵Source: UNESCO-IIEP/UNICEF, 2012. *Capacity development in education in South Sudan: Needs analysis and next steps*

human capacities is greatly needed. As part of an efficient education system, institutional policies and processes will be needed to manage the system, as well as a cadre of education managers who have the skills and knowledge to administer such policies and processes. The government is already implementing training on managerial skills for senior managers in various ministries, in order to equip top managers with knowledge, skills and attitudes to transform their organisations into highly performing institutions. The South Sudan Development Plan (SSDP) states that building human capacity remains the foundation for the new Republic of South Sudan.

Despite facing such enormous difficulties, the Ministries of Education at the different levels have taken some important steps in institution building:

- Creating the Education Management Information System, as a solid base for collecting data to inform policy and planning decisions. Trends since 2007 when the EMIS was established can now be monitored over time.
- Building effective planning and budgeting systems inside the Ministries.
- Establishing the basics of a financial system.
- Establishing a clear organizational structure, from the national level, through to the states, counties, payams and schools.
- Hiring qualified, trained technocrats to advise the Ministries.
- Instituting a formal, bank-based payroll system

However a number of challenges still remain.

Lack of educational planning and management capacity

Effective planning and management is a necessary pre-requisite for the realization of educational goals through systematic identification of needs, strategies and actions required over time. While a capacity assessment conducted as part of the development of this plan found that there are pockets of effective planners, it identified that there is no comprehensive planning and budgeting system to span all levels from central down to payam level.

Poor financial and asset management systems and lack of resources

The UNESCO EFA Global Monitoring Report 2011 indicates that in South Sudan procurement for classroom construction and teacher salaries are the two major items of education budget expenditure, and both are prone to mis-management at best and corruption at worst. This creates an institutional need to strengthen and enforce procedures. To ensure that government and development resources continue to flow, the ongoing development of the education sector in South Sudan requires more robust accountability mechanisms at all levels.

Lack of capacity to prepare for and respond to crises

While there is recognition of the need to address the conflicts at the highest level, how to do this effectively is less clear. Strategies for embedding conflict and disaster risk reduction into educational planning and management have not been identified sufficiently. One of the strengths of the South Sudan system is the willingness at the highest level to recognize the nature of the conflicts (past and

ongoing) in the country and to try and address them. This is demonstrated in the SSDP where security and peacebuilding are at the centre of national development.

Need for more credible and reliable data

Although good data exists through the well-established Education Management Information System (EMIS) established in 2007 (with the support of former AED and UNICEF), few states have received training on the use of EMIS. Policy makers and education planners at state levels also need the capacity to utilize the data collected to inform policy and programmes in a shift towards evidence based decision making processes. There is also variation in the quality of the data collected and analysed, which the EFA Global Monitoring Report (2011) describes as “patchy”³⁶ in the case of teachers. This suggests that the current range and type of EMIS data collected needs review and possible expansion to include more qualitative indicators. EMIS is not yet fully embedded within the government structures, and government employees should be trained at all levels in the input and analysis of data.

Lack of normative frameworks for human resource management

The lack of baseline data on the gender, qualifications and skills of the current cadre of civil servants in the education sector, and in particular the lack of job descriptions makes it very difficult for government and development partners to establish the training and professional needs of education officials, let alone design and conduct suitable capacity development programmes. While there are many capable people in the Ministry at all levels in leadership and senior management positions, they frequently lack the resources needed for the daily running of the education system – neither the people nor the funds. There are weak functioning working layers below the leadership to conduct daily activities and tasks. This means that the education managers are often doing these tasks themselves, leaving little time for higher level management and organisational oversight. Due to the limited capacity within many ministry departments, external assistance is often brought in, and substitute staff rather than coach and mentor existing staff.

The South Sudan Education Sector Review revealed that there are 51,000 education staff working in the ten states, 20,000 of whom are not on the payroll. Staff members are not distributed across the states in line with enrolments. The report also states that there are weaknesses in school management practices in several areas; and that policies on recruitment are unclear or weak. Similarly, the SSDP notes that some officials would not be considered for the positions they now hold if relevant job selection criteria were applied.

Lack of effective coordination

The fact that until very recently there has been no functional Local Education Group at central level that engages all education actors including civil society groups and teachers unions has been a critical issue for effective co-ordination of the sector. Co-ordination is essential to ensure alignment of priorities between the Ministry and other line ministries in the government; the Ministry and its development partners; as well as to resolve common issues that require the cooperation of all those in the education sector. For example, although the Government of the

³⁶ EFA Global Monitoring Report 2011, UNESCO, June 2011. p 17

Republic of South Sudan (RSS) has drafted a Government Aid Strategy, the framework and processes are not yet widely understood or used. The Ministry's accountability with the public, and its ability keep parents and communities informed on progress and challenges in the sector, has yet to be fully developed, although there are significant efforts at greater transparency through the government websites.

Lack of monitoring and evaluation (M&E) capacity

A viable M&E system is an essential part of the accountability pact between the Government and its citizens, and serves to promote mutual accountability between the Government and its development partners. Yet the capacity for conducting M&E is very low. While limited monitoring does take place, knowledge on basic monitoring techniques, use of indicators and evaluation mechanisms that are required for effective planning and implementation are often lacking.

In addition, inspectors both at state and county level are unable to inspect schools regularly due to problems accessing funds for transport and fuel, as well as issues around the quality and relevance of the training they receive. Moreover, reporting mechanisms for inspectors have yet not been fully developed, meaning that collating and communicating the requirements of the local level up through county and state to arrive at national level is not effective.

Lack of capacity to implement decentralization strategies

In order to strengthen capacity of ministries at the different levels, it is essential that the organizational structures are known and understood. The expectation emerging from the forthcoming Education Bill is that the MoGEI at central level will be responsible primarily for setting the policies and standards frameworks required for the delivery of education in the country, and for monitoring and evaluating the management of resources by the State Ministries of Education. The states will then implement the policies and programmes mandated by the central ministry according to the state level context, and monitor and evaluate the management of resources by the County Education Departments to ensure common levels of outcomes across the state. The states constitute the first level of implementation.

The county and school levels are where education services are actually delivered to the people. The education managers monitor the local school committees to ensure the equitable application of policies and resources across the region. The county level is responsible for monitoring financial and asset management to meet overall priority programme objectives.

The table below sets out the major responsibilities of the various levels of management within the decentralized education system of South Sudan.

Table 2.9: Responsibilities at different levels of the education system

Level	Responsibilities
Central Ministry of General Education and Instruction	Formulation of education policies and national education strategies
	Determining educational standards, through developing a national unified curriculum framework
	Monitoring, implementing and administering national examinations and learning assessments

	Setting the qualification, rights and responsibilities of teachers and administrators at all levels
	Building the capacity of State Ministries of Education to plan and implement programmes
	Monitoring and evaluation of state implementation education programmes and delivery of education services
	Management and supervision of national institutions and centrally funded projects
State Ministries of Education	Delivery, administration and management of general education
	Formulate strategies, plans, and budgets based on the policies and strategies approved by the government of South Sudan
	Coordinate implementation of priority programmes in their states using their allocated resources in an equitable manner state-wide
	Monitor and evaluate the delivery of education services at the county and below to ensure a common standard of outcomes across the state
County Education Departments	Monitor schools to ensure a common level of learning outcomes throughout the county
	Monitor School Management Committees to ensure a common level of resource management throughout the county
Community Level	In conjunction with the Head Teacher, manage their schools
	Monitor Head Teachers to ensure allocated resources are properly used in their schools

2.20. Financing: Recognising education as a priority

The challenges outlined in the preceding sections call for vast investments. Yet, any eventual rapid expansion faces a number of constraints. The financial data in this section are only estimates, due to a number of issues with obtaining accurate data. For instance, differences in costs within and between states have an impact on cost estimates. Unclear enrolment data (esp. in alternative education) blur calculations of unit costs. The cost of the GESP depends on fluctuating factors such as the security situation, and returnees/IDP flows. Finally, the level of oil revenues (and other government funding) is a key factor that also varies.

In addition, as the 2012 Draft Budget Plan suggests, "the necessary shutdown of oil production has fundamentally changed the short term conditions for the South Sudan economy. The loss of oil revenues has created large deficits in the budget and in the balance of payments, which has to be met by cuts in imports and public expenditure, in addition to alternative sources of financing." (MoFEP, 2012 p. 1).

Review of current public expenditure: In the draft government budget for 2012/13 Education is expected to receive **283.7 million SSP out of a total budget of 6,016,920,454 million SSP, which is approximately 4.7 percent, with the remainder of the 6% share for all Education funding going to Higher Education.**

Table 2.10 below shows that **education spending has varied between 5 percent and 8 percent as a share of total public spending up until 2011**, with an average of 6.7 percent over the six years. (Estimates of GDP for South Sudan vary widely; therefore, at this stage there is limited utility in calculating education expenditure as a percentage of GDP. However, this indicator is important to complement the share of public expenditure.) 6.7 percent is relatively low by international standards; sub-Saharan African countries on average spend 18 percent of total public spending on education³⁷. However this table has to be interpreted with some care, as the 2011 data are the estimated budget figures and not actual expenditure.

Table 2.10: Trend in RSS education spending, 2006-11

	2006	2007	2008	2009	2010	2011
	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>	<i>Approved</i>	<i>Approved</i>	<i>Approved</i>
In current (SSP millions)	225.2	233.1	290.2	291.3	351.8	429.0
In constant 2008 (SSP millions)	279.0	269.8	290.2	258.0	311.6	379.9
% of total RSS spending	6%	8%	5%	8%	6%	7%

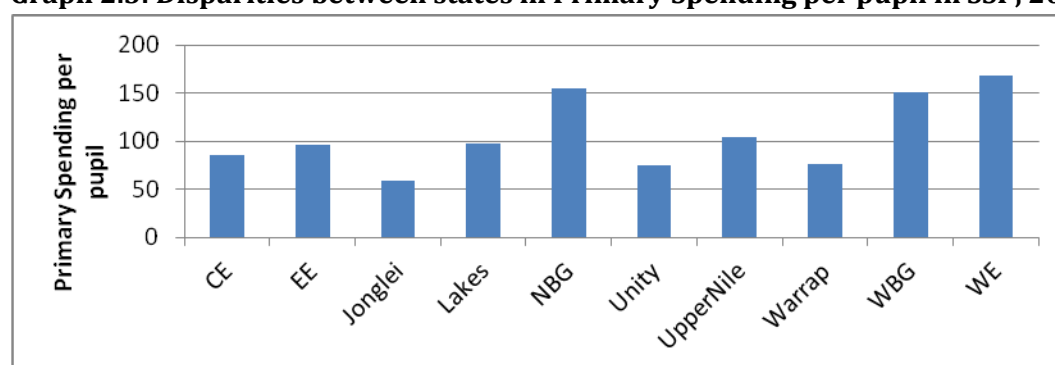
Source: GoSS Approved Budget 2011, March 2011.

Public expenditure flows are largely focused at the central and state level, with very limited public funds flowing directly to county or payam level, and no public funding presently reaching the school level. This has two important strategic implications:

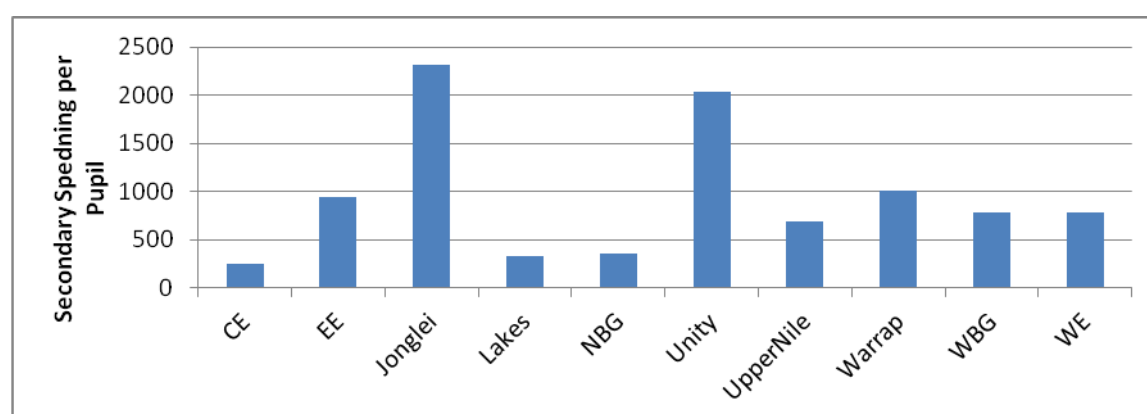
1. The central ministry (MoGEI) has limited direct control over how education funds are spent. Therefore, it must rely on policy mechanisms, regulations and incentives to ensure that spending on education is aligned with national priorities; and
2. School authorities have virtually no control over how public funds are spent on education.

Under the current **education sector, financial arrangements, central government contributes salary costs with very little available for capital or operating costs. This represents a major challenge to meeting the MoGEI's development targets** for teacher training, construction and materials or curriculum development. Many State MoEs and County Education Departments (CED) also augment central government financial allocations with other income sourced from either state revenue (e.g. oil in Unity State, customs charges in Eastern Equatoria State, etc.) or schools themselves (e.g. in Lakes State, all schools pay part of their registration fees to the CED). Education funds are not standardized beyond the state conditional grants and vary according to state or county policy. As a result, **large disparities between states in spending per child**, as shown below, in Graph 2.3 for primary, and with even more marked differences in Graph 2.4 for secondary. (It is extremely difficult to even estimate per student expenditures in South Sudan. This estimate is based on student enrolment divided by conditional transfer.)

³⁷ EFA Global Monitoring Report 2011, p. 337

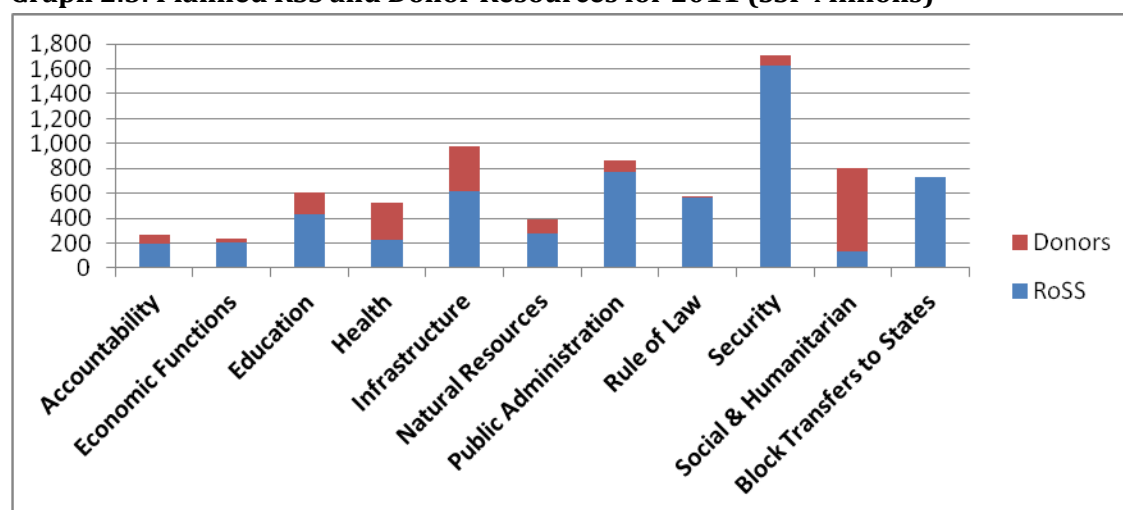
Graph 2.3: Disparities between states in Primary Spending per pupil in SSP, 2010

Source: Approximation based on GoSS, EMIS 2010; World Bank, 2012; and MoGEI/IIEP Projection and Simulation Model

Graph 2.4: Disparities between states in Secondary Spending per pupil, 2010

Source: Approximation based on GoSS EMIS 2011; World Bank, 2012; and MoGEI/IIEP Projection and Simulation Model

A high proportion of public expenditure is absorbed by the Security sector (as illustrated in Graph 1.7). Expectations for a “peace dividend” involving substantial reallocations from Security expenditure to other sectors must be tempered for the period immediately following Independence (2011 – 2013). While total resources for the Education sector are roughly equal to that of the Health sector, it is noteworthy that the Health Sector is heavily supported by donor funds. The Social & Humanitarian sector gets 10 percent of the total of RSS and Donor expenditures, which are more than for Education, but it should be noted that 84 percent of its budget comes from the donor community. Should the donor resources decline, there may be increased competition for public recurrent expenditure to support the Health and Social sectors.

Graph 2.5: Planned RSS and Donor Resources for 2011 (SSP Millions)

Source: GoSS Approved Budget 2011, March 2011.

Competition for both government and donor funds should be accepted as a strong risk in the first years of independence; therefore, implementers of the GESP must take steps to mitigate the risks. One possible measure is to increase the productivity of the physical assets of the education sector. This can be done by increasing the operating hours of schools and other buildings by treating them as multi-use learning centres. For example, a secondary school with the appropriate laboratories and workshops can be used for AES vocational training courses after regular school hours, or primary schools can be used after hours by Accelerated Learning Programme teachers for out-of-school children who are forced to work during the day for economic reasons.

Capital expenditures: Spending on capital development has been very low, with figures for 2011 budgeted at 9 percent of total sector expenditure. Actual expenditure on capital has been significantly lower than budget estimates. The Budget for 2010 provided for SSP 35.7 million for capital investment, but provisional expenditures were SSP 1.7 million, or 4.7 percent. This 4.7 percent is 1/20th of the budgeted capital investment, not ½ of 9 percent.

