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RAPID ASSESSMENT

TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)

SOUTH SUDAN



Rapid Assessment of the Technical and Vocational Education and Training (TVET) Sector in South Sudan

Responding to TVET and Vocational Provision in Crisis

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ACRONYMS

AES	Alternative Education System
ALP	Accelerated Learning Program
CEN	World Bank Country Engagement Note
DFID	United Kingdom's Department of International Development
ECDE	Early Childhood Development and Education
EMIS	Education Management Information System
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FCA	Finland Church Aid
GDP	Gross Domestic Product
GESP	General Education Strategic Plan
GIZ	Gesellschaft für Internationale Zusammenarbeit (Germany)
ICT	Information and Communication Technology
GUN	Greater Upper Nile
IDPs	Internally Displaced Persons
ILO	International Labour Organisation
JICA	Japanese International Cooperation Agency
MoCYS	Ministry of Culture, Youth and Sports
MoEST	Ministry of Education, Science and Technology (now MoGEI)
MoGEI	Ministry of General Education and Instruction
MoJ	Ministry of Justice
MoLPSHRD	Ministry of Labour, Public Service and Human Resource Development
MTC	Multi-Training Centre
NRC	Norwegian Refugee Council
NGOs	Non-Governmental Organisations
OOSC	Out-of-school children
POC	Protection of Civilians
RRC	Relief and Rehabilitation Commission
RSS	Republic of South Sudan
SCI	Save the Children
SSP	South Sudanese Pound
ToGoNU	Transitional Government of National Unity ¹
TTIs	Teacher Training Institutes
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNMISS	United Nations Mission in South Sudan
USAID	United States Agency for International Development
USD	United States Dollar
VET	Vocational Education and Training
VT	Vocational Training
WAO	Women Advancement Organisation
WFP	World Food Programme
WPDI	Whittaker Peace Development Initiative

¹ Where reference is made in this report to 'Government,' it refers specifically in the current South Sudan context as the Transitional Government of National Unity (ToGoNU).

FOREWORD

This report calls for urgent attention to invest and reform South Sudan's Technical and Vocational Education and Training (TVET) sector to deter South Sudan's population – especially youth, which represent almost 70% population in South Sudan – in becoming involved in the nation's conflict and to provide meaningful economic productive engagement for all. If nothing is done, the country risk restless, further engagement in conflict and having many becoming part of a lost generation.

TVET has the potential to not only educate and train youth and others in relevant skills, but help keep them engaged and economically productive to improve livelihoods for themselves, their families and their communities. However, the sector faces many challenges with many stakeholders both in government and non-governments purviews operating in silos, and it will take every stakeholder at every level to work together in a meaningful way to ensure all South Sudanese have an opportunity to be engaged in the development of the South Sudan in a peaceful and sustainable manner.

This report lays out key discussions and recommendations in how to address the challenges in the TVET sector in policy, governance/coordination, service delivery, quality dynamics, labour market and community responsiveness and more.

South Sudan cannot risk having a lost generation, and the TVET sector is one of the best opportunities for immediate results as well as long-term gains in youth engagement, peace-building, livelihood improvement and national economic development.



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EXECUTIVE SUMMARY

In an atmosphere of conflict and economic and political instability, there is an urgent need to engage South Sudan's population to deter individuals in becoming more involved in the nation's conflict – especially young people as they represent 70% of the country's population (age 29 and under)² and the nearly 95% of the secondary level students who are overage for their grade level.³ Engagement of the population in meaningful activities including skills development and livelihood improvement that are relevant to their and community's needs are important not just for peace, but also economic development and resilience. Many overage students at the secondary level feel that education is not relevant to their needs and dropout, and youth feel disengaged and restless with the lack of opportunities and engagement. Technical and Vocational Education and Training (TVET) serves as a vehicle for meaningful engagement and peacebuilding, while improving economic means and livelihoods through relevant skills education and training for workforce and entrepreneurial opportunities. However, TVET is in an urgent crisis with fragmentation and incoherence in its policies, service delivery and relevance for the needs of South Sudanese. The sector suffers from limited resources, and there are many actors in the sector — including government⁴ and non-government actors — acting in silos and without any substantive sustainability to initiatives. There is an urgent need to accelerate the reforms in the sector to quickly engage the population in peacebuilding and livelihood improvement activities so as to deter any more in becoming involved in conflict and build resilience.

This assessment analyses and uses available data to examine the policies and past, current and potential activities of the relevant actors in the TVET sector to identify challenges and recommendations to fast-track reforms and quickly provide relief to South Sudan – especially the marginalized. This assessment builds on a study conducted by UNESCO in 2014 with the support of Germany's Gesellschaft für Internationale Zusammenarbeit (GIZ) and United Kingdom's Department of International Development (DFID) that analysed the TVET sector and provided recommendations. Data and information was gathered via consultations, reports and submissions provided by relevant stakeholders. During the course of this study's research, coherent data was unavailable in many occasions; thus, this report makes best use of the available data, but cautions data collection is a challenge for the sector (which is one of the recommendations of this study). Nonetheless, the assessment's objective is to provide a rapid update to the context in the TVET sector to serve as a tool in using TVET and vocational skills development as a mechanism for renewal, prosperity and a better and brighter future for all in the Republic of South Sudan.

Policy

The policy environment is currently governed by a range of ministries, and all policies are either currently under consideration by the Council of Ministers in the Transitional Government of National Unity (ToGoNU) or in draft form. Under the Ministry of Labour, Public Service and Human Resource Development (MoLPSHRD), the South Sudan Vocational Training Policy guides the ministry in its vocational training (VT) work,⁵ while its Labour Act provides labour standards and some provisions of training. Under the Ministry of General Education and Instruction (MoGEI), mainly two policy documents guide its work: National Technical and Vocational Education and Training Policy and General Education

² United Nations, Department of Economic and Social Affairs. (2017). World Population Prospects: The 2017 Revision, custom data. Accessible via <https://www.un.org/development/desa/publications/world-population-prospects-the-2017-revision.html>

³ UNESCO. (2018). *Global Initiative on Out-of-School Children (OOSCI): South Sudan Country Study*.

⁴ In the case of South Sudan, the Transitional Government of National Unity (ToGoNU)

⁵ The South Sudan Vocational Training Policy under the Ministry of Labour, Public Service and Human Resource Development was developed in 2008 and validated by stakeholders in 2014 with technical and funding support from ILO, JICA and the ToGoNU of South Sudan. The policy is currently under consideration by the Council of Ministers.

Strategic Plan, 2017-2022. With the Ministry of Culture, Youth and Sports (MoCYS), TVET is covered under the South Sudan Youth Development Policy. All policies promote the importance of TVET, while some only cover certain aspects of TVET provision. MoLPSHRD⁶ focuses on what is referred to as VT or skill development/training, with the MoGEI referring to the advancement of Technical and Vocational Education and Training (TVET). This has reportedly led to a view that provisioning in the sector is fragmented. A clearly articulated and defined policy perspective that all of South Sudan can rally around will greatly benefit the country and the sector and the beneficiaries to whom this sector is expected to respond to including service delivery, a national skills strategy, quality (including teachers/facilitators/instructors, certifications and curriculum), financing and governance/coordination.

Governance and Coordination

Governance of the TVET sector currently involves 21 government bodies. The majority of TVET service provision is currently being implemented by non-government actors, which do not necessarily coordinate with the government. Thus, the TVET system has a range of active stakeholders and participants acting in silos. Currently, there is no active TVET-wide governmental coordination group to govern activities across the country via inter-ministerial, inter-sector and/or coordination of non-governmental matters. A forum existed for partners to discuss and coordinate via the South Sudan Vocational Training Coordination Forum, which was initiated by MoGEI with the support of ILO in 2011 then taken up in 2013 by the MoLPSHRD. UNESCO revived the group in late 2017 via the TVET working group, but no formal apex governmental body exists.

Service Delivery and Access

The TVET and vocational provisioning needs of South Sudan are numerous. The current conflict preceded by years of neglect of the sector has made it necessary for a massive skill programmes as a matter of urgency. Current expansion of schooling and overage youth in the general education sector are already resulting in excess demand, and the needs of the economy is likely to require considerable human resources for skills development. There are many actors in the sector implementing separately from one another building centres in a non-coordinated manner and developing their own curricula, certifications and more. Most activities focus in urban areas leaving the 60% to 70% rural, remote and pastoralist communities marginalized as well as the lack of conflict-sensitive programming to engage at-risk populations that may become involved in conflict (MoGEI, 2017). Furthermore, there are limited opportunities for individuals to undertake TVET via non-institutional classroom/workshop provision. The availability of work-based learning and apprenticeships is limited in scope.

Quality

In terms of quality, the government has made efforts with the support of development partners in drafting curricula and frameworks under the MoLPSHRD and MoGEI with extensive reference for the need to enhance quality via programming, certification and more deliberate labour market linkages. MoLPSHRD's curricula focuses on practical applications, while also providing a theoretical foundation.⁷ MoGEI provides a mixture of theoretical and practical lessons in its curricula. However, the lack of effective synergy between the formal and informal systems is a concern with non-government actors implementing their own curricula. There is also concern that the curricula may not be labour market responsive and ignores the

⁶ It needs to be pointed out that the policy from the MoLPSHRD has been passed and been validated by the Cluster of Technical Committees of the Ministries (i.e., undersecretaries of the cluster), and is to be tabled to the Council of Ministers for approval. Having gone through the level of being a draft at the Ministerial level, it is awaiting finalisation.

⁷ MoLPSHRD's Harmonized Curricula (2013) is competency-based curricula focusing on 70% practical and 30% theory with an objective to better equip trainees for the workforce. Skills for job or employability is the main objective for the Directorate of Vocational Training in MoLPSHRD.

needs of various populations including at-risk youth (including those at-risk in becoming involved in conflict), rural/remote communities and women/girls. This follows true too for the certification of learners. There is also limited support for teachers'/facilitators'/instructors' education as many activities have focused on access. The fragmentation in teacher/facilitator/instructor remuneration has also caused a workforce shortage for the government as many teachers/facilitators/instructors pursue employment with other actors.

Community and Labour Market Responsiveness

There are many stakeholders offering skill courses related to a perceived, rather than a 'real' labour market. There is an excessive provision of skills related to carpentry, tailoring, plumbing and services, which could suggest that some serious review is necessary if labour market supply is to be met by limited demand. Labour market assessments have been occasionally undertaken but might need updating to respond to current realities.⁸ There is also a need for skill provision to not only include hard skills, but also soft skills such as working alongside others, work ethic and promptness as many stakeholders have stated current workforce participants lack such skills. At the time of this writing, there are actors with plans to conduct a labour market assessment to help guide TVET provision in the country, including but not limited to the EMPOWER project (EU) and UNESCO. Furthermore, data on TVET graduates from any government and non-government programme is severely limited. MoLPSHRD has stressed the need to conduct tracer studies to inform decision-making (a tracer study was conducted in 2013/2014 under MoLPSHRD with the support of JICA, but regular and more recent studies would prove beneficial).

Financing

Public financing of TVET, although committed through the government's budget, is severely limited. Education already represents only 2.6% of public expenditures, and TVET is the lowest funded education sub-sector under the MoGEI (1% for 2018) (MoGEI, 2017). Within the MoLPSHRD's official budget for 2017/2018, 10,631,963 SSP is allocated under the vocational training centres out of the MoLPSHRD's total budget of 54,545,569 SSP.⁹ However, given the economic crisis, all actual expenditures under all ministries are nearly halted. While trainer/facilitator salaries (although significantly delayed) are supported by MoLPSHRD and MoGEI, there were widespread reports that there was very little support for equipment and infrastructure for all government activities. Most financing of the TVET is undertaken through development partners with the major donors being EU, Canada and Japan.

Data Collection and Analysis

At the national government level, MoGEI collects data via its education management information systems (EMIS) programme, while the MoLPSHRD has proposed a labour management information system (LMIS) within its policies (not yet implemented). There has been challenges in capacity and resources within the government. Sharing of data by non-government organisations is very limited and caters to the need of the organisation. The experiences in this assessment points to a severe lack of data at every level. The dearth of very basic information regarding size and shape is indicative of the challenging extent the sector faces. Reliable data collection and analysis at the national level via EMIS, LMIS and/or a dedicated TVET MIS (TMIS) is/are greatly needed to ensure programmes and policies are effectively developed, demand-driven, relevant and labour market responsive.

⁸ A national labour market assessment was carried out in 2013 (facilitated by the World Bank and MoLPSHRD) with other location-specific assessments carried out since then.

⁹ Government of South Sudan (2017). Approved Budget – FY2017-2018.

Recommendations

Given the political and economic crisis, all recommendations need to account for this challenge to ensure effective and well-planned activities; and although more related to risk factors for interventions, the national institutional capacity and the availability of resources also factor into recommendation formulation. Thus, understanding the challenge of the political/economic crisis and risk factors for interventions highlight the need to strategically align interventions and prioritizing recommendations over immediate, mid- and long-term approaches to ensure efforts are effectively implemented. The adoption of a complex policy recommendation, for example, may be limited if institutional capacity is not yet built. In this framework, the immediate concerns are the pressing challenges that need to be urgently addressed for a functional TVET sector that can quickly provide relief to the country in a coherent and effective manner. The mid-term and long-term recommendations follow the immediate recommendations.

Immediate Recommendations

1. **Develop and strengthen coherent government coordination.** The TVET sector is handled by 21 government bodies. Many respondents in this rapid assessment point to the duplicity and confusion that results from different ministries' involvement in TVET with unclear demarcations and lines of responsibility. This report recommends establishing an interim structure towards the development of a single government entity to govern the coordination of the sector.
2. **Develop a single national TVET policy aligned with the government national plans.** There is a common consensus among stakeholders stating that a lack of a cohesive policy has led to fragmented programme delivery and an urgency to address this. A single national TVET policy inclusive of national skills strategy is needed that governs TVET across all government bodies in a coherent and coordinated manner.
3. **Establish coherent approach to extending access and equity to all.** TVET's geographical and population coverage is fragmented. Most activities are centred in Juba and in urban areas, leaving the almost 70% rural/pastoralist communities behind including girls/women. Stakeholders need to consider extending more equitable access including to populations that cannot access TVET easily based on current provisions and involving more at-risk populations that may become involved in conflict due to lack of engagement. This could include providing TVET provision in non-urban areas and remote/marginalized populations.
4. **Develop competency-based short courses within national curriculum.** As there is an urgent need for engagement and meet the great demand for TVET, there is a critical need to quickly supply the country with a skilled workforce and community engagement. This report strongly recommends that executing this recommendation needs to align with other mentioned recommendations as to streamline pathways and service delivery in TVET without cannibalisation or deterrence from entering TVET via other pathways.
5. **Use existing TVET centres for immediate needs, but conduct mapping to determine long-term needs.** Using existing facilities is prudent as a temporary stop-gap measure. However, a mapping across the country is needed to assess geographic coverage.
6. **Build national capacities of government institutions to govern TVET.** To ensure sustainability and national ownership, building the capacity of national stakeholders is needed. This involves building national stakeholders to develop the policies recommended in this report as well as management of TVET provision in a proactive manner.

Mid-Term Recommendations

1. **Create programmes and curricula that cater to labour markets and the relevant needs of target populations.** There is a need for a more coherent streamlined curriculum and programming for all actors reflective of the true labour market as well as include provisions for both hard and soft skills

including an analysis of each sector (e.g., agriculture) to identify strengths and opportunities for growth. The programmes and curriculum needs to be relevant (including conflict-sensitive) and also reflect the needs of various populations including rural/remote, overage out of school children, girls/women, IDPs/refugees, demobilized persons, youth, etc. This could involve offering short, mid- and long-term courses within TVET.

2. **Address teachers'/facilitators'/instructors' training and remuneration.** Teacher/facilitator/instructor training is lacking and support to strengthen such efforts is needed to ensure quality service delivery. Remuneration is also varied across stakeholders. This report recommends addressing this by introducing a standardized policy.
3. **Strengthen TVET data collection via TMIS and the use of data for decision-making.** Given the sparse and fragmented collection of data at all levels, the report recommends developing initiatives in TVET management information systems (TMIS) inclusive of financial tracking. Only with credible data can initiatives and evidence-based policies be properly analysed and developed.
4. **Coordinate donor, multi/bilateral agency and NGO work in a streamlined and sustainable manner.** Donors, multi/bilateral agencies and NGOs powerfully shape vocational provisioning in South Sudan. Donors, multi/bilateral agencies and NGOs need to work in a coordinated manner with government counterparts to ensure cost-effectiveness and easing duplicating efforts.
5. **Promote work-based learning, apprenticeships and other skills-acquiring activities.** Not all learners can access TVET via classroom/workshop instruction, and given the great demand for TVET, there may not be sufficient opportunities at TVET institutions for the immediate need. Other avenues for engagement can also include cash for work or food for work programmes that operate under an engagement and skills development framework. Developing work-based learning opportunities and policies is needed to ensure different avenues to access TVET.

Long-Term Recommendations

1. **Establish a streamlined certification system.** Certification is important in the TVET sector as it provides validity and recognition for beneficiaries of their acquired skills. However, the provision of certification is fragmented with each implementing agency (including non-government actors) certifying based on their own programmatic administration. A certification system needs to be developed with also recognition of prior learning (RPL).
2. **Support to formal TVET sector.** Many of the support by development partners have focused on the informal/non-formal sector in TVET. Upstream work has been ignored as a result. This report recommends that there be more focus and support to address the coherence and fragmentation within the formal TVET sector.
3. **Conduct tracer studies at regular intervals, while reinforcing workforce/career guidance and skills assessments.** Once reforms are in-place and to better inform policies and programming, conducting tracer studies of TVET graduates is needed. Having such studies allow decision-makers to make informed decisions about the effectiveness of activities. However, given the complexities of tracer studies, sustainable approaches should also be developed including workforce/career guidance programmes and building national capacity to conduct skills assessments.

1. INTRODUCTION

South Sudan is a country in crisis. The deep socio-economic challenges faced today has been the product of a series of challenges that have emerged after years of conflict and strife. There is more than a third (4.21 million¹⁰ of 12.23 million) of the population that is displaced – either internally (1.76 million¹¹) or as refugees elsewhere (2.45 million) with almost 20% of the population in need of humanitarian assistance (2.2 million) as at April 2018. In addition, the all too frequent and explosive conditions associated with violent outbreaks makes the country volatile and extremely difficult for humanitarian and development organisations. This report represents a snapshot of the situation as it pertains to this context.

The country faces many additional challenges that threaten its development including but not limited to the aforementioned displacement, conflict, political instability, poverty, and more. At this time, hyperinflation is high with rates reaching 550% in September 2016 and peaking at 102% as of September 2017 (World Bank, 2017). There is also a severe lack of private sector investment, high rates of child labour and a 19% youth unemployment rate (Understanding Children’s Work, 2011). Many private sector opportunities have been carried out by non-South Sudanese given the low skill level and reluctance by some South Sudanese to be involved in some occupations. The challenges are further heightened at the state level and by gender. Youth employment in the state of Jonglei was 31.6% in 2011 and 6.5% in Eastern Equatoria, while 23.6% of female youth were classified as inactive in employment (Understanding Children’s Work, 2011).

The role of Technical and Vocational Education and Training (TVET) has been considered a vital element of overall transformation of a society in crisis. As an essential element of the overall education and training system, the role that TVET can play has been considered a vital and essential peace-building mechanism that can bring about peace and drive the achievement of a shared and common national future. With youth representing 70% of the country’s population,¹² youth are becoming restless with limited opportunities. As to deter youth from conflict to peace and nation-building activities, TVET’s role in supporting economic transformation cannot be underestimated, while its immediate role in staving off insurrection by providing engagement for those who feel disenfranchised. Thus, there is an urgent need to utilize TVET as a peace-building and economic mechanism to build/promote resilience and the peaceful and sustainable development of South Sudan.