Table 2.11: Expenditure breakdown by recurrent and capital

In SSP Million (2011 Budget)	Recurrent		Capital	Total spending	
	Salaries	Operating		SGD Million	%
MoE	240.2	50.9	29.3	320.4	29%
Transfer to states for	702.5	28.0	66.8	797.3	71%
Total	942.7	78.9	96.1	1,117.7	100%
spending	84%	7%	9%	100%	

Source: GoSS Approved Budget 2011, March 2011.

Recurrent expenditures: Recurrent expenditure has consumed between 95 percent and 98 percent of total education expenditure since 2006. With the 2011 budget, this figure is expected to come down to around 85 percent as the capital budget increases to meet the increasing demands for schools, offices and learning centres. Recurrent expenditure by sub-sector is difficult to track, since the bulk of expenditure takes place at the state level, and data on state level expenditure is uneven. Table 2.10 (from World Bank report 2012) below presents an

estimation of the distribution across subsectors for 2009. Primary education received some 55 percent of the total recurrent expenditure and secondary almost 18 percent. If the expenditure by RSS is only taken into account, the shares of primary and secondary rise to 67 percent and 22 percent respectively. The share allocated to preprimary is less than 1 percent, while the Alternative Education System received about 8.4 percent of total spending, and Teacher Training about 1.4 percent. Expenditure on Teacher Education increased in 2010 and 2011, drawing largely from MDTF funds.

Table 2.12: Approx. breakdown of public recurrent education spending by level of education, 2009

	Total (million SSP)	%-share	(incl. %-share (RSS only)
Pre-primary	1.8	0.70%	0.80%
Primary	154.2	54.80%	67.60%
Secondary	49.6	17.60%	21.70%
AES	19.2	6.80%	8.40%
Teacher training institutes (TTI)	3.1	1.10%	1.40%
Higher ed. support from RSS	0.3	0.10%	0.10%
Total supported by RSS	228.2	81.10%	100%
<i>Higher ed. funding from GoNU</i>	<i>53.3</i>	<i>18.90%</i>	
Total, incl. funding from GoNU	281.5	100%	

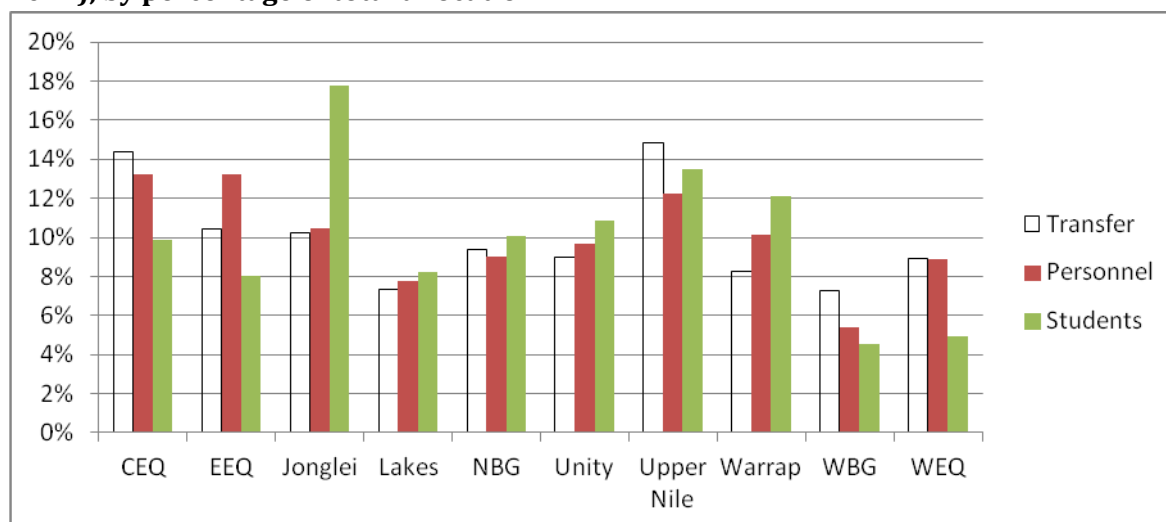
Source: World Bank, 2012

Equity in education expenditure: Equity in education is not always the same as distributing funds and resources equally; however, what it should mean is ensuring that all states have the capacity to deliver the same levels of education services across the nation. Over the GESP planning period, it may be necessary to increase funding to one or more states to ensure that they can deliver the same quality of services as those in wealthier states. Equity is not supposed to be about the inputs (resources), it is supposed to be about a common level of outcomes for students across the country.

Present arrangements for **resource distribution to states results in equal, but not equitable, allocation across states.** The principal mechanism for transferring resources to state and county levels are the block grants and conditional transfers. Although block grants are transferred to states, there is little evidence that any amounts from block grants are spent on the education sector.

The major **differentiation between transfers to states is found in the conditional transfers,** especially in that portion of the transfer that is earmarked for salaries. **Salary transfers** are determined by the number of teachers on the payroll in each state, which is influenced (but not determined) by the number of children enrolled. This results in significant inequities in allocations across states, as indicated in graph 1.8 below:

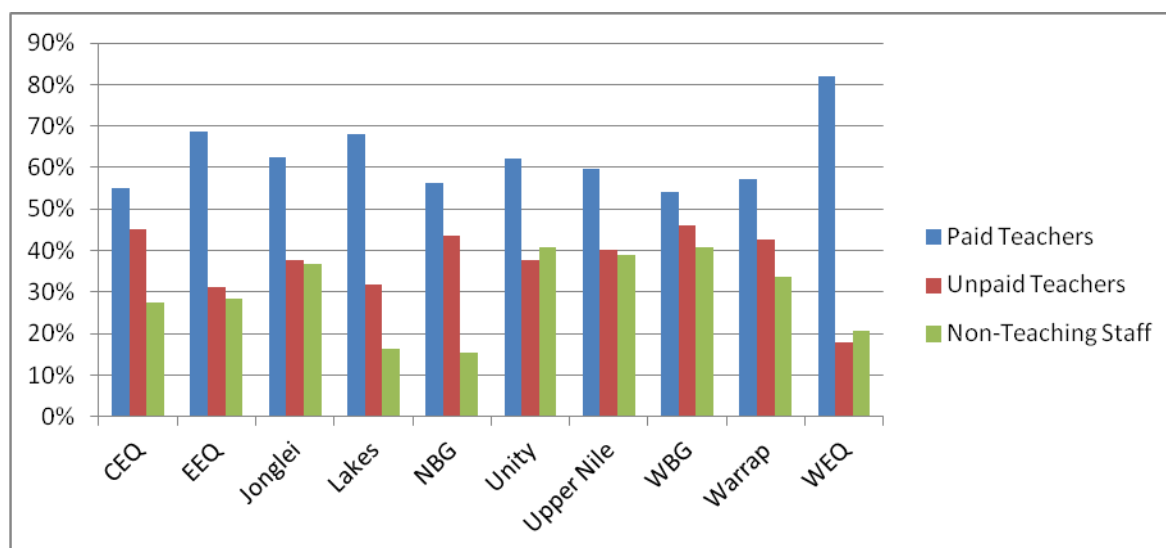
Graph 2.6: Comparison of Salary Transfers, Staff on Payroll, and Enrolments (2010-2011), by percentage of total allocation



Source: GoSS Approved Budget 2011, March 2011; GoSS, EMIS, National Statistical Booklet, 2010

Personnel expenditures: A significant proportion of education personnel on the states’ payroll are not teachers, but are ancillary staff or support staff. Graph 2.7 below indicates the analysis of staff by teaching and non-teaching categories on the payroll.

Graph 2.7: Comparison of Paid Teaching and Non-Teaching Staff by State



Source: GoSS Approved Budget 2011, March 2011; GoSS, EMIS, National Statistical Booklet, 2010

Almost 9,900 (an average of 30 percent overall) of staff on the state payroll are not teaching staff. In addition, there are another 12,000 unpaid teachers in the formal education system. Bringing these unpaid teachers on to the state payrolls would significantly alter the balance, as the non-teaching staff would be reduced to 21 percent, or 1 in 5 of the employees. However, it would also require a significant increase in the budget for the sector.

3. CHAPTER 3: THE STRATEGIC DIRECTION

3.1. Introduction

“The Republic of South Sudan is at the tail end of economic development. All the indices of human welfare put its citizens at the bottom of all humanity. The independence we are now celebrating transfers the responsibility for our destiny and reversing the tide of underdevelopment to our own hands. The challenges are great but we must begin the task of nation building immediately.

All the citizens of this great nation must therefore fully dedicate their energies and resources to the construction of a vibrant state. Economic development is a vital key to human prosperity and satisfaction. Our country is endowed with vast natural resources and, as such, we must work to harness these resources for the good of our people and nation. We must build and apply the human capital necessary to translate these resources accordingly³⁸.”

There is no development without education and this is particularly true of our young nation. Our future will depend on how we engage, educate and provide relevant skills for our increasingly young population. While acknowledging the past, we must look ahead confidently towards the future. *The Republic of South Sudan Vision 2040* provides a roadmap to ensure that no-one is left behind in our nation’s development.

3.2. Vision and Mission

The Republic of South Sudan Vision 2040 is the nation’s response to some of the major challenges facing our country, and to the core development and state-building challenges that the Government will face in the medium to the long term. It is based on seven pillars that are interlinked to the prosperity and freedom of the nation:

To build an educated and informed nation;

To build a prosperous, productive and innovative nation;

To build a free, just and peaceful nation;

To build a democratic and accountable nation;

To build a safe and secure nation;

To build a united and proud nation; and

To build a compassionate and tolerant nation.

So, the long-term *vision* of the government of the Republic of South Sudan for the education sector is:

To build an educated and informed nation.

Therefore, our *mission* is to introduce a series of reforms to improve quality, access to, and funding for, general education as well as tackle the issue of illiteracy in the country

³⁸ From the Republic of South Sudan official website <http://www.goss.org/>

and low institutional and human capacity in the general education sub-sector and, in so doing, promote general education for all citizens of the Republic of South Sudan.

3.3. The Legal Framework

The Transitional Constitution of the Republic of South Sudan, 2011, forms the overall legal framework for education and other policies and, as the founding document for the new nation, it was adopted two days before Independence on July 9th 2011. The main articles of the Constitution relating to education are articles 29 on the 'Right of Education', and 38 on 'Education, Art and Science'. The 'Right to Education' guarantees the access to education for all citizens 'without discrimination as to religion, race, ethnicity, health status including HIV/AIDS, gender or disability'. In addition it asserts that education should be promoted at all levels and 'free and compulsory education at the primary level' will be provided alongside 'free illiteracy eradication programmes'³⁹.

In addition the South Sudan Development Plan (SSDP) forms the 'pillars' on which the constitution can be implemented. The following SSDP objective for the sector provides the overarching framework within which the GESP has been developed: **"The Government of the Republic of South Sudan will work to ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan."**⁴⁰ These policy documents, the General Education Bill of 2012, when combined with the Child Act of 2008 provide the broad legal framework for a system of education and social protection.⁴¹ The other document that guided the education sector throughout the time of the CPA period was the Ministry of Education Science and Technology, Policy Framework 2006-2007 (MoEST 2007), which was effectively the first strategic document that guided the education sector as a whole.

The principles, provisions for implementing policies and the establishment of regulatory structures are enshrined in the General Education Bill 2012.

The General Education Bill, 2012, sets out the right to free and compulsory basic primary education (p.8) that is equitable, free from discrimination or indoctrination of all kinds. The Bill covers the formal general education system in South Sudan, which comprises of two years pre-primary, eight years of formal primary (including a primary leaving examination) and four years of formal secondary education including a secondary leaving examination. It also includes provision of an alternative education system (AES) and vocational education. The Bill provides significant and visionary direction to the education sector. It states that education shall foster the development of Southern Sudan through integration, peace, self-reliance, patriotism and respect and tolerance for other cultures, traditions, opinions and beliefs. It further seeks to promote gender equity throughout the primary, secondary, alternative systems and all other institutions of learning, and seeks to empower people by grounding education in South Sudan's

³⁹ The Transitional Constitution of the Republic of South Sudan, Article 29

⁴⁰ South Sudan Development Plan 2011-2013, p 92

⁴¹ The Child Act of 2008, Article 15(2).

local cultures, and traditions, including the use of national languages in formal education. The Bill also addresses the needs for learners with special needs to have access to education and promotes environmental awareness, balance and respect for the natural and human habitats.

3.4. National policy issues

Critical policy issues to be addressed during the period of the plan include:

- The development of a policy for Teacher Training and Certification and for Teacher Conditions of Service for General Education to ensure effective management of education personnel, including teachers, officials and administrators at all levels of the education system to build human and institutional capacity;
- The development of an inclusive education and gender equality policy within both ministries to ensure adherence to principles of inclusivity and gender equality to ensure increased access to education for all children, particularly girls and increased participation of women at all levels of the education system;
- Development of a policy on Child-friendly School Standards which includes access and provision for children with special needs;
- Development of a school feeding policy;
- A proposed introduction of capitation grants;
- Development of a Risk Reduction and Emergency Response policy to ensure that the MoGEI has the capacity and financial resources to prepare for, and respond to, emergencies of all types; and
- Development of a national languages and education policy framework containing guidelines and outlining strategies for policy implementation. Policy documents state that national languages are to be used as the mediums of instruction in ECD and P1-P3 transitioning to English in the higher grades. A strategy to implement this policy is urgently needed in order to improve the quality and relevance of education. A draft National Language Policy is already in existence which needs to be finalized and enacted upon.

3.5. Strategic Goals

Chapters 1 and 2 indicated the current situation for South Sudan and the delivery of education services. For us to improve on this situation, and to attain the targets in the SSDP and to adhere to the legal requirements established by the Education Bill 2012, we need to set out a 'road map' for the future. Therefore we have identified **7 Strategic Goals** in order to prioritize some of the many needs that the South Sudan education system faces.

The Strategic Goals

- 1. To increase access to general education and promote equity.***
- 2. To improve the quality of general education.***
- 3. To promote adult literacy to significantly reduce adult illiteracy in the country.***
- 4. To build institutional and human capacity at the three levels of the government to facilitate implementation of education reforms.***
- 5. To increase funding for general education to support implementation of the Action Plan.***
- 6. To promote partnership working among stakeholders throughout the country.***
- 7. To monitor and evaluate the implementation of the GESP.***

These strategic goals aim to address the key challenges facing the education system in the Republic of South Sudan today. More specific objectives, targets and strategies for achieving each of these strategic goals can be found in Part II Action Plan.

Strategic Goals: Objectives

Strategic Goal (1): To increase access to general education and promote equity.

1. To construct, expand and rehabilitate more schools.
2. To eliminate barriers to girls education and promote gender equality throughout the education system.
3. To facilitate access to learning for pupils with special educational needs.
4. To provide alternative and accelerated learning opportunities for out-of-school children and youth.
5. To increase enrolment in schools.
6. To promote early childhood development.
7. To develop national policy on risk reduction and emergency response (RRER).
8. To implement advocacy programmes to increase access.
9. To promote distance learning.
10. To promote adult education and lifelong learning.

Strategic Goal (2): To improve the quality of general education.

1. To review and update the national school curriculum.
2. To develop and implement a national teacher development policy and standards.
3. To develop textbooks and procure other learning resources.
4. To develop and implement a common national school inspection framework.
5. To improve school management, leadership and governance.
6. To improve assessment of learning.
7. To promote early childhood development.
8. To improve attendance, retention and progression.
9. To promote all the main sports and cultural activities in schools.

10. To improve pay and working conditions of teachers.
11. To reduce class size.
12. To increase the number of qualified teachers in schools.
13. To conduct educational research to ensure continuous school improvement and effectiveness.
14. To promote Technical and Vocational Education and Training.
15. To promote Life skills Education and Learner Support Services.
16. To improve the teaching and learning of English language.
17. To promote the teaching and learning of national languages.
18. To improve management of behavior and discipline in schools.

Strategic Goal (3): To promote adult literacy.

1. To develop a national policy, strategy and standards for adult literacy.
2. To develop training programmes and provide training for adult literacy tutors.
3. To recruit and train additional adult literacy tutors.
4. To establish functional adult education centers.
5. To develop adult literacy learning resources.
6. To develop and implement an inspection framework for adult education and lifelong learning.
7. To implement a comprehensive advocacy programmes to raise awareness about literacy.

Strategic Goal (4): To build institutional and human capacity.

1. To identify the training and development needs of staff.
2. To build human capacity.
3. To build institutional capacity.
4. To promote good governance.

Strategic Goal (5): To increase funding for general education to support implementation of the General Education Strategic Plan, 2012-2017.

1. To increase funding for general education from government sources.
2. To increase funding for general education from donor sources.
3. To increase funding for general education in kind from local communities, businesses and other sources.

Strategic Goal (6): To promote partnership working with the stakeholders to implement the Strategy and Action Plan.

1. To establish a National Education Forum to enhance partnership working at national level.
2. To establish State Education Forums to enhance partnership working at state level.
3. To establish County Education Forums to enhance partnership working at County level.

Strategic Goal (7): To monitor and evaluate the implementation of the Strategy and Action Plan.

1. To monitor the implementation of the Strategy and Action Plan.
2. To evaluate the implementation of the Strategy and Action Plan.

Part II of the GESP, the 'General Education Action Plan' outlines the specific activities and timeframes that will be undertaken in order to achieve these overall Goals and Objectives. Chapter 4 below highlights some of the key issues and strategies required for the identified activities to be implemented.