The report reflects a sector operating in a political, economic and conflict crisis. TVET’s myriad challenges, including and not limited to an absence of a unified policy, fragmentation in governance (with 21 Ministries responsible for it) and many other stakeholders operating in silos, compounds the already dire state in which it finds itself. The confusion and challenges results not only in funds being wasted, but also results in a sector which invites little attention by those interested in South Sudan’s development. It is not surprising, therefore, that the sector has been greatly ignored by stakeholders. The state of the sector, the sheer complexity of the immediate day-to-day and humanitarian and developmental challenges faced and the needs of the population, beset by years of conflict and strife (elaborated in Section 3), all make addressing the issues within the sector challenging.

Resolving key challenges in a crisis-torn context like South Sudan requires, “the need to integrate conflict and disaster risk reduction into both analysis and planning” (UNESCO/IIEP, 2017, p.9). According to the UNESCO/IIEP (2017), it needs to be understood that:

¹⁰ Figure cited in UN-OCHA. (2018). *Humanitarian Bulletin*, 30th April 2018.

¹¹ *Ibid.*

¹² United Nations, Department of Economic and Social Affairs (UN-DESA). (2017).

Only by planning for unforeseen conflicts and natural disasters, and by integrating disaster risk reduction, can the South Sudanese education system remain functional in the face of shocks. (UNESCO/IIEP 2017, p. 9)

The conflict in mid-2016, which followed a period of calm, after the December 2013 outbreak suggests the need for crisis-sensitive planning, which takes into account risk-sensitive analysis. Any development in the system requires attention to the likely and impending shocks, and mechanisms need to be considered that will ensure that the system coheres and becomes resilient despite occasional disruptions, until this crisis is resolved.

2. METHODOLOGY

In order to support the government of South Sudan in the provision of TVET, this rapid assessment attempts to place the sector in its rightful place as a vital component of overall societal cohesion, reconstruction and development. Thus while it attempts to resolve key challenges in the sector (including fragmentation, access, quality and relevance), it also attempts to include a mapping of the past (since 2015), current and proposed/potential activities of actors in the TVET sector, and recommends key responses. This report reviews key documents and is supplemented by interviews with key stakeholders. The results of this exercise is to be used as a guideline for discussion and interventions by the TVET working group (TWG) – an interim body consisting of the government stakeholders, development partners and other relevant stakeholders. It aims to strengthen and streamline the co-ordination of TVET within South Sudan so as to better harmonize, design, implement, monitor and evaluate policy, legislation, management and service delivery through open dialogue. It is anticipated that the results of this process will result in the prevention of resource/work duplication and result in complementary partnerships, cost-effective delivery and widening access. The recommendations are expected to result in more efficient resource mobilisation that will provide the necessary impetus for the sector to contribute to a country in process of its transitions to a peaceful, prosperous and brighter future.

This *rapid assessment* of the TVET sector will therefore, serve as a basis for addressing the immediate, mid- to long-term needs of the sector. This report follows a published UNESCO TVET Policy Review (2014) with the support of GIZ and DFID that provides a comprehensive assessment of the TVET sector. As a rapid assessment, it aims to supplement this report with information via consultations from stakeholders and updated data, which incorporates the mapping of available information that captures activities of all stakeholders, government as well as non-government, involved in TVET and skills development in South Sudan. The report also notes that given the context of South Sudan, and the limited capacity of some stakeholders, data is severely limited. As the needs of the country are great and urgently needed, this reports serves as a *rapid* assessment to provide a quick snapshot of the sector and the actions needed. Analysis is provided, but caution must be understood that the assessment is not a *comprehensive* exercise. The analysis, and recommendations that follow, however, need to be considered with this in mind.

3. BACKGROUND

Since independence in July 2009, South Sudan has been embroiled in deep internal conflict. ToGoNU under President Silva Kiir has been involved in a power struggle with the opposition under the former Vice-President Riek Machar. The first outright civil war in 2013 was followed by another conflict in July 2016. The conflict has continued unabated, and although there have been periods of uneasy calm, the political environment remains instable with bouts of conflict and unrest.

Despite what was hailed as a substantial peace initiative in 2015 known as the “Agreement on the Resolution of Conflict in the Republic South Sudan (ARCSS)” (WFP, 2017:4), since July 2016 the civil war has spread to previously unaffected areas such as Greater Equatoria and the Greater Bahr El Ghazal regions. Peace attempts are ongoing, with the High-Level Revitalisation Forum (HLRF), led by the Inter-

Governmental Authority on Development (IGAD), resulting in some restraint among the parties. Amidst reports of the violations of the Cessation of Hostilities (CoH) agreement, it is clear that the country is still embroiled in civil strife, with an uneasy calm prevailing. According to a World Bank report, the political strife has been increasingly associated with ethnic divisions and has warned ominously that “[t]he conflict has taken on an increasingly ‘ethnic’ dimension.... that the conflict event data indicates that the violence is still multisided... They raise common threads, including the increase in hate speech, closing of political space, attacks on media, atrocities, and ‘tit-for-tat killings’” (World Bank, 2017:4/5).

The results of this situation has considerable impacts on the delivery of essential services, and subsequently the delivery of education at every level is deeply affected. The extent of the humanitarian and economic crisis on livelihoods and welfare is greatly impacts education, TVET and skills development. An overview of the scale of the problem is provided below.

3.1 EFFECTS OF CONFLICT AND INSTABILITY

The latest Human Development Index rates South Sudan as 181 out of 188 (UNDP, 2016). Its vast arable land, abundant natural resources and potential for development make it clear that should this self-imposed conflict be resolved, the country is likely to make considerable developmental gains. The estimated population in 2017 was 12.23 million (World Bank, 2018). The extent of the problem can only be surmised by the figures provided by UN-OCHA based on data from 30 April 2018 as reflected below:

Table 1 Displacement and Refugees - South Sudan

Number of IDPs	1.76 million
Number of Refugees in Neighbouring Countries	2.45 million

Source: UN-OCHA (2018)

The 1.76 million internally displaced persons (IDPs) including over 200,000 of people who live in United Nations Protection of Civilian (POC) sites are also accompanied by a range of refugees who seek refuge from neighbouring countries (e.g., Uganda, Kenya and Sudan have refugee camps). South Sudanese refugees outside of the country is significant (2.45 million, of which 85 percent are women and children). The total number of those in need of assistance is almost 20% of the population (if population increases are to be accounted for). South Sudan is also home for over 274,000 refugees, mostly from Sudan, but also from strife torn regions of DRC and Eritrea.¹³

The predominant youthful population structure (70 percent under 29 years (UN-DESA, 2017)) is associated with considerable poverty with at least 80% of the population living with less than one (1) USD a day (UNDP, 2018) and high infant mortality rates (59 deaths/1,000 live births) (World Bank, 2018).

The violence and sustained conflict over time has resulted in direct and indirect crises.

Food insecurity for instance reached epidemic proportions in February 2017, when famine was declared in parts of the country. In August 2017, the number of severely food insecure people reached six (6) million South Sudanese¹⁴ – half of the country's population – at the peak of the lean season. Surveys conducted in 2017 reported how global acute malnutrition (GAM) rates had exceeded the emergency threshold in nine of out the ten states, where more than 15 percent of children aged 6-59 months (1.1 million children) were acutely malnourished.¹⁵ According to FAO, “the anticipated start of the lean season is expected to push 5.1

¹³ UNHCR. (2017). South Sudan Situation Regional Update.

¹⁴ WFP. (2017). Integrated Food Security Phase Classification - September 2017.

¹⁵ WFP. (2017). South Sudan Food Security and Nutrition Monitoring Bulletin - Round 20.

million people to severe food insecurity in the period January-March 2018” (FAO 2016 cited in WFP 2017).¹⁶

Along with food insecurity and malnutrition, there is also significant psychosocial and health consequences to the ongoing conflict. Poor access to health services has kept high numbers of cases of HIV, tuberculosis, malaria, diarrhoea, cholera, kala-azar and measles, and limited psychosocial support without coping mechanisms has led to increased vulnerability. Coping mechanisms through proactive engagement in livelihood development that is utilized by some partners should be promoted as there is an estimated 900,000 that suffer from conflict trauma (UNICEF, 2017).

In addition, the presence of a nationals from neighbouring countries (i.e., Sudan, Kenya, Uganda and Ethiopia) working in the retail and services sector (i.e., hotels and hospitality) in some centralised/urbanised centres (i.e., Juba and Rumbek) is evidence of potential for local economic engagement for South Sudanese. There is also a lack of transport, infrastructure and essential services that constrains economic and social development.

3.2 ECONOMIC COLLAPSE AND IMPACT ON LIVELIHOODS

The rising food insecurity, poor infant and young child feeding practices, the limited access to safe water and sanitation and the increasing food prices are all associated with the ongoing conflict. According to a report of the WFP (2017), institutional weakness has resulted in ‘deterioration in physical security, food security, and economic conditions in the country’ (p. 4).

The South Sudanese Pound (SSP) has, and is continuing, to depreciate considerably. The hyper-inflationary conditions, as a result of the decline of the currency with rates reaching 550% in September 2016 and peaking at 102% as of September 2017¹⁷ and historical low values continue to impend the country.¹⁸ This has caused adverse impact on household purchasing power with commodity prices rising exorbitantly.¹⁹

As it stands, the country’s economic crisis, with low per capita income²⁰ not only impedes progress towards humanitarian and development objectives but display all the ingredients of a humanitarian disaster. Government services as a result have been severely hampered. It is evident that the financing of the government itself is severely limited as civil servants have not been paid for months with many either not at their stations or having to supplement incomes by alternative means and are probably no longer working, at least full time. The accumulation of large contingent liabilities is thus left on its balance sheet. According to World Bank’s country engagement note (CEN) in 2017, “...sources of deficit financing have dried up and deficits associated with the war and security spending are requiring the [government to] cover its costs by printing money, driving inflation” (2017, p.7). What government spending there is in all likelihood skewed towards the security situation as the existing data from available sources suggest - with little going to key social services.²¹

¹⁶ These figures are supported by the latest World Bank Country Engagement Note for South Sudan: “...conflict has had devastating impact on the country’s economy and displaced 4 million people. Nearly 66 percent of South Sudanese live in absolute poverty, 7.5 million people need humanitarian assistance and half the country’s population faces severe food insecurity.” As noted in World Bank. (2017). South Sudan Country Engagement Note, p. 1.

¹⁷ World Bank. (2017). Taming the Tides of High Inflation in South Sudan.

¹⁸ WFP. (2017). South Sudan Market Price Monitoring Bulletin November 2017.

¹⁹ *Ibid.*

²⁰ Per capita income USD 1882 as sited in UNDP. (2016). Human Development Index Report. Accessible at <http://hdr.undp.org/en/countries/profiles/SSD#>

²¹ Military expenditure 10.93% of 2015 GDP; education expenditure 1.81% of 2016 GDP (UNESCO, 2018).

To some extent, parts of the population relies mostly on smallholder production and pastoralist work, which appears to mitigate the more severe impacts of this situation as the absence of and reluctance of foreign entities to invest in the country means a dearth of any formal work opportunities despite the abundance of natural resources. The petroleum, forestry and fishing resources and the presence of abundant arable land that can be effectively utilized for commercial purpose is testament to the unrealized potential that can be harnessed.

The government of the Republic of South Sudan, at the national and state-level, has coordinated with several UN agencies and other partners for the development of public policies and for capacity strengthening of its institutions with some initiatives in place to mitigate more serious impacts.²² However, further scaling up of the government's capacities and strategic coordination will be required. This will not, however, detract from the more urgent need for a lasting peace that will provide the enabling conditions for ensuring peace, security and development for the nation.

3.3 EDUCATION, YOUTH AND GENDER

Education provisioning has unsurprisingly been drastically affected. The conflict and insecurity in 2016 has caused deterioration in access to education with the Greater Upper Nile being the most affected region of the country. Numerous education facilities have been occupied and/or attacked, and few teachers/facilitators/instructors are available to support the temporary learning spaces. The current crisis has therefore exacerbated an already dire education. Before the crisis, the mean years of schooling was 5.4 years (UNDP, 2015).

The large youthful disaffected population in particular and the lack of stability resulting from thwarted educational and alternative opportunities suggests that longer term solutions have to be crafted now for any meaningful end to this conflict. According to MoGEI (2017) and UNESCO (2018), it is necessary to provide learning opportunities for the more than 2.2 million children (age 6 to 17) estimated to be out-of-school, which includes IDPs. This excludes the significant numbers of military forces that will be demobilized during peace and/or demobilisation. Reported forced recruitment of boys into military forces is common, feeding the insurgency in the outer areas (WFP, 2017, p. 4/5). The humanitarian crisis has made it essential for food nutrition programmes to be implemented.²³ In schools settings, providing school feeding programmes has been shown to be successful on the retention of both girls and boys in school.²⁴ It is not surprising that when households are faced with challenges, they will employ a variety of coping strategies to ensure access to food, including selling possessions and pulling children out of school to help with household tasks or being involved in conflict themselves.

Current figures point to a particular crucial gender dimension with 80 percent of women being illiterate (WFP, 2017: 5). This is significant as the numbers of female-headed households (48.6%) is large, who have an average household size of 7.1 (WFP, 2017). The high maternal mortality rate (one of the highest in the world) is also particularly serious and provides a backdrop to the myriad challenges faced by women.²⁵ Gender-based violence is endemic as are gender inequalities and discrimination in South Sudan. Men control most productive assets and decision-making powers. Domestic violence has become common with

²² These include the WFP's Scaling-Up Nutrition (SUN) and the active chairing of the National Forum on Early Warning Systems, as well as the commitment to develop School Feeding and Girls Schooling Strategies,

²³ Especially in the Greater Upper Nile (GUN) cited in WFP (2017).

²⁴ Under the programme implemented jointly by WFP and Plan International, 27 schools have been reopened in Yei last year and over 10,000 children receive either cooked meals or take-home rations to encourage them, especially girls, to attend classes cited in WFP (2017).

²⁵ WHO. (2017). *Canada and WHO strides to improve maternal and child health in South Sudan*. Accessible at <http://www.afro.who.int/news/canada-and-who-strides-improve-maternal-and-child-health-south-sudan>

early adolescent marriages common. In terms of TVET, as will be discussed in Section 9.5 in further detail, there is a gendering of skills training whereas tailoring and hairdressing is predominately female and metalworking and carpentry, for example, are male-dominated.

4. TVET IN INTERNATIONAL CONTEXT

In this section, the report will discuss the international conventions and goals set forth by the international community on the provision of TVET.

4.1 VISION AND VALUE

It is necessary to place this report within an internationally agreed definition of TVET. As will be discussed below, the definition of TVET in South Sudan varies between stakeholders. The UNESCO Revised Recommendations provides insightful definitions of both the proposed vision/mission and provides clarity regarding the form, purpose and structure of TVET. In this respect, the mission of TVET is described as:

TVET contributes to sustainable development empowering individuals, organisations, enterprises, and communities and fostering employment, decent work and lifelong learning so as to promote inclusive and sustainable economic growth and competitiveness, social equity and environmental sustainability (UNESCO: 2015).

The same document describes TVET in the following manner:

Technical and Vocational Education and Training' (TVET) is understood as comprising education, training and skills development relating to a wide range of occupational fields, production, services and livelihoods. TVET, as part of lifelong learning, can take place at secondary, post-secondary and tertiary levels and includes work-based learning and continuing training and professional development which may lead to qualifications. TVET also includes a wide range of skills development opportunities attuned to national and local contexts. Learning to learn, the development of literacy and numeracy skills, transversal skills and citizenship skills are integral components of TVET.

(UN Revised Recommendations: 2015: I: 1-2)

The definition contains what TVET comprises (education, training and skills development) as an element of lifelong learning, which encompasses what is conventionally referred to as the 'formal' learning environment as well as the 'informal' and 'non-formal' learning context. The broad sweep also includes a range of life skills, including skills required in the world of work.

4.2 INTERNATIONAL AGENDA, GOALS AND CONVENTIONS

Within the context of international agendas/goals, there are several key frameworks that are pertinent to TVET in South Sudan. The United Nations Sustainable Development Goals 4.3, 4.4 and 8.6 respond directly or indirectly to the provision of TVET as noted in Figure 1.

Figure 1. Sustainable Development Goals (SDGs) Relevant to TVET

4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
4.4: By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
8.3: By 2020, substantially reduce the proportion of youth not in employment, education or training

Other international agendas/goals adopted and promoted by the international community include but not limited to the following:

- International Labour Organisation (ILO)'s 1975 Convention concerning Vocational Guidance and Vocational Training in the Development of Human Resources (No. 142)
- ILO's 2004 Recommendation concerning Human Resources Development: Education, Training and Lifelong Learning (No. 195)
- Incheon Declaration "Education 2030: Towards inclusive and equitable quality education and lifelong learning for all" and the Education 2030 Framework for Action
- Bonn Declaration - Learning for Work, Citizenship and Sustainability (2004)
- Recommendations of the Third International Congress on Technical and Vocational Education and Training, "Transforming TVET: Building skills for work and life", known as the Shanghai Consensus (2012) and the Aichi-Nagoya Declaration on Education for Sustainable Development (2014)
- UNESCO's Recommendation Concerning Technical and Vocational Education and Training

All the above-mentioned recommendations and conventions highlight the need to empower individuals and promote employment, decent work and lifelong learning; promote inclusive and sustainable economic growth; addressing inequality; and sustainable methods in TVET. The recommendations and conventions also highlight the importance of a coherent and inclusive approach in the delivery of TVET, which is especially relevant for South Sudan as will be discussed throughout this report.

Furthermore, under the current Interim Country Framework (ICF) in South Sudan developed by the UN Country Team (UNCT) in the country commits to reinvigorating the local economy. The strategies identified within the ICF include strengthening capacity of the local population to engage in activities that can boost the local economy, in which support to TVET is among the strategies the UNCT emphasizes to reinvigorate the local economy. The United Nations Country Framework (UNCF), which replaces the ICF and is under development at the time of this report's writing, will tentatively include important focuses on capacity building, resilience and youth.

ToGoNU has committed to the Sustainable Development Goals (SDGs). The National Development Strategy (NDS) currently under review is likely to strongly align with the SDGs and respondents referred to commitment and alignment between the government and SDGs.

5. DEFINING TVET IN SOUTH SUDAN

What is encompassed by the term 'TVET' in South Sudan incorporates VT and skills development. The report will attempt to incorporate terminology including the distinction between formal and non-formal as understood by stakeholders.

Although some stakeholders view TVET as distinct from other terms (VT and skills development), there is broad agreement about its purpose. Practices associated with the term all focus on preparing beneficiaries for the world of work - either self- or formal employment, and is directed at establishing effective and improved livelihoods. They are all targeted at ensuring entry into the South Sudan economy.

There are nevertheless differences between ministries regarding provision of VT and education. MoLPSHRD refers to VT, incorporating both formal and non-formal training which refers to instruction given in training institutions, or specially designed training areas. The broad distinction between formal and informal training is that the formal is conducted with a structured programme with precise objectives

and recognised by government and informal ‘has less structure’ with ‘learning outcomes’ not ‘generally’ not recognized by the government.

MoLPSHRD maintains that the ministry focuses on hands-on VT or skill development, which enables participants to perform tasks related to working in an industry. These skills and abilities are those that a person needs to perform in such workforce opportunities as construction, manufacturing and similar jobs and that requires skilled labour. MoGEI makes reference to TVET as a provisioning form in the broad spectrum of provisioning within the education system. For this ministry, whose mandate includes the requirement: “to promote relevant and quality non-formal and formal post-primary technical and vocational education and training...” (MoGEI, 2017: p. 46), formal TVET refers to longer-length courses, while shorter duration programmes are considered non-formal.²⁶ The length of formal TVET courses is one to five years in duration. Under the formal system under MoGEI, TVET secondary schools offer both skills training and academic training via levels 1 to 4 for TVET secondary schools with the option for level 5 for a diploma. The length of the same courses in the non-formal context can range from six months to three years because only skills training is provided rather than both skills and academic training.