4. Chapter 4: Achieving the Strategic Goals

4.1. Introduction

We cherish education for all our people equally and aim to provide a life-long education of quality for all children, youth and adults of South Sudan; an education that is relevant and affordable based on the needs and aspirations of the people, to enable them to become responsible and productive citizens. (MoGEI Mission Statement)

There are many challenges facing the delivery of the vision of RSS and of the MoGEI and the people's expectations and demands are high. Therefore, there is fundamental tension between wanting to deliver on those demands, and the human, institutional and financial capacity to do so. As such, it is necessary to prioritize and focus on the first five year plan – while maintaining the vision and direction that we would like to see i.e. ultimately to reach the EFA Goals by 2022 and a fully literate society by 2040.

As outlined above a number of core priorities for education were identified during the national development planning process. These SSDP objectives form the foundation for determining a more focused GESP and objectives in each of the Strategic Goals. However the data to achieve these targets has been revised for the GESP due to institutional and human capacity challenges at all levels of the education system.

To attain its strategic objective: **To ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan**, MoGEI has adopted the seven Strategic Goals discussed in the sections below.

A number of challenges have already been identified as having a significant effect on the ministries' abilities to meet the public's demand for education services. The sections below identify how those challenges will be addressed by specific strategies under each of the seven Strategic Goals. The strategies to have been grouped into a number of core priorities under each Goal which encompass the specific objectives identified in the Action Plan. The specific activities to deliver on these priorities are outlined in the implementation matrices included in Part II: The General Education Action Plan, 2012-2017.

4.2. Strategic Goal (1): To increase access to general education and promote equity.

The transitional constitution of the Republic of South Sudan guarantees every citizen access to quality education. "We cherish education for all people of South Sudan equally and aim to provide a lifelong education for all children and adults of South Sudan; an education that is relevant and based on the needs of the people, to enable them to be responsible citizens." This statement provides the basis for the South Sudan Ministry of Education's vision to provide quality education for all.

To further the constitutional rights, the President of the Republic of South Sudan decreed that all children must go to school. In response to this decree, concerted efforts to enrol children, such as the Go to School Initiative, the school based Girls Education Movement (GEM) and community based promotion and advocacy for girls education (PAGE) have resulted in enrolment demand far beyond what the system can effectively accommodate. Other significant challenges remain. The majority of school age children in the population still remain out of school due to the enormous number of overage children in the Primary school system caused by the war. To guarantee every citizen access to quality education, and to ensure that all children go to school, will require a massive expansion of the education system.

The provisions of the General Education Bill, 2011 allocate the management of all pre-primary, primary and academic and commercial secondary schools to the State Ministries of Education. This means that any and all of the strategies to increase access to and improve the efficiencies of the general education system must include the states.

Addressing these challenges will require actions that are broad and cross-cutting. Actions in one area will affect other barriers too. Some of the barriers are driven by poverty, some are cultural issues that will be difficult to overcome, but others may be more easily addressed by awareness creation through the community about the importance of girls' education and development of policy to govern girls' education. One of the best ways to encourage girls to stay in school is by having strong female role models at the schools, particularly at upper primary and secondary levels. Female teachers provide role models, guidance and a safe haven for the female students. Female teachers can provide a female-friendly environment at the school.

Youth highlighted that early marriage, followed by early pregnancy, meant that girls did not normally go back to school after giving birth to a child.

If the school environment is child friendly – safe, clean, accessible and of good quality – parents will make the effort to ensure their children receive an education, and their children will learn and grow into productive members of the society. Therefore the development of infrastructure to address some of the critical needs of poor classroom quality (where there are classrooms at all), the development and enhancement of infrastructure has been given special status in this plan.

4.2.1. Increasing Enrolment

The **Government of South Sudan has set an NER target in the primary system of 63%**, which the Ministry intends to achieve by 2017. This NER target will include out of school children in those alternative programmes in the non-formal system that are comparable to the formal primary curriculum. The Ministry is also committed to almost doubling the GER for the secondary system, from 4.7% to 8% by 2017. Increasing the enrolment requires a range of activities to ensure that more children have access to a quality educational experience. To succeed in this undertaking, the Ministry, together with the states, undertakes to gradually

move overage children from the formal to the non-formal learning system. This will open up spaces for at-age children to enter the formal system at the age of six – when they are supposed to enter the system. To accommodate the older youth, whose learning styles will be more fitted to the non-formal system, the Accelerated Learning Programme will be expanded.

The primary programme will also be expanded to ensure that every county in the nation has at least one school that offers the full primary cycle. The secondary system will also be expanded in a measured manner to accommodate increased numbers of learners. Those counties that currently offer a full primary cycle, but do not have a secondary school, will get a secondary boarding school so that children have the opportunity to pursue post-primary education. The states, in earlier consultations, recognized the need for increased numbers of graduates with technical and vocational skills. Therefore, the Ministry will undertake to build technical schools, and will construct or rehabilitate vocational centres so that there is at least one centre in each of the states.

The Ministry will also seek to improve the access to education services for those children, who due to family economic circumstances, cannot attend school. The Ministry, working with MoFEP, development partners, and the states, commits to introducing a capitation grant system to offset the operating costs of schools. This, coupled with the changes to teacher pay and the provision of teacher accommodation in or near schools, should put fee-free schooling within reach of thousands more children.

4.2.2. Enhancement of Infrastructure

This will include rehabilitating and constructing schools and classrooms to child-friendly standards, rehabilitating and constructing education management offices, and rehabilitating and constructing AES and other learning centres. Supporting increased enrolment in the formal education system will require increased numbers of permanent school buildings, each built to provide an appropriate safe and secure learning environment according to safe school construction standards. To address the inadequate physical facilities and infrastructure of schools, the Ministry – with the involvement of the state ministries – is committing to an unprecedented construction in learning and office spaces.

Policies do not exist to define a safe and secure learning environment for all children. Policy consultations will take place with all levels of government, to ensure that the requirements of states and students are considered. School construction standards and accessibility standards will be aligned with the definition of Child Friendly Schools that will support the South Sudan context. The Ministry is committed to providing equal access to education to learners of all types of special needs. This effort will include the provision of access to physically challenged pupils, through the proper design of buildings that will provide easy access and mobility for these learners; and the construction of learning centers for special needs learners in each state.

The infrastructure enhancement effort, therefore, will focus on construction, expansion and rehabilitation of primary and secondary schools, vocational training centers, technical schools; all aimed at widening opportunities for access to education. Administrative facilities, including

state and county offices will be constructed in order to enhance the delivery of education services.

4.2.3. Reducing drop-out rates

Due to the high repetition and dropout rates for both the primary and secondary levels, over a third of school system resources are not being used efficiently. In addition the majority of the states do not offer the full primary cycle, therefore steps must be taken to bring the retention and distribution inequities under control, as neither the education system nor the developing economy can afford the resource losses these figures entail. To address the cultural reasons for the high dropout rates in females, the Ministry will undertake community sensitization campaigns to educate parents, guardians, community leaders and children on the importance of education in fulfilling the ideal of a prosperous, informed and self-sufficient nation.

Emphasis will be placed on early childhood or pre-school education, and the education of girls. To this end, the government will construct a model Early Childhood Development Center at each county, to be replicated by the communities at payam and boma levels. Satellite lower primary schools will also be constructed in locations determined by the communities, to enhance access and safety for the youngest children by cutting down the distances they have to walk to school.

While building smaller schools within rural communities may bring more children into the formal system because lost opportunity costs will be much lower for families, the use of capitation grants to offset school fees will undoubtedly have the largest overall impact for the money spent. Operational grants will also create a better learning environment, as teachers and managers won't have to worry about chasing money from learners and parents to keep their school operating. These grants should also be applied at the secondary level, as they have the potential to have an enormous impact on dropout rates for a relatively small investment.

In addition to the above, to ensure equitable access for all children is ensured, some of the cross cutting issues such as ensuring gender equality, and access for children with special needs, and those affected by emergencies; specific strategies will be added.

4.2.4. Reaching gender equity

Although the dropout rates for boys are comparable, the Ministry will concentrate many of its initiatives, during this planning period, towards keeping girls in school and helping them reach their full potential. The Ministry, in consultation with the states and civil society, will develop and implement a gender policy designed to place more educated females in management and leadership positions in the education system. Resources will be allocated through the budget process to support the strategic aim of providing more female role models in schools and throughout the education system, which will serve to help keep more girls in school.

While addressing some of the challenges will take major changes in the society, and are beyond the scope of the GESP there are simple actions available that can be implemented rapidly and relatively inexpensively. Quick solutions such as grants for the provision of comfort kits for school girls, access to clean and segregated latrines, and programmes that provide tuition

supplements and personal needs allowances to female students will enable them to continue their studies at schools and teacher training institutes.

The MoGEI, in conjunction with the states and development partners, will also undertake a broader strategy of constructing Community Girls Schools. Consultations with the states showed that parents do value education for girls, but that cultural norms and economic necessity often over-ride education. Therefore, the Ministry will also establish a system of grants and bursaries to overcome the economic reasons for keeping girls out of school. The combination of infrastructure and targeted funds to students will give girls and women the safe learning environment they need, and more importantly, to which they have a right.

4.2.5. Providing access for children with special needs

As with all children, but especially for those with special needs, the Ministry's priority will be for the provision of safe, friendly learning environments. With the assistance of states and partners, the Ministry will ensure that providers deliver education to persons with special needs along with able bodied persons to the extent possible. Many children already attend mainstream schools along with other children; to assist them, the Ministry is committed to designing and implementing a teacher training curriculum that will give interested teachers the tools to be more effective teachers of these children.

Although the long-term objective is to mainstream children with special needs to the greatest extent possible, there will always be children who have special requirements. It can be very difficult to integrate these children into the mainstream schools; however, if practicable, these learners will be eased into the mainstream system when they are deemed ready by trained educational assessors. Resources will be allocated through the budget process to support the strategic aim of providing teachers trained to meet their needs in schools, and successful role models throughout the education system. Classrooms will be added to a number of existing primary schools which are already being improved to child-friendly standards as well as the construction of a specialized centre for each state.

4.2.6. Ensuring access for children affected by emergencies

Throughout the planning period, work will continue to contextualise and implement the INEE Minimum Standards for Emergency Education. Strong national and state level coordination of emergency responses in the education sector will continue in partnership with other Government Ministries and the Education Cluster including the Ministry for Humanitarian Affairs and the SSRRC. Contingency planning, prepositioning of stocks in emergency prone counties, training of education personnel, and the availability of emergency funds to address acute incidents will be essential. Emergencies related indicators will be included in the national EMIS database so as to ensure better data and analysis of trends and the impact of emergencies on the sector.

Key conflict and disaster risk reduction measures will be mainstreamed into general educational development programming. For example, conflict and disaster analysis must be undertaken when schools are designed and constructed during the planning period. This kind of

analysis can help to make sure that schools are located in areas that are not flood-prone and that building facilities are in line with safe school construction standards. The ministry also proposes to analyse the vulnerabilities of the education system to conflict and natural disaster during the planning period and develop the most appropriate strategies to lessen the impact of potential crises.

4.2.7. Provide accelerated and alternative learning opportunities for out of school children and youth

There are two strategies with the Accelerated Learning Programmes: the ALP curriculum must match the formal Primary curriculum, and the access to the ALP programmes must be increased. Many of the ALP graduates can re-enter the formal system at secondary level, but to do so successfully, they must have the equivalent education as have graduates of the formal Primary system. While the curriculum may be the same, the learning styles of the older learners will be quite different; therefore, the teachers must have the necessary pedagogical training to deal with adult learners.

To address the lack of access, the Ministry will construct ALP centres in or close to communities and increase the numbers of primary schools that are used as ALP learning centres after the primary children have finished their studies. Mobile schools for pastoral youth, and classrooms that cater to street children and other disadvantaged youth will also become very important. All children and youth need a safe and secure learning environment. These out of school children are not different. One other key issue is fees; alternative learning programmes must be fee-free if they are to reach the disadvantaged.

Other AES programmes such as the South Sudan Interactive Radio Instruction (SSIRI), Intensive English Course (IEC), singly or in combination, will be included as part of the above approach in order to allow out of school children and youth to obtain the equivalent of a primary education through multiple paths.

4.3. Strategic Goal (2): To improve the quality of general education.

In a 2010 study report⁴² conducted by several development partners, the reasons given for low enrolment and retention included poor school environment and the poor quality of education. Some parents believe that sending their children to school is a waste of time due to the lack of effective teaching in schools. Parents in the rural areas send their children to towns in search of better education, while others send their children to neighboring countries in search of quality education. Both the lack of commitment and lack of basic academic skills of teachers have contributed to the poor quality of education delivery in the sampled schools. Furthermore, the

⁴² A Study Report on School Levies in South Sudan: Impact on School Enrollment and Retention, Schokland Partners Project, June 2010

school environment is not conducive or attractive to pupils to get them motivated to go to school, as many children still learn under trees or open air classrooms without desks, chairs or blackboards.

Parents and children have thus defined quality as committed and well-trained teachers facilitating learning in a welcoming school environment. UNESCO, in its 2005 Global Monitoring Report, defines quality in education using two factors: the success with which systems achieve learners' cognitive development; and the success of education's role in promoting values and attitudes of responsible citizenship and in nurturing creative and emotional development.⁴³

Thus, quality education consists of a challenging curriculum which will facilitate the development of students as citizens, help prepare them for their futures, and to cope up with demand for science and technology, and a strong teaching cadre that will facilitate the learning of the curriculum. To deliver such quality education services, the system needs to produce well trained teaching staff of ECD, Primary, Secondary, and Technical Vocational Education. To reach all citizens, including those who are disadvantaged, teachers serving in all institutions of learning must be trained in the requirements of students with disabilities. Governments must recognise the critical role of teachers in providing both quality teaching and an environment conducive to learning. Quality is an ongoing task, requiring measures to improve the academic and pedagogical skills of existing teachers, and to support the continuing professional development of teachers throughout their careers.

A final implicit measure of education quality is the equitable distribution of learning and teaching materials across all states. It is an overriding goal for the government that the delivery of education serves both the development needs of the nation and the education needs of children, youths and adults – including all those who are disadvantaged. Learning outcomes shall be measured through continuous assessment and unified examination for all primary, general secondary and technical secondary schools in the country. This includes ensuring the effective use of the native languages at the appropriate levels of the education ladder.

To address regional disparities, the Ministry commits to bringing all states up to a common level of learning outcomes. In consultation with the state ministries and other stakeholders, the Ministry will undertake to ensure that states and counties can all deliver the same level of education services by the end of the planning period through appropriate allocations of resources. This will imply that there will be prioritization of states with the poorest indicators in terms of pupil: classroom ratio, pupil: qualified teacher ratio, percentage of overage children etc.

To achieve the objectives outlined under Strategic Goal 2, the following priorities will be addressed:

⁴³ EFA UNESCO-Global Monitoring Report 2005

4.3.1. Finalisation of a national curriculum and co-curricular provision

As an inclusive unified curricula for South Sudan is developed, new textbooks and teaching guides are also being developed. In both the formal and non-formal systems that address national development requirements through the inclusion of cross-cutting issues such as life skills, HIV and AIDS, gender, peace education, environmental education, and learners' special needs; and out of class activities such as sports and cultural activities such as music drama and dance; To do this, the Ministry will work with the states, development partners and civil society, to ensure that the curricula and textbooks effectively incorporate cross-cutting issues such as life skills, HIV and AIDS, gender, peace education, environmental education, and learners' special needs. Recognizing the multi-lingual nature of the citizens of South Sudan, the Ministry will develop and implement a policy on the use of National Languages in learning.

4.3.2. Textbook and learning materials

Provide learning materials which promote interactive teaching methods and learner-centred classes. A review and revision of the teacher training curricula is key to attaining these outcomes; In the short-term, plans are underway to procure and distribute nine million textbooks for primary schools and AES programmes, and 300,000 textbooks for secondary schools. The development of new curricula will bring the introduction of new learner **textbooks** and teacher guidebooks, which will be also be distributed to all schools through a new national distribution system that will incorporate procurement, storage, distribution, tracking and learning materials replacement sub-systems. In addition, learning material and teacher guidebooks for 3-5 national languages need to be printed for piloting mother tongue education. An initial procurement of new textbooks and teacher guides is underway, as is a plan to distribute them down to county level. However, there is no current plan to replace those texts and teacher guides when they reach the end of their useful life. New textbooks will have to be printed once the life skills and cross-cutting issues material is incorporated into the South Sudan curricula.

4.3.3. Improving learning outcomes

To build a high quality education system, the Ministry needs to have a qualified teaching workforce that teaches relevant and inclusive curricula to learners, using high quality learning and support materials. To measure the quality of learning, the Ministry must have a strong national assessment framework. Thus, the quality of the teachers, the curricula and material to support learning, and an assessment structure will form the focus of the Ministry strategies in quality enhancement. Continuous assessment and standardized evaluation systems are essential to measuring learning outcomes, which is the only way of ensuring that the system is on track to attain its development goals. The Ministry will also strengthen the existing **Examination** Secretariat and establish an Examinations Council. Once these bodies are established and effective the education system can begin assessing the effectiveness of the South Sudan curricula, through a system of continuous assessment and standardized evaluations to measure learning outcomes.