This report will attempt a wide-sweep of all TVET practices, VT and skills development forms with the idea that some attention is paid to its purpose. Thus, all forms of training for work (interpreted in its widest form - self-employment, formal and informal labour market contexts²⁷) are incorporated in this report, irrespective of their duration, accreditation, delivery form (on-site/classroom/workshop/online) and length (both short (one to six months) and long duration programmes).

It does exclude specific school-level provisioning except when they have been specifically referred to as a form of VT.²⁸ In this regard, the Alternative Education System (AES) programmes²⁹ are included in the discussion only because they have been known to provide school-level provisioning to post-school cohorts who are engaged, or who intend to, require it in support of their quest to support themselves (livelihoods).

6. STAKEHOLDERS INVOLVED IN TVET

The cross-cutting nature of TVET and skills development in South Sudan means that various Ministries in the government are involved either directly in providing training or indirectly by partnering with NGOs and donor/multi- or bilateral partners. This section provides an overview of the key players in and outside of the government.

6.1 GOVERNMENT

Many line ministries and government bodies are routinely involved in TVET and skills development as noted in Table 2.

²⁶According to policy, “In order to reach those learners who did not attend formal education at the right age or who dropped out of school, including youth, illiterate adults, people with disabilities, demobilized soldiers and refugees, the TVET Directorate also has a section on non-formal TVET training. The ministry will support short courses of three, six- or nine-months duration” (MoGEI, 2017: p. 47).

²⁷ This can be incorporated in a notion of ‘livelihoods’ (see UNESCO-UNEVOC (2007)).

²⁸ For example, as in the Juba Technical Secondary School under MoGEI.

²⁹ According to GESP, “There is a great need to increase the capacity of TVET to be able to provide opportunities for the out-of-school children and youth and to meet skills development needs in the country” (MOGEI, 2017: 19/20).

Table 2: Government Bodies Involved in TVET

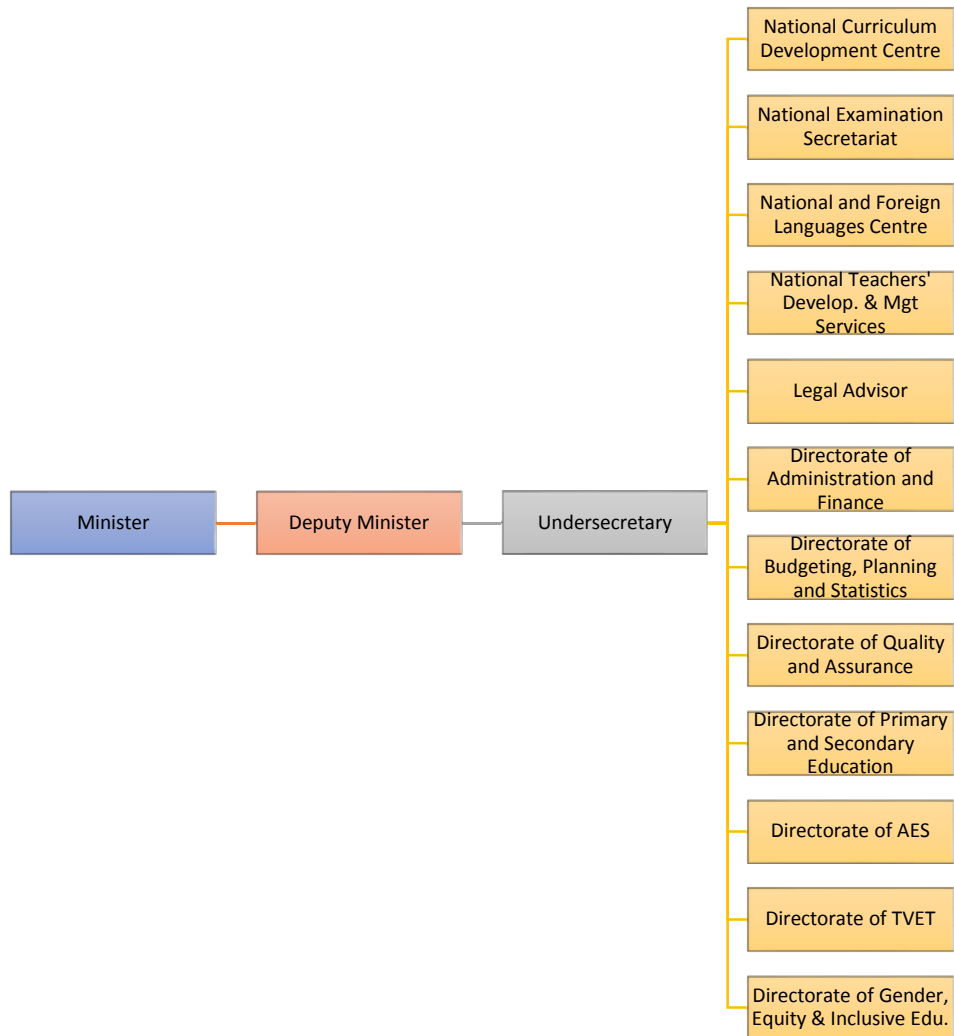
Disarmament, Demobilisation and Reintegration Commission
Ministry of Agriculture, Forestry, Cooperative and Rural Development
Ministry of Animal Resources and Fisheries
Ministry of Culture, Youth and Sports
Ministry of Electricity and Dams
Ministry of Environment
Ministry of Finance and Economic Development
Ministry of Gender, Social Welfare and Religious Affairs
Ministry of General Education and Instruction
Ministry of Health
Ministry of Higher Education Science and Technology
Ministry of Interior
Ministry of Lands, Housing and Urban Development
Ministry of Labour, Public Service and Human Resource Development
Ministry of Mining and Industry
Ministry of Petroleum
Ministry of Telecommunication and Postal Service
Ministry of Transports, Roads and Bridges
Ministry of Water Resources and Irrigation
Ministry of Wildlife Conservation and Tourism
Relief and Rehabilitation Commission

Source: UNESCO (2018)

Of the line ministries involved in TVET, two key government ministries have dedicated structures and governance as noted in their policies and plans: TVET under Ministry of General Education and Instruction (MoGEI) and VT under Ministry of Labour, Public Service and Human Resource Development (MoLPSHRD), while Ministry of Culture, Youth and Sports (MoCYS) has only policies/plans in place.

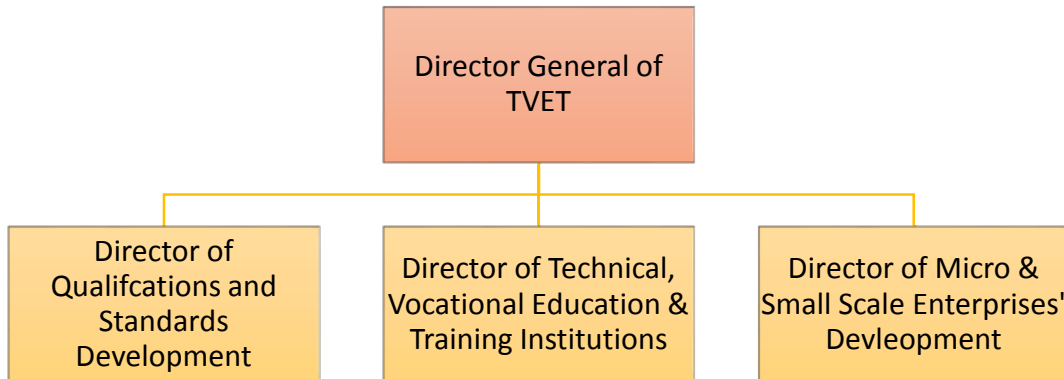
The organisational charts of MoCYS, MoGEI and MoLPSHRD are noted in the figures below. There are reportedly 216 staff under the responsibility of the Director-General of the Vocational Training Directorate at the national level under MoLPSHRD, and under MoGEI – TVET Directorate, there is to be 21 staff, but due to budget constraints, only four (4) positions are currently filled. At both ministries, there was an overwhelming sense that resources were severely constrained. Not only was there a serious issue regarding mobility (i.e., transport for officials to visit institutions), but the overall functionality was constrained by the lack of funds. It was reported that many officials of the current ToGoNU were not paid for a number of months. As one respondent at one of the institutions pointed out with regard to staff salaries and budgets, “...there is budget, but no liquidity.”

Figure 2: Ministry of General Education (National-level) Organisational Chart



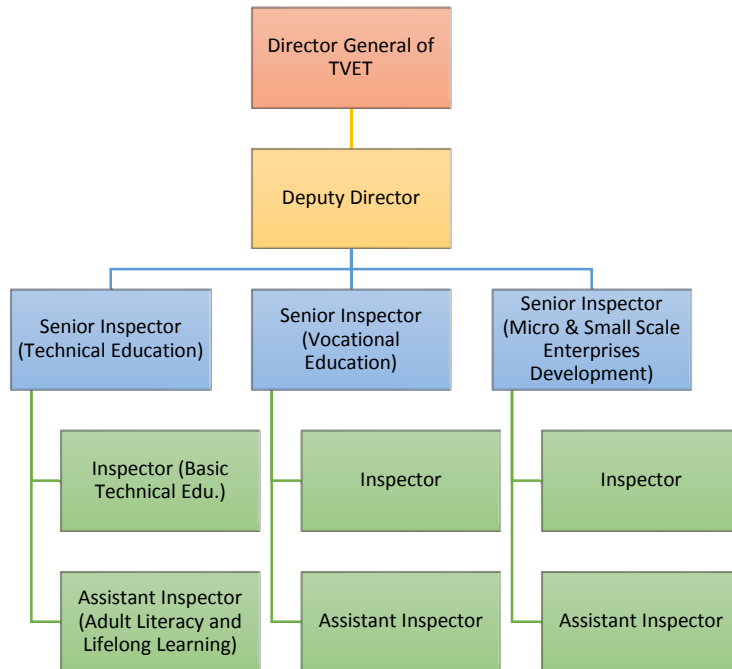
Source: MoEST (2015)

Figure 3: Ministry of General Education and Instruction (National-level) - Directorate of TVET Organisational Chart



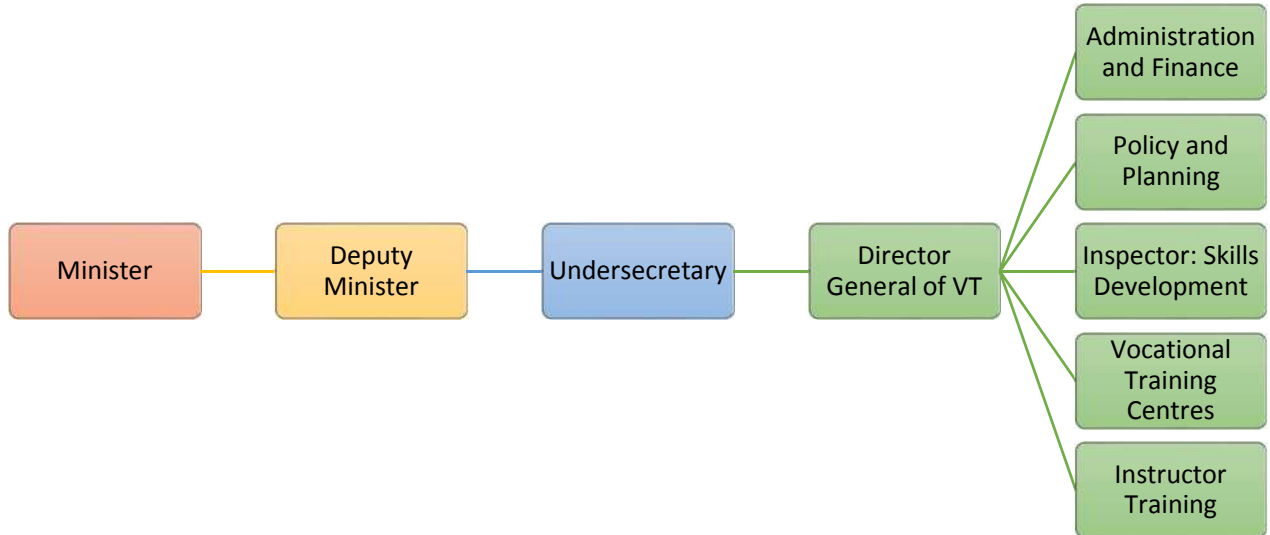
Source: MoGEI (2018)

Figure 4: State Ministry of General Education and Instruction - TVET Organisational Chart



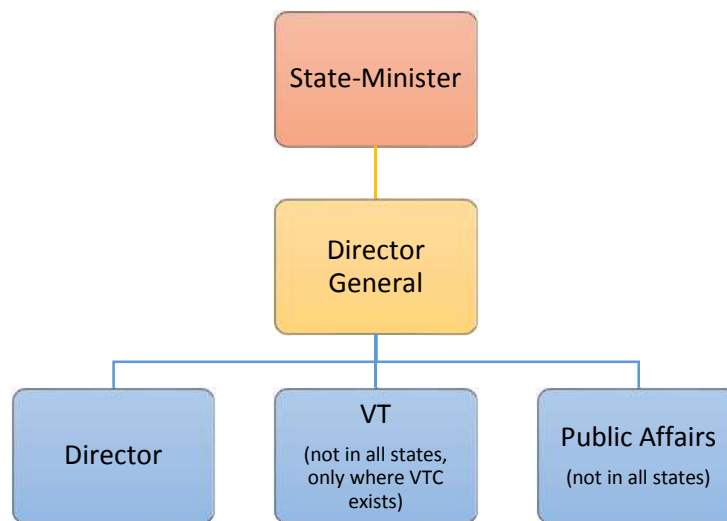
Source: MoEST (2015)

Figure 5 Ministry of Labour, Public Service and Human Resource Development (National-level) Organisational Chart



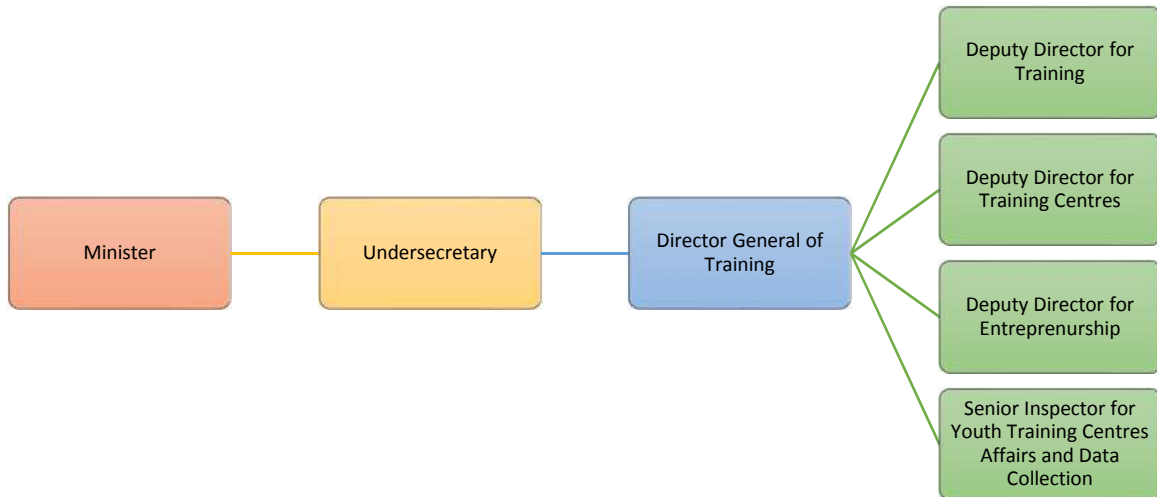
Source: MoLPSHRD (2018)

Figure 6: State Ministry of Labour, Public Service and Human Resource Development Organisational Chart



Source: MoLPSHRD (2018)

Figure 7: Ministry of Culture, Youth and Sports (National-level) Organisational Chart



Source: MoCYS (2018)

6.2 LINKAGES: GOVERNMENT AND NON-GOVERNMENT PROVISION

The landscape of TVET and VT is occupied by a range of role players including the government, donors, NGOs (both faith-based and humanitarian) and multi- and bilateral agencies. Table 3 below is a non-exhaustive list of those involved in providing some form of skills, either TVET, VT or skills development (discussed in the following section). As discussed earlier, data is limited and fragmented, and this report makes the best possible attempt to provide a comprehensive mapping of activities. For non-government actors, most operate within the non-formal or informal sector and do not provide support in the formal sector. Private sector involvement/engagement is extremely limited given the level of development of the sector in South Sudan, and therefore not included in Table 3 (this challenge is discussed throughout the course of this report).

Table 3: List of Role Players Involved in Vocational Provisioning

<u>Donor Entity</u>	<u>Multilateral Agencies</u>	<u>NGO (non-exhaustive)</u>	<u>Government</u>
Canada	FAO	ACROSS	Disarmament, Demobilisation & Reintegration Commission
Denmark	UNDP	BBC Media Action	Ministry of Agriculture, Forestry, Cooperative & Rural Development
EU	UNESCO	Dorcas Aid International	Ministry of Animal Resources & Fisheries
Global Partnership for Education (GPE)	UN-HABITAT	Finn Church Aid	Ministry of Culture, Youth & Sports
Israel Aid	UNHCR	Mercy Corps	Ministry of Electricity & Dams
Japan	UNICEF	Nile Hope	Ministry of Environment
Netherlands	UNIDO	NRC	Ministry of Finance & Economic Development
Norway	UNIDO	PLAN	Ministry of Gender, Social Welfare & Religious Affairs
Republic of Korea	UNMISS	Save the Children	Ministry of General Education & Instruction
	UNWOMEN	Vocational Skills Development Organisation (VOSDO)	Ministry of Health
	WFP	Whitaker Peace Development Institute (WPDI)	Ministry of Higher Education Science & Technology
	World Bank	Women's Advancement Organisation (WAO)	Ministry of Interior
		World Vision	Ministry of Lands, Housing & Urban Development
	<u>Bilateral Agencies</u>	<u>Faith-based</u>	Ministry of Labour, Public Service & Human Resource Development
	GIZ	Don Bosco	Ministry of Mining & Industry
	JICA	St. Vincent	Ministry of Petroleum
			Ministry of Telecommunication & Postal Service
			Ministry of Transports, Roads & Bridges
			Ministry of Water Resources & Irrigation
			Ministry of Wildlife Conservation & Tourism
			Relief and Rehabilitation Commission

Source: UNESCO (2018)

Partners have worked extensively with the government in a range of projects. The relationship between government and key multi/bilateral and NGOs is identified in Table 4 based on available data.

Table 4: Multi/Bilateral Agencies and NGOs and Government Coordination

Government Partners	Multi/Bilateral Agency						NGOs				
	JICA	UNESCO	UNDP	UN-HABITAT	UNICEF	World Bank	EMPOWER Project (EU)	Plan	Save the Children	WAO	World Vision
Disarmament, Demobilization & Reintegration Commission											
Ministry of Agriculture, Forestry, Cooperative & Rural Development											
Ministry of Animal Resources & Fisheries											
Ministry of Culture, Youth & Sports									State level		
Ministry of Electricity & Dams											
Ministry of Environment											
Ministry of Finance & Economic Development											
Ministry of Gender, Social Welfare and Religious Affairs									State level		
Ministry of General Education & Instruction					State level				State level		
Ministry of Health											
Ministry of Higher Education Science & Technology											
Ministry of Interior											
Ministry of Lands, Housing & Urban Development											
Ministry of Labour, Public Service & Human Resource Development									State level		
Ministry of Mining & Industry											
Ministry of Petroleum											
Ministry of Telecommunication & Postal Service											
Ministry of Transports, Roads & Bridges											
Ministry of Water Resources & Irrigation											
Ministry of Wildlife Conservation & Tourism											
Relief and Rehabilitation Commission											

Source: UNESCO (2018)

6.3 NON-GOVERNMENT

Given the economic context, entities of the government in South Sudan are not able to finance TVET initiatives in a coherent and sustainable manner. Donor, multi/bilateral entities, private sector and NGOs thus play a powerful role in the national vocational system. They not only provide the bulk of the funds that ensure that training takes place, but in many instances, shape and define what happens on the ground. An overview of the available data of donor involvement and the agencies they support is indicated in Table 5. Tables within the Annex of this document display implementing agencies by their intervention activity types (see Annex). In regards to the private sector, in South Sudan, the existence of the formal private sector is extremely limited due to the conflict and financial crisis. Most current workforce opportunities are via the informal sector; thus, Table 5 and various tables within this document do not include the private sector given the limited development.

Table 5: Mapping of Donor Involvement in Vocational Provisioning in South Sudan

Donor Source/Entity	Implementing Agency		Period	Indicative Budget	Beneficiary Target	Location	
	Multi/Bilateral Agency	NGO					
EU		Save the Children	2016-2018	2.5 million Euros	4,974	Former Lakes state (counties of Rumbek, Wulu and Cuiebt)	
		EMPOWER project	2018-2020	7 million Euros	4,000 youth	Central Equatoria, Western Bahr el Ghazal, Warrap, Northern Bahr el Ghazal, Jonglei	
		Dorcac	2016-2019	2.5 million Euros	6,010	Former Western Bar el Ghazel and Warrap states (Counties of Wau and Kuajok)	
	FAO/UNESCO		2015-2018	5 million Euros	1,474	5 counties of the Former Lakes State (Rumbek Centre, Wulu, Yirol East, Yirol West and Awerial)	
	GIZ/FAO/UNOPS/UNIDO		2015-2018	80 million Euros	504 (post-harvest); 50 (value chain - fish); 32 (ToT); 104 (entrepreneurship)	Greater Bahr El Ghazal	
Canada	UNIDO		2013-2019	11.5 million USD	1,095 (2016)	national	
Capacity for Education Development (CapED)	UNESCO		2018-ongoing	TBD	TBD	national	
Global Partnership for Education (GPE)	UNESCO	WAO	2017	80,000 USD	630	Juba	
Israel Aid		Univ. of Juba	2017-2018			Juba	
Japan	UNDP	HERY	2018	1.1 million USD	750	Aweil, Yambio	
	UNWomen		2016-2018	0.9 million USD	7,500	Juba, Mingkaman and Nimule	
	World Bank		2018-2020	3 million USD	200 (tentative)		
	UN-HABITAT		2017-2019	500,000 USD	500	Gureii, Juba and Wau	
	JICA			2006-2010	12.54 million USD	6,000 youth	Juba, Wau and Malakal
				2010-2013		Capacity building of MoLPSHRD	Juba
				2015			
			2016-2017				
Republic of Korea	UNMISS		2015-2018		300	Bor	
Netherlands	UNDP		2015-2017	10.7 million USD (includes non-TVET portion)	200	Juba	
Norway/GIZ/Denmark	UNICEF	Mercy Corps, VSF, Hold the Child, World Vision	2017-2018		250	Juba, Unity, Yambio, Boma	
USAID	UNICEF	WAO	2017-2018	132,190 USD	450	Juba, Yei, Wau	

Source: UNESCO (2018). Only donor government-funded projects are noted and where data is available.

As can be seen in Table 5 and the Annex, key donor entities include the EU and the Governments of Japan and Canada. It has been noted that many of the projects executed have been operating in silos, creating their own policies, curriculum and some even building their own centres. Focused as they are on ensuring that their project objectives are realised, they have reported that they are required to undertake what is considered 'on the ground' to be most effective to ensure that identified objectives are achieved and what they see as developmental priorities set are efficiently realised. As noted earlier, almost all non-government

actors support non-formal or informal TVET initiatives. There is limited support in the formal sector. The Government of Canada has been supporting local economic development initiatives via UNIDO,³⁰ while Japan supports the development of TVET centres via UNDP and female-targeted interventions via UNWomen.³¹ The United States (via USAID) has noted potential need in the construction sector and is in the process of identifying project(s) for vocational/skills development interventions in this regard.³² The United States as well as Japan have noted the agricultural sector as a great potential for TVET interventions,³³ while the Government of Canada noted the concerns for employment opportunities in the health sector.³⁴

6.4 REFLECTING ON STAKEHOLDERS

Governance has been severely negatively affected in the public system. The lack of a clearly defined operational structure, and even poorly implemented government administrative bureaucracy has made the structure unwieldy and difficult. Most stakeholders interviewed have not been able to work effectively with structures in the government, with some finding that it is sometimes easier to work with state-level structures where they exist.

As part of the research and consultations for this report, findings also show donor-funded activities are project-based and sometimes fragmented, are duplicated and have unclear accountability mechanisms, especially in regards to their sustainability. The issue of sustainability after donor-funded projects end leads to considerable frustration by individuals and communities that have not been able to establish mechanisms by which to continue programmes and projects. The frustrated ambition by both individuals involved and communities reached can undermine the entire donor-undertaking if not resolved.

Many implementing and government partners have stressed the need for continued government support, but given the current resources from the government, this is unlikely to be realised in the foreseeable future in light of the constraints outlined. Projects proposed and implemented, therefore need to have the sustainability prerogative at the forefront of their projects at inception. Donors and funders also need to understand that the nature of TVET support is a medium to long-term investment. The sustained funding for the medium to long-term - perhaps three (3) to five (5) years at the least - can likely lead to more significant outcomes.

It is further noted that since the TVET sector requires a significant (and sustained) funding stream, that it might as well be necessary for development partners to work together to ensure cost-effectiveness. This will not only serve to ease duplication of efforts, but also encourage cost-sharing among developmental partners in support of shared objectives.

7. POLICY AND LEGISLATION

The focus on the policy context of the government will incorporate the policy instruments from the national constitution and from the available data from the ministries – namely, the Ministry of General Education and Instruction (MoGEI), which includes its former entity as the Ministry of Education, Science and Technology (MoEST); the Ministry of Labour, Public Service and Human Resources Development (MoLPSHRD) and the Ministry of Culture, Youth and Sports (MoCYS). Although there are other ministries

³⁰ UNESCO. (2018). Consultation with Embassy of Canada in South Sudan, March 2018.

³¹ UNESCO. (2018). Consultation with Embassy of Japan in South Sudan, March 2018.

³² UNESCO. (2018). Consultation with USAID, March 2018.

³³ UNESCO. (2018). Consultations with USAID and Embassy of Japan in South Sudan, March 2018.

³⁴ UNESCO. (2018). Consultation with Embassy of Canada in South Sudan, March 2018.

involved in TVET, the policy discussion makes use of the available data in this section will focus on the policies either being considered for adoption or implemented in anticipation for its adoption, by each of the governing entities.

7.1 TVET AND THE CONSTITUTION

The transitional constitution of the Republic of South Sudan (RSS) provides wide-ranging reference to the importance of empowerment with specific mention of TVET. Article 38 (2) mentions TVET as a mechanism to bridge the education divide brought on by conflict:

Government (will) endeavour to avail financial resources to make education affordable at secondary and higher levels, including technical and vocational education and training (emphasis inserted) (RSS, 2011: Transitional Constitution, Article 38 (2))

The reference to TVET and education of particular groups, youth and women are also provided special attention. All levels of government are required to ensure that "... youth develop morally and physically, and are protected from moral and physical abuse and abandonment; and ... empower the youth to develop their potentials." (RSS, 2011: Article 40). Article 16 in the Bill of Rights accords women full and equal dignity with men while affirming the need to "enact laws to combat harmful customs and traditions which undermine the dignity and status of women."

The strategy of the government is built on the Vision 2040 framework, a wide strategic approach encompassing medium and long-term plans. It foregrounds the importance by listing "Building an Educated and Informed Nation" as the first strategic goal of the nation (RSS, 2011: 22). It is significant that the President at the time called for the importance of "requisite political leadership" to achieve identified outcomes while reaffirming the importance of appropriate policies, assuring that the "administration will play its role in ensuring that this vision is faithfully implemented" (President Silva Kiir in *Forward* to Vision 2040). This is especially significant if the 15 education goals identified which emphasizes issues related to education access, quality and equity is to be achieved. The Vision, initially pursued through the South Sudan Development Plan (2011-2016), will be continued with a new three-year National Development Strategy (NDS) in development.

7.2 SOUTH SUDAN VOCATIONAL TRAINING POLICY (MoLPSHRD, 2014 FINAL DRAFT)

The South Sudan Vocational Training Policy from the MoLPSHRD details the mandate as well as programmatic and governing structures for VT under its purview. The policy is – at the time of this report – currently under consideration by the Council of Ministers and specifies that the document governs both the activities of the government and private VT providers in formal and non-formal settings. It recognizes that there are many government and non-government stakeholders governing the provision of TVET in the country. Its policy purview addresses graduates of primary/secondary schools, adults, employees, unemployed and under-employed, entrepreneurs, informal apprentices, ex-combatants, IDPs, returnees, premature leavers/drop-outs and marginalized populations such as street children. VT providers are expected to use the MoLPSHRD national curricula. It also emphasizes the adoption of flexible modes of delivery in medium and long-term programmes. While shorter programmes do not specify any academic or practical requirements (with the proviso that providers can require an entry exam), while two-year programmes require an education of primary level eight (8) or the equivalent. VT providers, who are required to be accredited, are required to register with MoLPSHRD with the list of courses offered. Trainers/facilitators are required to have one of the following to become certified by the ministry: (1) a degree from a vocational teacher or trainer college; (2) teaching degree and at least two (2) years of trade experience; five (5) years of trade experience; or professional certificate and a completion of a recognized training trainers' course.

The policy also mentions a national skills qualification framework (NQF) is to be developed, that the ministry governs/issues certifications and a VT council or forum is to be formed to coordinate TVET activities in the country.

7.3 LABOUR ACT (ACT NO. 64) (MOLPSHRD)

The Labour Act (2017) under MoLPSHRD is also linked to vocational training. The Act is designed to “establish a legal framework for the minimum conditions of employment, labour relations, labour institutions, dispute resolution and provision for health and safety” (MoLPSHRD, 2017). Training and development are an integral part of the definition of work-related policy and practice in keeping with other components including but not limited to selection and recruitment procedures, advertising and selection criteria, appointments and appointment process, job classification and grading, remuneration, employment benefits, terms and conditions of employment and job assignment required to be followed by all employers in South Sudan. Areas related to training include stipulations regarding minimum working age (age 14) with the exception to those over the age of twelve (12) who are in training for vocational skills. In addition, the Act stimulates the need for training to those involved in union activity to attend “...training, workshop, seminar or seminars sponsored by union internal and external bodies;” employees considered to be underperforming are required to undergo training prior to termination and the requirement for training for safety and health at work (MoLPSHRD, 2017).

7.4 NATIONAL TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET) POLICY (4TH DRAFT, MOEST (2015))

The National Technical and Vocational Education and Training (TVET) policy mentions some key priorities for TVET under MoGEI. Updated from its earlier version under the MoEST (now MoGEI), it is under consideration by the Council of Ministers (at the time of this report) and proposes the establishment of a central TVET authority and council (which governs the authority), but establishes a decentralized management system with the main responsibility for implementation under the national authority. There is no requirement to follow a national curriculum, outlining that “...each TVET provider may and should develop its own curricula based on the specific needs of its target groups and in compliance with the respective occupational standard” (MoEST 2015). The policy mentions key efforts needed in: (a) restructuring the TVET system to make it more responsive to the needs of the country; (b) developing relevant TVET curriculum; (c) providing and accessing more educational and training opportunities for out of school youth and adults; (d) formulating TVET appropriate tools for examination and certification; and (e) providing a technical teacher training system.

7.5 GENERAL EDUCATION STRATEGIC PLAN, 2017-2022

TVET is a component of the General Education Strategic Plan (GESP)³⁵ under MoGEI. GESP is the overarching plan that operationalizes all policies under the MoGEI. GESP refers to TVET as one (1) of four (4) of its key priorities in its overall strategy. Other priorities include: access and equity, quality and management. The TVET objective is to:

“[P]romote relevant and quality non-formal and formal post-primary technical and vocational education and training that is governed by a unified and efficient TVET system and that provides nationally and globally competitive human resources while stressing gender equity and inclusiveness” (MoGEI, 2017:46).

³⁵ Although GESP was developed and a policy under MoGEI, the document gathered contributions and inputs from various ministries across the Government of South Sudan.

At the time this report's publication, the plan is currently under the consideration of the Council of Ministers. Key objectives include attention to access, by improving infrastructure³⁶ with attention to excluded populations by non-formal means³⁷ and expanding both the numbers of trainers and sites of delivery. Other objectives include:

- Improve the quality and relevance of TVET by revising existing curriculum to include updated knowledge and skills, especially with regard to science and technology, based on a newly created National Vocational Qualifications structure. This structure will specify the requirements for entry into the formal secondary technical system.
- Expanding qualified TVET instructors/teachers and upgrading those currently in the system. A training programme for new and existing TVET instructors/teachers is to be designed, with professional profiles needed. Unqualified TVET instructors in the formal TVET secondary schools will sit for a certifying national examination.
- The governance, management and coordination will be strengthened by developing a 'unified TVET policy' (sic), with continuation of developing and then implementing standards for TVET delivery from lower to higher levels based on an outcomes-based competency system. The ministry also intends to implement the accreditation of TVET institutions as specified by MoGEI policy proposals with monitoring systems established.

It is important that the document makes insightful comments about the limitations of strategic five year plans by pointing out that while, "the goals and objectives contained in this plan are ambitious and provide a framework within which both the ministry and its partners can operate over the next five years. It is recognized, however, that the current fiscal crisis and other challenges³⁸ will not be resolved quickly." It realistically sets a series of interim priorities that can be achieved despite the crisis.

7.6 SOUTH SUDAN, YOUTH DEVELOPMENT POLICY (MOCYS, 2013)

The South Sudan Youth Development Policy (SSYDP) is the guiding document for youth activities under MoCYS. The policy is currently under consideration of the Council of Ministers at the time of this report's writing and takes - as a starting point the international, African and South Sudanese realities and perspectives - the need to nurture youth from an early age as part of building an inclusive and vibrant new nation. SSYDP operationally defines youth as any young man and woman between the age of 15 and 35 years, with the following account of their structure:

According to 2008 census, the overall population of South Sudan is about 8.26 million. Of this 4.29 million are males, and 3.97 million are females. South Sudan's population is characterized by a young structure: 51% of South Sudanese are under the age of 18 years and 72% are less than 30 years, while at the same time less than 3% are over the age of 64 years. This results in a very high dependency ratio of 88.3. Youth between the age of 20 to 29 years account for 34.24%. South Sudan has a population growth rate of 3%, and a fertility rate of 6.7 children per woman.

MOCYS, 2013: Demographic Characteristics of Youth in South Sudan

In recognition of the importance of TVET, the document reinforces the need for *all line ministries* to address youth development and calls for an independent TVET commission: "...in recognition of the cross-sectoral nature, importance and breadth of TVET and entrepreneurship development in South Sudan" (SSYDP, Ch.5). It calls for the involvement of all stakeholders including government and non-state training

³⁶ The Ministry plans to renovate and equip its five existing TVET secondary schools and to establish 10 new technical TVET secondary schools, "... if funding becomes available" (MoGEI, 2017: 10).

³⁷ These include those who, "did not attend formal education at the right age or who dropped out of school, including youth, illiterate adults, people with disabilities, demobilized soldiers and refugees" (MoGEI, 2017:47).

³⁸ These include, in addition to the continuing fiscal crisis, the continual conflict and the administrative repercussions of the review.

providers, the private sector and civil society. The policy does not detail the governance and requirements of teachers/learners or the provision of TVET under the MoCYS.

Although not in MoCYS's policy documents, the ministry has developed planned activities as noted below for their vocational programme. However, due to the lack of funding, implementation has halted.

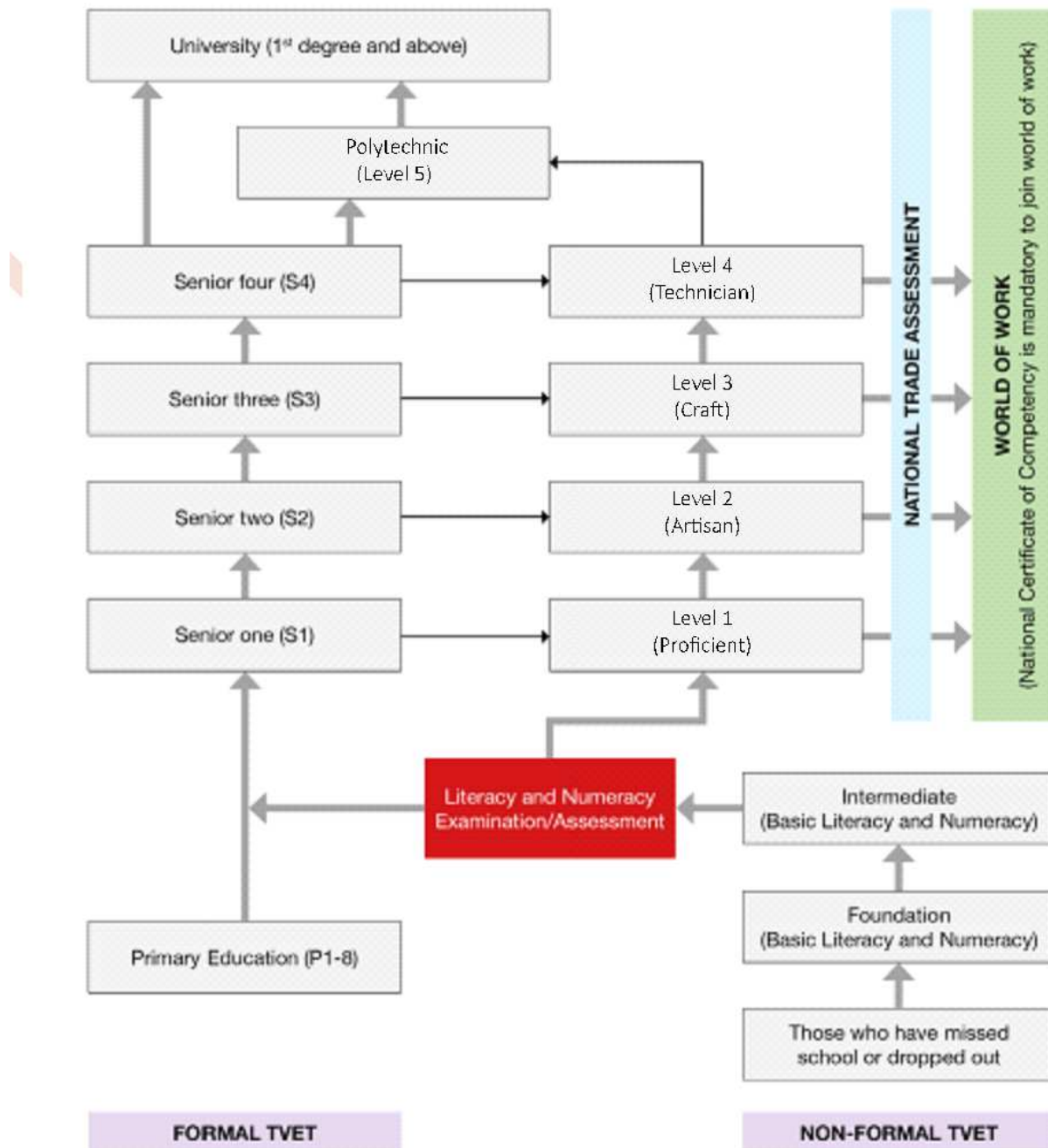
Planned activities for the MoCYS include the following:

- Establishing youth friendly spaces and services
- Commitment to quality basic education, skills training and livelihood
- Enabling youth voices in space and government
- Ensuring capacity building in policy and advocacy
- Commitment to institutional capacity building of CSOs and ministries supporting youth

7.7 PATHWAYS IN TVET

Within the government's current provisioning of TVET, there are many pathways for learners/trainees to enter TVET. Mainly the MoGEI and MoLPSHRD's policies describe the mandates/pathways of where and how learners/trainers can enter and navigate within TVET under their purviews. Under MoGEI, learners are able to enter TVET via the formal sector or non-formal sector with a pathway for non-formal learners to enter the formal sector via literacy and numeracy assessment (see Figure 8).