4.3.4. Teacher training, development and management

There is no education system whose quality is better than that of the teachers delivering learning. Pre-service and in-service training, professional certification and on-going professional development is necessary to enhance the skills of those delivering learning to all those who need it. The **training** times needed to graduate qualified teachers for all levels of education mean that reducing the shortage of qualified teachers will take time. Indeed, avenues for increasing the amount of teacher training modes and/or accessing short-term capacity assistance will have to be explored in order to increase the quality of and access to education services. A revision of the teacher training curricula, based on the learners' curricula, and delivered to all teachers through pre-service or in-service programmes is key to raising the quality of the education system. The Ministry is committed to developing and implementing a policy support system of conditions of service, pre-service and in-service training, professional certification and on-going professional development to enhance the skills of the teacher service.

Youth suggest that the education system should be used to teach youth and adults life skills such as conflict resolution, effective communications, and better prepare all citizens for work in a growing economy

4.3.5. Enhancement of Teacher Development Facilities.

Facilities required for the development of teachers and AES facilitators will get special attention. Enhancements will include the construction/rehabilitation/expansion of Teacher Training Institutes and County Education Centers. The Ministry commits to constructing and/or rehabilitating County Education Centres to cater to the in-service development needs of teachers. At the national level, construction of new spaces, and the rehabilitation/expansion of existing ones, will be undertaken at the National Curriculum Development Center in Maridi. The construction will address the lack of adequate space and operational facilities, subject panel offices, a library, production facilities, and living facilities for professional development workshop participants.

4.4. Strategic Goal 3: To promote adult literacy

The Alternative Education System (AES) was formed in 2002, during the time of the Secretariat of Education, as a response to the education needs of out of school children and demobilized soldiers. Since then, the AES has largely targeted adults and youth who did not have educational opportunities at school age during the years of conflict. Currently 182,934 students enrolled according to the 2010 EMIS data and 577,123 according to the AES Directorate⁴⁴. In 2010, 42.8%, the largest portion of AES enrolment consists of youth learners between the ages of **21 and 26**. Youth learners between the ages of **16 and 26** make up 76.8% of AES enrolment. Gender parity in the AES is much better than in the formal schooling system, with male students representing 56.7% of the learners, and females at 43.3%.

⁴⁴ The mismatch between EMIS and AES Directorate figures is caused by the practice of EMIS collecting data once per year, giving a snapshot of the situation, whereas there are a variety of courses short and long running at different times of the year. A verification exercise will be conducted and EMIS will adjust accordingly.

The AES Directorate of the Ministry of Education targets youth and adults who did not have access to formal education due to wartime displacement, early marriage or having no schools in their area. AES leads the reduction of illiteracy and enables learners to acquire knowledge and skills for self-reliance. There is a need for an increased emphasis on AES while South Sudan is in a 'catch up' phase with a large numbers of over-age youth attending primary schools and the consequent social protection issues that this situation raises. The non-formal AES can be used to ease out of school children and over-age youth back into the formal system. The long-term goal of the education system is to attain Universal Primary Education, meeting the requirements of all learners through the formal system. However, the formal system will not attain the capacity necessary to meet the requirements of all learners during the planning period.


4.4.1. Increase literacy and functional skills for youth and adults

Give out of school youth and adults who never had an opportunity to attend school the necessary literacy, numeracy and vocational skills to participate in the development of the country's economy. The Ministry will work closely with other central stakeholders, the states, development partners and civil society in an effort to focus on the development and implementation of literacy and skills enhancement programmes that address the nation's development requirements. This requires training not only of teachers (methodology, content and assessment of learners) but also a revision of the curriculum so that it reflects the needs of both the adult learners and their prospective employers. The materials also need to support the capacity development of greater English communication skills, literacy and numeracy skills, and practical rather academic elements. Employers in the developing economy need workers who are literate and numerate enough to work in the business, workers who can communicate with the public, and workers who have the skills to contribute to the business. Therefore, to be effective and relevant, literacy programmes must be coupled with skills development courses that are attuned to the market in the region; ie, what potential employers need. Similarly, some adult students may wish to pursue a career in business. Thus, they would like to learn the skills necessary to start and run a small business. Such financial literacy programmes are being explored in other neighbouring countries.

The AES programmes must also be flexible and varied enough that they meet the expectations of both the adult learners and the marketplace. This requires a specific co-ordination mechanism or national task force that includes the Ministry of Finance and Economic Planning to ensure that such co-ordination is effectively managed and budgeted for across the different line ministries.

4.4.2. Enhance the quality of AES programmes

A number of strategies will be adopted to ensure that the quality of the AES programmes are of a high standard, and that this reflects the needs of the different learners in the programmes. These strategies include:

-  Collecting data on all programmes through EMIS to make evidence-based decisions;

- ✚ Increasing the number and level of training of AES teachers; and
- ✚ Redesigning the AES curricula to incorporate the learning styles of out of school children, youth and adults – each of whom is a different learning audience.

It is necessary to ensure a high quality teaching service that teaches relevant and inclusive curricula to the diverse learners in the non-formal system, and strong learning and support materials. To monitor the quality of the learning taking place, the Ministry will develop a strong monitoring and evaluation system that is capable of monitoring learning in all settings. Learners in the alternative programmes will also be encouraged to sit for the national primary examinations. Passing the same exams as in the formal system will demonstrate that the AES learning is as effective as that in the formal education system.

To measure outcomes, the Ministry is committed to developing and implementing an assessment framework to measure literacy progress in learners, coupled with an M&E system. To assist with planning for AES programmes, inspectors and assessors will be trained to capture AES data, which will then be fed into the EMIS to allow education managers and planners access to better data.

4.5. Strategic Goal (4): To build institutional and human capacity.

Since the CPA, the education sector has expanded exponentially with enrolment doubling from 2005-2009. Despite limited funding, the sector has seen a great dividend from the peace through the establishment of political as well as management structures at school, county, state and national level. While the speed in which much of the infrastructure and frameworks for state and county education organizations have been established in South Sudan is impressive; the management structures have been unable to keep pace with the rapidly expanding school system. The overall management systems and policies needed to guide the efforts of the ministries and departments have not yet been established.

Decades of war have left South Sudan with high levels of illiteracy and a depleted human resource base. An effective education system that can supply South Sudan with a wide range of human capacities is therefore needed. Part of that effective education system will be the institutional policies and processes needed to manage education, and a cadre of education managers who have the skills and knowledge to administer those policies and processes. The lack of well-qualified people leaves the education sector, and indeed the entire civil service, with complex challenges that will have a tremendous impact on the ability of the system to implement its plans and programmes in the short and medium term.

As a new republic, there is also a need to establish institutional systems and procedures within the government, and especially the education sector. In addition, the personal capacities of education managers at all levels must be strengthened to enable them to oversee an increasingly complex education system.

A capacity development analysis was conducted which outlines the parameters for institutional and individual capacity development at central, state and county levels that are required⁴⁵. This includes the institutionalization of EMIS into the MoGEI during the transition period covered by the GESP. Based on this analysis the following prioritization for developing the capacities at different levels has been made.

4.5.1. To increase the capacity of educational managers in planning and budgeting at central, state and county levels

The main target of the GESP is to increase qualified education managers from 20% to 80% throughout the system over the planning period. However, increasing the number of qualified managers alone is not sufficient; rather, the internal systems and procedures, policies and guidelines must also be in place for these qualified managers to implement programmes and plans. The necessary policies and processes will be developed in coordination with other government ministries as appropriate, alongside training to allow education managers at all levels to properly manage resources will be delivered. The intended systems, procedures and policies are demonstrated in the programme matrix. But require the following key skills to be developed for all managers:

- ✚ The use of EMIS systems and other data collection instruments for evidence based decision making processes, and
- ✚ Establishing Monitoring & Evaluation programmes at all levels.
- ✚ To establish an effective system of evidence based decision making as part of the planning and budgeting process, the data collection capabilities of the EMIS system will be made stronger.
- ✚ Information collected by inspectors on their visits to schools, reports submitted by Head Teachers, and all information from AES courses will be entered into EMIS for later analysis and reporting.
- ✚ Education managers at all central, state and county levels will be trained in analysis and report writing, so that the resulting information will be available to stakeholders throughout the sector.

4.5.2. To strengthen leadership and management systems

Adoption of the General Education Bill, and developing identified policy and regulatory frameworks from the GESP which are critical to enabling education ministries and institutions to carry out their mandated functions. This will require a number of actions:

- ✚ Developing and implementing HR management, financial and asset accountability systems to guide the actions of education managers at all levels.
- ✚ EMIS must move from a donor-funded project to a government owned programme, thus ensuring the system becomes part of a sustainable education sector.

⁴⁵ IIEP-UNESCO/UNICEF, 2012. Capacity development in education in South Sudan: Needs analysis and next steps.

- ✚ Developing methods of communicating with the public on the subject of education plans and policies, and progress in the sector towards national goals.
- ✚ Developing sector coordination mechanisms for horizontal and vertical cooperation between ministries and partners.

4.5.3. To improve the technical capacities of ministry officials to support quality education

One of the more pressing needs is to develop the middle management layer in the central and state ministries, and county level offices. The ministry will promote a system to ensure that qualified people are recruited to work with leaders in key management positions. This will provide an immediate increase in the capacity of the organizations in the sector, and will enable key managers to delegate daily tasks and focus on allocating current resources and planning the future development of the education system. It also requires training in broader skills related to delivery of quality education, including training on cross-cutting issues, such as Risk Reduction and Emergency Response (RRER), life-skills and human rights education, environmental education and sensitization on gender equality.

4.5.4. To Improve Gender Equity and performance in management structures

To enhance the capacity of female education managers to have greater performance and influence in key management positions, the Ministry must first identify promising women. Rather than merely training them, the Ministry will develop their leadership and management abilities through a combination of mentoring and coaching while ensuring they get the requisite experience in a variety of jobs. Although an intensive experience, the one-on-one coaching from experienced leaders – both men and women – will set them up for success as they assume ever more responsible positions in the education system. This programme will include women at the school level, to prepare them for employment as Head Teachers, and will identify promising prospects for key management positions in all departments and ministry levels.

4.5.5. Enhance skills in monitoring and evaluation

Although it will be a daunting task, the Ministry must build the capacity of all County Education Departments. A robust Monitoring & Evaluation system designed to both inspect institutional systems and develop the human managers of the systems can mitigate the fiduciary risks of early interventions at this level. The M&E and financial management system will first be strengthened in the centre and gradually rolled out to the states. At the state level intensive training on M&E and resource management will be undertaken two years after the central level after which it will be taken to the counties in the subsequent years. 50 percent of the counties will be covered within the five years of the GESP.

4.5.6. Utilise ICT to improve management and coordination

The Ministry will work to improve the productivity of its managers through the increased use of ICT tools. Training education managers at central, state and county levels in the effective use of ICT, and improving connectivity between central and state ministries, and between state ministries and county level departments, will enable managers to rapidly respond to data

collection needs, accountability issues and possibly staff development requirements through distance learning etc.

Improving coordination between the Ministry and other line ministries in the government, and the Ministry and its development partners, will make better use of the resources allocated to the education sector. Given the large capacity deficits within the education system, and the enormous numbers of tasks and activities to be undertaken, managers can ill afford to be working without the cooperation of development partners. The public, including parents and communities, rightly expects that all levels of the education system will use their allocated resources wisely, and will waste neither time nor funds due to the inability of agencies to coordinate their activities.

4.6. Strategic Goal 5: To increase funding for general education to support implementation of the Action Plan.

4.7. Strategic Goal 6: To promote partnership working among stakeholders throughout the country.

For the implementation of the GESP to be successful, there needs to be a strong commitment on the behalf of all stakeholders to ensure that their programmes and activities are co-ordinated within the overall framework and spirit of the GESP.

The Ministry will establish a number of co-ordination forums in order to ensure that co-ordination and partnership is enhanced at all levels of the administrative system, from the National level down to County level. The mechanisms outlined below cover the two aspects of sector co-ordination that need to be addressed at the different levels:

- (a) the need to coordinate the actions of the various government stakeholders based on their roles and responsibilities; and
- (b) the need to coordinate the activities of government and non-government organizations to ensure that agencies are working within government-mandated priorities to deliver national programmes.

This horizontal coordination is extremely important in ensuring efficiencies and common standards in the delivery of education services to the people of South Sudan. The horizontal co-ordination between different line ministries is critical to the effective delivery of services for the education sector as a whole. For general education there are a number of line Ministries with which the MOGEI must co-ordinate; for example: Ministry of Finance and Economic Planning; Ministry of Culture, Youth and Sports; Ministry of Labour, Public Service and Human Resource

Development; Ministry of Defense and Veteran Affairs (for AES programmes for demobilized soldiers), Ministry of Agriculture and Forestry (Agro-Forestry programmes as part of AES), Ministry of Environment, Ministry of Gender and Social Welfare; and Ministry of Humanitarian Affairs and Disaster Management.

4.7.1. Co-ordination at the General Education sub-sector level

The Ministry of General Education is the overall body responsible for monitoring the General Education sub-sector. Day to day monitoring of the GESP will be based on the Annual Plans and Budgets. However, because implementation is at state and county levels, state-based monitoring and evaluation systems will have to be established and this will depend on each state's capacity development strategy and programmes. Therefore, the co-ordination at the three levels of the Government will be done by the following structures:

- (a) National Education Forum
- (b) State Education Forums
- (c) County Education Forums

These Forums will be charged with the responsibility of overseeing the implementation of the GESP at the national, state and county levels respectively.

National Education Forum shall:

- (a) Oversee implementation of the GESP all over the country;
- (b) Analyse and debate the results of the annual and quarterly reports from the State Education Forums, based on the indicators in the GESP;
- (c) Make decisions on reports on the successes achieved, lessons learned and the obstacles faced in implementing the GESP; and
- (d) Endorse proposals that may improve effectiveness of the stakeholders in implementing the GESP.

State and County Education Forums shall:

- (a) Monitor implementation of the GESP at the State and County levels;
- (b) Report to the National Education Forum on at least a quarterly basis;
- (c) Disseminate the GESP to the stakeholders through the media and communities;
- (d) Draw up the annual report on implementation of the GESP and submit it to the National or State Education Forum;
- (e) Give an opinion on the successes gained, lessons learned and the obstacles faced in implementing the GESP to the National or State Education Forum; and
- (f) Formulate proposals that may improve the effectiveness of the stakeholders in implementing the GESP and submit them to the National or State Education Forum.

Membership of the Education Forums

The membership of the education forums will include representatives of the key stakeholders to be determined by the Ministry of General Education and Instruction in consultation with the three levels of government, the private sector, development partners and the civil society.

In accordance with the Constitution, the National Bureau of Statistics should be a member of the National Education Forum and State Education Forums.

4.7.2. Development Partner Co-ordination

Much of the management of education in South Sudan has been in the hands of development agencies (Bilateral and Multilateral agencies, NGOs, and religious organizations) and in many cases these agencies have complemented both government and community initiatives. The government has made significant progress in the management of development assistance since 2005, responding to the need for RSS to assume a leadership role. The recently developed Aid Strategy of 2011 will be the framework for all external technical and financial support to the government. The GESP will allow the RSS and development partners to improve the effectiveness of development assistance and humanitarian aid delivery in South Sudan, by aligning funding to the government's priorities as set out in the SSDP and sector plans. The government aims for development partners to increasingly support government systems over the next five years through the application of a number of core principles:

Sector Alignment: placing greater emphasis on the direct funding of sectors through the Budget Sector Working Group planning process. Increasing the alignment of the pooled funding mechanisms towards specific sectors will also serve to promote a greater focus on sectoral outcomes and help to align funding to sector priorities;

Systems Alignment: increasingly aligning development assistance to government public financial management systems. Increasing the proportion of funding that utilises RSS' systems for accounting, procurement and audit will serve to strengthen the capacities of those institutional systems; and

Programmatic Support: encouraging partners to move away from short-term projects towards large, targeted programmes of support that enhance the Government's ability to plan effectively.

As such, the Ministry will strengthen the Development Partner Coordination Department. At present a Joint Donor Team exists which attempts to ensure coordination of donor inputs to the sector and also serves as a forum for exchange of plans, policy discussions, etc, but this team do not meet with government on a regular basis. The Education Cluster, while primarily focused on emergency education, is also a valuable partner and along with other education stakeholders will be included in the formation of a fully-fledged Education Sector Working Group, which shall be revamped and renamed National Education Forum (NEF). This will formalise relationships between development partners and the Ministry. Part of this process will be the development of Partnership Principles and a Memorandum of Understanding outlining the responsibilities on

both sides. The NEF will be further developed by the establishment of a Technical Committee to bring together expertise on the development partner side with their counterparts on the ministry side. These would build on the GESP, working groups that have already been established.

The Ministry will work with all other stakeholders to ensure that national programmes are implemented and managed through a network of organizations including those organized by civil society. There are also particular issues relating to a post-conflict environment that require the specific engagement of civil society – for example ensuring the effective reintegration of young demobilized soldiers. The young people who have been empowered as leaders while in the armed groups, need support from within communities as well as specialised agencies to enable them to make positive contributions to their communities.

4.8. Strategic Goal 7: To monitor and evaluate the implementation of the GESP.

To monitor the implementation of the Strategy and Action Plan.

To evaluate the implementation of the Strategy and Action Plan.

5. CHAPTER 4: COST AND FUNDING OF THE GENERAL EDUCATION STRATEGIC PLAN

5.1. Introduction

The purpose of this chapter is threefold: to present global estimates of the cost of the implementation of the strategy for each of the plan's five years; to gain insight into the size of the challenge that the strategy presents; and to make some suggestions on how to overcome this challenge.