Figure 8. Pathways/Certification under MoGEI



Source: MoGEI (2015)

Under the MoLPSHRD, there is no standardized pathway within and for VT. However, the ministry’s mandate is to support all beneficiaries in or wish to join the world of work. The pathway under MoLPSHRD is in a sense translated into entry requirements, which will be further discussed in the section on

certification. In short, the entry requirements are based on the trainee’s level of experience – from absolute beginner to advance levels.

7.8 REFLECTION ON THE POLICY CONTEXT - MAKING THE LINKS AND IDENTIFYING THE ABSENCES

For purposes of this rapid assessment, this section highlights key features of the policies available. It is non-exhaustive and has not incorporated various government bodies mentioned in Table 2 that have also identified TVET and skills (both formal, informal and non-formal) in their policies, strategic plans and associated documents.

It is evident that the policy environment may have not changed significantly since the publication of the UNESCO (2014) report, which provided a comprehensive review of the sector. The policy proposals outlined in this section say little about self-employment and livelihoods development. The VT policy (MoLPSHRD, 2014) importantly includes a discussion on learner/instructor requirements. This is further compounded by the lack of clarity on the definition of TVET or VT within the country. The policy documents generally speak of the challenges and the commitment to address the issues in TVET, with the GESP (as a strategic proposal) laying out concrete activities, targets and requirements. Although the need for a designated TVET training facility has been articulated, the recruitment, retention and deployment of personnel has not been thoroughly articulated. In addition, much more attention could perhaps be placed on the notion of ‘workplace learning’ currently proposed by the International Inter-Agency Group on TVET (IAG-TVET, 2017).³⁹ In both developed⁴⁰ and developing regions, the concept has gained considerable attention. Uganda, Namibia, Tanzania and South Africa in Africa, to name a few, are in the process of, or have, undertaken legislation on work-based learning (WBL) with some having commissioned work on framework development (i.e., Zambia). As a precursor to employment or livelihoods development, the system should be able to prepare people for participation in the labour market. The need to ensure that employers and incumbents know which skills and occupations are in demand is paramount - as is the need to understand how these skills will be recognised and utilised. There is a need to take positive action to increase diversity, to improve reporting and accountability, to incorporate a level of flexibility and to enhance advice and support. Little mention has also been made of the recognition of prior learning (RPL) mechanisms for alternate certification. Mechanisms directed at inclusivity and that allow those disadvantaged in the labour market to benefit and livelihoods development need much more consideration as does non-traditional modes of delivery (i.e. on-site, apprenticeship and internships), albeit in a restrained formal labour market context.

8 GOVERNANCE AND COORDINATION

As discussed in Section 6, TVET sector currently involves 21 government bodies. The government bodies do not necessarily coordinate on TVET provision as each body has its own mandates respectively. In addition, the majority of TVET service provision is currently being implemented by non-government actors, which do not necessarily coordinate with the government institutions. Many non-government actors are confused on the relevant government body associated with their activities. As a result, there is a range of active stakeholders and participants acting in silos. There are no active TVET governmental bodies that

³⁹ International Inter-Agency Group on TVET. (2017). Investing in Work-Based Learning.

⁴⁰ “...work-based learning has been chosen by 27 EU Member States, the five European Union Candidate Countries and the three European Economic Area countries as one of their top priorities for 2020.” *Abid*.

govern activities across the country via inter-ministerial, inter-sectorial and/or the coordination of non-governmental activities.

In terms of inter-ministerial, as mentioned, there are 21 government bodies that handle TVET, so coordination among the government bodies is needed to ensure effective and clear TVET provision. For inter-sectorial, TVET is a multi-disciplinary sector involving labour, education, economic development and even such sectors as agriculture, health and transportation (given the need for workforce development and standards); thus, inter-sectorial governance is important for effective TVET provision. In regards to coordination of non-governmental activities, there are many non-government stakeholders in the TVET sector presently in South Sudan – with a majority acting in silos. The silo-ism has created confusion, and government coordination in this regard could provide a better streamlined approach and provision.

A forum did exist for partners to discuss and coordinate TVET involving government and non-government stakeholders via the South Sudan Vocational Training Coordination Forum, which was initiated by MoGEI with the support of ILO in 2011 then taken up in 2013 by the MoLPSHRD. The forum was paused, however, UNESCO revived the group in late 2017 via the TVET working group, but no formal apex governmental body exists.

The aim of the TVET working group is to facilitate discussions in streamlining and developing coherent actions within the sector. The working group currently serves as a platform to share, discuss and develop policies, management and coordination of TVET activities among national and international stakeholders. The TVET working group consists of members from the government, national and international civil society, development partners, donors, private sector and UN agencies/departments. UNESCO revived the interim group in hopes it would be replaced once national capacity is identified that can effectively govern the TVET sector via a national TVET inter-agency committee. There is a great need for national capacity to develop and/or manage the governance of TVET in inter-ministerial, inter-sectorial and coordination of non-governmental le.

9. SERVICE DELIVERY: PARTICIPATION, ACCESS AND INCLUSION

As illustrated earlier in this report, the public/government system exists alongside non-public (UN, NGO, private and faith-based) entities. This section explores the key areas of this landscape, focusing on the service delivery to beneficiaries. It begins with a discussion on the number of centres under the government, demand considerations and proceeds with geographic (distribution), current inclusion mechanisms and closes with some key features of the non-government sector.

9.1 INSTITUTIONAL LANDSCAPE

As there are 21 government bodies involved in TVET, this section discusses the centres under MoCYS, MoGEI and MoLPSHRD. The report recognizes that there may be additional centres, but due to limited data, only the centres associated with MoCYS, MoGEI and MoLPSHRD are discussed.

MoLPSHRD has reported five (5) operational VT centres that provide training at the time of this writing. The Multi-Training Centre (MTC) – considered the flagship institute – is located in Juba and was renovated with the support of JICA in 2012 as part of its Improvement of Basic Skills and Vocational Training (SAVOT) project. The profile of the institutions under the three ministries are provided in Table 6.

Table 6: Overview of Institutions under MoCYS, MoGEI and MoLPSHRD

Ministry	Institution	Other Data
MoCYS	<ul style="list-style-type: none"> • Juba • Malakal (demolished due to conflict) • Wau • Yambio (under construction) 	
MoGEI	<ul style="list-style-type: none"> • Juba (2 Schools) • Wau (3 centres consolidated) • Yei (Managed by Norwegian People's Aid) • Kajokeji • Torit (not operational) • Yambio (Managed by Catholic Relief Services) • Amadi • Lanya (not operational) • Tonj (facility used by some NGOs) • Mawgi (Managed by PLAN International) • Kopeta (Managed by PLAN International) • Bentiu (not operational) • Abyei (not operational) • Uror (not operational) • Munuki (temporarily being used by Upper Nile University) 	<p>Courses offered:</p> <ul style="list-style-type: none"> - Electrical - Masonry - Carpentry - Automotive - Metal work - Computers/IT - Accounting* - Math* - Geography* - Economics* - Management* - English* - Arabic* - Religion* <p>*Offered as part of the curriculum at Juba Commercial School</p>
MoLPSHRD	<p>Vocational Training Centres (VTCs)</p> <ul style="list-style-type: none"> • Juba (MTC & Instructor Training College) • Wau • Maban • Aluakluak Women • Bor (includes functional literacy) • Malakal (partially operational) 	<p>All VTCs offer the same type of courses include:</p> <ul style="list-style-type: none"> - Tailoring - Computer/IT - Agriculture - Carpentry - Electrical - Hairdressing - Construction (Bricklaying) - Masonry - Automotive - Hospitality <p>Also conducts mobile training in the refugee camps in Uganda and in South Sudan</p>

Source: MoLPSHRD (2018) and MoGEI (2018)

Currently under the MoGEI, the provision of TVET is only offered at the secondary level via separate TVET secondary schools (TVET is not offered as part of the general education stream).

According to MoGEI, the TVET and skills development institutional context has drastically shifted due to the conflict. In 2015, there were reportedly between 26⁴¹ and 33⁴² centres (government and non-government) and six secondary TVET schools. While these are likely to be significantly overestimated, respondents from MoGEI reported that only five (5) entities government centres/schools under MoGEI are currently operational: two (2) operating in Juba - Juba Technical Secondary School and Juba Commercial Secondary School. Further discussion regarding existing institutions will be made under the discussion of geographic coverage as it relates to equitable access.

⁴¹ MoGEI (2017)

⁴² UNESCO (2017): 51.

9.2 EXCESS DEMAND

South Sudan is no different from many other fragile contexts with the following key statement:

“Education policies in fragile African states have a strong focus on achieving universal basic education and, to a lesser extent, on facilitating the quantitative and qualitative development of other education sub-sectors in response to countries’ needs and financial capacities” (UNESCO, 2017: 47).

In South Sudan, the above quote is especially significant given recent population estimates. In 2015, the estimated population of eleven million people is projected to surpass 12.6 million in 2020 at an average growth rate of 2.7% (UN-DESA, 2017). As mentioned earlier, the youth population of South Sudan is roughly 70% of the population (UN-DESA, 2017). Furthermore, the impact on the school-aged population (3–17 years old) is set to reach an estimated 4.9 million in 2020. As the number of school-aged children increases, the education system will need to increase its capacity significantly (UNESCO/IIEP, 2017, 17). This is likely to significantly expand the schooling population and the demands on post-primary provision. There has already been a reported of around 18.7% enrolment growth rate (at pre-primary level) in the period 2008-2015 (UNESCO, 2017: 48). With the result that more cohorts are likely to emerge from the schooling system than ever before, resulting in the need for capacity of the system to expand, as these literate individuals enter the system and require further education. Indeed, over the past three years, an increased school enrolment has been noted. There is an additional great need to develop the TVET sector before this additional development in and for the sector.

Table 7: School Population: Total Across All Education Sub-Sectors

Year	Total (Count)	Increase
2016	1,407,669	15.3%
2015	119,238	23.3%
2013	967,225	

Source: UNESCO (2017); MoGEI (2016)

For Table 7, the lower increase of 15% (2015-2016) is likely the product of the conflict in July 2016.

Data from the latest published statistics (MoGEI, 2017), for 2016 already reflect this increased enrolment, as the Table 8 shows.

Table 8: Enrolment by Sub-Sector (2016)

	Count	Proportion (% of Total)	Female (No.)	% of Total
Alternative Education System	136,784	9.7%	62,108	45.4%
ECDE	102,092	7.3%	48,673	47.7%
Primary	1,098,292	78.0%	459,301	41.8%
Secondary	58,597	4.2%	20,181	34.4%
Teacher Training Institutes	393	0.0%	123	31.3%
TVET	5,178	0.4%	1,716	33.1%
University	6,333	0.4%	2,625	41.4%
Total	1,407,669	15.3%	594,727	42.2%

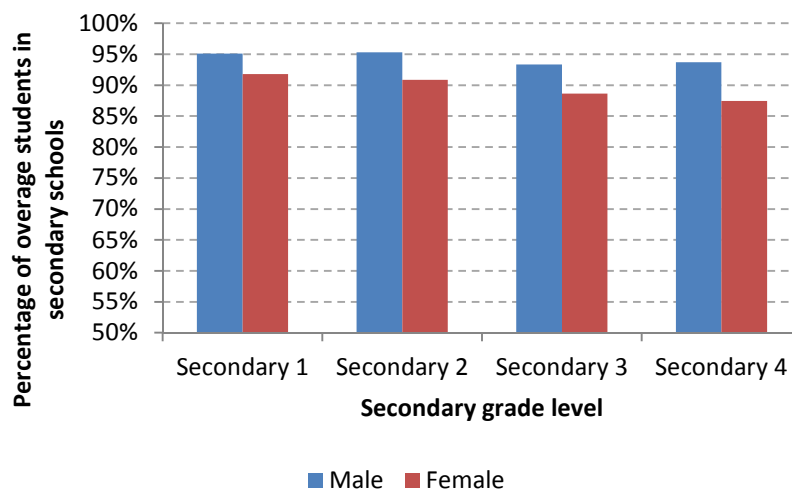
Source: MoGEI (2017)

Taking account of the likely increase in primary level provision and the already significant excess demand for post-school places, the responsibility of TVET to respond to this excess demand will be significant. Already, existing institutions, both public and private, report significant over-capacity and demand for opportunities. At one level, while this is likely to be a result of the success of educational initiatives and increased schooling, the demand for opportunities further up the education and training systems is needed.

9.3 OUT OF SCHOOL YOUTH

Up to 2.2 million children (age six to 17) are out of school in 2018 with projections of almost 2.4 million by 2020 if no interventions are made. The challenge of out-of-school children (OOSC) was outlined in a study undertaken by UNESCO (2018). The study found there is significant population of overage learners in schools. The problem of overage is experienced at both primary and secondary level. At the pre- and primary levels, almost 80% of students in primary grade 1 (P1), irrespective of gender, are overage with an increase to 95% in all other grade levels. There is a concern around illiteracy as most children drop out before they complete grade 5 and are, therefore, not likely to have mastered basic literacy and numeracy skills. Revisions of both the primary school curriculum and the cycle as well as early grade intensive literacy and numeracy and flexible, mobile early education programmes are options for policy consideration.

Figure 9: Over-aged learners at Secondary Level by Grade and Gender (% of total).



Source: EMIS (2016)

Contrary to the trend observed among the primary school-aged children (where the OOSC rate decreases with age), the OOSC rate in South Sudan was found to increase for children who are 14 to 17-years old. The OOSC rate for 17-year olds was found to be nearly double the rate of 14-year olds.⁴³ Policies geared towards retaining students at this level need to ensure they are that context-specific and provide skill-based programmes beyond just general education. Clearly since the system is not meeting their needs, TVET can be used to provide relevant skills. Students were reported to voice concern that current programmes are not relevant to their needs. The AES programmes currently in place do not cater to the large numbers of overage students, who are at risk of dropping out, in part because they are looking to gain practical skills, rather than general education. These learners could greatly benefit being directed towards skills that enable them for preparation for self- or formal labour market or livelihoods development. There is need to ensure the revised curriculum should include a form of competency-based skills development for overage children, so that the needs specific to these OOSC learners in South Sudan are met.

⁴³ This can be attributed to several factors such as early marriages for girls and boys, pregnancy, overage students, and child labour. Given that most of these secondary school students are adults, who face other social pressures, like marriage and labour.

9.4 GEOGRAPHIC DISTRIBUTION

The geographic coverage of TVET by government and non-government providers is extremely fragmented. The enrolment figures in Table 9 show the geographic misalignment.

Table 9: Centres and Technical Schools Enrolment Date: 2008-2015

	VET Centres and Technical Secondary Schools		Students	
	Number	Distribution	Number	Distribution
Central Equatoria	19	58%	3,464	73%
Eastern Equatoria	5	15%	227	5%
Lakes	2	6%	236	5%
Northern Bahr el Ghazal	1	3%	69	1%
Western Bahr el Ghazal	4	12%	629	13%
Western Equatoria	2	6%	100	2%
Total	33	100%	4,722	100%

Source: MoEST, 2008-2015 (author's computations) cited in UNESCO (2017: 51)

The enrolment data (both formal and non-formal) shows almost three-quarter of total enrolment is located in Central Equatoria (73%), comprising almost two-thirds of all the centres located in this area.

As shown in the figures/tables in the Annex, there is a great concentration of TVET activity in Juba and urban areas but piecemeal coverage for the remaining parts of the country. On the government side, TVET centres under both the MoGEI and MoLPSHRD exist in Juba, and in other parts of the country, the operational status of many are hindered (as discussed earlier). Programmes are reportedly severely limited due to government funding constraints.

This report proposes that a mapping of all TVET centres be undertaken before any further plans are finalised to invest in infrastructure. It supports the detailed analysis and mapping of the locations and operational status of the existing centres before further expansion of infrastructure is undertaken.

There is a great need to streamline geographic/target coverage among all partners as there are locations and populations not being targeted, which potentially leaves some population even more marginalized, specifically rural and pastoralist communities given that 60-70% of South Sudan's population is pastoralist.⁴⁴

9.5 INCLUSION: YOUTH AND GENDER

The youth focus of most programmes have been established. According to one study in urban areas, 80 percent of men and 50 percent of women in the 14-25 age category have primary education or above, which provides the necessary basis on which to build technical and soft skills needed for employment (World Bank: 2014, p. viii). The same study points to the salience of youth, low skills, poor social attitudes to work, and the informal sector in the urban employment landscape in South Sudan. It is likely that the main sources of jobs in urban areas for the majority will be in the informal sector, particularly construction and services (See Section 11: Labour Market Responsiveness for more discussion). The formal public and private sectors are unlikely to have significant employment generation possibilities in the immediate future (World Bank, 2014, p. viii). However, this report cautions that further engagement of youth should not be ignored. In fact, given the limited provision in TVET currently within the country, further engagement of at-risk individuals especially youth is needed in light of the conflict. Many youth feel restless and risk becoming involved in the armed conflict. Some stakeholders have recognized this challenge – including the Whittaker

⁴⁴ Ministry of General Education and Instruction. (2017). Consultations with UNESCO, August to December, 2017.

Peace Development Initiative – by combining peace-building skill training with vocational education. However, the initiative is limited in scope, and further provision of conflict-sensitive TVET is needed.

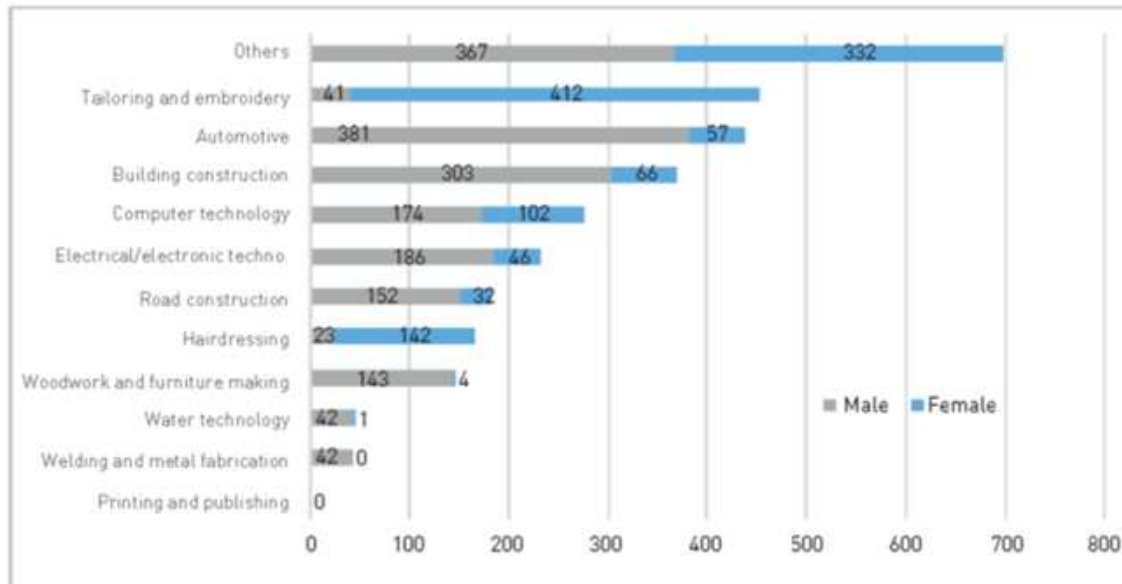
In regard to the gender gap challenge, there has been limited female participation. Teacher/student data from Juba Technical Secondary School under the MoGEI are shown in Table 10 and enrolment figures by course and gender in 2015 under MoGEI via Figure 10 below as examples of the gender disparity in the TVET sector.