The total estimated amount for the strategy's budget over the five years for General Education is close to 7.3 billion SSP including recurrent and capital costs based on the GESP Strategic Goal.

Table 5.1: Summary of estimated cost of the General Education Strategic Plan (in million SSP)

	2012/13	2013/14	2014/15	2015/16	2016/17	TOTAL
Recurrent Core Costs	396,3	457,6	524,6	598,9	682,6	2 660,1
Priority Programmes	1 146,5	870,3	882,5	886,3	857,0	4 642,6
Total cost	1 542,8	1 327,9	1 407,1	1 485,3	1 539,7	7 302,7

Evidently, the financial data presented here are only estimates. This is true for any plan, but it is particularly true for South Sudan, because quite understandably there are several difficulties with obtaining exact data for past and present financial spending which form the basis for future estimates. These difficulties relate, among other things, to the following points:

- Data for previous years on the situation in South Sudan were partly integrated into the data for the previous republic.
- There are significant differences in costs between and within states. This has an impact on cost estimates and it will need to be addressed when state allocations are made.
- Several key data related to enrolment (in particular in alternative education) remain unclear which makes calculating unit cost very problematic.
- The cost of the Plan currently is dependent on a variety of factors that fluctuate almost on a daily basis, such as the security situation in the country, the size of returnee influxes and the displacement of communities.
- Several of these factors also have a significant impact on available resources from the government and the most important factor in this regard is the level of oil revenues.

This chapter may therefore require further refinement whenever more complete and accurate data are available and when there is a more complete assessment of the likely trends over the five year period. In the meantime however, the overall scenario presented here remains sufficiently informative to guide decision-making by the government and its partners.

5.2. A recall of current expenditure

The education sector has received in recent years between 6 percent and 8 percent of total government spending, which is low compared to international standards. In the estimated government budget for 2011/12, Education is expected to receive 365.6 million SSP out of a total budget of about 6,017 million SSP, which is just about 6.9 percent. Four sectors receive a higher share: security (28 percent), public administration (13 percent), infrastructure (11 percent) and rule of law (10 percent). Another 13 percent of the budget is dedicated to transfers to the states (2010).

General Education (Primary and Secondary levels) is receiving the larger share of the education sector's budget, between 74% and 83%, while Higher Education and Research receive the remaining share.

Table 5.2: Government Budget for the Education sector (in millions SSP)

	2009	2010	2011	2011/ 2012	2012/ 2013
General Education Budget	291,3	288,8	320,3	412,0	283,7
Higher Education, Research		63,0	108,7	142,9	81,9
Total Education Sector	291,3	351,8	429,0	554,9	365,6
Total Government Budget	3606,3	5629,5	5861,8	8017,6	6016,9
<i>Education as % of GOSS budget</i>	<i>8,1%</i>	<i>6,3%</i>	<i>7,3%</i>	<i>6,9%</i>	<i>6,1%</i>
<i>General Education as % of sector</i>	<i>82,1%</i>	<i>74,7%</i>	<i>74,2%</i>	<i>77,6%</i>	<i>82,1%</i>

The evolution of expenditure on General Education over recent years highlighted before shows a relatively small annual increase. This table has to be interpreted with some care as budget data are the estimated budget figures and not actual spending. The table below shows the real outturns for General Education, the lower level compared to budget data, and the stability of the amounts spent over years.

2011 outturns are covering the six months period from January to June as the Budget year changed from a calendar year to budget year starting on July 1st 2012.

The stability of the outturns corresponds in fact to a decrease in the real spending for Education because of inflation during the period.

Table 5.3: Provisional Budget for General Education & Instruction and real outturn (in millions SSP)

	2009	2010	2011	2011/12
General Education Budget	291.3	288.8*	320.3	412.0
<i>as % of GoSS budget</i>	<i>8,1%</i>	<i>5,1%</i>	<i>5,5%</i>	<i>5,1%</i>
General Education Outturn	234.1	216.3	<i>107,8**</i>	<i>231,7</i>
<i>Outturn as % of Budget</i>	<i>80,4%</i>	<i>74,9%</i>	<i>33,6%</i>	<i>56,2%</i>

* Revised budget, ** Expenditures January to June

Source: Republic of South Sudan, Draft Budget 2012/13

Salaries represent the bigger share of the budget allocated to the education sector. Table 5.4 shows the budget allocation by sub-sector and by object of expenditures. In the sub-sector of General Education, salaries amount for 240 million SSP in 2011, representing 75% of the total budget allocated.

Table 5.4: Provisional Education Budget by sub-sector and object of expenditures

	Sub-sector	Salaries	Operating	Capital	Total in SSP
2010	General Education	191,422,530	61,652,296	35,744,776	288,819,602
	Higher Education	868,497	50,340,871	22,790,632	63,000,000
	Total	192,291,027	111,993,167	58,535,408	295,119,602
2011	General Education	240,189,993	50,852,820	29,293,082	320,335,895
	Higher Education	3891500	94228:500	105,90,000	108,710,000
	Total	244,081,493	145,081,320	39,883,082	429,045,895

Table 5.5 shows the distribution of spending within General Education. Because state transfers include significant costs for primary and secondary education, which are not disaggregated in this table, it is impossible to draw conclusions about the share of the different sub-sectors.

Table 5.5: Summary of Total Resources in General Education by Sub-sector 2010 (in thousand SSP)

	Total spending	Share in total	Share in general education
ECD	793.5	0.3%	0.7%
Primary	1425.7	0.5%	1.3%
Secondary	13658.0	4.7%	12.2%
TECVOC	1425.3	0.5%	1.3%
Co-Curricular	17341.1	6.0%	15.5%
AES	6712.5	2.3%	6.0%
Policy and Quality	61641.0	21.3%	55.1%
Administration	8911.7	3.1%	8.0%
Total General Education	111908.7	38.7%	100.0%
State Transfers	176932.9	61.3%	
Total Overall	288841.6	100.0%	

5.3. Estimating the Cost of the Strategic Plan

The cost of the strategy is based on a number of core targets which relate to the policy objectives outlined in the priority program matrices for both General Education and Higher

Education. These cover issues of access, quality and capacity in both sectors. They are reflected in the Key Performance Indicators which are a critical tool on which the basis of the STRATEGY can be monitored. In addition there are a number of assumptions about the unit costs of core inputs such as classrooms and textbooks and the cost of teachers.

When calculating the cost, inflation has not been considered and both costs and funding are expressed in 2011 prices.

For ease of reference some key targets are listed hereunder:

- (a) That primary GER will increase to 92 percent and secondary to 8 percent
- (b) That primary NER will increase to 63 percent and secondary to 3 percent
- (c) That the pupil/permanent classroom ratio will reach 1:185
- (d) The qualified pupil/teacher ratio will reach 1:50 at primary level
- (e) The pupil/textbook ratio will reach 1:1 in primary and secondary
- (f) The number of AES students enrolled will reach 600,000, adults, 700,000 youth and 70,000 pastoralists
- (g) 80 percent of education managers will be trained in a range of skills

A few comments can be made. **The total spending on the strategy for General Education is estimated at 7.3 billion SSP over the five years period.**

The objective of increased access to education (Gross enrolment ratio of 92% at primary level in 2017) combined to the increase in the population, means that **enrolment at primary level should increase from 1.4 million in 2011 to 2.5 million in 2017, on average +10.5% per year.**

At **secondary level**, the objective of a Gross Enrolment Ratio of 8% leads to an increase in the number of students from **44,000 to 81,000, an annual average of 10.5%.**

Those increases in enrolment have consequences on the number of teachers required. The plan addresses also the issue of raising quality by reducing the students per teacher ratio from the current 52 to a target value of 42 in 2017. **The number of primary teachers should increase from 27,000 in 2011 to 60,000 in 2017, implying a significant increase in the Government's budget.**

Table 5.6: Projected enrolment and cost of teachers

	2011	2012	2013	2014	2015	2016	2017
Primary Education							
Enrolment	1 391 704	1 583 995	1 769 365	1 944 704	2 129 623	2 323 887	2 527 891
Gross Enrolment Ratio	62,7%	67,6%	72,5%	77,3%	82,2%	87,1%	92,0%
Number of Teachers	26 549	26 876	31 852	37 282	43 662	51 201	60 188
Students per teacher	52,4	58,9	55,5	52,2	48,8	45,4	42,0

Secondary Education

Enrolment	44 084	50 590	57 675	63 026	68 713	74 684	80 952
Gross Enrolment Ratio	5,9%	6,3%	6,7%	7,2%	7,6%	8,0%	8,4%
Number of Teachers	2 723	2 574	3 150	3 726	4 302	4 878	5 454
Students per teacher	16,2	19,7	18,3	16,9	16,0	15,3	14,8

The details of the cost for the General Education Strategic Plan are given in Table 5.7 covering the 5 fiscal years period from July 2012 to June 2017.

Cost estimates are at 2012 prices. No inflation was taken into account.

The increase in the Core Recurrent costs, of about 14.5% per year, mainly results from the increase in the number of teachers.

The cost of the GESP Strategic Goals (investments and development activities) is higher during the first year, due to the start of many activities, and almost stable at the level of 800 to 900 million per year for the following years. Strategic goals 1 (To increase access to general education and promote equity) and 2 (To improve the quality of general education) receive the highest share of the resources required for implementing the plan.

All together, the cost for implementing GESP amounts to 7.3 billion SSP, with a balanced distribution per year, between 1.3 and 1.6 billion.

Table 5.7. Summary of estimated GESP costs for General Education (in millions SSP)

	2012/13	2013/14	2014/15	2015/16	2016/17
CORE RECURRENT COSTS	396,3	457,6	524,6	598,9	682,6
SG1 - Access	402,0	344,4	360,3	365,5	373,8
SG2 - Quality	671,4	454,4	437,0	428,2	428,1
SG3 - Adult Literacy	40,3	50,1	60,8	71,6	34,1
SG4 - Institutional & human capacity	11,0	2,2	2,0	2,0	2,0
SG5 - To increase funding	11,3	10,0	10,0	10,0	10,0
SG6 - Partnership	6,0	4,5	4,5	4,5	4,5
SG7 - Monitoring and evaluation	4,5	4,6	7,8	4,5	4,5
Strategic Goals	1 146,5	870,3	882,5	886,3	857,0
TOTAL GENERAL EDUCATION	1 542,8	1 327,9	1 407,1	1 485,3	1 539,7

5.4. Financing scenarios

The funding of the strategic plan will require an important effort from the South Sudan Government as well as significant support from Development Partners.

The scenarios for the financing of the strategy are based on a number of assumptions. Firstly, the government budget is expected to remain stable over the five-year period at 7.3 billion, meaning that the funding of the General Education Strategic plan over a 5 years period would consume the equivalent of one year total spending of Government. There is no assumption on economic growth, nor is any increase foreseen in government revenues – rather it is assumed that varying level of government revenues above this level will be saved. This can be considered a conservative scenario, but it is probably the most appropriate in the present context, because of the urgent need for the nation to restrict spending and save some of its short-lived oil revenue windfall (as recognised in the South Sudan Development Plan).

The lack of information for developing long-term trends, and the uncertain political and financial environment, makes it problematic to put forth any well-argued predictions about economic growth. As was mentioned earlier, the financing of the GESp should be regularly reviewed as more information becomes available.

The scenarios presented below differ only in terms of the share of overall government budget dedicated to education. The three financing scenarios are presented in Table 5.8.

A first financing scenario starts from the assumption that the General education's share in the government budget will be at 6 percent throughout the whole five years period. In this case, the gap between the total cost for the strategy and the Government budget stands between about 900 thousand and 1.1 million SSP. In this scenario, the annual gap between the cost of the Plan and the available financing will be about 70% of the cost of the Plan. This gap is about 2.5 times the potential budget for General Education. This scenario is particularly conservative, as it assumes no change in the education budget within an environment characterized by a complete absence of economic progress. Keeping to this scenario, it would be extremely difficult to provide spaces for an additional one million students in primary schools, and for improvements in the quality of education delivery.

A second financing scenario is somewhat more positive: it foresees an increase in the share of General Education within the government budget from 6 percent to 9 percent at the end of the Strategic Plan. The result is evidently a narrowing of the gap between the cost of the Plan and the available budget. At the end of the Plan period, this gap remains, however, as high as 57% of the total cost of the Plan. This is 1.3 times the total potential budget. Over the whole period of the Plan, the gap will be about 63 %.

The third scenario is again somewhat more ambitious: it foresees an increase in the share of education from 6 percent in the first year to 12 percent in the final year. As a result, the gap between the cost of the Plan and the potential budget of the General Education sub-sector becomes again somewhat smaller: at the end of the Plan period it is reduced to about 43% of the total cost or 75% of the potential General Education budget. Over the whole period, this gap is of about 55 %.

We can also compare the cost of the General Education Strategic Plan to that of the total current Government Budget: it represents around 20% of the current overall Government Budget throughout the period. Even if the Government Budget would experience an annual increase of

5 % over the Plan period, the cost of the GESP will still represent 17% of the total current Government Budget, an unrealistic level in the South Sudan context.

Table 5.8 Scenarios for the financing of the GESP (in million SSP)

	2012/13	2013/14	2014/15	2015/16	2016/17
Potential Government Budget	7,300	7,300	7,300	7,300	7,300
General Education Strategic Plan cost	1,542.8	1,327.9	1,407.1	1,485.3	1,539.7
<i>As % of the Government Budget</i>	<i>21,1%</i>	<i>18,2%</i>	<i>19,3%</i>	<i>20,3%</i>	<i>21,1%</i>
Scenario 1					
<i>% of GOSS budget for General Education</i>	<i>6%</i>	<i>6%</i>	<i>6%</i>	<i>6%</i>	<i>6%</i>
Potential General Education budget	438.0	438.0	438.0	438.0	438.0
Gap Strategic Plan cost – potential Budget	1,105	890	969	1,047	1,102
Scenario 2					
<i>% of GOSS budget for General Education</i>	<i>6,0%</i>	<i>6,75%</i>	<i>7,50%</i>	<i>8,25%</i>	<i>9,0%</i>
Potential General Education budget	438.0	492.8	547.5	602.3	657.0
Gap Strategic Plan cost – potential Budget	1,105	835	860	883	883
Scenario 3					
<i>% of GOSS budget for General Education</i>	<i>6,0%</i>	<i>7,5%</i>	<i>9,0%</i>	<i>10,5%</i>	<i>12,0%</i>
Potential General Education budget	438.0	547.5	657.0	766.5	876.0
Gap Strategic Plan cost – potential Budget	1,105	780	750	719	664

Those three scenarios show that without an increase in the Government's overall budget, coming from economic growth and improved revenue collection, it will be very difficult to fund the strategic plan from Government's resources. The cost of the General Education Strategic Plan should thus receive significant funding from Development partners.

Table 5.9 Summary: financing scenarios and estimated gaps

	Total 2012-2017 in million SSP	Financing gap % of GESP Cost
Total cost General Education Strategic Plan	7 302,7	
General Education budget scenario 1	2 190,0	70%
General Education budget scenario 2	2 737,5	63%
General Education budget scenario 3	3 285,0	55%

5.5. Bridging the Financing Gap

The gap between the estimated cost of the strategy and the available Government finances can be bridged in at least three ways.

Firstly, as discussed briefly before, improvements in Government revenues and/or an increase of the share of education in the budget would certainly help in reducing the gap.

Secondly, development agencies have made a number of financial commitments to education sector spending. Table 5.10 shows the commitments made so far. It highlights the difficulty in implementing a longer-view of funding; many of the donors are unable to commit beyond two to three years. The move toward a sector-based approach to funding and implementation, and the move from project-based approaches towards longer-term programming, the ministry will require a longer view of available commitments.

Due to the importance of the financing gap, the support from Development Partners to South Sudan is crucial as the Government is not currently in the position to provide adequate funding for the development of education from its domestic revenues.

Table 5.10 Summary of donor commitments to education (in US \$)

	2011	2011/12	2012/13	2013/14	Total Project Commitments (2011/12 - 2013/14)
Allocations	121 062 893	31 708 071	108 129 524	55 899 048	195 736 643
Expenditures	87 164 689	74 174 552	-	-	-

Communities will be encouraged to contribute to the construction of school and classrooms at primary level, using local materials in order to limit the cost.

A third way of filling the gap consists not of increasing the available funds but rather of lowering the targets of the strategy or postponing their attainment. Several such alternative scenarios for the implementation can be developed, but this exercise has not been attempted here.

6. CHAPTER 5: ASSUMPTIONS AND RISKS

6.1. Assumptions

There are a number of strategic assumptions that affect the level and speed of progress towards the programme targets.

The South Sudan security environment will remain stable over the GESP, period

The security situation is volatile particularly in the northern counties where both internal fighting between tribes and large scale cattle raiding have caused significant population displacement. In addition, on-going border disputes and suspected incursions and bombings from Sudan have destabilized relations between the two countries. The Ministries are aware of this situation and its potential impact on the education system and will carefully monitor any instability as part of our contingency planning processes noted below.

If oil revenues increase sufficiently, education funding will increase to no less than 27% of the national budget over the GESP period

This is heavily dependent on the revenues from oil exportation, which remains precarious and dependent on either an agreement with North Sudan or waiting for the pipeline completion in three years. This situation severely jeopardizes the possibility for sufficient funding. In addition this target is dependent on the political will of the Government to increase allocation in the national budget to education. Currently the priority for the government remains security. The projection model that has been developed can be adjusted to reduce heavy capital expenditures currently costed in the GESP should such a situation arise.