Table 10: Juba Technical Secondary School

	Teachers			Learners/Students				
	Male	Female	Total	Male	Female	% Female	Total	T/Student Ratio
2014	24	3	27	435	86	17%	521	19.30
2015	25	3	28	615	114	16%	729	26.04
2016	22	3	25	556	107	16%	663	26.52
2017	23	3	26	638	128	17%	766	29.46
Average	23.5	3	27	561	109	16%	670	25

Source: Juba Technical Secondary School (2018)

Figure 10: Enrolment of Students by Course and Gender, TVET Centres under MoGEI, 2015



Source: MoEST, 2008-2015 (authors' computations) cited in UNESCO/IIEP, 2017: 52

Women are enrolled in programmes traditionally associated with gendered work patterns such as tailoring and hairdressing as shown in Figure 10. Some other programmes have started to enrol females, but limited in comparison to tailoring and hairdressing.

Although some data by gender is presented in this report, current data on female enrolment within TVET programmes within the government and non-government is severely limited. The report recommends addressing the data gaps as well as programming with a gender focus.

Regardless of the data gaps, there is need for measures to encourage the skills which would expand the labour force participation of women. Furthermore, since women represent half of the population, engagement in economic activities should be identified and pursued. Women who are to a large extent excluded from jobs and are likely to be key to overall development of the country (UNESCO/IIEP, 2017: p. x). Their development is likely to have a significant multiplier effect as their families benefit from the social security for themselves, their families, their empowerment and voice in households and communities and, also, the potential for productivity gains in the broader economy. It is therefore necessary to target women in TVET. Active campaigns for the empowering of women through education, VT and jobs would help to catalyse the vast potential of communities in South Sudan.

9.6 NON-GOVERNMENT TARGETED INITIATIVES

For non-government partners based on the available data, JICA has supported the (re)development of centres in Juba, Wau and Malakal; UN-HABITAT in Gureii, Juba and Wau; UNMISS in Bor; FAO/UNESCO in five (5) counties of the Former Lakes State (Rumbek Centre, Wulu, Yirol East, Yirol West and Aweril); and the EMPOWER project (EU) aims to target five (5) former states of Central Equatoria, Western Bahr el Ghazal, Warrap, Northern Bahr el Ghazal and Jonglei to name a few of non-government actors' coverage.

Some government entities have built TVET centres throughout South Sudan with the support of development partners. MoLPSHRD, identified, through an informal mapping analysis, around 80 government and non-government TVET centres throughout the country that have registered with them. Various other stakeholders have also built TVET/skills development centres throughout South Sudan including, but not limited to, UNDP (in Aweil and Yambio with the support of the Government of Japan); JICA (in Juba, Malakal and Wau); UN-HABITAT (in Gureii, Juba and Wau also supported by the Government of Japan); Israel Aid (in Juba via the Science, Technology, Engineering and Mathematics (STEM) centre at the University of Juba) with further plans to provide vocational education at the primary/secondary level; and UNIDO (in various parts of the country supported by the Government of Canada and EU). Some stakeholders have reflected on the infrastructure support and alluded that these were undertaken under a context of hasty development with the result that these same institutions have either been acutely damaged or have been occupied by armed groups as the areas became embroiled in the conflict. It was suggested that new centres were sometimes either poorly conceived of or not necessarily required and resulted in duplication of services.

9.6.1 Non-Government Service Delivery Methods – Selected Examples

Government institutional provisioning is supplemented by some quite novel forms by some non-government stakeholders. This section discusses selected practices by some stakeholders in work-site usage, governance, income-generating activities and TVET delivery.

While all government provision is provided at dedicated sites, some NGOs have conducted assessments of the local community to identify existing sites for usage (for instance, Save the Children in Rumbek uses an existing community centre as does St. Vincent in Juba). In the case for Save the Children, the community is also able to use the centre for other activities including government/community meetings and youth activities. The EMPOWER project (EU) (2018-2020) plans to use the same methodology (although it will lightly rehabilitate identified centres where needed) as to not divert many funds to physical infrastructure. In this manner, vital resources are instead directed more so to beneficiaries.

For Save the Children, the organisation reportedly faced challenges in mobilizing engagement with the national TVET line ministries. They reported that given the great number of ministries involved in the sector, they mobilised state-level ministries through the creation of Technical Advisory Committee (TAC). This localised governance structure included other state-level ministry representatives from MoLPSHRD, MoGEI, MoCYS, Ministry of Gender, Social Welfare and Religious Affairs, the local chamber of

commerce and relevant local leaders. This decentralised approach has enabled localised management of the programme, contextualized to local needs. Furthermore, to provide income-generating activities for its learners/graduates, Save the Children actively seeks contracts with local organisations to develop woodworking and metalworking products for them.⁴⁵

For Save the Children as well, its EU-supported activities focus on at-risk youth ages 14-25. Save the Children defines at-risk youth as those with disabilities, high levels of poverty, classified as orphans/destitute, etc. The focus on at-risk youth arguably targets youth that are most likely to be swept up in the armed conflict and insurgency. WFP focuses on food insecure individuals through its food for training, progress for purchase (P4P) and Juba Urban (in-conjunction with World Vision) projects, while UNHCR focuses on refugees/IDPs and FAO/UNESCO focus on pastoralist communities. A tentative project likely to be implemented by the World Bank (2018-2020) under its fragile states programme, supported by the Government of Japan (3 million USD) and the EMPOWER project (EU) (2018-2020), also aims to target youth. The EMPOWER project (EU) will be implemented via the informal/non-formal TVET sector (its work in the formal will be limited as its project purview is to target the informal/non-formal sector).

Case Study – UNICEF’s Vocational Programme for Demobilised Youth

UNICEF’s child protection programme has implemented a demobilised youth programme with the support of such donors as Denmark, GIZ and the Netherlands. The programme works with youth that have been demobilised from armed groups in Unity, Boma and Yambio. UNICEF works with NGOs as implementing partners (Hold the Child, Mercy Corps and VSF, World Vision) by enrolling them in vocational courses to deter their (re)involvement in conflict. UNICEF also enrolls some of its participants at the MTC in Juba.

The vocational courses are three to six month in length in such skills as tailoring, beekeeping, construction, animal husbandry, etc. The programme also offers apprenticeship in agriculture, beauty, borehole, leatherwork and poultry management as well as support business/start-ups for the participants by providing one (1) week training and the capital, tools/equipment, etc. needed to start a business. UNICEF relies on its NGO partners for curriculum and instruction.

Although implemented through NGOs, UNICEF works with state-level MoGEI, state-level Ministry of Gender, Social Welfare and Religious Affairs and the Relief and Rehabilitation Commission (RRC) in coordinating efforts where needed.

The programme was piloted for 13 youth in Bor with aims to scale up to 80 youth for the remainder of the area in this location. The target for the programme overall is approximately 250 youth with 40-60 in Unity, 80-100 in Yambio, and 80-100 in Boma.

In regards to providing training at sites of work, for instance, the UNIDO fisheries project includes active mentoring in business management and product development. The project supported by the Government of Canada provides its beneficiaries with support to not only increase skill efficiencies resulting in better and improved fishing techniques, but providing them support in bringing their fish to market. UNIDO points out that “we go beyond the (the Confucian adage) of teaching them ‘how to fish’ (although we do that), but also train them to get the fish to market for income generation.”⁴⁶ This same approach is executed by UN-HABITAT in its one-stop shop approach for youth centres, where youth are supported in TVET that incorporates health, education and job placement. In similar vein, WFP also applies a modality in which its

⁴⁵ During a site visit by UNESCO to Save the Children’s centre in Rumbek in April 2018, learners/graduates were producing desks for a local primary school under a contract secured by Save the Children. This practice is also carried out at Don Bosco.

⁴⁶ UNIDO. (2018). Consultation with UNESCO, March/April 2018.

beneficiaries receive skills training and food to carry out public works/agricultural projects needed in the country.⁴⁷ These comprehensive approaches to TVET provide the necessary support to livelihoods development for the particular crisis-prone context that in which the people of South Sudan find themselves. The TVET and skills development initiatives promotes education and training which incorporates self- and community-level empowerment, economic development, business acumen and workforce development.

Pastoralist community make up approximately 60-70% of the South Sudan population, thus inclusion of pastoralists is important in any programmatic activity to ensure inclusion and equity. In an effort to extend access to marginalized populations, FAO and UNESCO, with the support of the EU, have implemented a pastoralist education programme (2015-2018). As pastoralists are highly mobile in rural areas, traditional classroom-based education delivery systems do not work effectively. To reach communities, FAO and UNESCO have utilized a mobile learning modality that has facilitators travel with pastoralist communities to teach livelihood skills, incorporating improved agricultural and life-skills including literacy/numeracy.

The limited resources and the significance of mobile and rural populations in South Sudan in transition and the crisis context means that TVET and skills development programmes need to apply South Sudan-specific approaches in its provision. Novel ways need, and have been utilised, to ensure that excluded populations are reached. The above examples show that some quite innovative means have been utilised to extent traditional education and training provision. This, however, is not sufficient to constitute a national system. Still more work has to be done to scale up and reach out further. It has been proposed that these practices need to be recognised, promoted and scaled-up where appropriate and shared among all stakeholders to learn what works and what does not. Sharing of information among stakeholders as well as scaling up successful initiatives will ensure access and equity.

9.7 REFLECTIONS ON SERVICE DELIVERY

The expanded need for TVET provision is likely as a result of the increased schooling. As students move through the system, they will require more and more opportunities in the post-basic education sector.

The current system is already showing excess demand, with many more students requiring TVET provision. Expanded system provision will in all likelihood be the future scenario, especially if the conflict declines and more people are absorbed into the economy as development needs become more robust and the formal economy expands. Mass and expanded systems need to be explored.

The current system also needs to consider widening provision to less serviced rural areas and engagement with populations at-risk for becoming involved in conflict to build resilience. Most government institutions in urban areas (i.e. Equatoria for instance) appear to be well-served, whereas, those rural populations are not. Currently, these urban areas are served by NGOs or donor groups - sometimes working in concert with government. Perhaps alternative models could be used to expand the system with innovative recognition of prior learning (RPL) initiatives introduced to reduce the absolute term of training and provide skills necessary for the economy. Importantly, also the needs of local environments need to be considered in the quest for livelihoods development as opposed to programmes that respond to a 'formal economy' that is not likely to be realised in foreseeable future and will likely incrementally increase as peace is restored and political challenges subside. When this does become a reality, many studies point out that WBL is an important strategy to address skills mismatch and youth unemployment. Evidence has shown that a system that encourages WBL can enhance employment and provide the basis for economic growth.

In addition, there is need to support rural communities and to boost the rural economy through VT in agriculture or modern farming given the majority of the population living in rural areas as noted throughout

⁴⁷ WFP. (2018). Consultation with UNESCO, February to April 2018.

this report. This may also require setting up rural farming training centres or programming target to rural populations.

10. QUALITY DYNAMICS: CURRICULUM, CERTIFICATION AND TEACHERS

10.1 CURRICULUM

MoLPSHRD and MoGEI have each developed their own curriculum; in the case of the former, specific guidelines on what constitutes certification in particular trades and occupations, while MoGEI also provided a framework for various skills.

MoLPSHRD has developed an extensive curriculum document. The South Sudan Vocational Training Curricula: Certificate Level I Training Programme (MoLPSHRD, 2013) specifies standards and outcomes for Certificate Level I for seven trades.⁴⁸ The curricula was developed at a workshop convened from 22nd July to 25th August 2012 with support from the JICA - SAVOT project and with representation from four public VT centres (VTCs). JICA experts and the workshop facilitators from neighbouring countries provided assistance in the development of the curriculum. The document specifies standards for the trades and its targeted beneficiaries (trainees) (i.e., out of school, primary eight grade leavers and senior secondary grade three leavers). It is directed at preparing ‘trainees for the world of work with entrepreneurial skills for both employment and self-employment and ‘[t]o prepare trainees for future progression in their respective careers.’ (MoLPSHRD, 2012: 6). It specifies both ‘institute-based training as well “on the job training or industrial attachment,” with trainees expected to be exposed to both. The guidelines are theoretical (30%) and practical (70%) without any specification of the industrial attachment. The skills covered in this curricula include automotive, welding, construction, plumbing, carpentry, electrical and ICT/office administration. This report notes that the skills offered in the curricula may differ than the skills offered at the respective VT centres (see Table 6).

MoGEI has developed a framework with the support of Intergovernmental Authority on Development (IGAD) Civil Support Office under the RSS/IGAD Capacity Building Enhancement Project implemented by UNDP in 2013 to 2014 that is used for all levels of education. Essentially:

“[The] Curriculum Framework has been developed for South Sudan Schools. The Framework puts the Subjects of the Curriculum into a broader context, and the Key Aims define what the nation wants its young people to be by the time they finish their secondary education ready to join tertiary education or the world of work. The Framework highlights the underlying philosophy that is based on the constructivist approach to learning and underpinned by clear values and principles”

-Hon. Michael Lopuke Lotyam, Undersecretary Ministry of Education Science and Technology (MoEST), Republic of South Sudan

The framework is underpinned by a comprehensive philosophical perspective of lifelong learning which specifies, the ‘subject knowledge’ together with the skills and attitudes which forms the competencies that will equip learners to become global citizens in the 21st Century. As pointed out, “the curriculum is

⁴⁸ Automotive mechanics, welding and fabrication, Building and construction, plumbing and pipe fitting, carpentry and joinery, electrical installation and ICT and office administration.

therefore an association on of subjects and competencies, driven by aims, values and principles, and located within the rich culture and heritage of South Sudan” (MoEST, 2015: 7).

Although not a policy per se, the draft MoGEI’s “The Specialist TVET Secondary Schools Vocational Programme Overviews” discusses the provision, qualifications framework, subjects/modules and assessment of TVET within three separate secondary TVET school types: commercial, agricultural and technical. Under its discussion of qualification framework, the document refers to five (5) levels within its provision: proficient (level 1); artisan (level 2); craft (level 3); technician (level 4); and diploma (level 5) as well as the pathways/certification as shown in the Annex. The skills offered under MoGEI’s curriculum are noted in the table below based on the programme. As this policy is in draft form, the plan is to develop three (3) different types of TVET secondary schools: agricultural, commercial and technical. In addition, as it is a draft, not all skills are currently offered and may differ than the courses offered at TVET schools under the MoGEI (see Table 6 for comparison).

Table 11: Skill Offerings under MoGEI (draft)

Agricultural School Programme	Commercial School Programme	Technical School Programme
<ol style="list-style-type: none"> 1. Crop Production 2. Animal production 3. Agricultural Engineering 4. Agricultural Economics 5. Soil Science 6. Horticulture 7. Food Technology 8. Bee Keeping 9. Agro-forestry 10. Agricultural Extension & Research 	<ol style="list-style-type: none"> 1. Financial Accounting 2. Financial Mathematics 3. Costing 4. Economics 	<ol style="list-style-type: none"> 1. Technical Drawing 2. Automotive 3. Electrical Installation 4. Building/Construction 5. Carpentry/Joinery

Source: MoGEI (2015)

Non-government sectors are also involved in the development of curricula. Some NGOs have implemented their own curricula for their own programmes (especially for short courses via the informal/non-formal sector) and some plan to work with government bodies to develop them. Dorcas Aid International (supported by the EU) has done significant work in the field of curriculum in its work (2016-2019), and the EMPOWER project (EU) (2018-2020) plans to develop curricula for seven (7) selected skills in conjunction with the TVET working group on their own assessments.

Given the context of South Sudan and the importance of using TVET as a peace-building component, MoGEI offers peace-building components within its educational programmes, which is however, still in development. In addition, a limited number of non-government actors offer peacebuilding components within their vocational education curricula, for example: Whittaker Peace Development Initiative.

There is limited support to the formal TVET sector as many non-government stakeholders have implemented their activities via the informal/non-formal sector. Of the support to the formal sector, only UNESCO (via MoGEI) and JICA (via MoLPSHRD) are notable. Most of the formal sector support has been focused on curriculum and policy development. As a major donor in the sector, the EU’s support has mostly been focused on the informal/non-formal sector. The EMPOWER project (EU) (2018-2022), seven (7) million euros with six (6) million euros dedicated to TVET and one (1) million to support civil societies in general, will also focus in providing direct TVET provision to youth in the informal/non-formal sector in five (5) former states with curriculum development being one of the components of the initiative.

10.2 CERTIFICATION

Certification is provided by the relevant ministry with whom particular programmes are undertaken. By far, the most common certification mechanism was undertaken in association with the MoLPSHRD with various implementing actors. In this perspective, programmes are defined by the certification type from Foundation to Level I. Curriculum and certification have not yet been developed for Level II⁴⁹ as specified below:

Table 12: Minimum Entry Requirements and Programme Duration under MoLPSHRD

Certificate Type	Requirement	General Entry Requirement (can differ dependent on course)	Skill Level	Training Period
Level II	Final assessment and industrial attachment	Level 1 national certificate holders or secondary school leavers	2 or 3	3 years, e.g., apprenticeship training or 2 years plus 1 year on-the-job
Level I	Final assessment and industrial attachment	Primary leavers or secondary education	2	2 years
Intermediate	Final assessment and industrial attachment	Primary education or any interest person	1 or 2	1 year
Foundation	Final assessment and industrial attachment	Primary education or any interest person	1	Less than 1 year

Source: MoLPSHRD, 2014:17

Detailed specifications have been provided for Level I in key programmes. Two-year programmes require a primary grade eight (8) certificate, while for shorter courses, an entry exam is an alternative. Both entry requirements as well as duration is specified, but there is considerable flexibility, given the need for customisation by different funding entities. For instance, the UNHCR vocational programmes for refugees was customised for a nine (9) month-long duration.

Many of the current trainees in TVET programmes are enrolled via multi/bilateral agencies or NGOs. While many utilize the MoLPSHRD certification system, each government body provides its own certification for particular programmes. Some multi/bilateral agencies and NGOs collaborate with the MoGEI for coordination and certification purposes only and not in other areas such as curriculum. For MoGEI, shorter programmes sometimes allow entry into longer formal programmes, but for this ministry, the requirement for formal primary level certification (or equivalent) is needed.

Case Study: UNHCR – Certification Realities and Challenges

To improve the livelihoods of refugees and IDPs of South Sudanese, UNHCR has instituted the UNHCR South Sudan Livelihoods Strategic Objective III: Technical Capacities to Promote Employability Through Skills Training Enhanced (2015-2017). Under this programme, UNHCR and partners have trained/certified/graduated 1,720⁵⁰ refugees and IDPs in carpentry, electrical and solar installation, welding and metal fabrication, ICT, driving and auto-mechanics, masonry and bricklaying and tailoring in various centres in the country. UNHCR relies on its NGO partners for implementation and utilises both government and non-government facilities. In Juba and Gorom camp (24 km from Juba), nine-month long training were provided at MoLPSHRD's MTC and Don Bosco. Training included six (6) weeks on-the-job training with 40 beneficiaries (30 refugees and 10 host community youth) of

⁴⁹ Currently, MoLPSHRD's curriculum offers up to Level I. According to the Ministry, implementation of Level II will depend on capacity of instructors, institution and absorption of trainees into the labour market.

⁵⁰ Broken down in terms of region: Maban (783); Jamjang (518); Yei (24); Yambio (70); Gorom (55) and Juba (270).

which graduated on 15 March 2018. Similarly in Yambio (training via TINDOKA) and Yei (ECS-Episcopal Diocese of Yei), the training is done in collaboration with government-accredited institutions and is certified by them.

Further afield in areas not close to urban settlements, it is less easy to reach out to the government for certification, and perhaps does lead to an unintended outcome of a more determined effect on livelihoods, effective impact and utility of the training. For training in Maban and Jamjang (the two largest refugee camp locations), for instance, the organisation was unsuccessful in getting state and county-level entities to endorse certificates. The certificates for the training undertaken at the refugee camps, conducted by UNHCR partners (DRC, Relief International and ACTED) are issued by UNHCR and the partners. It is perhaps insightful that this is not altogether problematic because the candidates are unable to find jobs, and that the starter kits⁵¹ issued are, perhaps more than adequate compensation for the lack of certification: ‘...the graduates do not seek for jobs because the markets are limited and so they are provided with start-up kits and encouraged to set-up microenterprises/own businesses for self-employment.’⁵² Perhaps the case points to the utility of certification versus the actual value and impact of the training.

Thus while UNHCR projects prefer to use government certification, this is not always possible and reluctance is compensated by other means to ensure effectiveness.

In regards to non-government stakeholders, some exceed minimum certification requirements established by MoLPSHRD. At Don Bosco, a faith-based NGO for example, the MoLPSHRD’s six (6) programmes (automobile, welding, carpentry, electricity and computers) are provided and followed with an associated certification. The additional year that Don Bosco provides is for an internship at any selected company or organisation, which serves as a workplace learning element that exceeds the minimum requirements. In keeping with VTC guidelines, the two-year institution-based component necessary for Level 1 certification is supplemented by workplace learning. For many other NGOs or multi/bilateral programmes, certifications are issued by the implementing organisation itself.

National qualification frameworks (NQF) are an important tool in standardisation and accessing and certifying a learner’s skill level. For the government ministries, policies have expressed interest in and importance of developing a NQF for the country. One harmonized NQF does not yet exist, although MoGEI has a draft NQF, which it has not yet been finalized and/or adopted. The overall urgency of this policy appears to have waned, although many have voiced the need for its establishment to enable South Sudan to gain its rightful place in the East African region. The alignment between various qualification, certification and the articulation with regional/international structures must be considered and various constituencies have articulated the need for steps be taken to begin exploring mechanisms in the longer term.

The costs associated with such an undertaking needs to be carefully reviewed in light of the urgency of other priorities related to expanding and widening provision, in keeping with other skills-related needs and priorities at this time.

10.3 TEACHERS/FACILITATORS/INSTRUCTORS

Teacher/facilitators/instructor policies as they relate to TVET in South Sudan exist; however, implementation has been fragmented due to the conflict and economic situation. MoLPSHRD’s VT policy refers to facilitator/instructor requirements and MoGEI’s Educational Act 2012 covers minimum quality standards for recruitment, training and development and deployment for all teachers under its purview

⁵¹ UNHCR (as well as many other organisations) provides starter kits to its TVET graduates that includes capital, tools, equipment, etc. so they are able to start their own entrepreneurial endeavours given the limited capital available to many South Sudanese.

⁵² UNHCR. (2018). Consultations with UNESCO, March 2018.

including TVET. MoLPSHRD has a trainer training facility in Juba, and MoGEI has six (6) teacher training institutes (TTI) throughout South Sudan. While only three (3) of the six (6) are reported to be operational under MoGEI,⁵³ none of them are dedicated to TVET. They are, rather, to train teachers for education instruction in general under the MoGEI. Many stakeholders have mentioned the great concern of teacher/facilitator quality as instruction varies considerably.

There has been few specific teacher/facilitator/instructor-oriented projects by development partners. Notably, JICA's SAVOT project (in association with the MoLPSHRD), GIZ and FAO/UNESCO are the few that include a teacher/facilitator/instructor component. The JICA project was only limited to training of instructors under MoLPSHRD. GIZ is training 50 trainers in Addis Ababa (Ethiopia) and FAO/UNESCO's pastoralist programme, supported by the EU, trains trainers within the MoGEI on the provision of pastoral education with a livelihood/agricultural skill component. Multi/bilateral organisations and NGOs have focused on their programme-specific training requirements rather than developing generic teacher/facilitator/instructor competencies. Many have reported using their graduates to assist trainers in their respective programme activities.

Teacher/facilitator/instructor remuneration by government body and by non-government implementer greatly varies in the sector. MoGEI and MoLPSHRD each have their own salary/incentive scales. TVET teachers at MoGEI institutions receive approximately 9,000+ SSP per month for their service based on their grade (inclusive of base incentive and all applicable benefits/allowances).⁵⁴ MoGEI has devised an incentive system (a set of benefits and allowance) to take account of the current inflationary situation, which allows these to be reviewed/discontinued at any time as the economic environment improves. These benefits include but not limited to mobility, hardship, accommodations, etc. Vocational instructors under MoLPSHRD earn approximately 2,475-2,975 SSP/month under Grade 10, while Grade 9 instructors earn 2,498-3,298 SSP/month.⁵⁵ For non-government TVET stakeholders, there is no streamlined approach; payment/incentives range from 40 USD to 200 USD per month.⁵⁶ The fragmentation in teacher/facilitator/instructor remuneration has in turn caused a workforce shortage for the government as many teachers/facilitators/instructors pursue employment with other actors.

10.4 REFLECTION ON CURRICULUM, CERTIFICATION AND TEACHERS/FACILITATORS/INSTRUCTORS

As earlier pointed out, the government has paid attention to curriculum issues in pursuit of quality provisioning and makes extensive reference for the need to enhance quality by stressing attention to programming, certification and more deliberate labour market linkages. MoLPSHRD has developed an extensive outcome-based curriculum and basis for uniform certification, while MoGEI has also clearly defined an extensive curriculum framework and subject/modules, which would form the basis for programmes to be developed. The work of non-government partners is, and will be, significant and synergies within the government is needed. Programme design, delivery and certification is fragmented and lacks coherence. Actors are not able to determine the validity and/or merits of certifications issued by various entities. The challenges of quality teacher/facilitator/instructor training and

⁵³ UNESCO and UNICEF (2018). *Consultation with UNESCO and UNICEF Staff on Teacher Training Institutes*, March to April 2018

⁵⁴ Ministry of General Education and Instruction. (2018). *Consultation with George Mogga – Director of Planning*, UNESCO, February 2018.

⁵⁵ Ministry of Labour, Public Service and Human Resource Development. (2018). *Consultation with UNESCO*, March 2018.

⁵⁶ UNESCO. (2018). *Consultations with TVET providers*, December 2017 – April 2018.

teachers/facilitators/instructors' remuneration also need attention as it is causing workforce challenges between stakeholders and for the sector.

11. LABOUR MARKET RESPONSIVENESS

11.1 TVET AND LABOUR MARKET DYNAMICS

It has been pointed out that:

“The immensity of South Sudan’s development needs, limited government implementation capacity, and the paucity of data create a difficult environment for achieving strong consensus on a highly prioritized agenda for jobs and livelihood development...” (World Bank: 2014:4).

According to this study, employment programmes need to target locally self-identified livelihood opportunities rather than being universal programmes (such as wage subsidy programmes) (World Bank: 2014: p. viii). Clearly the need for peace and stability has been widely cited as a crucial constraint of development. The reluctance of foreign direct investment (FDI) and investment in the economy provides a vital constraint to development and the skills planning. Therefore, the formal private sector in South Sudan is virtually non-existent and extremely limited (see discussion below regarding the Employer’s Association for more information on key industries in the formal sector). Most private sector activity is mostly via the informal sector through small-scale entrepreneurial endeavours such as carpentry and small-scale good shops. The uncertainty and insecurity that results from the current crisis serves as vital impediment to any skills development interventions. There have, nevertheless, been some studies that reflect what can be done in the interim.

As noted earlier, there has not been a national-wide labour market study since 2013 detailing key priority areas for consideration. However, the UN Joint Programme on Youth Employment and the ILO in 2013 undertook a study of labour market characteristics that impact vocational skills (UN, 2013). It provides insight into the labour market dynamics as they pertain to the current study of labour market imperatives. The following skill gaps were identified in an attempt to match skill requirements of the South Sudan economy; these include: basic business skills such as financial literacy, numeracy, language training, proper attitudes and behavioural standards necessary to excel in the marketplace and the commitment necessary to succeed as an entrepreneur. It recommends the local production of goods is in general in higher demand than service provision. Other key findings include:

- **General farming practices and growing vegetables** to increase agricultural output should be a top priority. Most produce is imported with consumers dissatisfied with price and shortages. In particular practices associated with row planting and irrigation techniques necessary.
- **Processing groundnuts, sesame and shea nuts to produce oil** – worthy of investigation - is a relatively low-tech process which will open up a new market and add value to a familiar crop.
- **Plumbing and electricians are not in high demand** due to the scarcity of people who have access to indoor plumbing and electricity.
- **General Appliance Repair relevant** to the needs of larger urban labour markets.
- **Tailoring** – Not a service area with large potential for growth. Most people prefer to buy imported second-hand clothes from Uganda and Kenya rather than use local tailors for the majority of their clothing.
- **Livestock and Poultry** - Training on using livestock and poultry to produce a range of products for the market, rather than for own consumption should be given greater attention.
- **Catering** both for restaurants and for local street foods such as ‘rolexes’, ‘mandazi’ and ‘thamia’ should be a key area of focus- It is the most-used service, and has high levels of dissatisfaction for reasons ranging from price to hygiene and packaging.

(UN Joint Programme and ILO: 2013, p. vi/vii)

The study also called English lessons to be offered in conjunction with vocational and skills training programme to respond to language barriers, which make it difficult for people to find work and or grow their businesses. There was also a view that soft-skills were necessary. The basic ‘work-skills’ – punctuality, work ethic and diligence - were deemed needed.

Nonetheless, information from the private sector via South Sudan’s Employer’s Association⁵⁷ suggests that there is a lack of local skills both in current key industries and sectors with potential growth. South Sudan’s Employer’s Association has also noted that although the formal private sector is very limited, there are some key manufacturing industries including water, beverage and paint industries. However, the association noted that these key manufacturing industries lack a skilled labour force. In agriculture, the future need for using mechanized farming equipment given the large arable land available (for instance in Upper Nile where conflict has resulted in population displacement), means that when peace returns, the demand will be immense given the current dearth of skills in this area. In addition, the current use of foreign labour, for instance in hospitality, means that some training in this area would help as employers have cited the lack of local skills.

The issue of skills poaching has also been cited by the Employer’s Association. International organisations have been cited as a much more lucrative destination for South Sudanese. One for-profit educational centre also referred specifically to the difficulty experienced in sourcing skilled local workers and the added dimension of ‘skills poaching’ - once local workers are trained, they are ‘poached’ by NGOs.⁵⁸

In addition to the key industries noted by the Employer’s Association, many stakeholders including the World Bank and the United States have noted that once peace is achieved, there will be a great need to have a ready supply of skilled labour for the construction sector as many see this sector as prime for development as the country greatly lacks infrastructure, housing and other building structures.⁵⁹ Some stakeholders have mentioned that the country needs to prepare the local South Sudanese population for this development to ensure that non-South Sudanese workforce is not heavily utilized, which is the currently case for the limited construction that is being carried out in the country. The World Bank and UNDP have also identified that the oil industry is a key industry for South Sudan given its large reserves.⁶⁰

The preponderance of courses related to a perceived, rather than a ‘real’ labour market, also appears evident in the provision of skills. The excessive provision of skills related to carpentry, tailoring, plumbing and services suggest that some serious review is necessary if labour market supply is to be met by limited demand. The focus on self-sustaining livelihoods is therefore clearly necessary.

11.2 LABOUR MARKET LINKAGES BY IMPLEMENTING ACTORS

11.2.1 Implementing Actors' Provisions in Labour Market Linkages

MoLPASHRD makes specific reference to the importance of labour market linkages in its provisioning within its policy, referring to industrial attachment, internships or apprenticeships, the need to encourage trainees to be exposed to real working environments, business process and networks and colleagues in the field (MoLPASHRD, 2014: p. 16). Importantly, MoLPASHRD places the responsibility of this on vocational providers as well as the need for providers to reach out to local enterprises and gain their interest and support for vocation training.

⁵⁷ The South Sudan’s Employer’s Association is a non-government body recognized as a social partner by the MoLPASHRD that represents private sector interests in the country of South Sudan.

⁵⁸ UNESCO. (2018). Consultation with Marina Versluis, Academy of Professional Education, April 2018.

⁵⁹ UNESCO. (2018). Consultations with USAID, March 2018 and World Bank (2014).

⁶⁰ UNDP. (2018). and World Bank. (2014).

In regards to training for the informal economy is concerned, the only policy document that makes reference to this training form is contained in the TVET policy by MoLPSHRD (2014). The document refers to the need to develop delivery modes for upgrading informal apprentices for the informal economy (MoLPSHRD, 2014: p. 16).

For non-government stakeholders, there is limited data on the labour market responsiveness of each programme. However, at the time of this writing, the EMPOWER project (EU) (2018-2020) aims to conduct a labour market assessment in locations where it will operate to ensure the skills and programmes it offers align with labour market needs, while UNESCO aims to conduct an assessment at the national level.

In the provision of skills relevant to the labour market, many stakeholders have noted the importance of not only offering hard skills, but also soft skills such as working alongside others, work ethic and promptness. Although there have been no formal studies, there is a strong presence of non-South Sudanese workforce in the country working in such sectors as hospitality, retail, sanitation, etc. Ad-hoc discussions with stakeholders have mentioned that local South Sudanese lack hard and soft skills to compete with the non-South Sudanese as well as the South Sudanese population's willingness to work in these sector. Any reform in TVET provision will need to address this challenge.

11.3 REFLECTIONS ON LABOUR MARKET PERSPECTIVES: NEED FOR TRACER STUDIES, CAREER/WORKFORCE GUIDANCE AND SKILLS ASSESSMENTS

Data on TVET graduates from any government and non-government programme is severely limited. Although a tracer study was conducted by JICA and MoLPSHRD in 2013/2014, MoLPSHRD has stressed the need to conduct tracer studies to (a) evaluate programmatic delivery including the curriculum relevance and (b) align activities based on demand-driven practices including labour market responsiveness. Many non-government TVET programmes did not or do not have a graduate support/job placement component/guidance and alumni tracking. Only a notable few have such components including but not limited to Save the Children, UNHCR, UN-HABITAT and UNIDO. Of the data available, UNHCR stated under its project "Technical Capacities to Promote Employability Through Skills Training Enhanced" from 2015-2017, 40% of its 1,720 beneficiaries are either self-employed or wage-employed.⁶¹ For Save the Children in its Rumbek TVET programme, ten (10) out of 40 beneficiaries in its computer training programme have secured jobs or self-employment with field organisations. The remaining 30 are either still searching for employment or continued with other educational opportunities.⁶² The results from these selected organisations indicate that tracer studies may prove beneficial to graduates along with other sustainable initiatives such as career/workforce guidance and skills assessments by national stakeholders.

12. FINANCING

In terms of government financing, the education sector has historically already been facing low levels of investment (2.6% of public expenditures as of 2015), and the TVET sub-sector within education is the lowest funded education sub-sector under the MoGEI (1% for 2018 based on the GESP). Under MoLPSHRD, 10,631,963 SSP is allocated under the VT centres (which includes VT provision) out of the MoLPSHRD's total budget of 54,545,569 SSP.⁶³ However, given the economic crisis, the actual

⁶¹ UNHCR. (2018). Consultation with UNESCO, March/April 2018.

⁶² Save the Children. (2018). Consultations with UNESCO, April 2018.

⁶³ Government of South Sudan (2017). Approved Budget – FY2017-2018.

expenditures are nearly halted. While teacher/facilitator/instructor salaries (although significantly delayed) are supported by the government, there were widespread reports that there was very little support for equipment and infrastructure for all government activities. Most financing of the TVET is through development partners with the major donors being EU, Canada and Japan.

In this regard, many government institutions (along with some privately-managed TVET programmes) charge minimal fees to recoup costs. At Juba Technical Secondary School under the MoGEI in the past, parents contributed 1,250 SSP per year per student. The government contributes to teacher salaries, but even this has been erratic over the recent past with widespread reports that funds have not been dispensed as discussed. At MTC, learner fees were around 3,000 SSP for a two (2) year certificate, but non-government stakeholders have mentioned that there is no standardized fee schedule and some learners from programmes that are supported by notable donors are charged different rates.⁶⁴

Even the non-public institutions have to ensure that their funding is secured. The fees at Don Bosco is reported to be inadequate for the day-to-day operations.⁶⁵ Novel mechanisms have to be found to supplement income. For instance, Don Bosco is exploring the idea of requesting NGOs to provide them contracts for their other projects (e.g., making school furniture) which could be used for training purposes, while enabling funds to be ploughed back for training.

There is need for establishing a more sustainable funding mechanism. Government funding is absent, with salaries (including teachers/facilitators/instructors) not having been paid for some time. Government services are nevertheless still operational, but this is likely to be limited if this situation continues.

13. DATA COLLECTION AND ANALYSIS

Governance and coordination are dependent on adequate data collection and utilisation. South Sudan generated national education statistics for seven (7) uninterrupted years during the period 2007 to 2013 with the notable achievement of pre-primary data having been collected for the first time in 2010 via MoGEI. Weak data coverage since 2014 was a consequence of instability. While partial education statistics was collected in 2015 and 2016, no data was collected in 2014 and 2017. The limited data that was collected⁶⁶ was insufficient and inadequate "...to inform the bulk of education statistics indicators required to track South Sudan's progress in implementing the national General Education Policy (2017-2027) and Global Education 2030 agenda" (UNESCO, 2018). Data collection must, therefore, form an integral component of any proposed TVET system for purposes of governance and coordination.

In the case of education, MoGEI collects data via its education management information systems (EMIS) programme, while the MoLPSHRD has proposed a labour management information system (LMIS) within its policies (LMIS has not yet been developed). Table 13 details the indicators that have been collected in the past by MoGEI by education sub-sector. However, there has been succinct challenges due to capacity and sustainable funding issues. South Sudan has not yet developed a national strategy for the development of national statistics that would be consistent with international standards. Current processes to collect, process, analyse and disseminate education or labour statistics in a context of protracted insecurity and limited human, technical and financial resources remain donor-driven. Regular and reliable data therefore

⁶⁴ UNESCO (2018). Consultation with UNICEF's Child Protection Unit, April 2018.

⁶⁵ Fees range for the three-year diploma range from 12,000 SSP (for automobile, electricity and computer) to 8,000 SSP (for the welding and carpentry). The one-year computer certificate is 9,000 SSP.

⁶⁶ For instance, the South Sudan Education Cluster Assessment was conducted in 2016 and 2017 on a representative sample of 400 primary schools, and the South Sudan Schools' Attendance Monitoring System (SSSAMS).

remains a priority for all stakeholders. Data collected and analysed by non-government stakeholders are collected and analysed by each individual organisation. Sharing of data by non-government organisations is very limited, and this report finds that the lack of data-sharing is impeding coherence in the sector. Reliable data collection and analysis at the national level including labour statistics and financial tracking are greatly needed to ensure programmes and policies are effectively developed, demand-driven, relevant and labour market responsive.