Other resources will be available to fund most of the financing gap, which may be up to one-third of the annual budget allocation for general education

Development partners have to date been very supportive of the interventions required to develop the education system in South Sudan, but up until Independence this has been conducted in a relatively ad hoc fashion. Through the recent Aid Strategy of 2011 it is expected that there will be greater alignment between development partners and funding the strategic direction laid out by the government in the GESP. It is hoped that donors will 'get behind the plan' and where possible start funding through government systems, particularly as part of the delivery for local support services.

A large percentage of the overage youth in the primary system are absorbed into the AES

Unless the AES can be significantly scaled up to absorb some of the large numbers of overage youth currently in the primary system (effectively blocking the at-age children from entering the system), it will be extremely hard to achieve any significant advancement on the net intake rates at either primary or secondary levels. The current system does not have the capacity to absorb such large numbers; therefore it would take many years beyond the planning period to be able to ease out the overage youth from the system.

The level of capacity required to deliver on the GESP targets is available either internally or can be brought in from neighbouring countries

Capacity is recognised as one of the major challenges within the Ministries in order to deliver on our targets. There are two core issues that the Ministries have identified: (a) the immediate need to establish and implement the management systems required to effectively run the education system; and (b) the longer term challenge of ensuring sustainability and long-term institutional capacity within the system. The first can be addressed initially with on-the-job training courses as required (recognising that training alone is often not sufficient to develop full capacity). The second needs to be addressed by developing organisational and institutional capacities over a long period of time and by developing and using our own professional development institutions. As part of the capacity assessment and capacity development strategy developed for the GESP, specific short-term strategies will be identified for developing the required institutional and human capacities at the central and state levels, and longer term strategies for developing the institutional capacities required to sustain the education system.

6.2. Risks and Mitigation Strategies

There are a number of risks to the achievement of the targets within the Strategic Goals that have been identified alongside some strategies to support the mitigation of those risks. These are not exhaustive, but give an indication of the type of risks that need to be recognised. A risk analysis will be embedded within the annual sector review process and should new risks be identified they will be included as part of the annual sector review report.

SG	Risk Description	Risk Mitigation Strategy
SG1	Increased demand due to the unforeseen movement of refugees and IDPs will force hiring of many more unqualified teachers and may also increase tensions between refugees/IDPs and host communities over access to resources	Build extra capacity in pre-service and in-service training systems Run abbreviated pre-service training courses to bring more teachers into service quickly Conduct community consultations on how best to handle the refugee/IDP movements
SG2	Schools will not be built to Child Friendly School (CFS) or Safe School Construction standards due to capacity or funding issues	Decide the absolute minimum requirements for CFS certification and/or Safe School Construction standards according to INEE Minimum Standards
SG3	Returnees overwhelm both formal and non-formal education services Large numbers of out of school youth with little prospect of employment increase tensions within communities and become involved in crime The demobilization of young soldiers (many of whom were child soldiers when they joined overwhelm the ALP system	Build extra capacity into the alternative education system. Establish absolute minimum requirements to get teachers into the literacy classrooms Enhance youth engagement in civic affairs and educational planning for youth to become positive leadership force within their communities and in the education system.
SG4	Capacity shortfalls in delivery of education services Limited capacity of education officials to plan for or respond to conflict or natural disaster and their impacts on education	Mobile training teams to target problem areas Increase capacity development initiatives related to conflict and disaster risk reduction in education
SG5	Funding shortfalls	Raise funds from other sources Reduce targets Suspend some activities
SG6	Development partners unwilling to coordinate activities in line with the GESP	Enhance the strength and mandatory powers of the National Education Forum

SG7 EMIS not fully adopted and embedded within MoGEI structures
Too few MoGEI officials sufficiently trained in EMIS to ensure it is sustained effectively

DRAFT

7. CHAPTER 6: MONITORING, REPORTING, AND EVALUATION

7.1. Introduction

The GESP, like the SSDP, is results oriented. Clearly defined targets and indicators have been developed for all the Strategic Goals. Where possible, baseline data is established (2010), and from this annual targets are set against the GESP, targets for 2016/17. EMIS is at the heart of any monitoring/evaluation system and the main goal for MoGEI is to institutionalize EMIS, ensuring that the unit can retain qualified staff and be sufficiently funded to be able to make comprehensive and timely reports.

7.2. Monitoring

Through the Education Forums at different levels, ongoing monitoring of the implementation of the GESP will be assured. Through the EMIS system, progress against performance indicators and baseline data will be collected at a minimum on an annual basis as part of the EMIS State and National Statistical Booklets.

In addition each state has a substantive system of monitoring and reporting, including monthly, quarterly and annual reports which are sent to the central ministry. Ensuring that these reports are utilized, analysed and where progress is lagging, remedial action taken, is a different challenge. The system is well monitored, but the strategy of the MoGEI will be to ensure that the reports are used effectively to enhance progress and performance.

7.3. Reporting

Monitoring is a 'pulling together' of a series of progress and financial reports, which provide the detail on how each of the Strategic Goals is or is not progressing, how and if funds are released in the required amounts and on time.

Audit reports are the guarantee that funds are used for the intended purposes and provide the public the assurance that good governance principles are being adhered to.

It is also important to see the reports not as separate entities but as parts of a unified picture. The following list is a provisional outline of the number and kind of reports, which a normal system would require. The mechanisms for presenting the reports (at Senior Management Meetings, at annual reviews, at national education seminars etc) and on how agreed actions can be followed up will be determined in the early stages of implementation of the GESP.

Table 7.1: Annual Reporting requirements

Requirement	National level	State level
Annual Plan and Budget	x	x
Annual Plan and Budget consultation meeting with Ministry of Finance and Economic Planning (MoFEP)	x	
Semi-Annual Report	Accomplishments attained by x	x

	mid-year		
Annual Monitoring and Evaluation report		x	x
National Procurement Plan		x	
Annual External Audit		x	x
Quarterly Financial Reports		x	X
Development Partners indicative commitments		x	x
Annual Sub-Sector Review (report)		x	
Annual statistical booklets	Status of statistics of KPI of equity, efficiency, capacity, quality, literacy etc	x	x

7.4. Evaluation

The General Education Annual Review (GEAR) will be conducted to assess annual progress against the performance indicators, both at a national and state level. It is the opportunity for the MoGEI to present their progress for the past year and to outline plans for the following year. It also allows all stakeholders (government, civil society, youth⁴⁶ and development partners) to engage in discussions on critical issues affecting the sector. The General Education Annual Review (GEAR) will be conducted before the budget preparation period each year and will involve all relevant education stakeholders in each state to feed into the progress chart both at state and national level and into the annual budget for June. The GEAR will end with a set of agreed actions, which will help the MoGEI steer the GESP in the year ahead.

A mid-term evaluation will be conducted on the back of the annual sector review for 2014/15. This evaluation will be an opportunity to consolidate the annual progress reports, and conduct an in-depth evaluation of how progress has been made (or not) in key performance areas. It will also identify key challenges faced during the implementation period and strategies to overcome these, particularly in areas where outcomes have not been achieved. Again involving all stakeholders at state and national level it will also provide space to revisit the objectives and targets outlined in the GESP, and determine whether there is need for revision of the GESP, as part of a rolling plan development process.

A final evaluation will be conducted at the end of the GESP period in 2017 (regardless of whether the GESP has been revised and updated). This evaluation will be summative in nature and will involve conducting a number of key evaluative studies on the priority programme areas to draw out the lessons from the implementation of the GESP, at both state and national levels. The final report from this evaluation will present the overall performance of the implementation of the GESP in terms of outputs, outcomes, cost-effectiveness and sustainability of the interventions proposed in the GESP.

⁴⁶ After the youth consultation during the development of the STRATEGIC PLAN

7.5. Results framework

	Indicator	Baseline EMIS	2011	2017 Target
ACCESS AND ENROLMENT				
1	% GER primary	68.8%		92%
2	% NER Primary	44.4%		63%
3	% Apparent Intake Rate	97%		
4	% NIR Primary	14.5%		
5	% GER Secondary school	4.2%		8%
6	% NER Secondary school	1.6%		3.0%
7	% NIR secondary	0.4%		
8	Promotion rate from primary to lower secondary (P8-L1)	66.2%		
9	Primary classroom: pupil ratio	1:134		1:185
QUALITY				
10	% primary school pupil:qualified teacher ratio	117:1		50:1
11	Primary Pupil: teacher ratio	53:1		
12	Secondary Pupil: teacher ratio	15:1		
13	Primary Pupil: classroom ratio	1:134		1:185
14	Primary school student: textbook ratio	4:1		1:1
EFFICIENCY				
15	Primary repetition rate average by grade	9.2%		
16	Primary school performance on leaving examination	81.5% pass		
17	Primary school drop out rate	27.3%		15%
18	Primary school completion	10.3%		
EQUITY				
19	GPI of gross enrolment Primary	0.59		1.0
20	GPI of gross enrolment secondary	0.41		
21	% female teachers primary	12.3%		30%
LITERACY				
22	% trained teachers (pre and in-service)	44.4%		
23	% Drop out at L1	19.3%		
CAPACITY				
24	% female teachers in managerial positions	Baseline to be established		
RISK REDUCTION AND EMERGENCY RESPONSE				
25	# ministry officials trained in INEE Minimum standards and Risk reduction and Emergency response	Baseline to be established		
FINANCING				
26	% of GDP on education	7%		

**PART II:
ACTION PLAN, 2012-2017**

The Action Plan takes as its starting point some of the stark indicators of the current situation:

Access:

42.9 percent of school age children in school (decreasing from 2010)
Permanent Primary Classroom: learner ratio 125:1
86.7 percent of over-age learners are in primary schools

Equity:

38.8 percent of girls enrolled at primary level
1.9 percent of girls enrolled at secondary level
10.2 percent female secondary school teachers

Quality:

56.6 percent trained teachers secondary level
Average pupil: teacher ratio primary level 52:1 but only 43% trained
Average number of textbooks per pupil primary approximately 5:1 for primary and 6:1 secondary

Efficiency

23.4 percent primary school drop-out rate
16.3 percent primary school repetition rate at P1
61.9 percent Secondary school drop-out rate at S1
7.1 percent Secondary school repetition rate at S1

These are national averages and conceal wide variations between States and within States.

Given the gravity of such a situation, it is necessary to prioritise the following 7 **strategic goals**:

- To increase access to general education and promote equity.
- To improve the quality of general education.
- To promote adult literacy to significantly reduce adult illiteracy in the country.
- To build institutional and human capacity at the three levels of the government to facilitate implementation of education reforms.
- To increase funding for general education to support implementation of The General Education Action Plan, 2012-2017.
- To monitor and evaluate the implementation of the GESP
- To promote partnership working among stakeholders throughout the country.

Significant emphasis is given to improving quality. This is to recognize that access without quality is essentially a waste of investment. The ministry has taken note of the experiences of many developing countries where rapid expansion of access, without investment in quality, leads to very inefficient systems with high levels of drop-outs, high repetition rates and very poor academic performance. There is also recognition of the volatile security situation, where severely underserved areas in the north of the country are still suffering

not only from ongoing conflicts, but also from the strain of integrating the large number of returnees, and from the floods that affect many of the same states. As noted below, the Action Plan recognizes the need for comprehensive risk reduction and emergency response strategies within all the Strategic Goals.

Strategic Goal (1): To increase access to general education and promote equity.

- To construct, expand and rehabilitate more schools.
- To eliminate barriers to girls education and promote gender equality throughout the education system.
- To facilitate access to learning for pupils with special educational needs.
- To provide alternative and accelerated learning opportunities for out-of-school children and youth.
- To increase enrolment in schools.
- To promote early childhood development.
- To develop national policy on risk reduction and emergency response (RRER).
- To implement advocacy programmes to increase access.
- To promote distance learning.
- To promote adult education and lifelong learning.

Strategic Goal (2): To improve the quality of general education.

- To review and update the national school curriculum.
- To develop and implement a national teacher development policy and standards.
- To develop textbooks and procure other learning resources.
- To develop and implement a common national school inspection framework.
- To improve school management, leadership and governance.
- To improve assessment of learning.
- To promote early childhood development.
- To improve attendance, retention and progression.
- To promote all the main sports and cultural activities in schools.
- To improve pay and working conditions of teachers.
- To reduce class size.
- To increase the number of qualified teachers in schools.
- To conduct educational research to ensure continuous school improvement and effectiveness.
- To promote Technical and Vocational Education and Training.
- To promote Life skills Education and Learner Support Services.
- To improve the teaching and learning of English language.
- To promote the teaching and learning of national languages.
- To improve management of behavior and discipline in schools.

Strategic Goal (3): To promote adult literacy.

- To develop a national policy, strategy and standards for adult literacy.
- To develop training programmes and provide training for adult literacy tutors.
- To recruit and train additional adult literacy tutors.
- To establish functional adult education centers.
- To develop adult literacy learning resources.
- To develop and implement an inspection framework for adult education and lifelong learning.
- To implement a comprehensive advocacy programmes to raise awareness about literacy.

Strategic Goal (4): To build institutional and human capacity.

- To identify the training and development needs of staff.
- To build human capacity.
- To build institutional capacity.
- To promote good governance.

Strategic Goal (5): To increase funding for general education to support implementation of the General Education GESP, 2012-2017.

- To increase funding for general education from government sources.
- To increase funding for general education from donor sources.
- To increase funding for general education in kind from local communities, businesses and other sources.

Strategic Goal (6): To promote partnership working with the stakeholders to implement the GESP and Action Plan.

- To establish a National Education Forum to enhance partnership working at national level.
- To establish State Education Forums to enhance partnership working at state level.
- To establish County Education Forums to enhance partnership working at County level.

Strategic Goal (7): To monitor and evaluate the implementation of the GESP and Action Plan.

- To monitor the implementation of the GESP and Action Plan.
- To evaluate the implementation of the GESP and Action Plan.

Implementation Matrix

Strategic Goal (1): To increase access to general education and promote equity.			
Objectives	Targets	Cost	Indicators
To construct, expand and rehabilitate more child, gender and special needs friendly schools.	At least 10 inclusive technical and vocational education and training national secondary schools are constructed or rehabilitated by 2013	66,000,000 ⁴⁷ 20,000,000 10,000,000	Number of technical secondary schools constructed/rehabilitated No of schools with workshop equipment No of schools with furniture
	At least 4,000 inclusive ECD classrooms constructed in primary schools in ten states by 2017.	600,000,000	Number of ECD centres constructed
	At least 250 inclusive primary schools constructed using local materials by the ten states by 2017.	5,000,000	Number of primary schools constructed using local materials
		5,000,000	Number of semi-permanent primary schools constructed
	At least 50 inclusive primary schools constructed by 2017	125,000,000	Number of primary schools constructed
		50,000,000	Number of schools with furniture
	At least 3 model inclusive boarding primary schools constructed in the three greater regions	15,000,000	Number of model boarding primary schools constructed
		3,000,000	Number of schools with furniture
	At least 6 inclusive boarding secondary schools for boys constructed by 2017	39,600,000	Number of boarding secondary schools constructed
		6,000,000	Number of school with furniture and equipment
	At least 50 inclusive secondary schools constructed/rehabilitated by 2017.	330,000,000	Number of secondary schools constructed /rehabilitated
		50,000,000	Number of school with furniture and equipment
100% of the existing secondary schools that have 3 classrooms are expanded by 2017.	120,000,000 80,000,000	Number of existing secondary schools expanded or rehabilitated Number of schools with classrooms with furniture	
Construction implementation manual developed by 2012	50,000	Construction manual operational	
Architectural design is reviewed	0	A new architectural design adopted	
Construction implementation strategy developed by 2013	0	Construction implementation strategy operational	

⁴⁷⁴⁷ Cost of construction and renovation

Objectives	Targets	Cost	Indicators
To eliminate barriers to girls education.	(a) A national policy on girls' education is developed by 2012	100,000	National policy on girls education adopted
	(b) At least 14 inclusive boarding secondary schools for girls constructed by 2017	92,400,000 14,000,000	Number of girl's secondary schools constructed Number of schools with furniture and equipment
	(c) At least 2,000 female teachers recruited by the ten state ministries of education annually.	798,000,000	Number of additional female teachers
	(d) Comfort kits are provided for girls use in primary and secondary schools	13,500,000	Number of girls benefiting from the sanitary facilities in schools.
	(f) 20% of schools establish gender dynamic clubs in the 10 states annually.	507,500	Number of gender dynamic clubs established /increased in schools Number of TOTs trained
	(g) 1,000 female mentors for schools trained in the ten states annually	1,000,000	Number of mentors trained in schools Number of professional counseling sessions in schools
	(h) 500 staff trained on promotion and advocacy for girl child education in the ten states by 2013.	507,500	Number of TOTs trained
		200,000	Number of members trained in promotion and advocacy for girls education operational
	(i) Careers guidance and counseling services established in schools in all the ten states by 2017.	500,000	Number of guidance and counseling centres are established and operational
To facilitate access to learning for pupils with special educational needs.	(a) National policy on special needs education is developed by 2012	100,000	Policy on special educational needs operational
	(b) At least 100 teachers of special needs education are trained by the ten states annually	600,000	Number of special educational needs teachers trained and available in schools
	(c) 20% of Learning resources for children with special needs education are procured and distributed to the ten state ministries of education annually	1,000,000	Number of learning resources for children with special needs available in schools.
	(d) Special needs education is integrated into the national school curriculum by 2012	300,000	Number of children with special needs accessing school facilities Inclusive curriculum available in schools
	(e) Access to school buildings and facilities improved for children with disabilities in all schools by 2015	1,000,000	Number of schools with disability access