Table 13. South Sudan Education Statistics Indicators Generated by EMIS

Category	Indicator	Pre-primary	Primary	Secondary	AES	TVET	TTI	University
Access	Gross Intake Ratio							
	Net Intake Ratio							
Participation	Gross Enrolment Ratio							
	Net Enrolment Ratio							
	At-age and over-age							
	Percent disabled (special needs)							
	Percent orphans							
	Percent demobilized soldiers							
	Enrolment by type of programme							
	Service Centre for female students							
	Enrolment in pre-service/in-service							
Internal Efficiency	Repetition Rate							
	Dropout Rate							
	Dropout by Reason							
	Promotion Rate							
Facilities	Accessibility to drinking water							
	Accessibility to school latrines							
	Accessibility to electricity							
	Health facilities in schools							
	Availability of school meals							
	Distance learning							
	Libraries							
Quality	Examination Pass Rates							
	Pupil-Teacher Ratio							
	Pupil-Classroom Ratio							
	Multi-shift system							
	Trained Teachers by Type of Qualification							
	Teachers' employment status (paid/unpaid/full-time/part-time/etc.)							
	Condition of classrooms (permanent/semi-permanent others)							
	Pupil-Textbook ratio							
	Graduates/ pre-service/in-service							

Category	Indicator	Pre-primary	Primary	Secondary	AES	TVET	TTI	University
	Curriculum (national/foreign)							
	Language of instruction							
	Proportion of teachers and schools trained in HIV and sexuality Education (life skills)							
	Capitation grant per school/per student							
	Graduates							
	Average annual fees/student							
Parity	Gender Parity Index							
Others	Sources of teachers' remuneration							
	Institutions' Ownership							

Source: Education Statistics Booklet (2015 and 2016, National and State Levels)

14. RECOMMENDATIONS

South Sudan is a young country facing immense challenge including an internal conflict and economic crisis. With a youth population of an estimated 8.7 million youth in South Sudan – representing 70% of the country’s population (UN-DESA, 2017), many young people feel discouraged and consider taking part in conflict given the lack of engagement and economic opportunity. There is a critical need to engage young people especially from disadvantaged populations as to not create a lost generation and promote peace-building and economic development. The TVET sector has the capacity to address these issues and sustainably engage populations in livelihood and economic improvement. However, as discussed, the sector is highly fragmented and faces challenges including but not limited to not providing the needed relevant skills needed for livelihood improvement and labour market relevance and the heavy focus in urban areas. There is a danger that if these issues are not addressed in the sector, the status quo will become the norm; thus, risking South Sudan's youth and other disenfranchised populations in becoming a lost generation and the further marginalisation.

Support from the international community is greatly needed to help mitigate this risk, yet the sector suffers from fragmented support. Almost all aid in the sector is project-based with a significant portion via non-government organisations.

The sheer scale of the political and economic crisis in South Sudan and its critical ramifications for the country’s human resource development make it critical that investment in peace-building and youth engagement through the provision of skill development, TVET and livelihood improvement is important and must be prioritized and accelerated by the government of South Sudan and its partners. With this priority and acceleration, only then can sustainable peace and economic development can occur.

The recommendations offered below are within a strategic framework for the TVET sector. The political/economic situation greatly impacts the formulation of recommendations, and although more related to risk factors for interventions, the challenges of national institutional capacity and the availability of resources also contribute to the execution of recommendations. Understanding these three factors highlight the need of prioritizing recommendations over immediate, mid- and long-term approaches to ensure efforts are effectively implemented. The adoption of a complex policy recommendation, for example, may be limited if institutional capacity is not yet built. The recommendations in summary is a culmination of stakeholders’ inputs as well as analysis and some may already exist in various government and international policies and studies. The recommendations stress the importance of commitment from

all stakeholders with a focus on practical needs and realism. The recommendations are also not exhaustive, but rather details key areas of interventions that are vital for an effective and responsive TVET sector.

14.1 IMMEDIATE RECOMMENDED ACTIONS

- 1. Develop and strengthen coherent government coordination.** Key government ministries in the government involved in vocational provisioning have worked tirelessly in advancing the vocational agenda. This is to be lauded. However, the TVET sector is handled by various ministries. Many respondents in this rapid assessment point to the duplicity and confusion that results from different ministries' involvement in TVET with unclear demarcations and lines of responsibility. Ministerial silo-ism has sometimes resulted in a bifurcated vocational system that needs urgent attention. More effective synergy between the ministries can result in considerable efficiencies and clarity. Thus, strengthening government coordination is imperative. In various countries in the region including Tanzania and Kenya, there are apex TVET bodies that help guide and govern TVET in light of TVET being under the purview of many ministries. This reports recommends establishing an interim structure towards the development of a single government entity to govern the coordination of the sector.
- 2. Develop a single national TVET policy.** In the same context of government coordination, there is common consensus that a lack of a cohesive policy has led to fragmented programme delivery, in which resolving the issue is of urgent need. A clearly articulated and defined policy perspective that all of South Sudan can rally around will greatly benefit the country and the sector and the beneficiaries. Thus, in this regard, a single national TVET policy inclusive of a national skills strategy is needed that governs TVET across all government bodies in a coherent and coordinated manner.
- 3. Establish coherent approach to extending access and equity to all.** As discussed in the report, TVET's geographical and population coverage is fragmented. Most activities are centred in Juba and in urban areas, leaving the almost 70% rural/pastoralist communities behind. Furthermore, as TVET is heavily donor and project-driven, there has not been a coherent approach to extending access and equity to all. There are many activities focused on youth, of which constitutes roughly 70% of the country's population (UN-DESA, 2017). However, there are limited activities that focus in engaging at-risk individuals including those that may become involved in conflict and women/girls. This report recommends that stakeholders comprehensively evaluate access to TVET of all sections of the population - both widening access to marginalised communities and expanding delivery.
- 4. Develop competency-based short courses within national curriculum.** As there is an urgent need for engagement and meet the great demand for TVET, there is a critical need to quickly supply the country with a skilled workforce and community engagement. This report recommends developing both the formal and non-formal TVET sector; however, to meet the need/demand, any proposed national curriculum needs to consider short courses to fast-track relief. This report strongly recommends that executing this recommendation would need to be alignment with other mentioned recommendations as to streamline pathways and service delivery in TVET without cannibalisation or deterrence from entering TVET via other pathways.
- 5. Use existing TVET centres for immediate needs, but conduct mapping to determine long-term needs.** Related to extending access and as mentioned in the discussion of infrastructure, many partners have built TVET centres in urban areas throughout the country. As a stop-gap measure, using existing facilities is prudent and a mapping across the country is needed to assess geographic coverage. However, this reports notes that building additional facilities should be taken carefully as many schools are attacked due to the conflict and pastoralists, which lead highly mobile and nomadic lives, constitute a significant portion of the country's population, in which permanent structures may not be in alignment with the country's context. South Sudan should also consider integrating TVET within the general education stream and utilize existing general education schools as a means not only to provide TVET but expand its scope and pathways. This measure could decrease the need for additional infrastructure.
- 6. Build national capacities of government institutions to govern TVET.** To ensure sustainability of initiatives and promote national ownership, building the capacity of national stakeholders is needed.

This involves building capacity of national stakeholders to develop the policies recommended in this report as well as management of TVET provision in a proactive manner.

14.2 MID-TERM RECOMMENDED ACTIONS

1. **Create programmes and curricula that cater to labour markets and the relevant needs of target populations.** What needs to be taught and provided will go a long way in enabling the system to be responsive. With many stakeholders executing different curricula and programmes, it is difficult for employers to decipher the quality of each programme. Thus, in alignment with Immediate Recommendation 4, there is a need for a more coherent streamlined curriculum and programming for all actors reflective of the true labour market including an analysis of each sector (e.g., agriculture) to identify strengths and opportunities for growth. The programmes and curriculum needs to be relevant and also reflect the needs of various populations including rural/remote, overage out of school children, girls/women, IDPs/refugees, demobilized persons, youth, etc., while promoting resilience and peacebuilding. TVET needs to actively engage the communities and labour markets in which they operate. This could involve offering short, mid- and long-term courses with TVET. Policies need to be both demand-driven (in its widest sense) to the needs of communities and the local conditions that need immediate response. This entails engagement with local labour markets and developing programmes and curricula that cater to such labour markets in a dynamic manner. Institutions need to more clearly establish relationships with those that require resolution of immediate challenges including food insecurity. This also includes the provision of both ‘technical’ (hard skills) but also ‘soft skills’ in such areas as work ethics and collaboration as many lament the lack of the latter. While the need for self-employment is clearly the only option for many, in the absence of a robust formal sector, more deliberate engagement with those that are in business or in infrastructure development (e.g. aid initiatives) will provide the necessary impetus and encouragement for learners to enter the economic space. Promoting entrepreneurship has shown positive results in the region in this light. Numerous examples of projects that encourage cooperation between groups of learners and existing businesses suggest that this model can work. Simply providing materials after training has been found to have limited value outside of support and mentorship commitment.
2. **Address teacher/facilitator/instructor training and remuneration.** In regards to quality, there exists no succinct and/or streamlined approach/support to teacher/facilitator/instructor education/training. Thus, to ensure quality, the report strongly recommends addressing these issues via the establishment of standardized practices across all national partners. Such teacher/facilitator/instructor guidance is necessary to provide a quality, stable and reliable workforce and ensure any proposed national curriculum is executed based on learner and labour market needs.
3. **Strengthen TVET data collection via TMIS and the use of data for decision-making.** Given the sparse and fragmented collection of data at all levels, the report recommends developing initiatives in TVET management information systems (TMIS) for data gathering and analysis as well as financial tracking. Only with credible data can initiatives and policies be properly analysed and developed in an evidence-based approach.
4. **Coordinate donor, multi/bilateral agency and NGO work in a streamlined and sustainable manner.** Donors, multi/bilateral agencies and NGOs powerfully shape vocational provisioning in South Sudan. This is unsurprising given the limited resources available to government. This is unlikely to change in the foreseeable future. Numerous examples exist of well-meaning but ‘failed’ initiatives that have not deliberately and forcefully placed sustainability at the forefront of project design and implementation. Very impressive and sophisticated theoretical arguments have been advanced by many around the importance of change management without ensuring that when a project ends that very real challenges will have to be faced by communities that have benefited from the limited and timeous interventions made by external organisations. Institutions are overwhelmed with equipment provided which has not even been used, while in other cases, those that have been provided and used, lie wasted because there is not the expertise to repair. Some considerations need to be given to the kinds of

interventions considered appropriate in this context. Building impressive structures in this volatile situation might also need some radical re-thinking in this transition. Furthermore, as discussed, given the fragmentation in the sector, donors, multi/bilateral agencies and NGOs need to work in a coordinated manner to ensure cost-effectiveness and easing duplicating efforts.

5. **Promote work-based learning, apprenticeships and other skills-acquiring activities.** Given the great demand for TVET as well as understanding that not all learners can access TVET instruction via established institutions in a classroom/workshop setting, there may not be sufficient opportunities at TVET institutions to meet the demand or needs of learners. Work-based learning opportunities provide another avenue for learners to access TVET, VT and skills development. Other avenues for engagement can also include cash for work, food for work or similar type programmes that operate under an engagement and skills development framework (which is practiced by WFP, World Bank, etc.). Thus, developing work-based learning opportunities and policies is needed to ensure different avenues to access TVET.

14.3 LONG-TERM RECOMMENDED ACTIONS

1. **Establish a streamlined certification system.** Certification is important in the TVET sector as it provides validity and recognition for beneficiaries of their acquired skills. However, the provision of certification is fragmented with each implementing agency (including non-government actors) certifying based on their own programmatic administration. This has led to confusion in the validity of certifications in the labour market/workforce. Certification processes also need to take into account the recognition of prior learning (RPL) as to not marginalize those that have already obtained various skills through formal or non-formal means. However, at this time, the report does not recommend the development of a national skills qualification framework (NQF) as it can be a lengthy and expensive process, and in the context of South Sudan, where development can rapidly change given the economic context, the report recommends developing a NQF once South Sudan becomes more stable. This is not to say that having a NQF is not important to provide recognisable qualifications that can be easily identified nationally. The cost of such a large national project needs to be carefully reviewed given the limited resources and urgent needs to extend access and delivery of TVET. The international evidence clearly cautions against undertaking such an exercise in light of the massive skill development needs identified. Involvement of the private sector entities in particular labour market areas will go a long way in establishing the synergy until the need and resources available justify its attention. South Sudan deserves considerable attention to the business of skills acquisition that is both responsive to context and appropriate to the local environments.
2. **Support to formal TVET sector.** Many of the support by development partners have focused on the informal/non-formal sector in TVET. In addition, most activities have been focused on TVET delivery (i.e., providing TVET instruction to learners). Much of the upstream work has been ignored as a result, which results in a perception of incoherence for many partners in the implementation of TVET. This report recommends that there be more focus and support to address the incoherence and fragmentation within the formal TVET sector.
3. **Conduct tracer studies at regular intervals, while reinforcing workforce/career guidance and skills assessments.** Once reforms are in-place and to better inform policies and programming, conducting tracer studies of TVET graduates is needed. Having such studies allow decision-makers to see if the current provision of TVET is adequately meeting the needs of learners and the country's development goals. Given the complexities of tracer studies, sustainable approaches should also be developed including workforce/career guidance programmes and building national capacity to conduct skills assessments.

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*Not included mimeos, personal correspondences and policies still under consideration

16. ANNEX

Table 14: List of Interviewees

<u>Name</u>	<u>Organisation</u>
Marina Versluis	Academy of Professional Education
Father Waldermar	Don Bosco
Okello Dominic Oliha	Dorcas Aid International
Yunus Lubega	Embassy of Canada to South Sudan
Takanobu Nakahara	Embassy of Japan to South Sudan
Bol Andrew Wieu	Employers' Association
Emmanuel James Kon	Employers' Association
Kristina Sevastou	EU Commission to South Sudan
Kenyi Kilombe	EU Commission to South Sudan
Getiso Jebo	GIZ
Tim Berke	Israel Aid
Andrew Anda	Israel Aid
Michi Yamanakajima	JICA (Tokyo Headquarters)
Patricia Mushayandebvu	Mercy Corp
Oneil Yosa	Ministry of Agriculture
Mario Velvur Gunda	Ministry of Culture, Youth and Sports
Joseph Bartel	Ministry of Environment
Odur Nelson	Ministry of General Education and Instruction (Alternative Education System)
George Mogga	Ministry of General Education and Instruction (Planning)
Kuc Gideon	Ministry of General Education and Instruction (TVET)
Taban Kozo	Ministry of General Education and Instruction (TVET)
Juac Agok Awyar	Ministry of General Education and Instruction (TVET)
John Chol Dau	Ministry of Labour, Public Service and Human Resources Development
Ben Waigo	Ministry of Labour, Public Service and Human Resources Development
Samuel Imma Romano	Ministry of Labour, Public Service and Human Resources Development
Lazarus Kiir	Nile Hope
Louise Leak	Norwegian Refugee Council
Chol Yaak	Norwegian Refugee Council
Michael Njogu	Save the Children
Nhial Abraham	Save the Children
Mike Kosgey	Save the Children
Betram Kuol	St. Vincent
Representatives of state ministries of education, labour, social welfare and youth	Technical Advisory Committee in Rumbek, South Sudan
David Maker	UNDP
Morning John	UNDP
Al-Mamun Azad	UNHABITAT

<u>Name</u>	<u>Organisation</u>
Kinyera David Jada	UNHCR
Mohamed Lebbie	UNHCR
Matthew DeCristofano	UNICEF - Child Protection
Peter Quamo	UNICEF - Education
Hadiya Ahmad Allajabu	UNIDO
Ram Kishore	UNIDO
Achiro Tito	University of Juba
Rukaya Mohammed	UNWOMEN
Jane Namadi	USAID
Daniel Wani	USAID
Emmanuel Dijango	USAID
Pita Florence	USAID
Pedro Mortara	WFP
David Dagu	Whittaker Peace Development Initiative
Chan Moses	World Bank
Moses Leviticus Omara	World Vision
Representatives (not mentioned in this list)	TVET Working Group

Table 15: Activities of Implementing Agencies: 2017*

Type		Multi/Bilateral Agency											NGOs					
		FAO	UNDP	UNESCO	UN-HABITAT	UNIDO	UNHCR	UNMISS	UNICEF	UNWomen	WFP	GIZ	Dorcas	FCA	Plan	Save the Children	WAO	World Vision
Upstream Support	Policy Development																	
	Coordination (with government)																	
	Advocacy/Mobilisation																	
	Research																	
Midstream	Capacity building of TVET managers/administrators																	
	Curriculum Development																	
	Training of TVET/Skills teachers/instructors																	
	Paying incentives/salaries to teachers/instructors and centre administrators																	
Downstream	Construction and equipping of new TVET learning facilities																	
	Refurbishing and equipping of old TVET centres																	
	Funding CBOs/NNGOs/INGOs to implement TVET activities																	
	Expanding access and addressing marginalisation through non-formal/informal TVET																	

*Based on available data.

Table 16: Activities of Implementing Agencies: 2018*

Type		Multi/Bilateral Agency									NGOs			
		FAO	UNDP	UNESCO	UN-HABITAT	UNIDO	UNICEF	UNMISS	UNWomen	WFP	GIZ	Dorcas	EMPOWER project (EU)	Save the Children
Upstream Support	Policy Development													
	Coordination (with government)													
	Advocacy/Mobilisation													
	Research													
Midstream	Capacity building of TVET managers/administrators													
	Curriculum Development													
	Training of TVET teachers/instructors													
	Paying incentives/salaries to teachers/instructors and centre administrators													
Downstream	Construction and equipping of new TVET learning facilities													
	Refurbishing and equipping of old TVET centres													
	Funding CBOs/NNGOs/INGOs to implement TVET activities													
	Expanding access and addressing marginalisation through non-formal/informal TVET													

*Based on available data.

Table 17: Mapping of Direct Implementing Agencies

Type	Entity	Donor	Budget	Timeframe	# of Beneficiaries	Skills														
						Tailoring	Welding	Carpentry	Masonry	Electrical (Incl Solar)	Auto-motive	ICT	Beauty	Agriculture	Aqua-Fisheries	Catering/Food Prep	Public Works	Livelihoods (Unspecified)	Business	Other
Multi/Bi-lateral	FAO & UNESCO	EU	5 million Euros	2015-2018	1,474 (2017)															
	UNDP (Access to Justice and Rule of Law Project)	Netherlands	10.7 million USD (includes non-TVET portion)	2017-2019	200															
	UN-HABITAT	Japan	500,000 USD	2017-2019	500															
	UNHCR			2015-2017	1,720															
	UNIDO (for value chain project w/ GIZ, FAO and UNOPS)	Canada (fisheries), EU (value chain)	11.5 million USD (fisheries); 80 million Euros (value chain)	2013-2019 (fisheries); 2015-2017 (value chain)	504 (value chain - post-harvest prog.); 50 (value chain - fish); 32 (value chain - ToT); 104 (value chain - entrepre.)															
	UNICEF (demobilisation proj.)	GIZ, Norway, Denmark		2017-2018	250															
	UNMISS	Republic of Korea		2015-2018	300															
	UNWOMEN	Japan		2016-2018	7,500															
	WFP	Multi		2017	10,000 farmers (P4P), 129,081 (Food for Asset)															
NGOs	Dorcas	EU	2.5 million Euros	2016-2019	6010															

Type	Entity	Donor	Budget	Timeframe	# of Beneficiaries	Skills															
						Tailoring	Welding	Carpentry	Masonry	Electrical (Incl Solar)	Auto-motive	ICT	Beauty	Agriculture	Aqua-Fisheries	Catering/Food Prep	Public Works	Livelihoods (Unspecified)	Business	Other	
	Help Restore Youth (HERY)	UNDP, Japan			120																
	Mercy Corps				50																
	Nile Hope	Stromme Foundation	39,000 USD	2010-2012	152																
	Save the Children	EU	2.5 million Euros	2015-2017	457																
	WPDI																				
	WAO	UNESCO (GPE)	80,000 USD (UNESCO)	2017 (UNESCO)	630 (UNESCO)																
		UNICEF (USAID)	132,190 USD (UNICEF)	2017-2018 (UNICEF)	450 (UNICEF)																
World Vision																					
Formal (Gov)	MTC																				
	Juba Comm. School				643 (2018)																
	Juba Technical School				766 (2017)																

*Only direct implementation is accounted for in this table.

Additional Selected Examples of Non-Government Initiatives

Under the UNDP project: Access to Justice and Rule of Law (2015-2017) supported by the Kingdom of the Netherlands, UNDP works with the National Prisons Service of South Sudan (NPSSS) to promote prisoner rehabilitation via VT in Juba Central Prison. The programme provides four (4) month courses in various vocational skills such as information and communication technology (ICT), food processing, bakery and plumbing.

Under UNMISS with the support of the Republic of Korea's peacekeeping delegation, vocational centres and training has been provided to over 300 beneficiaries in Bor. Beneficiaries were and are trained in such skills as carpentry, welding, electricity, and construction.