Objectives	Targets	Cost	Indicators
To provide alternative and accelerated learning opportunities for out-of-school children.	National policy for alternative education developed by 2012	100,000	Policy for Alternative and Accelerated learning in place
	Teaching/Learning resources developed, printed and procured by 2012	42,000,000	Teaching /Learning materials available in ALP centres
	2,000 Alternative education centres are established for out of school children and young adults in the ten States by 2015	1,000,000	Number of ALP centres constructed in the ten states
To develop national policy on risk reduction and emergency response.	Minimum standards for education in emergency situations are developed by 2012.	0	The Draft Minimum standards document is available.
	The Minimum standards are printed and launched by 2012.	0	Copies of the Minimum Standards are available. The launch event is staged
	The Minimum standards are disseminated by 2012.	500,000	Number of Copies of the Minimum Standards disseminated to schools
	The Minimum standards are implemented in all schools in disaster areas with effect from 2012.	2,000,000	Number of schools that have implemented the Minimum Standards
To implement advocacy programmes to increase access.	A national advocacy programme on girl child education implemented in the ten states by 2013.	2,000,000	Number of girls enrolled Number of girls retained
	A national advocacy programme to improve the image of TVET in the ten states by 2013.	1,000,000	Number of young people attending TVET schools
	A national advocacy programme on special needs education implemented in the ten states by 2013.	1,000,000	Number of pupils with special educational needs in schools.
	A national advocacy programme on ECD implemented in the ten states by 2013.	1,000,000	Number of children enrolled in ECD centres or schools
	A national advocacy programme on alternative education implemented in the ten states by 2013	1,000,000	Number of pupils enrolled on AES programmes

Objectives	Targets	Cost	Indicators
	A national advocacy programme on adult literacy education implemented in the ten states by 2013	1,000,000	Number of adult learners enrolled on literacy programmes
	A national advocacy programme on youth life skills education implemented in the ten states by 2013	1,000,000	Number of learners enrolled on life skills
To promote distance learning	A national policy on distance learning is developed by 2013.	100,000	The national policy on distance learning is published
	Distance learning programmes are developed and made accessible through the media and ICT by 2014.	7,000,000	Number of learners accessing distance learning programmes Number of distance learning programmes
	Distance learning programmes are reviewed and updated by 2017.	1,000,000	Number of programmes reviewed and updated.
To promote adult education and lifelong learning	A national policy on adult education and lifelong learning is developed by 2013.	200,000	The national policy on adult education and lifelong learning is published.
	The national policy on adult education and lifelong learning is disseminated by 2013.	100,000	The policy is published and available.
	Adult education colleges and centres are registered by 2013.	1,500,000	Number of colleges and centres registered.
	A national inspection framework for adult education and lifelong learning institutions is developed by 2013.	300,000	The inspection framework is available. Consultation conference convened
	Adult Education Colleges and Centres are inspected annually.	1,000,000	Inspection reports are published and available.
	A variety of adult education and lifelong learning programmes are made available by colleges and centres to meet the needs of the learners by 2017.	2,000,000	Number of programmes available
To regulate and register private schools	National policy on private schools is developed and disseminated by 2013	200,000	Policy document available Policy document disseminated
	Private schools assessed and registered by 2013	1,000,000	Number of private schools assessed Number of private schools registered
	National regulations for private schools issued by 2013	200,000	National regulation document available National school regulation disseminated to schools

Objectives	Targets	Cost	Indicators
To ensure participation of children and young people in the life of their school and community.	Children and young people are represented on the school governing bodies or Boards of Governors.	0	# of children and young people represented on the school Boards of Governors
	Children and young people are represented on the Parents-Teachers Associations of their schools.	0	# of children and young people represented on the PTAs of their schools
	Children and young people are actively involved in the life of their communities.	0	# of children and young people actively involved in the life of their communities

Strategic Goal (2): To improve the quality of general education.			
Objectives	Targets	Cost	Indicators
To develop and implement a national teacher development policy and standards.	(a) National teacher development policy developed by 2012	100,000	National teacher development policy available National admission policy for NTTI available
	(b) National teacher development standards developed by 2012	100,000	National teacher development standards
	(c) National teacher development policy and standards printed and disseminated by 2012	350,000	Number of copies of the National teacher development policy printed and disseminated
		350,000	Number of copies of the National teacher development standards printed and disseminated
	(d) A national framework for inspection of teacher development programmes is developed and printed by 2012	350,000	National framework for Inspection of Teacher Development Programmes
	(e) National teacher development standards printed and disseminated by 2012	350,000	# of workshops on national teacher development standards
			# of staff trained
	(f) National TTIs and CECs are resourced to fulfill their mandate by 2012	350,000	# of TTIs resourced
			Inventory of Assets of TTIs reflect additional resources
	(g) Four additional National TTIs to be constructed/ established and resourced by 2014	32,000,000	Number of NTTIs constructed /rehabilitated Number of NTTIs resourced with furniture and equipment
	(h) At least 1000 teachers are trained annually by the national TTIs	5,000,000	# of teachers trained annually by TTIs
	(i) At least 4000 teachers are trained by CECs annually	40,500,000	# of teachers trained by CECs annually
(j) At least 20% of teachers are trained by each state annually	32,400,000	% of teachers trained by each State annually	
(k) At least 1000 teacher trainers are recruited by the 10 State Ministries of Education by 2012	10,800,000	# of teacher trainers recruited by the 10 State Ministries of Education annually	

Objectives	Targets	Cost	Performance Indicators
To develop and implement a national teacher development policy and standards (cont.).	(l) At least 5000 teachers attend intensive English language course annually. *Coordination of EAL Teaching providers	720,000,000	# of teachers who attended intensive English language courses annually
	(m) At least 1000 teachers for science and mathematics trained annually	9,000,000	# of teachers of Science and Maths trained annually
	(n) At least 1000 AES teachers trained annually	4,500,000	# of AES teachers trained annually
	(o) At least 500 Special Educational Needs teachers are trained annually	40,500,000	# of SEN Teachers trained annually
	(p) At least 6 CECs are constructed in Jonglei, Unity, and WBGS	12,000,000	# of CECs constructed
	(q) At least 150 technical secondary school teachers are recruited and trained by 2013	2,500,000	# of Technical Sec. Sch. Teachers recruited # of Technical Sec. Sch. Teachers trained
	(r) At least 150 vocational teachers are recruited and trained	2,500,000	# of Vocational Teachers recruited # of Vocational Teachers trained
	To review and update the national school curriculum.	(a) 50 Curriculum developers recruited and trained by 2012	450,000
(b) The curriculum development centre is resourced by 2012		1,000,000	Inventory of Assets show additional resources Establishment List contains sufficient number of competent staff
(c) National school curriculum is revised by 2012		1,000,000	National School Curriculum
(d) National Consultation conference on the national curriculum conducted by 2012		500,000	National consultation conference held Number of delegates to the national consultation conference
(e) A national curriculum is printed by 2012		600,000	Printed copies of the National School Curriculum
(f) All teachers are inducted on the national curriculum		500,000	# of teachers inducted on the national school curriculum # of induction meetings held at State levels
(g) Maridi printing house is resourced by 2012		10,000,000	Maridi Printing House is fully functional

Objectives	Targets	Cost	Indicators
To review and develop school textbooks and procure other learning resources.	(a) ECD textbooks are developed by 2012	100,000	ECD textbooks available
	(b) Primary textbooks are revised and developed by 2012	2,000,000	Primary textbooks available
	(c) Secondary textbooks are developed by 2012	4,000,000	Secondary school textbooks available
	(d) AES textbooks are developed by 2012	100,000	AES textbooks available
	(e) TVET textbooks for secondary schools are developed by 2013 *Requires coordination (Inter-Ministerial and providers)	300,000	TVET textbooks available
	(f) Textbooks for all levels are printed by 2013	10,000,000	Textbooks for all levels available in print format
	(g) Disseminate the textbooks for all levels in all the 10 states	4,000,000	# of textbooks disseminated # of dissemination workshops in the 10 States
	(h) Other learning resources are procured and distributed to the schools by 2013.	2,000,000	# of other learning resources procured # of other learning resources distributed
	(i) Digital or electronic learning integrated into national curriculum by 2015.	5,000,000	# of digital learning resources available # of users accessing the digital learning resources available
To develop and implement a common national school inspection framework.	(a) A common national inspection framework is developed by 2012	10,000,000	A common national inspection framework is available
	(b) The common national school inspection framework is printed by 2012	200,000	A common national inspection framework is available in print format
	(c) All school inspectors are trained by 2012	800,000	# of School Inspectors trained
	(d) Procure 240 motor bike/boats and 10 Land Cruiser Hardtop cars for inspection of schools in the states by 2013	2,500,000 1,920,000 450,000	Number of Land Cruiser Hardtop Cars procured Number of motorbikes procured Number of boats procured
	(e) All schools are inspected and inspection report on schools is published annually	1,000,000	# of schools inspected Annual School Inspection Report available

Objective	Target 2016	Cost	Indicators
To conduct educational research to ensure continuous school improvement and effectiveness.	(a) A research department is resourced by 2013.	500,000	# of staff in the Research Department Amount of money allocated to the Research Department
	(b) At least two research projects on school improvement and effectiveness issues completed annually.	2,500,000	# research projects completed annually
			# of copies of research reports printed and disseminated
	(c) A research policy framework is developed by 2013.	0	Copies of the research policy framework are available
To improve school management, leadership and governance.	(a) National standards for Headteachers are developed by 2012	1,500,000	National standards for Headteachers available
	(b) National training programmes for Headteachers, PTAs, BOG and other school managers are developed by 2012	50,000	National training programmes for Headteachers available
			National training programmes for other school managers available
	(c) All school Headteachers are trained in the ten states by 2014.	1,000,000	# of school headteachers trained
	(d) All school Headteachers are screened in the ten states by 2013	200,000	Number of Headteachers screened
			Number of Headteachers with appropriate qualification identified Number of Headteachers without appropriate qualification identified
	(e) 25% of other education managers are trained in the ten states annually	2,000,000	# of other school managers trained annually
	(f) School governance regulations are enacted and disseminated by 2013	300,000	Regulations available
Number of copies disseminated			
(g) All school governors trained in the ten states by 2014	500,000	Number of school governance trained	
(h) National teacher's performance appraisal system developed by 2012.	100,000 100,000 200,000	The handbook is available	
		Consultation conference convened	
		Number of copies of handbook printed and disseminated	

Objective	Target 2016	Cost	Performance Indicators
	(i) School Self-assessment Framework is developed by 2012.	100,000 100,000 200,000	The framework document is available Consultation conference convened Number of copies of framework document printed and disseminated
	(j) School Development Plan Framework developed by 2012.	100,000 100,000 200,000	The framework document is available Consultation conference convened Number of copies of framework document printed and disseminated
To improve assessment of learning.	(a) South Sudan Examinations Council established by 2012	15,000,000	South Sudan Examinations Council office constructed
		250,000	# of staff recruited for the Examinations Council
		300,000	Printing press for examinations functional
		0	Bank account operational
	(b) The South Sudan Examination Provisional Order enacted and disseminated by 2012	150,000	The South Sudan Examinations Act, 2012
	(c) Policy framework for accreditation, certification and assessment of learning developed by 2012	100,000	Policy framework available
		100,000	Consultation conference convened
		200,000	Number of copies of framework document printed and disseminated
	(d) 500 examiners recruited and trained by 2013	5,000,000	# of examiners recruited
			# of examiners trained
(e) Piloting of primary and secondary exams is completed by 2013	1,000,000	Primary exams piloted	
		Secondary exams piloted	
• National exams unified by 2013	3,000,000	Unified national exams administered	
• Ensure all schools adhere to the provision of education Act 2012 in relation to school calendar.	0	A circular on the unified school calendar circulated to the States Number of states that adhere to the law on school calendar	
• Review of MOU with Uganda exams Board by 2013	50,000	Meetings held to review MoUs with Uganda	
		Meetings held to review MoUs with the Sudan	

Objective	Target 2016	Cost	Indicators	
To promote early childhood development.	(a) Policy framework for ECD developed by 2012.	100,000	Policy framework on ECD available	
		100,000	National consultation conference on the ECD policy convened Number of delegates to the national conference	
	(b) ECD learning resources developed and procured by 2012.	4,000,000	# of ECD learning resources developed # of ECD learning resources procured	
		(c) 5,000 ECD trainers, managers, and teachers trained by 2012.	2,000,000	# of ECD managers trained # of ECD teachers trained
	100,000		# of ECD ToTs trained	
	To improve attendance, retention and progression.	(a) School feeding established in all schools and ECD centres by 2015.	50,000,000	# of children with access to school feeding # of schools with school feeding provided
(b) School environment improved by 2015.			20,000,000	# of schools with child-friendly environment
(c) Psycho-social services are provided by 2015		500,000	# of pupils or students accessing the services	
(d) 34,000 qualified teachers are provided by 2017		884,000,000	# of qualified teachers recruited	
(e) Quality learning resources are provided by 2014		0	# of quality learning resources available in each school	
To promote all the main sports and cultural activities in schools.	(a) Standard playgrounds constructed in 25% of schools in each state annually	10,000,000	# of playgrounds constructed per State	
	(b) Standard school theatres constructed in 25% of schools in each state annually	40,000,000	# of theatres constructed per State	
		(c) Sports and cultural materials procured and distributed by 2013	2,000,000	# of sports and cultural materials procured # of sports and cultural materials distributed # of schools with sport and cultural materials
	(d) 25% school sports and culture teachers trained annually		500,000	% of sports and culture teachers trained annually # of ToTs trained
			(e) Regular school sport competitions conducted annually	5,000,000
	(f) Cultural competitions conducted annually	2,500,000	# of cultural competitions conducted annually # of students that participated in the competitions	
		(g) Participate in the FEASSA Tournament in Bujumbura, Burundi in August 2012	2,000,000	# of students that participated in the tournament # of events for promoting sports in schools organized

Objectives	Targets	Cost	Performance Indicators
To promote all the main sports and cultural activities in schools.	(h) Host the FEASSSA Tournament in 2013	10,000,000	# of playgrounds are ready for the tournament
			# of referees trained and ready to officiate at the tournament
			# of accommodation facilities available for the delegates
			# of vehicles available for transportation of the delegates
			# of cultural groups available to entertain the delegates
			# of medical teams assigned to deal with emergency situations
			Organising committee appointed
To improve pay and working conditions of teachers.	a) The General Education Bill is enacted by 2012		The General Education Act is available in print format
	b) Pay for teachers is reviewed and increased by 2012		Increase of pay is reflected in the Budget 2013
	c) The capacity of all payroll managers is built by 2012		# of payroll staff trained
	d) Payroll equipment, software and computer accessories are distributed to the ten state Ministries of education by 2012		# distributed to the 10 State Ministries of Education
	e) Regular payment of teachers ensured by 2012		# of monthly salaries paid on time
	f) Office space for education managers is increased by 2013		# of offices improved
	g) Working conditions of teachers is improved by 2013		# of teachers working in better conditions
	h) Retention strategy is developed and implemented by 2014		Retention strategy available
To reduce class size.	a) 300 primary classrooms are constructed in the ten states annually to solve the problem of over-crowdedness		# of schools where the Retention strategy is implemented
	b) 20% of secondary schools constructed annually		# of primary school classrooms constructed annually
	c) Double-shift method is used in over-crowded schools		% of secondary schools constructed annually
To increase the number of qualified teachers in schools.	d) 34,000 qualified teachers are recruited by 2017		# of schools using the double-shift method
	e) 6000 teachers trained annually (in-service and pre-service).		# of qualified teachers recruited annually
			# of teachers who accessed CPD opportunities

Objectives	Targets	Cost	Indicators
To promote Technical Vocational Education and Training.	a) National policy, strategy and standards of TVET developed by 2013		The national policy, strategy and standards are available.
	b) TVET teacher training programmes developed by 2013		Training programmes are available
	c) TVET curricula developed by 2013		The curricula are available
	d) TVET learning resources developed and equipment procured by 2013.		The learning resources are available
To promote Life skills Education and Learner Support Services.	a) National lifeskills policy framework developed by 2012		The Framework is available
	b) Lifeskills embedded in the national school curriculum by 2012.		The National School Curriculum has learning outcomes related to lifeskills
	c) Lifeskills embedded in all school textbooks at all levels by 2012		The textbooks have activities related to lifeskills
	d) Lifeskills embedded in teacher training programmes (both in-service and pre-service) by 2012.		Teacher training programmes equip teacher trainees to teach lifeskills
	e) Develop and implement a learner support strategy by 2013		The learner support strategy document available
	f) All primary and secondary school leavers' access careers guidance and counseling by 2013.		Number of primary school leavers accessing secondary school leavers
			Number of secondary school leavers
			Number of staff recruited
	g) Careers guidance and counseling staff recruited and trained by 2013.		Number of staff trained
	h) Promote learning of life skills through the Media and ICT by 2013.		Number of learning programmes
			Coverage of the media programme
		Number of learners on the role	

Objectives	Targets	Cost	Performance Indicators
To improve the teaching and learning of English language	a) Policy, strategy and standards developed by 2012.		Policy document available
			Strategy document available
			Standards document available
			Consultation conference on the documents convened
	b) 5000 English language teachers trained by 2013.		Number of English language teachers trained
	c) 10,000 Arabic pattern teachers trained to teach their subjects in English language by 2014.		Number of teachers trained to teach their subjects in English
	d) Learning resources are developed and procured by 2013.		Learning resources available
e) Provide Intensive English language courses to 50,000 adult learners by 2017.		Number of learners who have successfully completed the courses.	
f) Teaching and learning of English improved for at least 3 million children by 2017.		Number of children who improved their English	
g) Promote the learning of English language through the Media and ICT by 2013.		Number of English language programmes	
		Number of learners who benefited from the programmes	
To promote the teaching and learning of national languages.	Policy, strategy and standards developed by 2012.		Policy document available
			Strategy document available
			Standards document available
			Consultation conference on the documents convened

Objectives	Targets	Cost	Indicators
To promote the teaching and learning of national languages.	a) 30,000 teachers of national languages trained by 2017.		Number of teachers trained
	b) Learning resources are developed and procured by 2013.		Learning resources available
	c) Teaching and learning of national languages improve for at least 3 million children by 2017.		Number of children who learned the national languages
	d) 4 million adults are literate in national languages by 2017.		Number of learners who have successfully completed the literacy courses.
To improve management of behavior and discipline in schools	e) The code of conduct for teachers is reviewed updated and disseminated by 2013.		The Code of Conduct is available
	f) The codes of conduct for learners are developed and implemented by schools in all the ten states by 2013.		Number of schools implementing a Code of Conduct for Learners
	g) Guidance on management of behavior and discipline in schools is circulated to all schools in the ten states by 2013.		The Guidance document is circulated to all schools
	h) All school governing bodies implement the provisions of the general Education Act 2012 related to management of behavior and discipline in schools by 2013.		Number of governing bodies implementing the law

Strategic Goal (3): To promote adult literacy.			
Objectives	Targets	Cost	Indicators
To develop a national policy, strategy and standards for literacy.	a) National policy, strategy, revised curriculum and standards for literacy and numeracy are developed by 2012	100,000	National policy strategy and standards on literacy and numeracy available
		200,000	National policy strategy and standards on literacy and numeracy printed
	b) Coordination mechanisms in place for Literacy (ie. Technical sub-working group and Inter Ministerial body for linkages between literacy and other sectors)	200,000	National policy strategy and standards on literacy and numeracy disseminated
		200,000	National consultation conference on policy, strategy and standards convened
			Technical working group meeting minutes
	c) certification of adult basic literacy programmes developed		Number of certificates issued
To provide training for adult literacy teachers.	d) 5000 adult literacy teachers recruited and trained by 2017	130,000,000	Number of adult literacy teachers recruited and trained
To recruit and provide training to literacy volunteer teachers	e) At least 10,000 volunteer teachers recruited and trained by 2017	2,500,000	Number of trained volunteers
		12,000,000	Number of volunteers deployed in adult education centres to teach literacy
To recruit and train additional adult literacy trainer of trainees (TOTs).	f) 500 additional adult literacy tutors/trainers recruited and trained by 2017	500,000	Number of trained tutors
		13,000,000	Number of Tutors deployed in adult education centres to teach literacy
To teach adult learners to tackle literacy.	g) 4 million adult learners literate by 2017	1,000,000	# of adults enrolled on literacy programmes
		2,000,000	Number of adults trained and became literate
To establish functional adult education centers.	h) At least 6,000 functional adult literacy "centres" established by 2017	200,000	Number of venues designated as adult literacy "centres"
		5,000,000	Number of adult literacy centres resourced

1. To develop adult literacy learning resources.	i) Adult literacy learning resources developed, printed and procured by 2012	3,000,000	Adult literacy learning resources developed and available
		6,000,000	Adult literacy learning resources produced
		1,000,000	Adult literacy learning resources distributed and available in adult literacy centres

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Strategic Goal (4): To build institutional and human capacity.			
Objectives	Targets	Cost	Indicators
To identify the training and development needs of staff	(a) Training needs assessment is conducted in the ministry of general education and instruction, state ministries of education and counties by 2012	2,000,000	Training needs assessment document in place
To provide training to increase the capacity of staff	(b) 20 % capacity of staff is developed annually	10,000,000	Number of staff attended technical training
			Training reports available
To upgrade EMIS in the ministry and the state ministries of education	(c) EMIS personnel Recruited and trained in the ten states by 2012	5,000,000	Number of EMIS personnel recruited and trained in the ten states
	(d) Decentralize EMIS to state and county levels by 2013	2,000,000	EMIS operational in the states and counties
	(e) EMIS equipment provided in the states and counties by 2013	500,000	# of SMOEs with EMIS equipment
To promote good governance.	(a) The South Sudan Anti-corruption Action Plan, 2010-2014, is implemented.	500,000	# of State Ministries of Education with Corruption Prevention Action Plans
		100,000	# of ghost names on payrolls of SMOEs
		500,000	# of County Education Department with Corruption Prevention Action Plans
	(b) The Civil Service Act, 2011, is implemented.	500,000	# of staff trained on the Act
			# of cases of administrative mal-practice per year
	(c) The Public Financial management and Accountability Act, 2011, is implemented	500,000	# of staff trained on the Act
			# financial reports received from the State Ministries of Education
(d) The Public Procurement Act, 2012, is implemented.	500,000	# of staff trained on the Act	

			# of advertisements inviting tenders per year
Establish Human Resource Units in State Ministries of Education.	a) Human resource units are established at the State level by 2014.	200,000	# of human resource units established at State level
			# of staff working in the HR Units at State level

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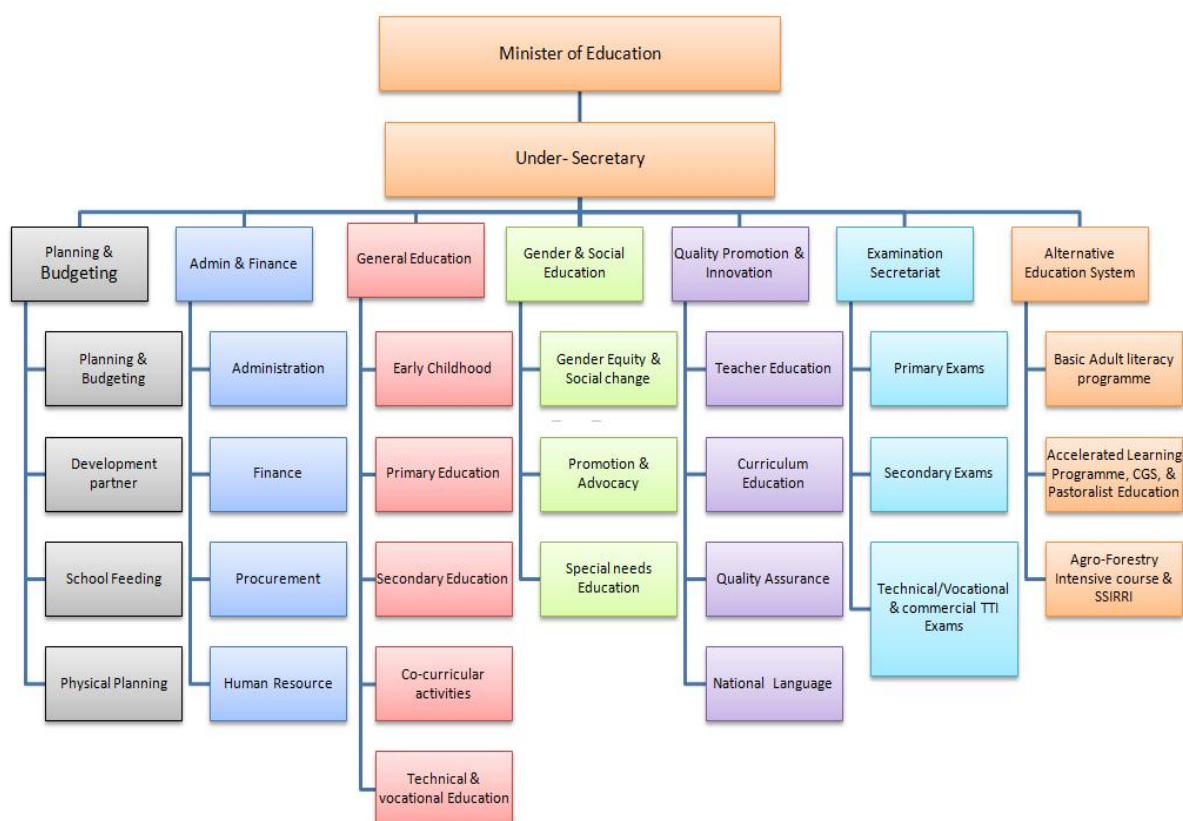
Strategic Goal (5): To increase funding for general education.			
Objectives	Targets	Cost	Indicators
To increase funding from government sources.	(a) The General Education Action Plan, 2012-2017, is discussed and endorsed by the Council of Ministers.	0	The General Education Action Plan, 2012-2017 is an official document of the government
	(b) A memorandum requesting the Council of Ministers to pass a resolution to increase funding for general education from government sources for the next five years to 27% is passed. Practicality of target? Figure should fit in with broader financing strategy.	0	Memo to the Council of Ministers
		0	Resolution of the Council of Ministers
		0	More money (27%) is allocated in the budget for general education annually
To increase funding from donor sources.	(a) Fund-raising strategy developed annually. Sector Aid Financing Plan	250,000	Fund-raising Strategy
	(b) Fund-raising Strategy is implemented to plug the gaps in government funding (i.e. one-third of budget per annum).	500,000	Equivalent of 1/3 of the annual budget raised from donor sources annually
	(c) Regular meetings of the Donor Forum are convened.	500,000	# of meetings convened Minutes of the meetings
	(d) Memoranda of Understanding (MoUs) are signed with the donors.	0	# of MoUs signed with the donors
To increase funding in kind from communities, businesses and other sources.	(a) 250 more schools are constructed by local communities in the Counties using local materials annually.	0	# of schools constructed by local communities in the Counties
	(b) 5 new schools are constructed by businesses by 2017.	0	# of new schools constructed by businesses
	(c) 5000 books donated from other sources by 2017.	0	# of books donated
	(d) 10,000 computers donated from other sources by 2017. related costs (electricity, training for teachers, recurrent maintenance/running costs?)	0	# of computers donated
	(e) Lab equipment donated 100 schools from other sources by 2017.	0	# schools that got lab equipment

Strategic Goal (6): To promote partnership working with the stakeholders to implement the GESP and Action Plan.			
Objectives	Targets	Cost	Indicators
To establish a National Education Forum to enhance partnership working at national level.	The National Education Forum established by 2012 and to include Higher Education	500,000	The Membership List of the Forum is available
	At least 4 meetings of the National Education Forum convened annually.	2,500,000	# of meetings of the Forum convened annually
To establish State Education Forums to enhance partnership working at state level.	The State Education Forums established by 2012.	500,000	The Membership Lists of the Forum is available
	At least 4 meetings of the State Education Forums convened at each State annually.	10,000,000	# of meetings of the State Forums convened annually
To establish County Education Forums to enhance partnership working at County level.	The County Education Forums established by 2012.	500,000	The Membership Lists of the Forums is available
	At least 4 meetings of the County Education Forums convened at each County annually.	10,000,000	# of meetings of the County Education Forums convened annually

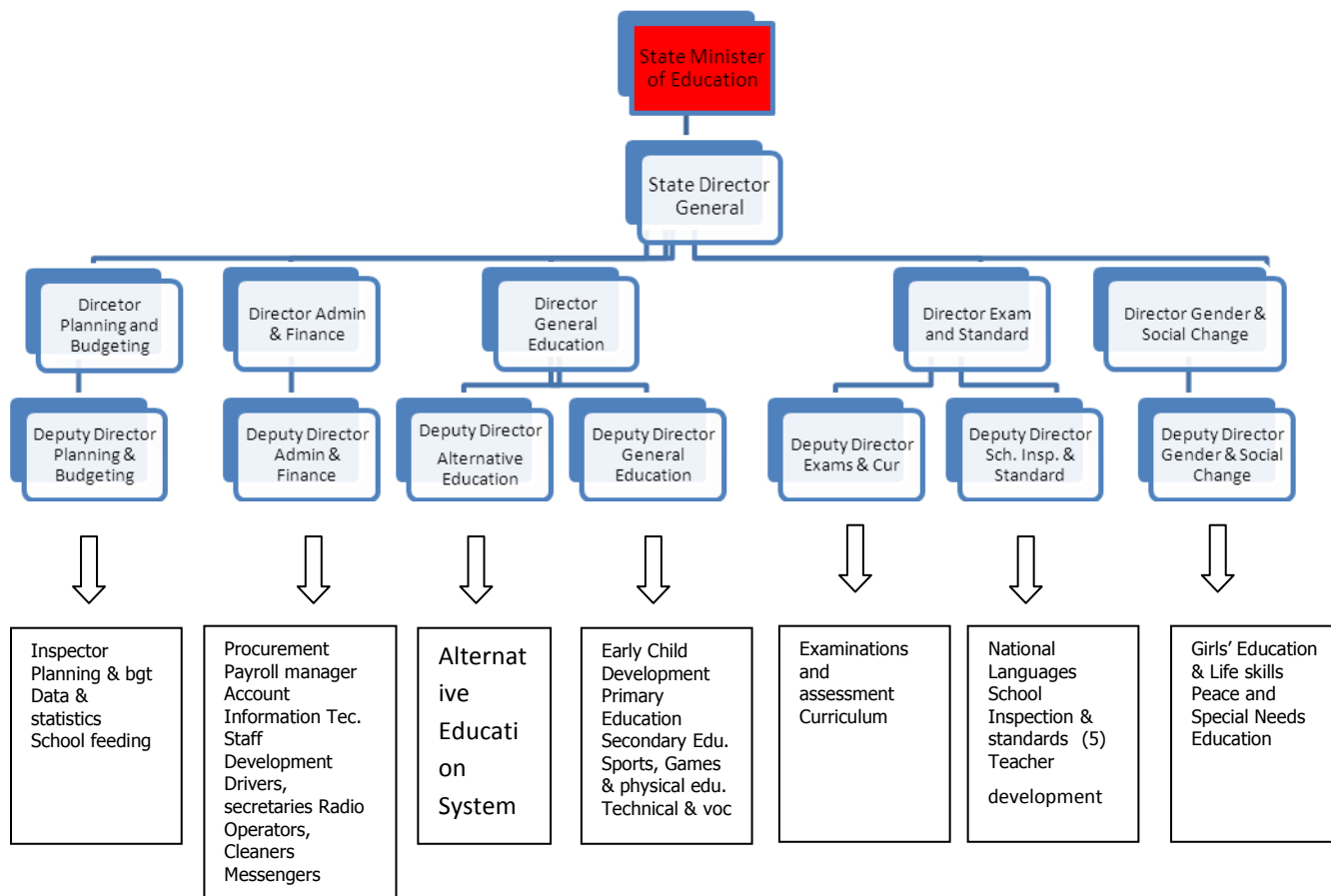
Strategic Goal (7): To monitor and evaluate the implementation of the GESP and Action Plan.			
Objectives	Targets	Cost	Indicators
To monitor the implementation of the GESP and Action Plan.	At least 4 monitoring reports of the National Education Forum produced annually.	2,500,000	# of monitoring reports of the Forum produced annually (3 quarterly, 1 annually in Sept-Oct)
	At least 4 monitoring reports of each State Education Forum produced and submitted to the National Education Forum annually.	10,000,000	# of monitoring reports of the Forum produced annually
	At least 4 monitoring reports of each County Education Forum produced annually.	10,000,000	# of monitoring reports of the Forum produced annually
	Managers at all levels trained in M&E		# managers trained and monitoring according to agreed standards
To evaluate the implementation of the GESP and Action Plan.	The implementation evaluation framework developed.	100,000	Evaluation framework document available
	The mid-term evaluation conducted by 2015.	800,000	Mid-term Evaluation Report available
		350,000	The mid-term evaluation report printed
		300,000	The mid-term evaluation report launched
	The Final Evaluation conducted by 2017.	1,000,000	The Final Evaluation Report available
		800,000	The Final evaluation report printed and launched

Annex I Central, state and county level organograms MoGEI 2010

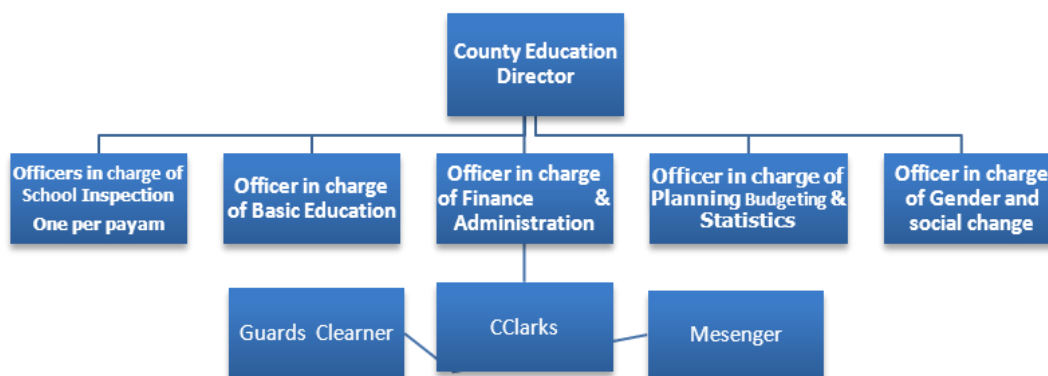
Central level structure



State Level Structure



County Level Structure



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